PROCEEDINGS

OF THE

FOURTH ANNUAL MEETING

OF THE

New Jersey State Conference of Charities and Correction,

HELD AT THE

State House, Trenton, N. J.,

February 16–18, 1905.

TRENTON, N. J.
MacCrellish & Quigley, State Printers.
1905

Fourth Annual Meeting of the State Conference of Charities and Correction.

Transcript of Proceedings at the Fourth Annual Meeting of the State Conference of Charities and Correction, at the Assembly Chamber of the State House, in the City of Trenton, N. J., Thursday Evening, February 16, 1905.

EVENING SESSION.

Mr. FRANCIS B. LEE—The Fourth Annual Meeting of the State Conference of Charities and Corrections will please come to order. I will ask the Rev. Alfred W. Wishart, pastor of the Central Baptist Church, to invoke the divine blessing.

Rev. ALFRED W. WISHART then opened the proceedings with prayer.

Mr. FRANCIS B. LEE—In this Conference, which I assume is called that the greatest good to the greatest number may be secured, with a further recognition that all good cannot be accomplished, we may take, possibly, as our motto, "To do our best and to leave the rest." And with that in mind, and the fact that we are in the Legislative Hall of the city which has been ever conspicuous for the work of charity and good will, I will ask his Honor, Frank S. Katzenbach, Mayor of the City of Trenton, to extend to you a hearty welcome to the capital of New Jersey. (Applause.)

Address of Welcome.

MAYOR FRANK S. KATZENBACH, JR.

Mr. Chairman, Ladies and Gentlemen—I had the honor three years ago, at the First Conference of Charities and Corrections, of extending to those that were here at that time a welcome in

the City of Trenton. Thinking that during my administration other Conferences would be held in this city, because of its central location, and the fact that it is the capital of the State, I remember that I stipulated on that occasion that my words of welcome should be broad enough, and I would try to make them cordial enough, to cover all other Conferences that might be held here during my term of office, but the chairman of your local committee was quite insistent that I should come here to-night and welcome you to the City of Trenton, stating that as the winter had been such a cold one, and the entire aspect of Trenton looked so very forbidding, and as the words of welcome spoken three years ago may have been forgotten, that I should say something to counteract, if possible, the frigid appearance of our city. I am very glad to have this opportunity of speaking a few words to you, because it affords me a chance of congratulating you who are interested in the charities of New Jersey upon the splendid work that has been done since the formation of your society. I feel that there has been a better spirit during the past few years pervading all of the charities of the State, and this has resulted in a better administration of both State and municipal charities. These matters are of the deepest interest to every one of us, and so I hope that this work will progress with the same strides and with the same spirit with which it has been commenced. This work you have done with a great deal of tact, and tact can accomplish many things that cannot be accomplished even by good laws.

I am glad you are reaching out and improving the conditions of both State and municipal charities, and I see no reason why all private and public charities cannot be made to co-operate in perfect harmony. I know that those who fill offices are very willing to listen to words of advice that are given by those who have made the subject of charities a special study.

Last year the Conference met, I believe, at Atlantic City, and the people of Trenton are very glad to have you back with us for your Conference this year.

One who extends on behalf of a city a welcome and the freedom of the city resembles the toy balloon that is always sent up by a skilled æronaut before he makes his ascension, to test the

currents of the air and their direction. I know that the real work of this Conference is to be done by others and that you are ready to listen to those who have prepared addresses to be delivered here this evening. I, therefore, again bid you welcome, and trust that this Conference will result in a great deal of good to all the charities in this State.

Mr. FRANCIS B. LEE—Somehow or other, when the work of this Conference is mentioned, it is but natural that one's thoughts should turn toward a man who has possibly done as much for charitable and correctional work as any man in the State of New Jersey, who has given of his time and who has given of his money for the benefit of the most interesting, the most helpless of all those who need aid, the children; and I ask Mr. Hugh F. Fox, President of the State Board of Children's Guardians, to respond to his Honor the Mayor. (Applause.)

Response.

MR. HUGH F. FOX.

Mr. Chairman and Mr. Mayor—After the way in which I have been introduced it would seem almost time to send for the undertaker. Even the Legislature has adjourned out of respect of the State Conference of Charities, and we know that Legislatures do not usually adjourn out of respect for live objects; but I can assure you that the State Conference of Charities is very much alive, although very young, and it is growing year by year.

Those of us who follow the beaten path from the railroad station to the Legislature have very little idea what a beautiful city Trenton is, what a city of beautiful homes, and except from the evidences on the main avenue of the city, how well it is governed and how model a community it is.

In looking the other day over the latest thing in the way of encyclopædias I was glad to find that my friend, Mr. Lee here, has been selected as the historian of Trenton, and well he

has done his duty. According to the Encyclopædia Americana, Trenton has a great history behind it, but he has not brought it up to date. I learn from other sources that Trenton is a city of eighty thousand souls and eighty Legislators. You will notice that the proportion is one-tenth of one per cent. "A little leaven leaveneth the whole."

The people of Trenton are used to leading the Simple Life for nine months of the year, and if for the other three months their peaceful pursuits and ways are disturbed by the sessions of the Legislature, I am sure it is only a stimulus and serves to make them appreciate what a "Capital" time they have. (Applause.)

The people in New Jersey are of a trustful nature, and the tax with us is only a local issue. The seats of the mighty may be in Washington, but the corporate center of the United States is in Trenton.

Seriously though, ladies and gentlemen, I feel it a privilege to be called upon to respond, for so goodly a fellowship as this, to the warm welcome which the City of Trenton has given us, and the words which the Mayor has spoken I know are no light words. The Mayor has proven himself interested in his fellow man and in all good works, and has done his duty as a citizen in the community; has made Trenton the model community that it is under his administration, and we know he speaks in all sincerity when he welcomes us here in the name of the City of Trenton, because of the objects for which this Conference stands, I am sure I voice your sentiments when I say that we come here in no spirit of criticism; we come here to learn from each other by a mutual exchange of experiences—by frank expressions, it may be, of our mistakes, and with a determination to cooperate with the Governor and all authorities of the State in making this State a better State and in making our brothers better and nobler men.

If I were addressing myself to the members of this Conference, instead of to the Mayor and Chairman, I think I should have addressed you as Nobles and Ladies. This Conference is composed of, and I believe the people who are engaged in this work in this State and throughout the country represent, the

very aristocracy in thought, in heart, in all the best qualities that the nation affords. I thank the Mayor for his cordial welcome and I thank you for your consideration. (Applause.)

Mr. FRANCIS B. LEE—Down in the southern portion of the State there is a county that, of late, has been engaged in the production of overseers of human effort. Some few months ago it fell to the lot of the people of New Jersey to make a choice as to whom they would have for their Chief Magistrate for a period of three years. They turned and looked down to the county of Cumberland and selected there your present Governor. In so doing they chose a man who, I believe, has the work of an organization of this kind at heart, whose own efforts as Senator, as publicist and as Governor have been directed toward the amelioration of the condition of those people in the State of New Jersey who are dependent on the State.

The people of this Conference have also turned to that portion of the State of New Jersey and selected another Cumberland county man to oversee the proceedings of this organization, one who shall direct, through the coming months, the work of a society which has gathered for itself a reputation not only as wide as the State, but, I believe, as wide as the country. Therefore, in introducing only one of these two, I take the greatest pleasure in saying that the man whom I ask to succeed me in the chair is a man whose own work you know best, and whose noble work at Vineland has commended him and it to the entire State. Mr. President Johnstone, will you assume the chair? (Applause.)

On taking the chair, Mr. Johnstone spoke as follows:

Address by President Johnstone.

Ladies and Gentlemen, Members of the Conference—Permit me first of all to express my sincere thanks for, and appreciation of, the great honor you have conferred upon me by making me your President. I am, comparatively speaking, a new-comer in New Jersey, and yet in the few years I have been here I have

been made so much at home—in every line of Charitable and Educational work I have found such good and true friends—that I can almost imagine I have spent the greater part of my life here.

In addressing you this evening I regret not having had a long and intimate knowledge of the Charitable and Correctional work of New Jersey, but I feel encouraged by the idea that possibly the views of a comparative outsider may awaken new thoughts or arouse old ones. And besides, in a gathering of this character, where there are but a few *directly* interested in reformatories, or in prisons, or in the care of the insane, etc., only general principles can properly be discussed.

What may be the best possible thing for Hudson county may be entirely wrong in Cumberland. Things which are right and proper in Iowa or Indiana might not apply at all in New Jersey.

We are, therefore, in the happy mean (where, indeed, the truth most often rests), and while we look over the broad field of National Charities and Corrections and take from it all that may be of use to us, we may at the same time avoid danger of being petty by refusing to consider here the things which apply only to one township or county, or society; and so devote our time and energies to considering what is good for our own great State of New Jersey.

There are some thoughts we must especially bear in mind. *The great aim of charity to-day is to help those who need assistance to help themselves.* This cannot always be done directly, and it requires knowledge and training to do it intelligently and for the public good, just as it requires knowledge and training to cure the sick in body. We all know of the great wrongs done in the name of Charity by men and women who meant well, but who, because of their lack of knowledge, defeat the very ends at which they aimed. Misdirected energy often robs worthy objects. Charities formed to meet certain conditions often exist after such conditions have ceased, and the charity exists only for itself, thereby depriving some more necessary and urgent condition of the assistance *it* needs, for it would seem that only a certain amount of relief can be obtained from a given locality.

Again, if we would be practical, we must meet conditions as they are, not as we think they should be, and earnestly strive to improve them, never losing sight of the ideal toward which we are struggling, but at the same time recognizing present facts.

Greater knowledge is causing many of our troubles to disappear. We are learning that we must study the causes as well as the symptoms. We begin to realize that the insane and the feeble-minded, the epileptic and the idiot, many of the criminals, tramps and paupers, are all closely related. That the offspring of any one of these may become any other one of them. If we can cure, we must do so, but if not, we must give permanent guardianship in some form.

We are learning, also, that in the treatment of the ordinary evil-doer we must remember that wrong is committed either through ignorance or disease, and so our methods must be those of education or cure.

As we go deeper into the great questions which confront us, we are finding more and more of those who need the attention of the Charitable and Correctional bodies of our State. We are not trying to increase the number of dependents upon the bounty of the State or its philanthropic citizens, but we are trying, by the expenditure of a little more time, energy and money, in our generation to prevent an immense increase in the time, energy and money which will be necessary in succeeding generations to cope with the evils which we know only too well are increasing with compound interest. Is it not better for the State to spend a few hundred dollars taking care of a neurotic child, man or woman, and by giving it permanent custody, prevent its bringing into the world a family of three, four or five the same or worse than itself (meanwhile training it to be, in so far as possible, self-supporting), than for the State to leave it at large, and then several generations later find itself confronted with actually dozens or hundreds of defectives, who, becoming a menace to society, require the citizens to pay for their short-sightedness many times the original cost in trials, damages and the final care, to say nothing of the moral loss by such a state of affairs? Witness the Jukes family in New York, the Ross family in

Indiana, and the family of Rosie D——— in Pennsylvania, everyone of which has cost their States amounts running from one hundred thousand to over a million of dollars in the last seven or eight generations.

I was almost tempted to add to the foregoing list the S——— family in our own State, but I have not sufficient data to speak with certainty. As soon as we have our Commissioner of Charities, however, we may hope to get together in his office such records as will enable all of the institutions of the State to pick from their long lists of waiting applicants those who belong to the degenerate families, and care for them first, thus checking this great stream much nearer its source than we are now able to do.

Perhaps now, before the Commissioner has been appointed (indeed, before the bill has become a law), I may be permitted to say a few words, which could not well be said later, concerning his office.

It is hardly in place to attempt to discuss fully the reason for a Commissioner rather than for a Board of Control, or a State Board of Charities; or, indeed, for the Guardians for the Insane, and the Advisory Commission, suggested in a recent issue of the *New Jersey Charities Review*. I do wish to say a few words, however. The first, I am sure, none of us wanted; the second, we found last year we could not get; the last would be an experiment, and open to any objections that might be urged against a State Board of Charities. I do not believe the plan of a single Commissioner has ever been tried anywhere before. The State Board of Charities is in successful operation in many States, but in at least one case the personnel of the Board has been so changed by the Governor that, to say the least, the door has been opened to bring politics into the State institutions without the responsibility being placed where it belonged, excepting in the minds of those who had watched very closely the trend of events. The ordinary citizen who pays the taxes and wants the charitable institutions out of politics takes only an indifferent view of these things, and does not realize until too late (if at all) what has actually happened.

Instead of a Board appointed by the Governor and a Secretary

elected by it, the Commissioner is appointed by the Governor, and all of his acts will be construed as the acts of the party in power. The danger of his becoming at some future time an instrument to bring the institutions of this State into politics is, it seems to me, too remote for consideration. We do not now suffer in New Jersey from politics in our charitable and penal institutions, and, as the Commissioner is to have as his Advisory Board the heads of all the institutions receiving State moneys, and, as many of these Boards are appointed or elected by people entirely without the political horizon, the first move in that direction would bring down the wrath of the thousands of good citizens interested in these institutions, and would quickly turn out not only the Commissioner, but also the party which was back of him, for in this case it would at once be evident what was being done and who was doing it.

The Commissioner is, in many respects, much like the Secretary of the State Board of Charities in other States, having, however, larger powers, and, therefore, greater responsibilities; and, there being but one of him, it is easy for the citizens of the State to hold him to absolute accountability for all of his acts.

The Commissioner is certainly not open to the great fault found in so many lines of work—divided responsibility. In nearly every case where responsibility is divided "no one is to blame" when something goes wrong. The plan of one Commissioner is therefore superior to either the Board of Control or the State Board of Charities, both of which have proven successful in some instances, and unsuccessful—under the wrong Governors—in others.

I believe the experiment will have the full support of all interested in the charitable and penalogical institutions and societies of the State; and, if it is as successful as we expect it to be, we shall see other States—now lookoing for a solution for this perplexing question—falling into line and following the leadership of New Jersey.

There is no doubt that if the Commissioner succeeds with the public societies of the State, the private charities will not only welcome but ask for his aid and inspection, and as the State Boards of Charities in many States are the help and strength of

the private societies which are doing their work properly, and their greatest worry when they are improperly managed, so the Commissioner will aid and encourage all who deserve it, and put out of existence all who are unrightfully using the money of the charitably inclined.

I hope by next year that the demand will be so great that his powers and responsibilities will include the private charities of New Jersey.

Let us consider a moment the good this Commissioner may do. The question of economy has been fully considered in our Governor's inaugural address, so I need say nothing further of that.

The Commissioner will be in a position to gather into his office a veritable mine of information which shall be free to all of the charitable and correctional societies of the State, and through the meetings of his Advisory Board he will be able (and I hope will be required) to issue a bulletin at stated intervals, which shall contain *practical* suggestions of things which are actually being done by the various societies. Because we have no such source of information made perpetual by the State and given sufficient funds to do its work properly, many of us are in ignorance of advanced methods of work, or, several of us are working out the same problems which one might try and report upon for the benefit of the others, and the State and the people are paying for our experiments.

He will be able to find our needs, to look intelligently into our wants, and through his assistant, the architect, tell us much that we can now only find by costly means—then, because he is an officer of the State, he can go before the Appropriation Committee with authority and give them bare facts, and the *"cutting down appropriations"* evil will be eliminated.

His office will be for all of us a laboratory. He will call upon all of us for the special lines upon which we are working, and from his vantage point, where his view is broad and unhampered by the petty details of the day, he can give us general principles which will be of inestimable value.

All questions affecting two or more institutions can be here adjudicated. We are often unconsciously working at cross-purposes. Our classifications are mixed, two societies are doing

the work of one, or one society is attempting to do work which should be done by two or more. In his office all of this can be adjusted. The best brains and knowledge of the State will be at his service, and because he is not to act for the institutions, but to teach them how to act for themselves, he is performing the highest charity.

The bill creating this office is intended to give him only such power as public opinion will approve. All of the societies, State and private, if they are doing good, will stand unmolested, and by calling for their leaders, without asking their sect or creed, whether State, public or private, only demanding that they shall bring their best intelligence, conservative opinions and a broad spirt of charity, presenting the problems they cannot solve, and giving the solutions of those with which they have been successful, he will accomplish the State regeneration with which the State entrusts him.

In trouble he will stand by every one of us. He will help us in all legitimate demands. He will speak in our behalf as the need arises and against what is hurtful.

School and home, asylum and hospital, fresh-air society and day nursery, prison, jail and reformatory, almshouse, charity organization society, will, under the right man, contribute to the general fund the best they have, and thus raise the standard of charitable work in New Jersey, until it is second to none in the world.

To-morrow and Saturday special lines of work will be taken up. Upon looking over your programs you will find the names of those who stand high in the lines of work represented at this Conference. I bespeak for them a careful hearing, and trust we may have a large attendance at all of the meetings. No sane man or woman puts his money into a business enterprise without learning all he can about it. Until people refuse to put their money into charities before they have at least a fair and intelligent knowledge of what is done with it, they are only encouraging evils where the greatest good should be done. Let us, then, think deeply, let us give this experiment our heartiest

support, so that whether it succeeds or fails we shall know we have done our part.

THE PRESIDENT—Were I an orator, as my friend Mr. Lee is, I would say all the nice things that should be said, and all of the nice things I would like to say about the gentleman from Cumberland county, of whom we all think so much—but I am not. I am just a plain man. It gives me great pleasure to present to you, ladies and gentlemen, Governor Stokes.

(Governor Stokes was received with an outburst of applause, and it was some time before he could proceed with the following address:)

Address.

GOVERNOR E. C. STOKES—I think I understand the significance of this warm greeting. It means that your charity is as broad as it is genuine, and that it includes not only physical and mental dependents, but the rest of us poor official dependents as well. (Laughter.) This I suppose, is an illustration of government by the people—women included. (Applause.)

You gather here as counselors, advisors and legislators, upon one of the most important problems of our social life—a problem that affects the health, the morals and the finances of the community; a problem that touches the church and the prison, the school-house, the hospital and the home. As such, you help to uphold the hands of your officials, State and municipal, and for that reason you are most welcome guests.

If there is one set of officials of whom we are proud, it is the boards of managers of our various charitable and correctional institutions who serve the State without pay, and with no hope of reward save that of the consciousness of duty done. Their service is consecrated service, and in that spirit, if in an unofficial capacity, they devote time and attention to the public good. Long ago it was held that "Thou art thy brother's keeper," and the unfortunates and the dependents and the erring, whose comfort and reformation you seek to promote, can justly hail you as the disciples of that rule.

The increase in the number of dependents is striking. It may be that civilization multiplies its own ills; it may be that it has become more humane, has a higher sense of duty and takes care of unfortunates that it formerly neglected. Take either theory, the obligation of the State is paramount. Thirty per cent. of our expenditures are devoted to the work of charity and corrections, a magnificent showing on the one hand and a significant warning on the other. There is not a single institution in the State connected with the work you have at heart that has not reached the limit of its capacity and that does not need additions and enlargement. Pity and sympathy are continually knocking at our doors, and fortunate it is that there are men and women who are willing to give attention to this important problem in the spirit of mercy that "blesses him that gives and him that takes."

There will be differences of opinion in a work of this character, though they are not necessarily serious. Conference, consultation, discussion, debate are always desirable. Let us not forget that differences of opinion do not necessarily mean a difference in motive. Those who are actuated by the same motives and moved by the same purposes can always tolerate honest differences of view.

I do not wish to inject into this talk the personal equation, yet I do want to say that no matter how you may differ with my views and my motives, I want you to feel that I am in thorough sympathy with your work and that I am friendly, without reservation, to the cause you seek to promote. (Applause.) You remember that Abraham Lincoln said that friends can make laws better than enemies can make treaties. Let us always meet in council in that spirit. In this connection may I suggest to you that you are a part of the State government? I fancy, or I have fancied, that sometimes in the past you have approached the representatives of the State as though you felt you were dealing with a foreign power, and perhaps the State representatives gave you that impression. On the contrary, you are the agents of this Commonwealth to promote its interests and its welfare.

The rapidly increasing number of the insane, the feeble-minded

and criminals presents a most serious problem. The expenditures for charities in this State have increased in the last ten years more than one hundred per cent., while the population has increased about thirty per cent. It is fortunate, under these circumstances, that the State has volunteers, like yourselves, who are willing to assist in the work of bearing this burden. You can readily see that if this proportion of increase in expense is maintained, the end means bankruptcy. There is a limit to the purse-strings even of a State treasury, and some means must be devised by which, without injuring or neglecting the unfortunate and dependent members of society, equally desirable results may be obtained with less expense.

I submit, as a fair economical proposition, that every dollar spent in the work of charity should produce a dollar's worth of good. We must not forget that notwithstanding the fact that the work in which you are engaged is humanitarian, it must have a financial foundation, it must be supported by the revenues of the community or the State. The State of New Jersey is willing to do its part, but it wants your assistance in that great and important work. After all, the highest satisfaction in life is the consciousness that we have been able to do some good to our fellows, and if as the result of your labors society is better, dependency lessened, crime reduced, this Conference will not have been in vain. Let us work together to make New Jersey the ideal State in the treatment of its dependent members of society. (Applause.)

MR. E. R. JOHNSTONE—It now becomes my pleasure to present to you one whose name is known in connection with charitable work throughout the entire State, one who needs from me no introduction to the members of this Conference. I present you Bishop Lines, who is to address us on

"Charity—Old and New."

Rt. Rev. EDWIN S. LINES, Bishop of the Diocese of Newark, said:

Mr. President, Ladies and Gentlemen—I feel much diffidence in speaking here to-night. It was easier to accept an invitation in November for an address this evening than to come and keep the appointment. I feel that I am a newcomer in New Jersey, without that acquaintance with your charitable work that would warrant me in saying very much. I know something about it, for having been interested in it in my own State, I was interested in finding out what was being done here in New Jersey. I am sure, from what I have learned, that there are men and women of intelligence and influence giving their time and service to the study of these great questions of charity and relief, and the care of the dependent. I know something of the institutions which are established here and the way in which they are being conducted. My own association with this work has been especially with what we call Organized Charity. Our association in New Haven was the second in the country, Buffalo being first. For almost a quarter of a century in New Haven I was identified with organized charity work, and just as I was coming away other institutions were beginning work, in which I was also interested. Among them was a sanatorium for the treatment of tuberculosis, to see if, on our Connecticut hills, fifteen or twenty miles back from the shore, the results could not be reached that are obtained in the Adirondacks. Now I find that such work as that is beginning here, and, of course, it interests me very much.

I think you are leading the way in the care of delinquents, as at Rahway. I am sure that as much generosity and liberality and intelligence is being shown here in the treatment of these questions as in any State, and I rejoice in the fact. My lot is cast, for whatever years of work remain for me, in New Jersey, and being here, I am going to be as good a Jerseyman as I can. (Applause.)

It is rather hard for a Connecticut man to be transplanted in middle life, but having come, I take it to be my duty in this State to work as hard as I can with all of you.

I have an interest in these questions, but I have something of the diffidence of the newcomer.

On the train going into Jersey City a few days ago I saw a young man covered with campaign badges, left over, I suppose, from the autumn, and among them was one which was new to me. It said upon it, "Licensed to Butt In." New Jersey has a reputation for incorporating almost anything that comes along, but I had not heard of licensing persons to come in and say what they are disposed to say about public matters. I judge from that badge that a license is required of newcomers desiring to express their ideas about affairs in the State, and it has made me rather careful as to what I say. I think, if my life is prolonged, I shall have something to say and shall try and take my part with you in studying these questions.

I have learned that you are a charitable people. Among the many people who have turned up at my home in Newark, claiming old friendship in New Haven and thinking I might be willing to assist them to return to New Haven, there is one whom I have assisted no less than four times, and I think he is still staying in Newark. At Christmas I saw him do an act which repaid me for the small sums I have spent to get him on his homeward way. He was ahead of me on Broad street, needing all the sidewalk, but evidently in a charitable frame of mind, for he was smiling as he went. He saw a colored girl standing before a store where were displayed many picture books and holiday books. She was looking at them longingly, and my friend from Connecticut, in the kindness of his heart picked up one of the books and presented it to the colored girl and went on his way rejoicing, as did also the girl. (Laughter.) I looked to see the storekeeper come out and pursue my friend, but he was busy inside with a customer and my friend went on his winding way with the sense of having done a charitable act. So I learned that there is something in the very atmosphere of New Jersey which disposes to charity. (Laughter.)

The old charity of which we read in the Middle Ages was

associated with "the religious house," and what a blessing it must have been in times of violence, when the petitions in the Litany for deliverance from plague, pestilence, famine and sudden death and concerning those who travel by land or by water meant so much more to people than they do now! What a great blessing it must have been that here and there in the world, filled with violence, battle and murder, there were places where the poor and homeless might find shelter and some one to care for them.

All honor to that old form of charity which was associated with "the religious house."

I suppose almost all of us can remember in our old homes (probably most of us were brought up in places that were small, whatever changes may have come to them since), when all that was really needed in the way of charity and relief was simply neighborly kindness.

People lived in their own houses year after year, whereas in many of the great cities now one-third of the people move every year. The people knew when their neighbors were in trouble, and quietly such relief as was needed was given. That old, quiet order of things is gone and conditions are changed and the new charity must differ from the old.

We are living in a new world. We say human nature is the same, and people really the same, but industrially, commercially and politically, it is a new world. That great Civil War in this country made such a dividing line in our history as some great cut in the city or country makes between one part of it and another. The old life of the country seemed to end with the Civil War and a new order of things seemed to come in out of that awful destruction and upheaval. We have seen in our own generation a new industrial order which separates master and man.

I remember when in the factories men worked with the man that was over them and upon whom they were dependent for the determination of their wages, with a sense of social equality. Those industries made the basis of some of the greatest business interests of this country. There was close and friendly relation between employer and employed, between master and man. Now

they have gotten far apart. It had to come, and there is no use in regretting the inevitable. These great combinations were coming, in the order of things, with some advantages and some ills.

There are great congested parts of our cities to be thought about, because of the determination of people to get into the cities. I read the other day that one of the noble Hebrew charities in New York had been trying to get people out of New York to work and live elsewhere, and I think, with all their efforts, they had only been able to move some two or three thousand out of a hundred thousand—so determined are people to stay in the great city. These people cannot find work enough to do and must suffer or be dependent. Some of the statistics which have come to us this winter (they are exaggerated, of course,) are appalling concerning the state of things in London and in New York.

And then observe what immigration is doing. A million of people are coming in every year, and they are staying by the Atlantic seaboard, increasing our difficulties. They are unwilling to scatter through the country. So there are new problems presented to-day in the way of charity relief by new conditions of life, and the new charity must be different from the old. I suppose we have rarely seen a time when business was so prosperous as now; so many people at work; conditions of life, apparently, in this country, never more favorable as regards work and obtaining the necessities of life, and with it are the reports of great numbers of people helpless in our cities. I do not think it is as bad in our own State of New Jersey as in New York. There is a great contrast between the luxury and waste and the condition of large companies of people. I read of a dinner in Philadelphia where everything is served on gold and each dinner costs $50, and as I rode on the Pennsylvania railroad into Jersey City and saw people picking coal out of the dump to keep warm, asked myself if these contrasts must exist forever and must be accepted.

I do not believe in the argument for luxury, waste and extravagance, because they give people work. I think they are injurious and altogether bad. The work given by extravagance

and luxury counts for little as against the evil and discontent engendered by the examples of waste and foolish luxury in this country. I know that if I was in the place where so many of these men are and had to see all this extravagance and foolish luxury, and had to work hard for little, I would have the feeling which many of them have. I am sure I would be asking that experiments like those of Socialism, etc., be tried, to see if some change might not come. In the face of all this prosperity and luxury I ask myself sometimes whether we are not living in a fools' paradise after all, in a country where the ballot is in the hands of every man.

At great dinners occasionally since I have come to New Jersey I have heard from very distinguished speakers who have used diligently the encyclopædias in preparation for their speeches, of the magnificence of the industries of New Jersey, her past history and prosperity and future greatness. There are other sides of our life in New Jersey to be thought about, and wise men will be thinking about them. You go into the great city and the chances are you will go into the most comfortable, the most prosperous part of it. But back of this are those dismal, ill-cared-for streets where the people live who in large part, by their labor, industry and ingenuity make this wealth of which we are all so proud. Those are the streets which men ought to visit, and to ask themselves what can be done to improve conditions. "Tales of Mean Streets" is the title of a striking book on East London which comes to my mind often.

Now, my friends, the new charity must be institutional, more organized, more impersonal than it has been in the past. It is to be regretted that so many people should have to do their charitable work through societies and through agents. I do not know that there is any other way. "The gift without the giver is bare," and you and I had best keep as close as we can to those to whom we owe an obligation and a duty. The new charity must be organized and must have means for investigation, and it must have all this machinery which is coming in managed by agents. We must recognize the fact that in a certain way it is a great loss to us, because those who are in the hard places of life need the personal relation of those who are in a better

position, and beyond that those who are in what we call, as regards comfort, a better place in life, need the association and friendship of those who are in the hard places.

The prosperous people need that friendship more than the people who lack prosperity need it. They need it to keep close to the great heart of the world. They need it to keep gentle and kindly, and to keep from growing hard-hearted and artificial in life and unreal in ways of thinking and living. I suppose, also, that the State must come in and deal with these new problems.

We have all been brought up with the old ideas about Anglo-Saxon freedom and liberty, every man's liberty as large as possible under the law, and as much freedom in action for every man and as little interference with his personal liberty as is consistent with good order and with good government. But I should not be surprised if some of those old ideas had to be modified.

We cannot reason as we used to do, that a man, for selfish reason, would take good care of his horse or of his cattle. The Humane Society must come in. We cannot reason as we used to do, that natural affection would lead the father or mother to treat well the child. The society for the protection of children must come in. In dealing with the tenement houses in some of our larger cities the State must come in; and also in the treatment of the great companies of persons traveling in a homeless, reckless kind of way through the country, called tramps. Men will have to enjoy less liberty in going hither and thither in a homeless kind of way. Large companies of men, almost without exception young men, between twenty and thirty, most of them tramps, are falling into the ranks of those who are going up and down through the land just on the verge of crime, and it cannot go on indefinitely.

I cut out of a New York newspaper this morning the report of a meeting held in the interest of child labor last evening. It was said in the discussion that Vermont had the best law, New York was a close second, and the States worst off were Delaware and New Jersey. I know that this must be untrue, and I hope before this Conference is over there will be some answer to the

statement. One cannot follow up every story that goes through the country, but we do not want the State misrepresented.

You are to have a discussion here of outside relief. In New Haven for many years out-door relief was given to the extent of $20,000, $25,000 or $30,000 every year, and it was a great abuse to have this large sum of money distributed through an office in the City Hall. It was said that the city could not limit outside relief without causing great suffering, but now the amount given is $5,000 or $6,000, and there has been no great suffering. There was a new adjustment as public aid was withdrawn. Churches, societies and benevolent organizations of many kinds took care of their poor, and the great cutting-off of outside relief worked good and not harm.

My friends, it is a hard thing in relief to combine a good heart and good judgment. We are moved by an appeal for charity, for we have been brought up with the feeling that there is nothing in the way of charity but alms giving. We need to learn that charity and alms giving are not the same thing. In the new charity the best judgment must go with the kind heart. It is a hard combination to get in an agent in the management of any society, but it is the combination that must be made. The motive back of all our charity is distinctly religious, and that feeling must be regarded, while we must have also good judgment and wisdom.

This State can hardly go on increasing the great expenditures for charity at the present rate, and the Governor, I am sure, has spoken a wise word here to-night concerning business methods. I want to say a few words about the colored people. We have thought that the South had a colored question, but it is a national question. There were three millions when the war came, and there are nine millions to-day, and many are coming North. We are told that there are one hundred thousand in New Jersey to-day —ten thousand or twenty-three thousand in my own city of Newark, and a larger per cent. in southern than in northern New Jersey. We know that, coming here with home ties broken, under hard conditions, great temptations come to them. There is something very pathetic to me in the story of the colored people.

Their defects are so largely due to what they have suffered from the white race that I think we ought to be very patient.

I was glad of the wise words of the President at the Lincoln dinner in New York the other night, in which he spoke of the settlement of this question as coming not through legislation, not through trying to break down social distinctions, but by what men and women shall do as regards their own neighbors, and in places where the races must work together.

President Booker Washington said, at Newark the other night, that we open all our schools and colleges to the colored people, where they have a chance of getting an education, but when they go to work the doors of advancement are closed against them. They settle down as porters or servants or waiters, whatever it may be, and they have no future. Is there not something pathetic in the thought of men or women without a future, without something to hope for and work for? You are gathered together here in this association that there may be more and more boys and girls and men and women who have a future—something to hope for. That is a splendid sentence in Mrs. Booth's book, "After Prison," concerning the man who never tried to do anything but just take his punishment in prison year after year, until finally some one came to him who cared, and in a letter he said that now he would try to make something of himself because there was somebody who cared.

There is time to read but an extract from President Booker Washington's address: "When he tries to put his learning to good use, he finds the doors of the factory, the store and the counting-house do not open for him. The result is that he becomes discouraged and demoralized, and instead of becoming a producer and a taxpayer he falls a dead weight upon the community."

"The average white boy in a store, when he takes even a most menial position, always cherishes a hope that if he is industrious he will be elevated to a clerkship or possibly to a higher position. For the average negro there is no such hope. The porter on the parlor car, for instance, knows that, however hard he may work, his chances for promotion are too slim to be considered."

I think that you and I are bound to show all kindness and

consideration and to open all the ways that are possible for these people, who are our fellow-citizens and close to us, to get on and to have whatever they may deserve. It is not a question of what we are going to do with the negro, but it is a question of what the negro is going to do with us. If you leave any part of the people in this country in ignorance and degradation the whole country must suffer. You cannot have a hand or foot diseased and have the body well, for one part of it will sympathize with the other. We cannot allow degradation and ignorance to become fixed in our great cities or in our rural communities and have a great State or city.

You must lift up these people and give them their chance in life or they are going to drag you down. It is not simply charity, it is self-preservation that must lead us to take hold of these great questions. Such organizations as this have done much good. They have brought in new ideas which are full of life and power. They have made us know that reformation, not punishment, is to be the word as regards our prison system and our houses of detention. They tell me that in many manufacturing industries, the preservation of what used to be the waste product makes the difference between successful business and failure. There are waste products in our civilization, and in our cities, and they are to be saved.

My friends, just this last word. The great hope of the future is in men and women who have public spirit—"public souls," as they have been called. We need men and women who disregard their own convenience, who are willing to give time and work to the study of these great questions, out of love for the State, the city and the community, for the common good—the unpaid service of wise, well-trained men and women.

A distinguished Japanese said the other day that he heard the president of a great American college say that he thought the greatest sentence in the English language was that used by Lord Nelson when he went into the battle of Trafalgar: "England expects every man to do his duty." "But," the Japanese added, "there is a nobler sentence than that, a sentence that has made Japan what it is. There is a word that has supported Japan and the Japanese army in doing the wonderful things they have

done. They have turned about that sentence, and have put it the other way, 'Every man expects to do his duty to Japan.' "

That is a good thought, "Every man expects to do his duty to Japan," and it is what has won the victories in Manchuria. Because every man has made his regard for the Emperor and the Empire a religion; he does not ask for a call from the flagship or from the head of the army to do his duty, he expects to do his duty.

In closing I give you the words Livingstone used when he left Scotland for the last time to go out and die in Africa, "Fear God and work hard." In view of the discouragements and depressing things that come in this work, I think I will add the words of an old Bishop who lived a great many years ago, "Serve God and be cheerful."

Mr. HUGH F. FOX—I do not believe there is any room for discussion on the program to-night, but may I just have a word with reference to something which the Bishop has just stated?

PRESIDENT JOHNSTONE—I am sure we would all be delighted to hear Mr. Fox, either right or wrong.

Mr. HUGH F. FOX—I do not think that any of us will ever forget the inspiring address which the Bishop has given us, or the impression he has given us of the breadth and clarity of his vision and depth of his insight; and the little newspaper cutting which came under his scrutiny with reference to New Jersey shows how alert he is to inform himself of the condition of affairs in this State, so that he may stand with us and help us.

The incident to which he referred with regard to the proceedings in the meeting of the National Child Labor Committee, in New York yesterday, was correctly reported. I was present at the meeting and the Secretary of the National League, who was speaking without notes, stated, in discussing legislation and the enforcement of the laws with reference to the regulation of child labor in the Northern States, that New York and Vermont were at the head and Delaware and New Jersey were at the bottom. Delaware has no child labor laws and no laws for the

compulsory education of children; and has absolutely no provision for the regulation of anything of that kind whatever.

Those of us who have stood together during the last two or three years in the agitation for the proper regulation of child labor in New Jersey and feel so proud of the way in which the State came forward and put on the statute books, in the main, the best laws, we believe, that the country has for that purpose; and who have had some part in the practical reorganization of the whole Department of Factory Inspection in New Jersey, have some reason to feel aggrieved at a misstatement such as was made yesterday afternoon in that meeting. Unfortunately it has gotten into print and the leading New York papers have given it wide circulation.

Hurriedly, before coming here this morning, I sent a letter of correction to the New York *Times,* and trust that to-morrow we shall be able as a State Conference to take some proper action in connection with the matter which will put this Conference on record as knowing the good work which is being done in the Department of Labor in New Jersey with reference to this matter, and, if possible, give our endorsement to the men who are so honestly, sincerely and earnestly trying to do their duty in co-operation with all the forces that are interested in the children and the social welfare of the State. (Applause.)

Adjourned until February 17, 1905, at 9.30 A. M.

SECTION MEETINGS.

FIRST SECTION.

TRENTON, February 17, 1905.

The First Section Meeting was called to order by the President, Mr. E. R. Johnstone, Vineland, N. J.

THE PRESIDENT—The Conference will please come to order.

Before proceeding with the regular program, there are one or two announcements to be made. Delegates will find on the table at the entrance a slip of paper, on which we wish each one to register.

A message was received this morning from Governor Stokes, saying that he regretted his inability to be here, as he must be out of the city, but that the Custodian of the State House and the employes have been instructed to extend every courtesy to the delegates and their friends, and that we may have free access to all parts of the State House to-day and to-morrow. It is not often we have the freedom of the Capitol of the State given us.

We are to go where we please, see what we wish, and he hopes that we will understand the invitation in the spirit in which it is given, and take advantage of it.

There are two Committees to be announced this morning. The Committee on Nominations will be Francis B. Lee, Mrs. Emily E. Williamson, Mr. Aborn, Mr. Abbott and Mr. Currie. The Committee will please report this evening, so that the nominations may be made at the evening meeting.

There has been presented to the Conference one or two resolutions. These will be handed to the Committee on Resolutions.

The Committee will report before the end of the session.

THE SECRETARY—I have two matters which have been presented for the action of the Committee. One is Assembly Bill No.

105 and the other Assembly Bill No. 33. I move that these bills be referred to the Committee on Resolutions.

So ordered.

THE PRESIDENT—We are now about to take up the Section on the Care and Protection of Children. This section is under the care of one whom you all know well, one who is eminently fitted to carry on the work for the care and protection of children to its highest good and the greatest advantages for the children, Mrs. Emily E. Williamson.

MRS. WILLIAMSON—I will first call upon Miss E. W. Dinwiddie.

The Child in the Tenements.

EMILY WAYLAND DINWIDDIE.

In New Jersey the tenement-house child has ceased to be an element which can be disregarded. Even five years ago, according to the census report in the seven largest cities of the State alone, more than sixty thousand families were living in tenements. The New Jersey Commission estimated the number of persons in tenements in these seven cities as three hundred and twenty-two thousand, and showed further that groups of tenement dwellers were to be found in the smaller cities as well.

It is important, therefore, to consider the character of the tenement-house environment and its effect upon the lives of the children, who must form so large a number of the future citizens of the State.

In the first place, the child in the tenement lacks room. The object for which the tenement house is created is to crowd together a number of families in a small space. In consequence of this crowding the children have not enough air in their sleeping rooms. So much expert testimony has been given on the results of overcrowding that it seems hardly necessary to speak of them here. It has been shown that high death rates, a pitiful increase in infant mortality, rapid spread of contagious disease,

undervitalization and nervous tension, and moral evils of every kind are a consequence.

The children have no place in which to play. The tiny bedrooms are filled by the beds; the kitchens are overflowing; the small yards are barely large enough for the garbage and ash cans, clothes lines, outdoor hydrants and other appliances. In the absence of playgrounds, nothing is left but the street, and to this the children resort. Here they block up the sidewalks with games of marbles, break windows or injure passersby in their enthusiasm for baseball, and are quickly drawn into games of crap and practices even more serious. Arrest follows, and the career of crime is begun.

It is hard to say which are worse off, however, the children on the street or the few whose careful mothers keep them indoors. One woman said to me with pride, pointing to three pale, anæmic children, "I never let my children run the street. In summer sometimes I take them out myself, but in winter they never step outside the door." The room, as she spoke, was almost unbearably hot and close, and one could not but wonder what chance there was for the children to grow up in such an atmosphere.

Lack of light and ventilation is a serious obstacle in the way of healthful development. In the investigation of five hundred and thirty-nine houses made by Miss Sayles, in Jersey City, over sixteen hundred rooms were found without windows to the outer air. They were all dark and received only second-hand ventilation from halls or outer rooms. More than three hundred other rooms in the same limited number of houses were lighted and ventilated by windows on tiny shafts, frequently roofed over at the top. In this connection I may quote the testimony of the New Jersey Tenement House Commission in regard to such condition:

"It seems unnecessary to state that every sleeping room should have at least one window opening to the outer air, so that such room may receive direct light and air from the outside. * * * The use of small vent shafts for this purpose cannot be regarded as aids to ventilation, as in practice such shafts become a source of danger rather than a help in this direction. It has been shown

that in nearly every instance where such shafts exist, they are used as receptacles for waste matter and filth of every description and serve as a means of communicating disease from one apartment to the others in the building."

Because of poor construction of the houses, proper ventilation is thus impossible in many cases. In others, where it might easily be had, it is almost invariably neglected. A tenement-house family, moving from a badly arranged house to one of better type, has become accustomed to doing without fresh air and does not make use of the improved facilities. Or the supply of coal is with difficulty purchased and carefully husbanded, the clothing of the family is thin, and the letting-in of cold air seems a waste of cherished warmth.

The results of such conditions need hardly be discussed. Every physician states to-day that light and air are the two all-important agents in the fight against consumption. It would almost seem that some fiendish ingenuity had devised the tenement with its dark rooms and inculcated in the tenement dweller an aversion to fresh air as a special means of propagating the disease. It is not surprising to learn that in Newark eighty per cent. of the deaths from tuberculosis occur in tenement houses.

Perhaps not all of us are familiar enough with the effects of the disease upon the children to realize what it means. We do not know until we have seen the children of tubercular parents, brought up in tuberculosis-infected rooms, have seen them dying of marasmus, or growing up crippled with hip disease, Potts' disease of the spine and other hideous manifestations of the plague, or falling in youth victims to pulmonary tuberculosis.

Another elemental necessity, besides room to live and develop, light, and air to breathe, is wanting for many tenement-house children—that is, proper food. By this it is not meant to make any statement as to those who actually go hungry; I have no statistics upon this point, but I believe the cases in which such conditions occur are rare. I can say, however, from personal observation in many cases, that a large number are not properly nourished. I have seen mothers putting coffee into the bottles of babies young enough to be fed in this way. I have seen older children breakfasting and lunching on bread and tea, or,

after the morning meal, sent to school with a few pennies to buy a lunch, which, if they choose, may be made up entirely of pickles, pastry or sweets. I have seen mothers buying over-ripe fruit and vegetables far from fresh. The cause is partly poverty, partly overwork and partly ignorance. Bread and tea are cheap and easy to make ready. It is less trouble for the busy mother to give the children a few pennies than to prepare a meal. Damaged food can be had for a song and the danger of using it is not realized.

Another menace to health and a factor in weakening self-respect lies in the uncleanliness of the tenements. The conditions in such buildings are essentially different from those in a private house. The halls, yards and cellars are used by a number of families. Each contributes its quota of rubbish and dirt; but—except where there is a janitor, and not always then—no one family feels responsible for removing any of the accumulations. Often a striking contrast is noticeable between the cleanliness of the individual rooms and the extreme uncleanliness of the other parts of the house. The tenants are willing to see to that which they feel belongs to them, but would resent bitterly being expected to clean up dirt for which each family insists the others in the building are responsible. In consequence, we see babies coming down the stairs, step by step, holding on with little bare hands to a balustrade railing actually coated with filth; or older children drawing pails of water at foul hall sinks over which slops have been spilled.

Children in the tenements, in common with others of the needy classes, are often prematurely aged and broken down in the treadmill of child labor. The subject is one upon which New Jersey has been thoroughly roused, as was shown last night, and is to be shown later to-day.

So much for the physical environment of the child, but the handicap does not lie entirely here. Some children are hampered by lack of the most elementary education. It may be because they have recently migrated to the United States from other countries without the same educational requirements, or it may be on account of overcrowding of the schools, or because of neglect of educational opportunities by parents and children who

have succeeded in eluding the truant officers, or wilful disregard of such opportunities in eagerness to obtain the child's earnings or to have its labor.

The effect upon mental and moral development of the absence of beauty in the children's lives is one which cannot be measured. No one who has lived in a tenement section can have failed to see how quick is the appreciation of some. I remember now the glow that came into the face of a little Greek boy in a crowded neighborhood when he told me that he had once lived in a place where "there was a park and trees!" Another manifestation, rather amusing, was in a settlement. A reception was to be given, and one of the younger residents, very prettily gowned, answered a ring at the door before the guests had assembled. The caller proved to be a settlement club-member, who quickly departed after transacting her business. The news spread at once, and a few minutes later the same resident, answering a ring, was greeted by a group of children. "Teacher, we just wanted to see you. They said you was all dressed up."

We all know the greed of the children for flowers—openly confessed by the girls and somewhat shamefacedly acknowledged by the boys. One afternoon some settlement workers had been out in the country and had brought home a basketful of bloodroots, a few of which were given to the first children who came to the house. In the course of the afternoon and evening all the children in the settlement clientele called, gravely conversed with the residents without mentioning flowers, but departed beaming when some were given them.

However unwise it may be thought to carry the "sheltered life" theory too far, no one can question the danger of immoral surroundings for young children. The tenement-house child soon becomes familiar with drunkenness, gambling and prostitution. It is amazing to see the amount of gambling among the children themselves. Crap-shooting is the favorite form, but another game—of "fingers"—is common, the children guessing how great will be the sum total of the fingers put down by all the members of the group when the signal is given.

It is not true that even the very young children are uninfluenced by bad surroundings. Their eyes and ears are open. I was once told by a child of about four years that the cause of a commotion we were both watching in the street was that "a drunken bum had got thirty days." Last year I heard a little boy on the street tell the father of another little boy, who had first struck him and then taken refuge behind the parental arm, that he would get even with him; he would tell the police what sort of a house he kept. Some of the foulest language I have ever heard was from the mouths of children, almost babies.

In spite of it all, the tenement-house child has some advantages. In the communal life of house and street he rubs up against many other children, and early has a social sense of a certain sort beaten into his head. At least, he is not walked up and down by a nurse-maid, whose sole desire is that he shall not soil his clothes or wander away from her. His mother and the other members of the family do not have time to spend their days in running to fulfill his slightest wish.

More constructive work is being done for tenement-house children to-day, too, than ever before. This is justly called the children's age, with its multiplication of agencies for the betterment of conditions of child-life. Years ago the public schools were established. Later, kindergartens were organized and day nurseries were opened. Societies for the prevention of cruelty to children have sprung up. Of recent origin is probation work for young offenders, the good effects of which have been so marked in New Jersey. Separate children's courts have been established. The work of the truant officers has accomplished much. Child-labor legislation has given to many a chance for proper development. The necessity for play-grounds is beginning to be realized. Children's hospitals are being opened. Trade schools, schools for defectives and boys' and girls' clubs are organized. The State Board of Children's Guardians not only has the care of children taken from their homes and committed as public charges, but in its relation to the so-called uncommitted cases comes into contact with children still in the tenements. Other work is being carried on, not solely for children, but including them in its scope. Of this character is the settlement

movement, in which New Jersey early joined, the first settlement in the State being founded in 1893. Charity organization societies have their influence upon the entire family. Much of the work of churches and religious organizations is for the children. The Board of Tenement-House Supervision, established only a year ago, has already made a beginning in the work of improving housing conditions.

The list is a long one and others might be added. Yet, in spite of all that has been done throughout the country, in spite of the immense amount that has been accomplished in New Jersey, I do not believe a single person who has come into contact with child-life in the tenements feels that more than a beginning has been made.

THE CHAIRMAN—We feel deeply grateful to Miss Dinwiddie for her excellent paper. We feel that after her work we have, indeed, made a beginning in this tenement-house work. It is a pleasure to know that we have with us one who has given attention to the care and amusement of the children. We have all heard of her work in the past, and she will speak to us on "Summer Charities for Children." She is a member of a circle who first took up that part of the work for the children. They are taking care of the summer charities in Plainfield, and have done a great and acceptable work, but she will tell her own story, and I have great pleasure in introducing Mrs. Charles Reed, of North Plainfield.

Summer Charities for Children.

MRS. CHARLES A. REED.

The topic assigned to me, "Summer Charities for Children," opens up a vast avenue of thought, and might be treated or studied along many different lines, each one proving of much interest and of great benefit to those who are wrestling with this question. Surely, we know that the problem of child-life is of the most vital importance to our State and nation, realizing as we do that the child of to-day must to-morrow wrest from our

hands the reins of government, and that upon us devolves the responsibility of preparing him for a larger life.

As a naturalist shows devotion and patience, wisdom and zeal in his work, even so, and to a greater degree, the worker in this profession should be a lover and profound student of childhood, evermore trying to know and to understand the child mind and heart. There is no nobler or more sacred and responsible calling, and it demands the best men and women among us.

Many and varied are the ways in which the different cities and towns in New Jersey are dealing with this subject, and each, no doubt, is doing a great and glorious work. There are numerous organizations for the children of the tenement, some taking as a model the original Fresh Air Fund movement, which, as we all know, consists in taking from some city a number of poor children, paying their fare to some country village and there placing them, in pairs, with some benevolent family who is willing to keep and care for them two weeks, and to do this entirely without compensation. Other organizations build summer camps, there themselves feeding and lodging the children they take under their protection.

As far as the health of the children is concerned, the result of either method is much the same. But should our efforts end with their health? Is there not something deeper and more lasting that we should strive to awaken in and to impress upon them, and how best may this be accomplished?

Some one has pertinently said that the "impressions of childhood become the expressions of manhood," and bearing this in mind should we not aim always to give the child a rich and varied life, remembering that many of the children of the poor grow up in joyless homes to lives of wearisome toil, which claims them at an age when the play of their more fortunate fellows has but just begun; that they are strangers to the joys of a happy home, and our effort should be to give them a glimpse of such life, thus furnishing them with an ideal which they may strive to attain?

Character in childhood may easily be formed, while to reform it in later years is often a hopeless task, and, as the young are naturally neither vicious nor hardened, simply weak and undevel-

oped, it is by early leading their inclinations in the right direction that we may successfully aid in moulding them.

This leads me to wonder if the glimpse of wholesome family life, such as the Fresh Air Fund gives to its children, as individuals, does not make a better and more lasting impression upon their plastic minds than does the life in those summer camps, where they are treated as a class, for it will be admitted that the bulwark of our civilization is the fireside of the Christian home, at which is instilled in the mind of youth the love of truth, virtue and charity.

In those summer camps, where a large number of healthy children are congregated, there must necessarily be a great amount of rule and regulation, else all would be confusion. The children all rise at the same time, faces and hands are washed at a certain hour, at another prayers are held; meals come at the stroke of the clock; play, too, is not spontaneous and natural, but is controlled by the matron, and each and every child plays at the same time and often the same game. Bathing and bed-time follow, and the child, it would seem to me, must necessarily feel somewhat as if he were but a part of a huge machine, not an individual.

Such a system, while I grant it to be necessary, in part, to the successful and orderly running of such a summer camp, is too precise and mechanical. It gives no opportunity for the child to express his natural feelings, and, in consequence, while we may be building up his physical system we are neglecting his mental growth.

At many summer camps visitors are urged to call, and are particularly welcome when the children are at their meals, and often when they have just been put in their beds. I remember bing asked once to drop in at prayer time, as then the children were "so sweet and clean." To my mind those are three times when they should be alone. To me there is no more pathetic sight than rows of children at a long table eating their meals, or tucked in hospital cots ready for sleep. It always sends a cold shiver over me and makes me wonder why they should be robbed of their birth-right, which entitles them to be treated as individuals.

Then, too, there is apt to creep into such a camp, unless most carefully guarded against, a hectic religious atmosphere—not the sweet, pure form of religion that is taught at the mother's knee and finds expression in childish faith and reverence for holy things, but an atmosphere of the stage, in which the child is on exhibition, and for which he is trained to exhibit, in public, some form of religious devotion from which the substance seems absolutely lacking.

Most of us have attended children's camp services and have found just that spirit, and have wondered why it should be encouraged. We have seen the children nervous and excitable, or pert and precocious, each one doing his part as he has been instructed, but doing it from the lips only. To him it has no deeper meaning. And for what is this done? Surely the matron, with the knowledge and understanding of children which she is supposed to have, knows that all this is injuring the child physically, and should know that both mentally and morally it is doing him wrong. Do I judge too severely when I say that I believe it is sometimes encouraged in the hope that it will serve to impress the emotional visitors and loosen his purse-strings?

How different is the life of the child who has been taken to the home of some kind farmer and his motherly wife. I think it unnecessary to picture the life of that child; it holds, during its short stay, all that is bright and true and best, and may we not hope that ere long we may find more homes for the tenement child in just such places—homes where he may be kept during the heated season? And should we not strive, in the meantime, to make our summer camps more like homes and less like institutions?

Living as we do, so near to New York and to Philadelphia, it is but natural that the child of the tenement should appeal to the heart of the charitable citizen of New Jersey, but that sentiment should not lead us to forget that our first duty lies with the child at our own door.

Generalization is easy, and to instill in the charitable the desire to ameliorate the condition of the poor children is not a difficult task, while to point out a plan of action by which large results may be attained from small beginnings may not be particularly

interesting to those who have given the subject so much thought, as most of you have.

As there may be some to whom the subject is comparatively new, I trust I will be pardoned if I recite some of the experiences we have had in the organization of a summer charity for children, which began in a small way and yet has accomplished considerable good.

About fifteen years ago the various circles of the King's Daughters in Plainfield, which had been acting independently, realizing that better results might be accomplished from their work if they had a central head, formed a union known as "The Plainfield Union of the King's Daughters," that union being composed of a representative from each independent circle, and meeting once a month to transact its business. A representative from the Organized Aid and one from the Plainfield Relief Association, both of which are charitable organizations, is also privileged to participate in those meetings, but has no vote.

The Union from its inception proved a great benefit. We learned just what work each circle was engaged in, where their work overlapped and where help was needed. Cases of sickness, wretchedness and misery, such as no one circle could cope with, were brought before us, and we early came to the conclusion that to be worthy of our name we must endeavor to change fundamental conditions, instead of treating symptoms.

Fearing to attempt too much at first, we established a bed in the hospital, but this did not meet our requirements, so it was, in time, abandoned, and, at the suggestion of the city physician, we decided to employ a nurse—a regular trained graduate—to visit the dependent sick and ignorant, giving them treatment and incidentally teaching them how best to care for their patients and to avoid unsanitary conditions.

After much searching such a nurse was finally secured, and each circle was asked to pledge a certain amount each year towards her support, which was gladly done.

The Relief Association kindly gave us a room in their building for our use, and the city physician very materially assisted us by fitting up a dispensary, where our nurse could put up ordinary prescriptions, thereby saving us many druggist's bills.

The nurse is directly supervised by a standing "Nurse Committee" appointed by the Union, to which committee all applications for the services of the nurse must be made.

Each circle, in turn, appoints a committee of three of its members, who perform for one month the duty of visiting, each week, all the cases the nurse has in charge, and report to the Nurse Committee the conditions which they find.

The duty of the committee is to visit and report only, not to give aid.

This plan has proved a wise one, because, at first, complaints from the cases were frequent, owing to the ignorant prejudices of the people with whom the nurse had to deal, who thought cleanliness and bathing conducive to ill-health, and that interdiction of improper food meant starvation; so, had not the Nurse Committee been able to keep in touch with these cases through the weekly report of the Visiting Committee our work might have then and there ended.

While, to be sure, many of our patients were men and women, we soon found that the number of children who were ill and neglected was legion, and during the summer months mortality among them was great.

Nurse and watch as constantly as was possible, we were unable to cope with the sickness and death. We realized that in order to meet this phase of the subject we must have the children and babies under the constant supervision of our nurse.

We learned that numbers of the children died from causes which might be prevented; for instance, we often found a mother giving her child impure milk, the child became ill, but the origin of its illness was of a social nature. The mother gave the child bad milk as a result, probably, of ignorance, laziness or carelessness, and we had to educate her to the realization of the danger of using impure food.

We had tried taking sick babies away from the heat, and often sordid and filthy surroundings, to the hills back of Plainfield for a day's outing in charge of the nurse and some member of one of our Circles, and while that was, in itself, beneficial, it did not give us the lasting results we desired.

It seemed to us that the easiest way to accomplish the education of the mother and the proper care of the child was to build a camp away from the town, in an elevated spot, if possible, where the babies could be taken and kept as long as we considered it necessary for their welfare, and which the mother might visit, and learn by precept and example.

Our first camp was practically given us. Lumber merchants donated the lumber and our town carpenters put up the one-room camp for us, doing the work after regular hours. It was built upon land, the free use of which was given by the owner, and to that rude little structure, scrupulously neat and clean, with but few conveniences, but plenty of fresh air, we took our patients. Handicapped financially, we were unable to employ a matron for the camp, so opened it only during the day, taking the babies home for the night. This we continued for some time, and while we were accomplishing good results, we finally determined our enterprise would never be a thorough success until we could keep the camp open all summer, night as well as day.

Just at that stage our camp was burned, but the following spring we built another, this time with two rooms, and kept it open during that summer a week or ten days at a time.

From that small beginning we have, from time to time, enlarged our building, until now we have seven rooms—kitchen, dining-room, living-room, two bedrooms, one for the matron and one for the nurse, and two dormitories, one holding ten beds and the other four. The living-room is so arranged that when necessity demands it can be converted into a sleeping apartment, and in that camp last summer we had 171 Plainfield babies and children and 32 mothers; often twenty at a time.

In the case of sick babies we prefer to have the mother, if possible, accompany the child, for two reasons; first, if it should die, as the result of its disease, the mother has been with it all the time and knows just what has been done for it, and, in consequence, cannot blame us; second, by having the mother we are enabled to teach her the proper way in which, not only to prepare her baby's food, but to feed it, and how best to care for herself and her children.

One unaccustomed to this work would be amazed to know how thoroughly incompetent most women of this class are; they know practically nothing about feeding, bathing, dressing or caring for their infants, and we wonder, indeed, how or why their babies live.

The expense of transportation—that is, taking the children to and from the camp (for we are a couple of miles from the town)—matron's and nurse's salary, dry groceries, milk, ice, oil and numerous other sundries, is borne by the Union, the camp being supplied with meat, fresh vegetables and fruit by the various Circles, each of which in turn bears the expense for one or two weeks, according to the size of the Circle.

The camp is looked after by a Camp Committee, composed of a member from each one of the Circles, and the chairman arranges with the Circles the quantities of food needed to provision the camp each week. In that way the camp can be run for about $750.00, exclusive of equipment, for the four months we keep it open.

Our town physicians are most enthusiastic over the results of our work, and our nurse reports less sickness during the winter among the babies and the young children than before the days when the camp was open all summer, and says that when sickness does come to them they are better able to withstand it.

For the benefit of those who might be inclined to follow along our lines, I wish to speak of a serious mistake which we, the King's Daughters, of Plainfield, made.

For years we carried on this work very quietly, never telling the public much about it, raising as much money as we could by giving teas and afternoon entertainments, which were patronized almost entirely by our own members. If we had taken our husbands, brothers and friends into our confidence, and told them of our ambitions and our difficulties, we would, years ago, have been doing the work we are accomplishing to-day. One evening at a dinner I happened, almost accidentally, to mention the subject, and questions were asked which brought on a discussion in which the men present became much interested. They were greatly surprised to find how much we had accomplished, and one of them enthusiastically offered to obtain subscriptions. He

brought the matter to the attention of others, and since then we have been most generously backed financially and otherwise, and feel that the light of a worthy charity should never be hidden under a bushel.

During the summer months, when our nurse (who is the only nurse whose services the poor can call upon) is living in camp we engage another nurse to look after our cases in town, for our physicians have learned to depend largely, in their work among the poor, upon the King's Daughters' nurse, and we are hoping that ere long we may employ two nurses, instead of one, the second to visit those families not dependent upon charity, but unable to employ a trained nurse steadily, and yet able and willing to pay a reasonable sum for occasional services.

As has already been stated, no baby camp can furnish the ideal summer outing for dependent children who are in reasonable health. For those who are ill and for the education of the mothers, such a camp as our, furnishes, perhaps, the best form of summer charity available.

In the Plainfield camp all features peculiar to the ordinary institution are, as far as possible, avoided. We have no uniforms, no hard and fast rules, no public exhibitions and no advertisements of the identity of the little ones. The work accomplished is thorough, and we endeavor to make the camp as home-like as possible.

I realize that it is but a mole-hill to a mountain, compared to work done in many other places, but if I have succeeded in interesting in this subject any who have not hitherto given it consideration I shall have accomplished my purpose.

Summer charities for children appear to me to furnish a field in which the work has been as yet but slightly developed, and one in which the willing worker may find himself able to accomplish greater good than in almost any other.

THE CHAIRMAN—There are several points in connection with Mrs. Reed's paper which I think we will take home with us and think about. One is, how easy it is, if one have the desire, to do such good work in local communities; and another point, that it is not worth while to hide our light under a bushel. At the same

time the strength of our work is increasing, although comparatively few have commenced to do the work—I mean work before the public—so that the public get hold of it. I think it is a very strong point. There is another thing we want to emphasize, and that is, that New Jersey people, owing to the peculiarities of the county system, know little of what is going on at different points in the State. I want to say, our society has a visiting nurse. Before that time it was impossible to arouse enthusiasm to do anything for the benefit or the moral uplifting of the community, but there has been a great change ever since the coming of the visiting nurse, and it has created a real sensation. I think we should feel thankful to Mrs. Reed for her paper. We have not everything that can be had in our State; we might have a tuberculosis camp on the seashore which would cost little or nothing, if we could raise enthusiasm on the subject among some of our millionaires, and we know where a few thousand dollars might be very well spent in that way. I am glad now to be able to call upon Mrs. Minola Graham Sexton to speak to us.

Address by Mrs. Minola Graham Sexton, President of the New Jersey Woman Suffrage Association.

Ladies and Gentlemen—I feel deeply grateful to this Conference for departing from the program to allow me to bring to you a greeting from the New Jersey Woman Suffrage Association.

Our work is especially carried on for the elevation and betterment of women and children, and to secure the same political rights for women as are accorded men. We also stand ready to assist in any worthy charity.

I ask you to turn away from the conditions in New Jersey, with which you are all familiar, and let us examine some of the results of woman suffrage in Colorado, where women have been fully enfranchised for ten years, and in Wyoming, where they have had the ballot since 1869.

In the States where a majority of the men have dared to be just, they have placed the companions of their firesides on an

equal footing with themselves in the political world; and well have they been repaid for their confidence, for the women have helped the good men to execute the best laws that can be found in America for the preservation of the home and the care of children.

So well satisfied are they with their laws that they invite us, the people of other States, to examine their statute books and learn from them.

You are all acquainted, either personally or by reputation, with that grand man, Judge Lindsley, of Colorado, who has recently been overwhelmingly re-elected by the votes of women.

The machine politicians *of all parties* said, "Judge Lindsey must go." But the women, no matter what their party affiliations, said, "No, Judge Lindsey always has been, and ever will be, the friend of children. He must be kept in office."

This incident shows what I wish to impress upon your minds, that the enfranchised woman, like her disfranchised sister of the East, is more interested in the welfare of the home and the protection of children than in anything else in the world, but with this important difference, that she has the power of the ballot to enforce her heart's desire. Save only in the four States where woman is politically free, she must work for all reform legislation by the tedious method of petition, which is seldom successful, and for which she no longer has time.

In Colorado there are no children working in the mines, mills or factories, day or night. They are not employed in stories, nor are they selling papers upon the streets. They are in school, and there is a severe penalty visited upon any parent who disregards the compulsory school law. When there is a widowed mother with children she must work to support them, if she is able; if not, it is a case for charity. *Her children must go to school.*

Children have been taken out of society as a money-making factor.

Here in the East the feeling is that if a child is so unfortunate as to lose his father, he must go to work, and so be doubly bereft by losing also his education.

Women are so generally underpaid for their work that it often seems necessary to take a child out of school in order that the pittance the little victim is paid may go toward the support of the family.

While in Idaho and Wyoming there are laws, which were secured by the votes of women, which stipulate that women teachers shall be paid equally with men for the same grade of work, Colorado goes a step further and says that all women in the employ of the State must be paid the same price for the same work as men.

As a result there are many homes in that State made just as comfortable by self-supporting women as if men were at the the head of the households.

The confidence which the people feel in the ability of women to fill the highest educational positions in the State is shown by the fact that they have thirty-seven women as county superintendents and but thirteen men.

The Honorable Helen L. Grenfeld has been four times elected State Superintendent of Education, as well as having been twice a member of the Legislature.

The schools have been so entirely taken out of politics that several times Mrs. Grenfeld has been the only candidate for the office she holds, all parties gladly nominating her. She is greatly beloved by the children, and because she has taken a personal interest in having poor children properly fitted-out to attend school she is affectionately styled by them "The old clothes woman." Through every county in the State she has traveled visiting schools, often with rough miners as her only escort. She said in my presence that she had always been treated with perfect courtesy.

Now that you have heard my brief statement, I hope you will feel that we can learn a lesson from Colorado, and that you will, all of you, do what you can to further the cause of political equality in New Jersey, and so hasten the day when the calls upon the charity organizations of our State will be materially lessened.

When our State Suffrage Association holds its annual convention we shall be glad to welcome any speaker of this Conference

who may wish to bring a worthy reform before a large audience, and we will give him a place upon our program.

THE CHAIRMAN—We are very glad indeed for this cordial expression and generous invitation. We are watching with great interest the work of the women of the West, and we feel the women of the East will soon take up the work and bring it to a successful point.

I want to say that Colorado is no further advanced in its child labor laws than we are. We have an admirable law, which we consider the finest on the statute book, which is being enforced in our State, and which prevents the employment of children under fourteen. We have an educational law which makes it a misdemeanor on the part of parents if the child is not sent to school. Children must go to school up to the age of fourteen. We are opening truant schools. Even Elizabeth has a truant school.

We are gathering all the children into the schools, and we don't believe Colorado is at present one bit further along on these lines. (Applause.)

The next number on the program, No. 3, is an interesting one: "Minimum Standard of Requirments in Foster Homes" will be presented by a man well known in New Jersey, Mr. A. W. Abbott, Secretary of the Children's Aid and Protective Society of the Oranges, an organization that has done a magnificent work in the northern part of the State, as doubtless you all know. Mr. Abbott will present the question, and the discussion will be led by Rev. W. W. Knox, D. D., of New Brunswick, ex-President of the Children's Home Society, a man well known to you all as a worker along all lines for everything good in the State of New Jersey. The organization which he represents is doing work which I think a great many of you approve of, and we are glad to welcome him here to-day.

I have the great pleasure of introducing Mr. Abbott.

"Minimum Standard of Requirements in Foster Homes."

PAPER READ BY AUGUSTUS W. ABBOTT, AGENT CHILDREN'S AID AND PROTECTIVE SOCIETY OF THE ORANGES, ORANGE, N. J.

Jacob A. Riis once said very truly, "Free soup is not a fit diet for free men," and I know of no better way to deal with the subject assigned me for this paper than to make the minimum standard nothing short of a maximum, for the most pressing claim upon philanthropy to-day is that of unfortunate children. It should be the highest aim of all child-loving agencies in the placing-out work of children to consider the saving of the child first, last and all the time, and thus make society better. The result of the "free soup" philanthropy is ruination and pauperism, and to think for one moment, or to even suggest, a minimum standard of requirement in a foster home is hardly less than criminal. It is only during the last ten or fifteen years that so much emphasis has been laid upon the importance of placing children out in free homes, as for many years the care of children has been solely confined to the work of institutions, but it is now becoming a recognized fact that the placing-out system is doing away to a large extent with the necessity of such institutions maintained by child-saving agencies.

All applicants for children should be required to answer, in writing, several questions as to their character and circumstances, and thorough investigation should be made and entire satisfaction given, before a child is placed in the home. No amount of supervision can make up for carelessness or mistakes in the selection of a home for a child, and any society engaged in this most important work of home-finding would do well to err on the side of "slow and steady wins the race" rather than to pile up a huge record of statistics showing many children for whom homes have been found, which, upon investigation, would not bear the scrutiny of the light. Rather have a record of a minimum number of children placed out in foster-homes which will not shrink from the eye of investigation and which is open and above board, than a record showing many children placed

out and no record kept of investigation as to whether the applicant for a child is worthy morally, physically or mentally to bear the responsibility.

A child, under no circumstances, should be placed in a home unless the applicants for such a child are God-fearing people, and will see to it that the child secures a thorough Christian training and attends church and Sunday-school with reasonable regularity. In all cases where a child is required for adoption the greatest care should be given to the matter of the religious belief of the foster-parents, and when that is ascertained, beyond the shadow of a doubt, no Protestant child should be placed for adoption in a Catholic home, and no Catholic child should be placed in a Protestant home. To do otherwise would be to seriously jeopardize the work of any society and interfere with the religious liberty of its citizens.

There are certain tests which should constantly apply to all work for the child, and the one that comes to me in all the placing-out work of the Society which I serve is: Is this a home in which I should wish that my own child could be placed if left an orphan? The vital conditions are not whether or not the foster homes are of the middle or richer class, but rather the physical and moral conditions of the home and surrounding neighborhood.

The Children's Aid and Protective Society of the Oranges in its placing-out work follows a method similar, doubtless, to that undertaken by kindred children societies. At intervals during the year we ask certain influential newspapers throughout the State to insert an advertisement in their columns under the caption "Homes Wanted." The press has always been an ardent supporter and valuable adjunct to our Society for the best welfare of the child, and as a result of its aid so many applications find their way to our office inquiring for children of such an age, and oftentimes describing the kind of child they desire as to beauty, disposition, etc., that it is altogether impossible to fill the bill unless one should give up his own child as being the only one on earth to suit the applicant. Such an application should be given no serious thought or waste of time. Each

application should be considered at a meeting of a sub-committee on placing-out work of the Society, and the final action of placing a child in any home should not be left to the sole responsibility of the agent, superintendent or any one person to decide. Let me illustrate: Each application for a child, either for adoption or for service, is reported to our sub-committee on placing-out work, consisting of six members of our Board of Directors, which meet monthly or as often as necessity requires. Each application is carefully considered and the agent is instructed to visit the homes of those who are thought to be worthy and deserving of further investigation. These visits are made without the knowledge of the applicants, in order that they may be seen in their every-day manner of living, and, therefore, to the best advantage. A few minutes' chat will be enough to the experienced agent whether or not that particular home would be a safe home for the particular child the society has in mind to place there. If the applicant wants a girl of twelve years of age to help in the housework and there is a boy in the family about that same age, or a hired man on the farm living in the same house, we should decline at once to fill that application, and the parties concerned would have to look elsewhere for their help. Our Society has had one experince of this character during its six years' existence which we hope will never be repeated, for that is enough to last a lifetime. Aside from visiting the applicant's home, visits are made to the homes of those people who are named as references, and in a confidential chat much important information is gathered. These persons, being neighbors of the applicants, do not wish to write down in black and white all they know about the character and home-life and their dealings with children, but which they would not hesitate to say in private conversation of a confidential nature. The clergyman of the church the applicants attend should also be seen, and in many instances an interview with him has been of great value. This all takes time and is very expensive, as in many cases a whole day is none too long to properly investigate a possible future home for some one's child, and taking it for granted that that child is just as previous and dear in the sight of the Great Father of us all as my own child, no home can be too good and no

labor too great if it means that our orphan and friendless children shall be saved to God and good citizenship.

We take into consideration that nearly 75 per cent. of the children we have to deal with are children of neglectful, drunken, immoral or otherwise vicious parents, with scarcely a spark of fatherhood or motherhood remaining, and it is not an easy matter to fit such children in the best possible homes suited for them. Their young lives have been blighted and habits of parental neglect and viciousness can be detected in many of them, and to such many would be apt to say that "any home would be better than the one they have been rescued from," and, therefore, a minimum standard of requirements on the part of an applicant would be all that could be desired for such a child. Oh, no! a thousand times no! Secure the very best home that can be found; the very best foster-parents that can be found; place the conditions of the child's drawbacks, through no fault of its own, candidly before them; the circumstances of parental neglect and cruelty resulting in the child not having formerly had half a chance to succeed, and, in some instances to my own personal knowledge, foster-parents have taken a delight in putting such children through a course of personal, affectionate and Christian training, that an amazing change is at once noticeable in the growth and character of the child, which increases with each succeeding visit. Our Society has had the blessed experience of rescuing children from homes of vice and crime and placing them in such foster-homes, with the result that they are now being trained to lives of Godliness and usefulness and are becoming useful men and women in society. No child should be kept in a home after it has been learned that she is being made a drudge of. In answer to the question "What are your principal motives in desiring to secure a child?" came the answer from an applicant for an eleven-year-old girl: "To assist in the house-work, and we won't work her too hard." Such an applicant is not deserving of a moment's notice other than that all kindred placing-out societies throughout the State should be informed of such a home as a danger to be avoided, as in this particular instance several children had been placed in that home on various occasions through different societies, and to use the language of an impartial and otherwise dis-

interested neighbor, "They treat the young ones like so many dogs." To place a child in such a home for the sake of piling up a record for a report of the large work carried on by the placing-out agency is a gross evil and such work would be a minimum standard. To barter the life of any child under such conditions would be a reproach to any people, and to place a child in a home where he or she would be expected to do all the drudgery instead of the higher motive or ideal of securing for the child the same happiness which we delight to give our children in our own home would be worse than disastrous, and we, who outwardly profess to have given our lives and all we possess to rescue the children of our individual communities from lives of neglect and abandonment to lives of joy and gladness, must share the responsibility and ignominy of being a party to the positive destruction of the child.

There should be no minimum standard of requirements in foster-homes. The standand should be the very highest that can be obtained, and this can be easily accomplished when a society sets before it the high-water mark of only considering the child, first, last and all the time. And in order to place the strongest safeguard around our little ones I seriously believe that the State should step in and thoroughly supervise the work of all the child-saving agencies throughout the State, whether public or private, and I am sure that the society which I have the honor to represent, would welcome the enactment of a law which would provide for the proper supervision of all placing-out work by every private child-saving society in the State, as no society engaged in such beneficent work in behalf of the coming generations should carry on its work for the children of the State and not be willing to give an accounting to the State. This is a matter for serious consideration and wise thought for the members of this Conference, and I trust will be given some weight in the time allowed for the discussion of this most important subject.

THE CHAIRMAN—We now have the pleasure of hearing Dr. Knox.

Address by Rev. W. W. Knox, D.D.

Ladies and Gentlemen, and Fellow Workers in this important Charity—I thank you for the privilege that you have granted me, and for the recognition you have given to our Society on your program.

I represent a society that has had ten years' experience in the work of placing children, and as none of the work accomplished has been done "in order to pile up a record," I am sure that the speaker who used the phrase had no reference to The Children's Home Society of New Jersey. We have had the privilege of placing, out of the saddest surroundings, into what we believe are the most favorable conditions possible, one thousand children. These have been taken out of the shadow of neglect and poverty and have been put into the sunshine of love and plenty.

The importance of this work cannot be overestimated. When a child stamped by circumstances of birth or the conditions of its home, and the neglect or desertion of the parents, is taken out of former surroundings and placed where it is not known, it is at once lifted to a higher plane, and begins life anew. The wide-spread interest in this work of child-saving is attested by the large number of organizations working for the uplifting of childhood. This deep, human sympathy, common to all workers for children, should serve as a basis of co-operation between us.

The State Board of Guardians is interested in the care of children, and should be affiliated with us and with all similar associations and institutions who care for dependent children. I believe that State institutions and those supported by private charity should be recognized as sister organizations, attempting to do the same work, and they should be regarded as equally worthy of the confidence of all Christian people.

I am very glad, indeed, to stand as a representative of the New Jersey Children's Home Society, and most heartily commend the excellent paper just read by Mr. Abbott, as admirable in its common sense, as praiseworthy for its high standard, as true in its Christian conception of the little ones; but I must enter a protest against the suggestion of State supervision. I am sure if

our organizations that have the care of the children are maintained at the high standard referred to, there will be no need of complaint, or of the State supervision.

In behalf of our Society, I would say that we have a board of directors and managers whose responsibility does not sit lightly upon them. Very patiently, very sympathetically, and, we trust, very wisely, they administer their affairs. If any examination were ever made by the authority of the State we would have nothing to fear and nothing to withhold.

The declaration made at the outset that nothing less than the maximum standard in the foster-home should satisfy anyone, is true. It is just this high standard that we have had before us from the first. I do not know that it has ever been deviated from in any way, certainly not intentionally. We have never placed a single child without giving the case the utmost care and the most patient inquiry. This inquiry demands the pastor's recommendation of the applicant, which must be endorsed by the local board, if such board be established, or by three neighbors; then follows the agent's inquiry and a personal visitation of the home of the applicant. The agent's blank I now exhibit. It covers two pages, and you would smile if I were to show you how particular we are, and into how many corners we pry, and what things we turn over, in order to investigate the home thoroughly.

In the order of their importance in our minds, our inquiries are, first, as to the *character* of the applicant; second, as to *culture;* third, as to outward *circumstance*. Thus we investigate carefully the spiritual, intellectual and material surroundings. I remember one case that I looked into personally. The street number was given, and when I walked down there I found the number was on a saloon, and there was no yard whatever to the house. The child's home would have been a saloon! It did not take me five seconds to know what I would do with that application! It was turned down.

Our object is not merely to get the child out of the poorhouse; not to remove the burden of responsibility from the community, or to get the child out of the neighborhood, but *to save the child;* save it to God and to the community. We insist, therefore, on

the maximum standard in the foster-home. From what I have said of the care with which we investigate all homes applying for children, I trust that you will see that the homes we choose for our children are, first, *approved homes.*

Secondly, they are *selected homes.* We have had, during the past quarter, fifty-eight applications, and have placed but twenty-three children. As the demand thus exceeds the supply, we can always make a very careful selection of homes.

Thirdly, our homes are *tested.* The child is placed temporarily. An agent then visits the home and reports upon the suitability of parent to child and of child to parent. If all the conditions prove satisfactory, the new relation becomes permanent, and in many cases the little one is legally adopted. I gladly present for your official inspection, Mrs. Williamson, a picture of one of the many happy homes in which our children are placed. Surely it is not only a home of comfort and of refinement, but the light of the millennium is on the face of that child, leaning trustfully and lovingly against her foster-mother. I have seen like joy in a great many homes where we place our children for adoption.

When our agents inquire for homes for the homeless little ones, they plead in Christ's name and for Christ's sake. Their plea may be made in these lines: "In little faces pinched with cold and hunger, Look, lest ye miss Him! In the wistful eyes, and on the mouths, unfed by mother-kisses, marred, bruised and stained, His precious image lies." To such appeals we seldom fail to get a response from the mother-heart.

Now friends, friends of the children, not of our society, or of any other society, we don't come here to match work. We don't come here to criticise work. We come here to lift high the standard. I am glad it is so high, and I would not lower it in the least. Keep it there!

To return for a moment to the matter of State inspection. I would question the right of the State to inspect what private charity administers and maintains. There are laws upon our statute books against imposters, and those who, in the name of charity, live at the expense of a community. We will aid the State in bringing such to justice; but in charitable organizations

long established and wisely maintained, State supervision would be an offence and an injury.

The State need not, however, be uninformed. This Conference could well gather and tabulate valuable statistics. Every home where a child is placed comes under the law of a community, and the State has its redress if there should be a violation of law. If there should be an instance where, notwithstanding all precautions on our part, a child is living a life of drudgery and is denied its rights, or should there be indignity, dishonor or ill-treatment to any still under our care, then it would be right for the officer of the law to step in. Our society, with its five thousand members, its visiting agents, and its two hundred and thirty-nine local boards, stands back of our children to prevent such things.

Now, my friends, Christian charity, administered wisely and in Christ's name, ought not to be touched by the State. I trust that I have made it clear that all homes applying to the Children's Home Society for children are first *approved,* then *selected,* then *tested;* that we have the best welfare of dependent children at heart, and therefore insist upon the maximum requirements in the foster-home. Our methods, our documents, our records of the children placed are always open to proper inspection by those who wish to inform themselves of our work. I would be glad to have visitors call at our office in this city, and I am not ashamed to give the "Homes for the Homeless," our official organ here for distribution, to our friends, so that they may see how we do the work, and I would allow the closest inquiry; but, as I said before, we emphatically disapprove of State inspection or control. I thank you for the privilege of speaking and endorsing the work. (Applause.)

THE CHAIRMAN—Dr. Knox has struck the keynote. We are all here with the idea of following up the child, and I want to give five minutes to discussion from the floor. I would like to call on Rev. Mr. Hamilton, from Paterson, to speak on the State supervision of private charity, and then on Mr. Groszmann, of Plainfield.

REV. MR. HAMILTON—I am not at all prepared to speak on any subject this morning, and would rather be a listener on the floor of the Convention. I would like to endorse heartily what has been stated in the paper which has been read on the subject of State Inspection. I would state it as my conviction that the great trouble with a good many things we have to do with is that we are over-inspected now. I do not think it necessary for the State to come along and inspect Christian work, and I think that work can be better done without it. It is very well to have inspection of State institutions and public educational bodies, but as a matter of fact, I think we are law crazy in this country. The number of laws passed by the Assembly year by year is simply astounding. Everything is supposed to be done by getting a law to do it. I think that is a great mistake. The method of inspection I see going on in many of our municipalities is not desirable. I thank you for the privilege of saying this word.

DR. GROSZMANN (Plainfield, N. J.)—Ladies and gentlemen, I am hardly prepared to enter into this discussion, although I am very much interested in the papers presented. It seems to me that both speakers agreed with the remark of Mrs. Reed that greater emphasis should be laid upon the homelike influences which should surround each child which is placed away from its own home, and which is in institutional care. On the other hand, I beg to disagree with the speakers that have discussed the relation of the State to private charities. It is my view, that the ultimate result of all private charitable work will be the assumption, by the State, of all such endeavor. What is called "charity" is really not a mere emotional matter, dependent entirely upon private initiative. When the efforts summed up under the general term "charity" are understood in their real meaning, it will be seen that they are essentially a public function, to be executed by municipal and State authorities. The personal element will not be eliminated at any time, but it should merely give the impetus and stimulus to charitable work, while the work itself, in my judgment, is merely a matter of self-preservation on the part of society, and should not be dependent too much upon individual sentiment. I am, therefore, more in accord

with the view presented by the Bishop, in his remarks last night. He also recognized charitable endeavor as a public function, by suggesting the need of State supervision. State supervision may be badly managed, it is true, but it is the only safeguard to prevent the springing up of waste and abuse. While, then, private individuals, private societies, by way of private charity, will always take the initiative, the tendency must be to organize all these efforts finally as a public function; and the first step towards this change is the recognition that all charitable work should be in some way under the supervision of the State authorities.

MRS. WILLIAMSON—We will now call on Father Moran to speak on this subject of State Supervision.

FATHER MORAN—I agree with Dr. Hamilton in his statement advocating that the State should have a right to look after this work, and at the same time it would be encouraing to have the State to come around and look things over. But we do not want too much law, either, so I would like to have the State interested, rather than State supervision.

THE CHAIRMAN—You don't want too many laws, but you are not adverse to the State looking into your institution.

FATHER MORAN—That is the idea.

THE PRESIDENT—I want to say that it seems to me, in discussing the question of State Supervision, we are looking at the wrong side of the account. It is what we shall get out of it, not what the State shall do with it. I think we are looking at it from the wrong point of view. We seem to be talking of State Investigation, and not State Inspection. The manner in which the word inspection is used shows that. One party says investigation. The State wants to help its charitable societies, not criticise them, and we are looking at it from the wrong standpoint. We are the ones of all the bodies who can control the charity laws of New Jersey, and it must be a constructive charity and must not be a destructive charity. (Applause.)

THE CHAIRMAN—I have now great pleasure in introducing one very well known to a large number of the members of the Conference, who, I told you this morning, was the first secretary who worked up the Conference and whom the Conference owes a good deal of its value—Dr. William H. Allen, the secretary of the Association for Improving the Condition of the Poor of New York. Dr. Allen is going to speak to us on a unique experiment at Sea Breeze. I now present to you Dr. Allen.

A Unique Experiment at Sea Breeze.

WILLIAM H. ALLEN, GENERAL AGENT OF THE NEW YORK ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR.

Ladies and Gentlemen—While listening to the discussion on the minimum standard for a foster-home I have enjoyed reviewing the many respects in which the State of New Jersey may be considered my foster-home, and if asked to state categorically where to look for the maximum standard, I should say New Jersey. I am glad to bear witness before this conference of New Jersey workers that, despite two years' residence in New York City, I find myself constantly turning to your State for standards of work—hard work, that begins early in the morning and lasts all day.

The experiment of which I am to speak this morning is unique for several reasons: 1. It is the only thing of its kind in America. 2. It is unique in the character of its outdoor life. 3. It is unique in its economical management. Lastly, it is unique in that for it New York gratefully acknowledges its debt to the State of New Jersey, the experiment having had its beginning while I was still connected with the "New Jersey Review."

The unique experiment at Sea Breeze started out with the following program:

1. To prove and to publish that it is possible, by salt-air treatment and proper food, to cure even the more desperate cases of this form of the "white plague" which afflicts from fifty thou-

sand to seventy-five thousand little children of the poor in our country, and four thousand in New York City alone.

2. To convince consumptive adults, throughout the United States, that their neglect of simple precautions inflicts upon their helpless children another dreadful form of their own malady, which, unchecked, will cripple and maim their offspring for life.

3. To attract the attention of philanthropists, city hospitals and city officials to the importance of providing inexpensive outdoor salt-air treatment for tuberculous children.

4. To cure permanently the sixty little sufferers whom we chose for the purpose of the experiment.

The results have exceeded even our anticipations. A child of four, brought to us in August to be strengthened for an operation—amputation of the foot—is now taking her first steps and will have a sound foot. A boy of twelve years, who had suffered for over six years with a crippled ankle, due to two running tubercular sores, is now cured.

Within a few days our experiment has been discussed before the Harvard Medical Society and the New York Academy of Medicine. At the academy meeting Dr. Gibney called attention to the fact that the association had started the society for the ruptured and crippled, and then said, "It is now completing its work by demonstrating that the city is no place to treat these children." Dr. Whitman, who, like Dr. Gibney, is famous the world over as an expert, said at the Harvard Medical Society that not only is outdoor air better than ward air, but the experience of many summers at the Ruptured and Crippled Hospital demonstrates that salt air is better than inland air. Dr. Taylor, President of the Guild for Crippled Children, suggested that while there was perhaps not so much difference in the curative quality of salt air, the life of the beach was so much more stimulating and attractive that undoubtedly the children would do better at the seashore.

This is the point urged very strongly by Dr. Brannan, President of Bellevue and Allied Hospitals, who has followed the experiment closely since June. Beginning with some doubt as to the efficacy of the treatment, Dr. Brannan now endorses it unqualifiedly. Dr. Walter B. James said recently in a public ad-

dress, and again in an interview with the "Herald," that he was trying to persuade a certain city hospital to move its children out to the seashore, and to continue and extend the work of Sea Breeze, saying that $10 at West Coney Island will accomplish more than $50 in the city.

Our work is now completed except as we may be able still to interest hospitals and philanthropists in its results. There are from fifty thousand to seventy-five thousand children of this kind in the country. New Jersey has an extended ocean beach. May we not hope that one of the results of the experiment at Sea Breeze will be the establishment of one or more simple outdoor colonies on the New Jersey seashore for its many hundreds of little victims of this form of the white plague?

THE CHAIRMAN—The next speaker is Mr. A. W. Bishop, Paterson, President of Society for Prevention of Cruelty to Children. Discussion, led by Mr. A. W. McDougall, of Newark.

Mr. Bishop does not need any introduction, he is so well known to all, and I must say at present doing fine work, and Mr. McDougall you all know. I have great pleasure in introducing Mr. Bishop, who will speak to us ten or twelve minutes.

Supervision of Private Child-Placing Societies.

BY ARTHUR W. BISHOP.

Mr. Chairman, Ladies and Gentlemen—The subject "Supervision of Private Child-Placing Societies," which has been placed into my hands for presentation before you this morning, is a subject most difficult, demanding thought from us all. And while one and all realize the need of some system whereby children placed in the care of all private child-placing societies will be protected during minority, yet it will be a most difficult matter to secure such a system that will meet the approval of all.

Each one of us here to-day has some idea as to a way in which a general supervision of all such societies could be established, and the one which I will present calls for supervision by a State

department, with whom an annual report shall be made of all children received and placed by them, giving the names, residence and such other information that can be secured of each child received and placed, the location of the new home, occupation and names of new parents or guardians, and this shall be an official report filed with the Secretary of State.

By this system, no matter if any society shall be dissolved or its records destroyed or lost, there will be at all times a State record for reference.

Oftentimes, by the death of relatives, legacies are left to children who are debarred from ever receiving the same simply because the child is legally lost to its former surroundings.

We have in our State perhaps two hundred private societies, which are supported by charity, and which receive and place children. In this number are orphanages, children's homes, nurseries, children's aid societies, etc. Some not incorporated; some who are incorporated under the act of 1876; others under the act of 1890, and more under act of 1898, this latter being known "as an act to incorporate societies not for pecuniary profit."

All these societies have the right to take children by surrender, commitment or gift, to hold them as long as they may please, and to place these children into new homes anywhere and everywhere. Such homes may be in the same county, or they may be a thousand miles away.

When a society shall find that it has too many children on hand, or collections are reduced, or from any other cause the funds are low, then a cleaning-up of house may be done, and the children must be gotten rid of. They may be sent to Canada or Cuba, South America or to Africa. There is no restriction under the law.

True, the law says "They shall be placed in good and proper homes." But— Suppose they are not! There is no legal guardianship of these poor little waifs to say "stop" from sending them into lives of misery.

It is only a few weeks ago when the country was shocked at the stories from Texas; how the people of that State took by force a carload of children, mostly girls, who had been consigned by a New York child-placing society for delivery, like a carload

of sheep, to Mexico, there to be delivered over to the tender mercies of Mexican Peons and half-breed Comanche and Apache Indians.

This same privilege to scatter children whose only crime is to be orphans, or worse than orphans, by this New York society into the wilds of Mexico, can be done here by our own private child-placing societies. There is nothing to prevent it.

I wish to say right here that I do not believe that any society represented in this chamber to-day would tolerate such an act. But, there are societies in our State who have done nearly as bad.

Our societies are organized by child-loving and humane people, who take up the work only for the purpose of aiding the poor and unfortunate waif. They give thought, time and money to the cause. They will forget social station and go out upon the highway or into the miserable home of misery or crime, night or day, in summer's blistering heat or winter's icy blasts, to save some poor little unfortunate.

A time will come when these earnest, humane people will tire of the strain on mind, time and pocket-book. They will give way to others who will come in to reap the benefits and laurels. The newcomers will, in many cases, take up the work from mercenary motives, to secure a good-salaried office. When this time comes, the danger comes with it.

The new superintendent or manager must make a good showing of children taken and children placed, so as to secure liberal contributions from the charitable, and he must also do all this as cheaply as possible. If he has time he will investigate the new home; if he is busy he will take chances.

Many of you will say, "Oh, such things are impossible," or else the danger is greatly magnified! Oh, no! They are sad, true facts, and are occurring in our State frequently. Shall I tell you of a case? I need not go out of my own county of Passaic; and I will call your attention to a case which filled the newspapers at the time; it was known as the Notch Road case. Maybe some of you have forgotten it.

Two wretches—I cannot call them women—who for years had lived upon the miseries of little girls whom they had secured from charitable institutions in different parts of the country and

were used as little slaves and worse—hiring them out to Italians and others as drudges; sending them bare-footed into the mountains in mid-winter to gather firewood; beating them in most cruel manner, and starving them. Complaints would come to the Passaic county societies of these outrages. When the officers of the societies would arrive it would be found that the little waifs would be spirited away, and evidence was lost, only to be followed in a month or two with a new child from some other home or institution.

The Passaic County Society supposed they had remedied the evil and had stopped this traffic in human flesh.

But to their surprise another child of nine or ten years, a puny, sickly girl, was delivered into their cruel hands by a society from the next county.

Given to them without investigation, not even a postal card to any of the three societies of Passaic county, with its offices within a couple of miles of this slave-pen. Not an inquiry from any one of the neighbors who knew of these horrors, and who lived within a stone's throw of them. Yet this society consigned this child to a living death.

Five short months to us; a hundred years to this poor little waif, and then one night—escape and liberty. But at such a cost! Nearly naked, feet frozen, one with toes ready to drop off from gangrene, starving, she limped along the public road to the next house. Here she was taken in, and I was telephoned for. I took her to our hospital, the surgeon's knife, then a clean, warm bed, food and care, and rest for the poor little waif.

Investigation was begun, evidence taken; tales of the most revolting cruelties were told by neighbors covering a period of twelve years. Nearly all of this was outlawed, owing to the expiration of legal time limit (two years). In the meantime the child was removed by the other society to its home, and we could not locate it; and we have never seen or heard from it since. It may be dead.

The superintendent came out with a letter, and claiming these women to be paragons of goodness and kindness; that the child was a little savage—could not speak the truth and that the neighbors who reported the case were mischief-makers and liars.

With the child gone, the society with the high-sounding name blocking every chance to prosecute the case, it was allowed to rest. But an All Wise God had directed otherwise. These wretches, encouraged by the failure of the Passaic county societies to prosecute, retaliated in a suit for damages to character. Then the Society could show something. The little waif's tale of misery and sorrow was corroborated by the entire population of the village—eighty-seven persons coming forward to vindicate the little waif. She was not there to know it. She did not know how her battle was fought. She may be in heaven. She deserves it for her sufferings here. She was only a little friendless, motherless waif on earth.

Would this have happened were there a State registry and a penalty for placing a child in such a home?

Another matter.

Under the laws of 1890 ten persons can form a S. P. C. C., and the act says they shall be citizens of the State. It gives them power to take and place children, and they can go out of business at any time. What becomes of the children, no one seems to know. The good feature of this law was that the charter was granted by the Circuit Judge. They had to appear before him; but after the end of one year anyone could fill the offices.

This act was supplanted by the act of 1898, which is better and worse than the act of 1890. The better part is, that the society must file a report annually of its officers; cannot go out of business without proper advertising and consent of the Secretary of the State.

Now let us look at the bad side. Only five persons are required for a charter. They do not need to be citizens of the State. Only three members of the Board of Trustees need to be residents of the State. They have greater powers than under the act of 1890; may take children to board, and if the parents or guardians fail to keep up payments from some unavoidable cause then the Society may call in a Justice of the Peace, have the children committed to the Society and place them out, no matter if it destroys homes and scatters children, breaking the home ties forever; and they may go out of business by giving four weeks'

notice and paying one dollar to Secretary of State. Everybody free as the air from any responsibility.

Societies will go along for awhile. The incorporators are earnest in the work. After a while interest will lag, collections fall off, workers will drop off, new lines of charity will develop to draw interest away from the home, and then comes the final—a meeting is called, resolutions are passed and the one dollar is paid; the children on hand are put anywhere; the State is satisfied, and the home is closed.

Could you hear the sad pleadings, as I have heard them, of sisters trying to find sisters, mothers and fathers trying to find children, 'twould bring tears into your eyes, as it has done many times in mine.

You will ask me, Has such a case ever occurred in New Jersey? Yes!

In the city of Paterson we had a Children's Home. For several years it was a success; the weekly average of children was from fifteen to twenty. Then the home became too small, and a larger building was secured, with a capacity of forty-eight children. Not only were children cared for who had been committed by the courts, but children were taken to board where the death or sickness of one parent caused the breaking up of home.

After a few years interest seemed to lag, collections fell off and expenses were not paid. Then retrenchment began. Children were scattered on indenture or otherwise. Where the board had not been paid, a friendly Justice of the Peace was called in, complaints of abandonment was made and the children were committed to the Society. These, again, were scattered into new homes. This helped a while, and was enough for expenses. But this soon failed, rent became due and the Society moved out. Where? No one knows.

We have succeeded in locating nineteen children, parts of families, out of a missing sixty-four. The Justice of the Peace who committed the children had his docket destroyed by the great Paterson fire and he has since moved.

Are we doing our duty in permitting private child-placing societies to have the right to run receiving-houses—receive and place children without some records and restrictions? Do we

need a restraint—a law to compel all child-placing societies in the State to file an annual report of children in their care and placed during the year; with such reports filed with the Secretary of State, and that no society shall be dissolved until every child in its care is also properly placed in a good and proper home, and under the supervision of an associate society and to the satisfaction of the State?

These are questions which come to you now; they are important. What are your views? I have a bill for next Monday. Shall I read it to you?

Discussion.

MR. A. W. MCDOUGALL (Newark)—I want to go on record as heartily in favor of proper supervision of private child-caring societies. I believe in State supervision. We have in our part of the State a children's society which I think illustrates the tendency of private societies everywhere. This society has done good work in the past, but is now not receiving adequate support and has not the equipment to properly do its work. It had many children that have been placed in homes in years past with regard to whom it knows practically nothing. Of all the forms of charitable work the most important and vital, it seems to me, is the work for children. There has been a continuous discussion in our Conferences for years as to the comparative merits of caring for children in institutions or placing them out in good homes. The consensus of opinion finally is that placing children in homes is the best method, but that it is at the same time the most difficult method. When a child is in an institution it is there with a group of children; they are within four walls; we know how they are being treated and if anything goes wrong the citizen can easily find it out and it can be remedied; but where the children are placed here and there throughout the State and often outside the State, there is every opportunity of things going wrong with the child. The child may be abused and neglected or it may be extremely unhappy from having been placed in an inappropriate home, and there is a chance of the family who has received the child having peculiar ideas or

the child may have been taken from a selfish motive. The danger of these various things were pointed out this morning. Furthermore, private societies show the inevitable defects of volunteer work. Every community has examples of this. The directors lose interest, the work becomes lax, the public cease to support it and there is inevitable neglect of the beneficiaries. It is evident how harmful this is where the private society has the great responsibility of the continuous wardship of children. Every child placed in a home involves a responsibility on the part of the society, which extends over years. If the society deteriorates in the meantime, as has been pointed out, all the children under its care suffer. It is evident, then, that there should be some continuous and responsible supervision of the children. This points to proper supervision by the State. Every State acknowledges its right and duty to safeguard the lives of children by the passage of laws prohibiting, for instance, the sale of liquors to minors, the use of cigarettes, compelling the proper treatment and care of children, etc. It is largely a part of the same function for the State to see that children who have not parents or relatives to watch over them, and who become the wards either of private societies or are supported by taxpayers' money, should be watched over by the State and their proper care supervised. Supervision in this State is already exercised by the State Board over children who are a charge upon taxation. I for one would gladly welcome a general supervision of all child-caring agencies by this same Board. Finally, it seems to me that the point made by Mr. Johnson covers this matter of State supervision. We are to look at it rather from the standpoint of what the Society is likely to gain because of supervision by the State. It is not a question of espionage by the State, but rather a distinctive benefit that will rise from the healthy and natural accounting to the State by that class of societies which have such important responsibilities. The legislation necessary would provide for inspection and assistance in child-saving work. In my city there has come to my knowledge a dozen or more cases of children left orphans and who have been placed by relatives or friends in foster-homes without anyone being responsible. Frequently cases occur of negro children taken by

foster-families and no one responsible. Our local children's society, whose function it would naturally be to assume responsibility, has not taken it. For this and many reasons we in our part of the State would welcome the enactment of legislation providing for State supervision.

THE CHAIRMAN—I thank you very much for bringing it before us in this way. It is an open question—one that has two sides—strong sides, and the question will not be settled for a long time to come. We are going to discuss it in this Conference, and we all agree that in working for the children we ought to be willing to allow any kind of State supervision.

Now we will take up number five, which is "The Reform School From an Educational Standpoint," Mr. Thomas P. Fay, Long Branch, President of the State Home for Girls. Discussion led by Rev. Henry R. Rose, Newark.

I would like to say we have had a great deal of pleasure in welcoming Mr. Fay into this work. It has been only lately that he has been able to give time to it. I remember one thing he said, "Just for a year, no more." I said, "No more? it is for all time;" I believe it is for some time to come, and we are not going to loose our grip on Mr. Fay.

The Reform School from an Educational Standpoint.

MR. THOMAS P. FAY, LONG BRANCH.

Ladies and Gentlemen of the New Jersey State Conference of Charities and Corrections:

It is an unique experience to me to be engaged in this particular kind of work. In fact, I was surprised at myself when I found myself engaged in it. I thought it was entirely new to me and I would have to commence and study it from the bottom. I was surprised to find how much thought I had given during the course of my maturer years.

Charity is certainly a work that appeals to us all, and those who have short time each day and each month to devote a few hours to charitable purposes certainly receive their recompense.

It is refreshing to know that some people who give up their ambitions in life, through cares of home and family and their business affairs, could devote some time for the comfort and care of those who are unfortunate or those who may need assistance. That care has devolved upon a few persons in every community, and they deserve the highest praise and the highest commendation, as their work is on that broad-minded charity—not transient charity, which means the giving of a few dollars to some unfortunate person, but that deep charity which means the elevation of all our people, our citizens; which means the study of the conditions, the surroundings and the environments of unfortunate persons in all conditions of life, and those who are able to view it from a charitable standpoint, not merely, as one speaker said, a dish of soup, but it means the investigation of the people, it means the old idea of penal punishment has seen its day; it means that we are engaged now in a war upon a humanitarian principle. That when a law is laid pon any person it be laid as light as possible. It does not mean that he should be confined to a dungeon and loaded with chains, as they were a few generations ago. It means that their surroundings should be changed, that they should be uplifted, and when the particular time of punishment is passed, that he should go forth in the world feeling that he could take his place among its citizens, elevated into a brighter and newer life, and not feel degraded for all time to come; and that is the broad view which, I understand, is taken by the members of the United Charities of this State. It is said that a touch of nature makes the world akin. It is true also that the suffering of any person touches deep the great heart of humanity. That we all feel when we see a person afflicted and suffering like doing something, if it is in our power, to relieve them. So that I will confine myself, if possible, within limits. I can very readily do it, because I have not prepared any paper for to-day and my remarks will be rather desultory.

The industrial type of State Home for Girls is founded now upon the outlines of what I have just said. I do not believe that these girls are sent there as much for punishment as it is for education and correction. The girls come from all conditions of life; they come from the most degraded surroundings many of them, and some come from having been convicted of a series of criminal offenses. Some come there upon charges which are not of a serious nature, and it is necessary for us to take these girls as we find them. Some grown up to the age of ten years without having even the elementary principles of education; others perhaps have had more advantages, but the majority, take them as we find them, appear from all conditions of life, and it is our duty to train them, to make them better citizens. It is our duty to turn them out of that institution so that they will be useful citizens in the community hereafter. We cannot turn them out as paragons of virtue or leaders of society, after the lives many have followed before they came there, but we train them to be better, we train them to useful occupations, we train them in a way that they ought to be trained, so they will not suffer from the fact that they have been allowed to live as they perhaps would if they had not got the good influence of the institution known as the State Home for Girls.

We educate them in the elementary studies and we educate them industrially. As one of the speakers said here to-day, perhaps they are better educated than girls allowed to live their lives working in factories, and it would be well after the probation officers had done their work in securing homes, if the different charity organizations tried to take care of these girls among families after they had been in an institution such as this, and have received education and training which this institution brings to these girls that come to them, and we keep them until they are sixteen, and many until they are twenty-one. They are not only taught the elementary studies, but they are taught to keep house; they are taught cleanliness; they are taught to take charge of a home, and they are turned out as better citizens after their time expires, and the State is the beneficiary of all this work. We there have a system by which they are allowed to go out on parole; that is, under the management of the women

on the Board of Trustees, headed by Mrs. Johnstone, President. It is her duty to investigate as to each girl's home, whether the girls receive proper care. Among the older and larger girls there is a system of payment, and many arrive at womanhood. Consequently when they go out great care is exercised to see that they go to proper homes—and under the present administration the girls have got an education, and they feel that they are under good care, much better than they get in many other schools; they feel that they are fitting themselves better for work in life. Girls working in factories cannot be compared with girls coming from these institutions. They are in a position to earn more than girls working in factories. They can earn twenty to twenty-five dollars per month as servants. They are good cooks, and can sew, wash, iron and bake. They are educated in a way to make useful citizens, and when they leave this institution and go home they are not a care upon the community where they are living. These girls are educated, with good habits of cleanliness, educated to have some system in what they are doing, educated to keep a home properly, to take care of it, and their influence upon the surrounding community must be far better than otherwise, after having been under the influence and care of an institution such as this.

This is in its elementary or experimental stage now, you might say. It has been started for some years, but we are striving to bring it as near perfection as possible. It is only lately that the State has attempted to care for persons committed to its charge and for whom it is the duty of the State to care. It is only known lately that the State has any distinct interest in this direction. It is the duty of the State to take proper care of persons committed to its charge by the forces of the law, and the State has no right to extend institutions of this kind, but should give them support.

I want to say, if you want to start this subject boldly, treating it as a broad-minded question should be, you can find no better place than by looking at the message of Governor Murphy, of this State, who has treated institutions of this kind and laid down a principle that should be followed by future institutions. The Legislature of the State of New Jersey has, I say, a duty

to look after institutions of this kind and see to these girls that they make of themselves good and useful citizens. It is a duty that devolves upon each, then, to make the world better for our having lived in it. It is the duty of the State to supervise the prison and also to see that institutions of this kind are properly supported, and it is the duty of such organizations as this to see that no one but proper persons are selected to execute the laws of the State. Of far greater importance than the laws governing corporations, of far greater importance than the laws governing municipal franchises, of far greater importance than laws governing the relations of contracts, of far greater importance than the mass of legislation that you find upon the statute books, is the legislation and the laws which deal with the education and with the advancement of the citizens of the State. It requires more care and more attention than the laws which operate for the personal convenience and the fiscal affairs of individuals. In the past in our legislative bodies they have beeen given but little time and attention. Time has been given for organizations of this kind and it comes up in the work of the Legislature of the State and they must listen to their demands, and the citizens of the State will be benefited by the humane policy connected with persons committed to its charge by virtue of the penal law.

I want to congratulate Mrs. Williamson, and I want to congratulate this body for having taken up this work of the associations for the past few years. The legislation of the State is developing. The poor laws are administered in each county and they have been investigated. While I cannot say I fully agree—perhaps I am not educated up to that point—that the State should take supervision of all private charities for any part of the time, they should bear part of the expenses and should provide an institution where they could be taken care of. I don't think it is the duty of the State to go around where persons are engaged in private charitable work to investigate them and ask how they are spending the money which it donates to them, and what they are doing. Of course, this thing may be the subject of subdivision hereafter, and it may be, thinking on the subject would change my mind upon it, but I think that institutions like the

ones they do provide for they should supervise. We have had two legislative committees, which were invited by a member of our organization, who have inspected the place, and we have always said we will only be too glad to show you the great work accomplished along the lines of industrial education for girls in behalf of the State. A few generations must certainly prove the quality of the work. It is their duty, because future generations look to us for an account of the great trust that has been placed in our hands. (Applause.)

THE CHAIRMAN—Allow me to thank you for your very able talk. We will now have the paper discussed by Rev. Henry Rose, of New York. Dr. Rose confers a benefit upon all of us at his philanthropic meetings, held in his church on Sunday evenings, several of them, through a number of years.

The State Home from an Educational Point of View.

REV. HENRY R. ROSE, NEWARK.

Mr. President and Members of the Conference—I can hardly add anything to the most eloquent and cogent presentation of the theme by Mr. Fay; I mean anything new, I can emphasize.

The subject is the State Home from educational point of view. The object of education is to fit people for life, and one phase of this preparation is for useful lives, according to the statement of Mr. Fay. That is being accomplished in the Industrial Home. These girls that are going out into the world are to do certain useful things, and they should be prepared for those things. They may be servants, they may be housekeepers, they may be clerks, and they may be wives and mothers. Are they being taught stenography, typewriting and the art of handling customers? Are they being taught how to bring up their children in the proper way? Education also has relation to the higher life. Ideality should come in. Lincoln once said, "Die when I may, I want it said of me by those who know me best that I always plucked a thistle and planted a flower where I thought a flower

would grow." These are two conceptions of remedial life: one of plucking out the vices; the other of planting the virtues. Many people give their attention entirely to plucking thistles; but there is, too, the exquisite pleasure of planting flowers and forcing the thistles out of existence. I would emphasize the idea of planting flowers—that is, giving the child, a girl, the background of an education for life. These girls should be taught that there are other lands, and in these other lands there are people like themselves; they should have illustrated lectures on England, Scotland, France, Germany and different portions of Europe—illustrated lectures on the various portions of our own country. That will bring them into touch with life at a distance. In addition to that they should have illustrated lectures on men and women who have made civilization; men and women who have fought the battle of life against heavy odds and have won. I think our country everywhere is suffering because the outlook of the people is not being broadened. If you want to have good citizens you want them to realize that life can be rich and sweet for those who have been under the most adverse conditions. For broadening the outlook nothing is better than the free lectures for the people, such as Dr. Leipziger originated in New York, and such as we are now making so successful in Newark. I have been glad to set apart a portion of my time to this free lecture work. I want to assure you that one of the most delightful parts of my connection with the movement has been my experience with the boys and the girls and the young men and young women in places where they grievously need stimulating examples, such as Hell's Kitchen, in New York, the New York Juvenile Asylum, the House of Refuge and the Catholic Protectory. It is a practical work. I stand before one thousand boys and girls; I tell them the story, for instance, of Benjamin Franklin, accompanied with lantern slides. The results are certain, and so practical. You want these boys to come up in life. You believe, for instance, in temperance. If I lectured to them on that subject, I might stand there a week and they would not receive it. But I tell them about the life of Benjamin Franklin. How he came to Philadelphia and was sent to England through a trick of the Governor, how he found employment in a printing office because he knew the trade; how, discov-

ering that the printers were greatly addicted to the use of beer, he set out to change their habit. They drank a pint of beer at breakfast, a pint at dinner and a pint at supper, and nobody knows how much before going to bed. Franklin lived on bread and water. They called him in derision "The Water American." He said to them one day, "Why do you use so much beer?" They replied: "Because it makes us strong." He said: "I question it. Let us test your theory." It was agreed that some feat of strength be performed—which of the two printers, Franklin or his lusty fellow printer, could carry a form of type upstairs the easier. Franklin carried one form in his right hand and another in his left, while the other printer had all he could do to carry one form in both arms. He proved to his own satisfaction, at least, that there was more strength in bread and water than in so much beer! Now I have a picture which illustrates this unique contest. And I say to the audience, Franklin attributed the fact that he lived to be eighty-four and did the greatest amount of work between seventy and eighty-four, to the fact that he had lived a temperate life. Now, what is the practical result of such an anecdote? I well remember that a red-headed Irish lad came to me at the close of the lecture one night in Mott street region and asked if it was true what I had said about Franklin and the beer. I said, "Yes, Franklin says it is true." He said, "I drink a lot of beer, and I thought it made me strong; but if that is true, I'll drink no more beer as long as I live."

I would suggest if you have any interest in your institutions and any influence, that you use it. Establish free illustrated lectures on biography, travels, scientific and practical subjects. Lectures on biography are especially interesting, because they put the practical ideal before the minds of the listener. Tell the story of the men and also the women of the country who won their way in spite of everything, those now living as well as those who have passed to their reward.

Education comes from the study of books, it comes from the study of teaching, and better, it comes from contact. You cannot get the right kind of education in our reformatory institutions by having them all under one roof. As a boy, in Philadelphia I had opportunities to go to the House of Refuge (I did not stay

there any length of time). When I first visited the institution it was a large brick building. I remember the sea of faces as I gave my recitations, but I thought to myself how much better it would be if these boys did not have to all live in one building. The other day I was asked to go to Glen Mills, Pa., just outside of Philadelphia, to the New House of Refuge and lecture to the boys. I saw there a different arrangement; not one long building, but many dormitories. It seemed as though I were visiting one of our colleges or universities. I found a fine hall in a large stone church in which the lectures were given, and buildings in which the inmates were taught various trades. Each dormitory had a certain number of boys, and instead of all sitting at one table they were grouped six or seven at a table. Everything in the building had a relation to the refinement of the boys. Now, that is one of the ideas we need in New Jersey in our State Home for Girls, and in the Home for Boys, in our reformatories and in every institution where we deal with the people we plan to help. In my judgment we need the cottage system. Let us think of it; let us study it; let us work for it. Contact in such a snug, home-like way leads to quick and permanent improvement. If you go back far enough in your own history you will find an ancestor who was down very low, who committed mistakes, and may have committed crimes, but someone stepped in with a helping hand and a heart of love and you are what you are because of it. You, my devoted friends, who work in these homes for the outcasts and badly behaved, should look upon it as a great opportunity; not merely a responsibility, but a great opportunity. And thank God for the chance to not only pluck the thistles of vice and shame, but to plant the flowers of virtue and love where such flowers will always grow.

Mr. John C. Kalleen, Superintendent of the New Jersey State Home for Boys, said:

I would like to add a word in explanation of our lack of lectures and entertainments as suggested by Mr. Rose.

I want, first, to endorse all that has been said by the gentleman in reference to his mode of instructing and amusing boys.

That we have not had similar features, in connection with State Home for Boys, is all owing to our lack of funds. We have, however, been at work, and have utilized our own forces to put in operation a system that has enabled us to give an entertainment, during the winter season, one evening each week; and at intervals have had the services, free, of some kind friends in giving "Illustrated Lectures."

Sleighs have been made by our boys, and skates have been given them by their parents and friends, and the enlargement of our beautiful lake has made it possible for our four hundred and fifty boys to have a skating rink, and during the summer months a swimming pool.

We have not been as fortunate, financially, as our friends at the House of Refuge at Glen Mills, and at other places, as narrated by the gentleman—as I am informed the main structures at the institution at the Glen Mills Home have been erected with private funds, and that funds for all purposes, including a course of lectures and entertainments, have been ample.

We believe, however, efforts put forth along these lines in behalf of our boys have been appreciated, as they have been very well behaved, and a spirit of contentment and good will has prevailed.

The family idea, as carried on in the cottage system in the institution at Glen Mills, Pa., is, in our opinion, the correct one, but, unfortunately for us, we have not the funds necessary to install and keep it in operation.

The New Jersey State Home for Boys, we think, is to be congratulated on the grand work it is doing, and especially for the small outlay of money for improvements as compared with institutions of like nature. The brick used in the erection of its buildings have been made by the boys, and, in fact, in the installation and completion of the plant, up to the present time, the boys, under proper instructors, have been employed.

THE CHAIRMAN—We all feel obliged to Mr. Rose for his splendid remarks about the home. I think his suggestions are very valuable, and hope to see them adopted in New Jersey before long. We have a very important paper we want to bring before

you in reference to children of foreign parents from the relief standpoint, by Henry L. Barck, Jr., Hoboken. I hope you will all stay to the few minutes of discussion afterwards, and would like to have the matter discussed by our visitors. I am going to call upon a member of the Board of Freeholders of Camden county, then after he has finished there will be three or four minutes when any one can speak. The discussion to be closed by Mr. Fox.

I now have the greatest pleasure in presenting Mr. Barck.

The Children of Foreign Parents from the Relief Standpoint.

HARRY L. BARCK, JR., OVERSEER OF POOR, HOBOKEN, N. J.

The child problem is the greatest of all problems.

No manifestation of it is unimportant. The evils of child-life are doubly serious and dangerous, because the greatest number of people in poverty in our cities are immigrants. The children of immigrants are a remarkable race of little ones. They are to become Americans, and through them more than other agency their own parents are being led into a knowledge of American ways and customs. All statistics available prove that vice and crime are more common among the children of immigrants than among the children of native parentage. The question of relief of aliens is so vast in its extent and so intricate in its relation that it can hardly be discussed dogmatically. The principle lies in the cause wherein is the remedy. However, in the greatest number of cases, the parents both work to overcome poverty. They must neglect their children, who become subjected to all the temptations of the streets, and by the indiscriminate giving of charitable people they are often led to consider begging as an easy way to get money to satisfy their desires.

Their environments are such that as they grow up they readily become dependents and look to society for their support, at least intermittently. Nothing escapes their sharp eyes, and in the briefest conceivable time they are Americans, ready to make their

way by every available means, good and bad. To the child every thing American is good and right.

There comes a time, however, when the parents can not guide or instruct them. They know more than their parents. They look upon their advice as of no value.

The European child finds conditions different from those in foreign lands. They are in the city instead of the country. They have lost the playgrounds which nature lavishly furnished.

Bound by the cheerless tenement they find themselves on an asphalt pavement in a crowded street amid roar of excitement, in a playground alive with business with which they must not interfere; but they play. The street is interesting. Garbage boxes and even lamp posts have a place in their enjoyments, and they are happy.

The effects of poverty are nowhere else so clearly seen. Poverty's misery falls heaviest upon the weakest. Poor children are on the average several inches smaller, considerably lighter, and in all ways less developed than the children of well-to-do parents. The half-starved, beaten and neglected child of the inebriate, the physically weak child of the consumptive—these are most to be pitied. But poverty is most serious at the very time when the child must need nurture; when they are not dependent and when they are obtaining the only education which they are ever to receive.

Guidance and supervision of the parents is impossible, because they must work. The nurture is insufficient because there are too many hungry mouths to feed. Learning is difficult because of hungry stomachs, and languid bodies, and thin blood is not able to feed the brain.

These changes in the living and working conditions of the people, and these changes in the environments of the child demand new agencies for the care of the child and a series of important readjustments of the social economic conditions.

Certain social institutions in this State have already readjusted themselves, but the distinctly educational institutions have been slow to change.

We note the development of the saloon, public dance hall,

theatre, rapid transit, etc., in contrast with public playgrounds, parks, baths and recreation centres.

What we need is the social statesman, who, learning the evils of child-life, will bring about, through public agencies, the new institutions required to save the rising generation from crime and dependency.

THE CHAIRMAN—I am sure Mr. Barck has given us a picture that we shall all take home with us. Now I would like to ask Mr. Wood, from Camden county, whether they have any trouble at present with the foreign population in the county.

MR. WOOD—Ladies and gentlemen, I am connected with the Almshouse and Insane Asylum. This is my first visit to your Conference, and I am here truly in the line of finding out what you are doing; what you are at. I did not come to take any part in the discussion of the matter.

MR. CURRIE—I would like you to call on some of the members of the Board of Freeholders of Camden county. It seems to me that the Board of Freeholders ought to be given a chance to say something. I know that Mr. Foy is present and perhaps we might hear from him.

THE CHAIRMAN—We would all like to hear from Mr. Foy.

MR. FOY—I don't think I can say anything that will interest you at all, and I hope you will excuse me.

THE CHAIRMAN—We appreciate your presence in the Conference and your membership and representation of the gentlemen of Camden county. I want to say that at the meetings of the State Board we always have a nice time in Camden county, and the little differences are always settled. I always feel like holding out the right hand of fellowship to the Freeholders of Camden county.

MR. FOX—As I am limited to five minutes, I can only touch upon one or two points in the papers and discussions. Mrs. Williamson seems to have gotten together an all-star aggregation of speakers, and her meeting compares favorably with many of the meetings of the Great National Conference of Charities. Most of the speakers this morning have emphasized the preventive and constructive side of organized work for children. This note has rung through all the papers, and also the community-value of such work.

Mrs. Reed's paper was a gem, and you will appreciate her aphorisms thoroughly when you see them in print.

There were three things which Dr. Knox said that struck me forcibly—that in selecting a home for a child, the test of it should be first, character; then culture, and then circumstances. Then he spoke of the purpose of all-wise, child-caring effort as being not merely the individual relief of the particular child, but that it is also to save the child to the community. And then he made this statement, which aptly expresses the spirit which animates the members of this Conference, and attests the value of the Conference: "We don't come here to match work, but to lift the common standard."

The only matter about which there has been any controversy this morning is the much-disputed question of supervision of the State over private child-caring societies. I should like to broaden the question to cover all private charitable societies or institutions which have their charter from the State. There has been some confusion of the broad principle of supervision with mere details of administration. State supervision does not necessarily imply State inspection, or the State visitation of children who are placed in homes. It does mean that the State can standardize such work by requiring proper reports, which enable it to make a comparison of methods and their results. In the case of a scandal, of course the State should conduct an investigation. It is perfectly true, as Mr. Johnstone has said, that organizations which are doing good work are helped by the publicity which supervision may bring. A number of our State institutions, for instance, are beseeching the members of the Legislature to visit their institutions, so that they may see for themselves what is being done.

The local authorities cannot be entirely trusted to correct abuses. A case in point is that of a notorious baby-farm and maternity affair in Newark, which was kept by a colored woman. When it was finally closed by the health authorities, it was found that the woman had thirty infants under her care, eight of whom had died during the two weeks previous. The place was filthy, the food was foul, and all the conditions abominable. As fast as the infants died, others were sent to take their places. A member of the Department of Labor tells me that there are a number of physicians in the State who defy the local boards of health, and refuse to register the birth of children. There is another point which has not been brought up in the discussion. No matter how careful a society may be in placing children, it is possible that cases may arise of neglect or abuse of the child which has been placed out. The home may have been a very good one originally, but some change in circumstances or condition may have taken place and the child may suffer. For the good of the work and the protection of the children, it is of the utmost importance that such cases should be prosecuted vigorously. A private society cannot often afford the time or the money for such a step, and it needs the spur of State supervision or the direct action of State authorities to cover such cases. Then, too, there are many cases of parental desertion, involving extradition proceedings perhaps, and all that this involves. The private society cannot often find the funds for such work. I am sorry that there is no time to discuss the matter further.

E. R. JOHNSTONE (President, Vineland)—In closing the sessions this morning, ladies and gentlemen, I just wish to say that we have reason, as a conference, to congratulate ourselves on having this section so well handled. It has been full of good things and we have had a number of splendid speakers. I would call your attention to the session which meets this afternoon at 2:15. We have an able chairman, A. W. McDougall, and I trust there will be many of the workers from the city present. I am sure we shall be glad to welcome them.

We will now adjourn until 2:15 P. M.

The Conference assembled at 2:15 and was called to order by A. W. McDougall, Chairman.

THE CHAIRMAN—Ladies and gentlemen, the general subject is, "Public Outdoor Aid to the Dependent Poor." It is now about three o'clock, and we are half an hour behind our program, so I will call the Conference to order. We have this afternoon only three papers, none of them, I think, very long, so we will have ample time for discussion, which, I think, you will agree with me is a very wise plan, because, I am sure this subject is a very interesting one, and when there are a great many here, there will be a great many to take part in the discussion, so we will arrive at some good result in this meeting.

I will not anticipate the discussions, and yet I wish to present a few points before the discussion opens, and a reference to the facts which are to be considered in regard to the administration of public outdoor relief in New Jersey.

Public Out-door Relief in New Jersey, by A. W. McDougall.

Statement by the CHAIRMAN—Not to anticipate the drift of the papers that will be presented this afternoon, I wish to say briefly that there are two things evident with regard to the administration of Public Out-door Relief in New Jersey.

1. Improvements can be made in the methods of administration; conditions have changed, new experience has been gained in dealing with the dependent, private societies have grown up that have made special studies of conditions and of the best methods of dealing with these conditions. All these things make it necessary to take stock in our present situation to see if improvements cannot be brought about.

2. It is equally evident that the New Jersey Poor Law, which has been on the statute book for several decades without codification and to which amendments have been added again and again, needs reshaping. Our statute law should represent the present-day attitude toward the question of public aid to the dependent and should be brought in line with present-day practices.

There have been two contending opinions with regard to the wisdom of public out-door relief; one opinion has been that it is a wise and good thing and that suffering would entail if the cities ceased to give aid from the public funds. Dr. Frederick H. Wines has gone so far as to say that the opposition to public out-door relief is little more than a "fad." Boston still gives public out-door relief and the Boston people advocate its continuance. On the other hand, the larger number of thoughtful charity workers feel that out-door relief, even at its best, is harmful, and as ordinarily administered is *disastrous to the independence of the poor, making paupers of them and weakening their desire for self-support.* I need not here enter into the arguments for and against out-door relief. The last word seems to have been contributed to the subject by Dr. Edward T. Devine in his book recently issued, "The Principles of Relief." This book is accepted as authoritative in the field of which it treats. Dr. Devine accepts it as settled that public out-door relief should be done away with. You will find his summary of the matter on page 310, in Chapter II, devoted to "Public Out-door Relief in America."

The abolition of out-door relief, however, is a question to be settled by local conditions. Probably the wisest stand upon the matter is this: that it is to the best interests of the dependent poor of any community to abolish out-door relief, but the exact time to strike for its abolishment must depend upon the state of the public mind in the community in question and the adequacy of the provision for private out-door relief.

One thing we can at least do, whatever the local conditions may be: we can and must agitate for the best administration possible of the out-door poor department. It is safe to say that this may be gauged by the thoroughness of the co-operation with the organized charity of the locality. There ought to be definite co-operation and a clear understanding as to the division of work between public and private relief. What this division should be we shall probably learn this afternoon.

We shall also learn of possible constructive work which the overseer may do relative to delinquent husbands. First, however, we are to learn something of legal status of the matter.

We are fortunate in having Mr. Lewis, successor to Mr. Stokes as Clerk in Chancery, who will present this phase of the subject. He is very much interested in the administration of the law in Paterson, and has given a great deal of attention to the solution of these questions. I now introduce to you Mr. Lewis, and I am sure you will be very glad to hear him.

VIVIAN M. LEWIS (Clerk in Chancery)—Ladies and gentlemen: Of course, we are all more or less familiar with the fact that there are laws governing the poor, or are laws called "poor laws," and I believe that many of the present day, if they would contemplate for a few moments the statute of New Jersey, would be ready to admit at once that the laws are not all made for the rich, but some are made for the poor, and they have received their full share of attention. I think, too, they are sooner or later bound to have their attention called to this matter of the labor cause, which is demanding so much attention, and upon which so many statutes have been passed in New Jersey. It would be an interesting matter to peruse the report of the Secretary of Agriculture, or probably the voluminous work of that noble woman, Elizabeth Cady Stanton. Lawyers are generally more familiar with corporation law than with other law, but I think I am safe in saying that there are not many lawyers in the State who are familiar with the poor laws. There are so many of them to-day, and they are all due to the unselfish and untiring efforts of the women of our State, who have labored night and day with a view of evolving protection to the unfortunate. In fact, you know the women are playing the important part in State affairs. In fact, they are encroaching on the domain of man, and the fear in this city is that man will have to show the white flag, and will have to give up to the women.

"The poor ye have always with you," so we have very ancient authority for their presence amongst us, and we have a direct intimation from the Scriptures that they should have our care and attention. The word "poor" is used in the sense to distinguish people who would not be described by the word "rich." So if you would describe those persons who are dependent on

public charity for support, they would come in the class of the poor. It is in this sense that we have to some extent drifted off in our statutes, perhaps, to the entirely destitute, dependent on public charity for support, and they are the subject of our laws, and for the administration of that law the office of the overseer of the poor is created in the various civil and political districts of the State. The overseer of the poor, or a similar officer, in this State is an important factor in the administration of the poor law. He is the one who must stand against the complaints and effect a cure; he is the one who must see to all worthy persons and that no frauds escape his vigilance. The statutes of the State and the decisions of the court still hold that any justice of the peace can secure relief for the poor, but they can only do it on the application of the overseer. He is bound to institute an investigation, and to look after all such cases in his locality, and when it comes to a point of settlement, he is bound to look after that. As to casual residents he is bound to look after them, and supply their wants, and if there is necessity he may sue the town for money to cover their support. He is the trustee to the poor. In this capacity, as I said, he may sue and be sued, commensurate with the trust imposed on him. He is in the nature of a corporation *sub modo*. He is responsible for the maladministration of his office, and for negligence of his duty. He can be indicted by a Grand Inquest, I believe, in this State, and the opinion also still holds that where a poor person applies to an overseer for support, he is entitled to the same, and if he is refused he can charge it up against the city or town or county where he makes the application. So you see the overseers of the poor, although the statutes make the justice of the peace a co-laborer in his work, is nevertheless a very important man in the administration of this very important measure. A failure of the proper administration can be, in almost every case, directly traceable to the lack of backbone on the part of the overseer of the poor.

I am asked, Do they conform to the law? Now, ladies and gentlemen, that subject is almost as broad as the Chinese wall. I have never asked the State of New Jersey to investigate that fact. I understand, and am informed that in many small districts

in our State the letter of the law is lived up to, and with most magnificent results. I find where the law is administered there is much indiscriminate relief given, and also much relief is given where political power is exerted to bring it forth, and you and I know what baneful results come from such a course of affairs. I do not know of a case where the deserving poor do not receive the necessary support, or where the mercenary—the shiftless and the idle are protected and live on the public bounty more than they do in this State of New Jersey. Now I understand one of the chief aims of the subject before you is the statement as to the design and method of relief of the various localities of the State.

Well, everyone knows that the result of codification and revision is helpful to any one who has to administer the law. That the poor laws have not been codified or revised offer some excuse to the overseer of the poor for not correctly and clearly grasping and understanding them. Do you believe the New Jersey statutes as found in our law books to-day will lead anybody to the belief that they are inharmonious in carrying out the series of laws affecting the poor. I should myself think that codification and revision was in order, and was in order at once.

Where the flag of organized charity is planted it is a symbol of progress and enlightenment. The spirit of giving can nowhere exist, and propagating can nowhere exist, where the tendency is not toward higher and better things. Indiscriminate giving puts a premium on pauperism and well directed efforts for the relief of the poor bring a hopeful condition in any community. So if blessed are they that give, so blessed are they who organize for the giving. Blessed are they that do anything to bring out a nobler, higher sentiment among their kind.

THE CHAIRMAN—I have no doubt you have lots of questions you desire answered, but that will come when the discussion begins. In some details we can probably get more out of the meeting if we have our discussions follow the paper. I would like Mr. Mulvaney, of Jersey City, if he will, to follow Mr. Lewis, the subject being

The Legal Status of the Present Administration of the Poor Department, and What Can be Done to Improve the Laws.

MR. MULVANEY, JERSEY CITY.

Ladies and Gentlemen—I heartily agree with what was said of the need of a codification of our poor laws. I think, however, that that codification and revision should be made with some intelligence, with some idea of bettering the condition of the poor rather than that of continuing the idea expressed by Mr. Lewis—that an overseer of the poor is, under our law, a trustee for the poor. The overseers of the poor of this State and throughout the State act really as trustees of the public, but pay the taxes in their own county, and that, it seems to me, is the principle underlying the present statute relating to the poor of New Jersey. To put it as briefly as I can, it seems to me that the spirit and the letter of our poor laws is to make it as difficult as possible for the dependent to obtain public relief, in order to keep down the tax rate. The overseer of the poor in New Jersey corresponds very closely in his office and in his duties, in the spirit in which those duties are carried out—I am speaking now in general terms—to the office as it existed in the time of Blackstone, who wrote not quite a century after the office was established under Elizabeth. The statute of Elizabeth—that is the way the English Poor Act is known—had two objects, the relief of the impotent poor and the finding of employment for such people as were able to work by the county authorities, the occupations being largely unskilled labor.

Blackstone, in lecturing a century after that, said this latter part of their duty, which, according to the wise regulations of that salutary statute should come before the other, is now most shamefully neglected.

That was said some hundred years ago, and does not that very statement apply to-day, and is not that very spirit embodied in the statute of Elizabeth a good spirit, and is not that spirit

omitted from our present statute? Is the New Jersey poor law archaic patchwork?

Mr. Lewis said that most lawyers were unfamiliar with the poor laws. I think that is so; but very recently—within the last two years—there has come into my practice a requirement that I must familiarize myself with the poor laws. I have been fighting in my county with the other counties to see who should pay the fifty cents or the one dollar and fifty cents for the poor person admitted to the asylum, the expense being on the county. That has settled firmly my mind that the provision of the poor laws of this State regarding the time required to effect settlement to entitle the dependent to relief through the townships is archaic, and has no place at this time in our poor laws. We have a settlement acquired by birth, without the requisite of any time or residence by the parents, and that settlement once gained is never lost until another settlement is gained elsewhere, either in this State or in another.

A new settlement cannot be obtained except by a ten years residence, unless through compliance with various regulations through the overseer of the poor and the justice of the peace and so on. Those requirements are very seldom carried out in practice. So it may be stated broadly, a settlement in this State requires a residence of ten years.

Now the laws of our State, which apply to the other social relations in every case, give to the individual a residence which he intends to take or acquire, that intention being expressed by his own declaration, and his actions in conformity with that declaration. For the purpose of voting, for the purpose of acquiring a residence wherein there may be administration upon personal property, wherein his will, if he have a will, should be proved; wherein abandoned wives may reach their deserting husbands, and all these purposes. For all these purposes the law says, the domicile of a person concerned is that which he actually takes up with the then present idea of permanency. It seems to me that same idea should prevail with regard to the poor. The law as a whole is so badly mixed, and so difficult, overseers, as a general thing, are so troubled with casual applicants, and try to throw them over on some other county. Inconsistent to

that requirement is one which gives an emigrant coming directly from Europe a settlement after one year's residence. In a case that came under my observation a short time ago, a person had left the county in which he was born, at the age of nine, gone to college, worked his way through it, visited his parents during his college course, stayed in the college town six or seven years after his graduation; he had been ordained, and left there and gone to another county, where he remained six or seven years in the performance of his ministry; he left New Jersey, went to New York, and remained two years, came back and was in another county four years, and suddenly went insane. There was a very bitterly contested fight between the attorneys of the two counties, who were looking after the taxpayers of their own county, after the poor man had gone crazy. After that bitterly contested fight he was charged on the asylum books against the county where he was born, although he had been away forty-three years. Now a system which results in a case of that kind, it seems to me, is altogether out of date at this time.

As to the need for codification, I might relate this incident. Some time ago a member of the State Board of Guardians asked me hurriedly to look up the law on a certain question, and on getting out my law books I found the statutes of this State relating to dependents under something like twenty different titles, almost every one of which was amended every year since 1895; that would require an examination of almost two hundred statutes for the purpose of codification, strung through ten law books, and that since the compilation of 1895 of the acts relating to the poor. I think the time is now ripe for somebody to make a compilation of the poor statute and all the titles evolving a comprehensive broad statutory policy which will suggest something more than a dealing out a pittance without any intention of uplift. Think of the possibility of a comprehensive system of law that will include the poor laws, the laws on cruelty, the general adoption law, the disorderly persons act, and all those other acts which deal with dependents and defectives. We should not confine such codification to the poor law itself, it should embrace all these other relations of life about which we are here to-day conferring.

A codification or revision, it seems to me, should also take into consideration the questions which now arise about the State, and which have arisen in Jersey City. Somebody must aid in the support of the family when the head of the family is taken away. A case was put to me by the superintendent of schools at Jersey City; a child was held before the court for failing to attend school; she was just twelve years of age; she had an older sister sixteen and a paralytic widowed mother; the mother was unable to do anything to care for herself and this younger sister took care of her mother; if she was compelled to go to school the older sister would be compelled to leave her work; the mother and the younger sister of the family would therefore have no support. Now there is a puzzling problem. That problem has arisen in half a dozen instances and in as many different ways in Jersey City within the last six months. The compulsory attendance law is a good one and the factory law is a good one, we know, but what shall be done with these cases where distitution is forced upon the family by the enactment of other proper laws. In connection with this I was thinking this morning with regard to these poor laws. This Conference should attempt to bring the overseers of the poor, as individuals, and truant officers more closely in touch. Where you have good overseers of the poor you have good organized aid, and you have a real uplift in the conditions of the poor. Where you have a poormaster whose anxiety is to throw his poor off to another township, or his charge on the county or State Board as soon as he can, you are not doing good work to my mind. Our coming here and discussing these things will not remedy them much, unless we can get the overseers of the poor to come here with us. You must remember that very few, as far as I am able to learn, of the overseers of the poor who deal with private questions of charity ever co-operate with or give any attention to them, or take any part in the discussion or in the study of the conditions which result in legislation or towards improvement.

It would be well if an attempt were made at this session of the Legislature by this body to have the poor laws codified and revised. I think the present tendency in political life is towards the broader spirit. I think the time is ripe for it now, and the

sooner a broad policy and broad spirit is injected into our poor laws, the better it will be for the rest of the subjects upon which we confer here every year. (Applause.)

THE CHAIRMAN—The thanks of the Conference are extended for your remarks. I don't know what the Conference will do with that question. The question will be further discussed, and I now call upon Mr. Davis, of Orange, to present possible constructive work upon the part of the overseers of the poor. Mr. Davis, to my personal knowledge, is acquainted with the subject, and I am very glad to have him with us at this time.

Possible Constructive Work Upon the Part of Overseers of the Poor.

MR. THOMAS A. DAVIS, ORANGE, N. J.

Ladies and Gentlemen—Before entering on the subject that has been allotted to me, I desire to approve and ratify the suggestions made by the last two speakers as to the necessity for the codification of the laws relating to dependents.

As we look through the statutes of New Jersey, it is really remarkable to find that these two ordinary subjects are treated in such an extraordinary manner and that we must look in so many places to find the laws that we are searching for on matters that arise almost every day in the matter of dependents.

Fortunately for me I have been allotted only one branch of this very large subject, and that branch is the question of delinquent deserting husbands, and the inquiry is made, Cannot the probation theory be applied? We have on the statute books of New Jersey several laws relating to the question of deserting parents, and also covering the question of parents who neglect their family in other particulars than mere desertion.

On the question of desertion we have what we call the Disorderly Act of 1898, and that disorderly act is really the latest law on the subject. The disorderly act provides that where a husband and father deserts, or wilfully refuses or neglects to support

his family, he is adjudged a disorderly person, and the overseer of the poor must make his complaint before a magistrate in case the family is liable to become a charge upon the municipality. The husband is arrested, a trial takes place and he is probably adjudged guilty of desertion.

The first thing to do is try to make the husband support the family, and for that reason the law provides that the husband should give a bond, after he has been adjudged guilty of being a disorderly person, because he has deserted his family, and the law says: "Now you must support your family, and you must give a bond, to be in force for one year, to pay so many dollars per week to the Overseer of the Poor." If the husband is able to give the bond, or able to find some one to go on his bond, that is all very well for him, and every week the overseer of the poor receives the money to pay for the support of the wife and children who were in danger of becoming a public charge. In many cases the husband is not able to find any one who is willing to go on his bond, and, as the law stands at present time, the husband, if unable to give the bond, must go to jail. After he has been in the jail a while the court may order his discharge, upon being satisfied that further imprisonment will not bring the necessary bond or support. Cases like this arise frequently under the Disorderly Act, and it has been thought there must be something more stringent, and various efforts have been made to punish the act of desertion as a crime. As a result, in 1903 an act was passed providing that where the deserting husband left the State it was a crime punishable as a misdemeanor. On account of the difficulties arising with the Governor of another State, the State Legislature, in 1904, changed that act and provided that the husband or father deserting or refusing or neglecting to support his family and minor child or children is guilty of a misdemeanor; in other words, a disorderly person may be arrested and indicted for desertion, and he may be put upon trial for a misdemeanor. If he be found guilty, the law provides a penalty of a fine or imprisonment not exceeding one year.

There are other statutes that deal with this question of non-support or neglect, and they come under the head of cruelty to

children, and those laws provide where a father shall abuse or neglect to make the necessary provision for a minor child, neglect to supply clothing, regular school education, or wilfully abandons or neglects his children, he may be fined, and the children may be turned over to the care of a humane society.

There are difficulties in the administration of this law as to deserting parents. In the first place, if the husband or father is committed to jail the family becomes a public charge, and the husband may have an easy time of it in jail, and the wife and children are suffering, and the municipality is burdened with their support. Then there is the other difficulty that when a husband is put in jail under the disorderly act, upon application to a judge of the Quarter Sessions Court, if a representation is made that further imprisonment will not bring support to the family, the judge may order the husband discharged. You can see that imprisonment has not effected the desired result in a case like that, and where there is one case of that kind the overseer of the poor in any locality may not feel like making a second complaint against that same husband where the first has fared so badly, and it may happen that the family of such a husband may be almost continuously supported by the municipality, or a charitable association, while the good-for-nothing husband does not bother his head about them, or may be sent to jail under the act of 1904.

This question has appealed very strongly to the Children's Aid and Protective Society of the Oranges, and a special committee was appointed to see what further might be done for the purpose of getting the desired result. The thought that suggested itself to the Committee of the Children's Aid Society was—Is it not possible, when a husband of this character is put in jail, to force him to work and to make the value of his services in prison enure to the benefit of his family, whom he has deserted? In other words, make him work in jail; put a money value on his work and turn it over to the family he has deserted.

At the first blush the proposition seemed feasible, but the Society would not trust its own judgment on such an important matter, and sent circulars to all parts of the Union and to Can-

ada. The circular asked three questions. The first question, after stating the proposition, was:

First—Have you in your State or locality any law upon the above provisions, or similar thereto?

Second—What is your opinion of the practicability and justice of such a law?

Third—Have you any suggestions to make in line with the foregoing?

As the result of that circular, the committee received, I think, from ninety to one hundred responses. The committee received responses from the District of Columbia, from Canada, from Maine, Massachusetts, Connecticut, New York, New Jersey, Pennsylvania, Maryland, Virginia, West Virginia, Georgia, Louisiana, Minnesota, Montana, Missouri, Indiana, Ohio, Canada, Washington, Oregon and California. In other words, we received responses from twenty-four States, the District of Columbia and Canada. Most all of these responses voted the scheme very good, but they expressed a fear that there were difficulties in the way of carrying it out. At the same time they all agreed that something, in addition to what was being done, should be done on the subject. The difficulties that arose in carrying out this plan when we took up the State of New Jersey would be, first, the problem of finding work for these prisoners, and, if I am correct, we have but two penitentiaries—in Essex and Hudson—and I do not know of any workshop outside of Mercer county. So the first difficulty was in finding employment, and the second was that when the cost of maintaining these prisoners was taken from the value of the work there would be absolutely nothing to give the municipality or family; and third, these penitentiary workshops throughout the country and throughout the State are not self-supporting; they are a burden on the States; fourth, that so far as prison labor in New Jersey was concerned, it was abolished years ago, and, of course, could not be taken up now.

From the suggestions made when these communications were received, the committee made to the Society in Orange recommendations that it should be attempted to have an act passed by the Legislature covering the following subjects: First—Ex-

tending the probation system to cases of desertion and the neglecting of families by parents. Second—Authorizing the suspension of sentence so long as the convicted parent on probation continues to support his family. Third—Authorizing employers of such convicted parent to pay to the overseer of the poor or proper charitable society or officer such sum as the court might adjudge to be paid by the convicted parent, the same to be taken from the wages of such parents. Fourth—Providing that all fees collected shall be paid to the overseer of the poor, the proper humane society or officer for the benefit of such family. Fifth—Requiring parents convicted of desertion and neglect of family, when sent to jail, to be kept at hard labor whenever possible.

In conformity with these recommendations the Society drafted Assembly Bills 110, 111 and 112, which were introduced into the Legislature by Mr. Everett Colby, Assemblyman from Orange. The question now is, Could the probation system, with profit, be extended to this class of cases? Here is a husband brought up before the magistrate; he has never been in prison before; he has his trial, and is found guilty; he cannot give bond, and is sentenced to jail. If we were able to hold that threat of jail over the husband without his really tasting jail, if we were able to say to him, "You have got to go to jail, that is your sentence and there you go, but we are willing to give you another chance, and if you are sorry for what you have done we will suspend sentence, and we will permit you to go on probation with the probation officer or some similar officer, and you can stay out of jail on this charge as long as you support your family," the committee seemed to think that that might be a good thing. They seemed to think the man would fear more the threat of going to jail hanging over him, and it would be more salutary than if he actually served a term of imprisonment and became a criminal, and the public would be left to support the family, which would become a public charge.

If you should conclude that the probation system would be a good plan to extend to these classes of cases, the question that next arises is, What officer shall perform these duties now performed by the probation officer? Shall it be through the county

probation officer or through some other existing officer, or an officer to be created?

Since the bills have been introduced into the Legislature I have had a talk with Judge Skinner, of the Essex Courts, and he approved of the idea of the Probation scheme or system, but he had his doubts about setting the county probation officer, with all his other duties, to look after these cases. I believe that his suggestion is that the overseer of the poor in the various municipalities should be the officer charged with this probation work, if you call it probation work. If it is the overseer of the poor, arrangements for the work should be made as to all delinquents who have been so convicted and their sentence suspended. Upon him, the overseer of the poor, should devolve the duty of seeing that these men live up to their duty and support their families. It matters very little what name you give this officer, or the man who is to carry out the work, the main object is to see that it is carried out. It is a serious matter whether we select the county probation officer and saddle him with the delinquents throughout the county. It seems to me the suggestion made by Judge Skinner, that possibly in local matters the overseer of the poor is the one to do the work, is one well worthy of thought.

Of course, I have not in the course of this discussion given any thought to another method by which we may force the husband, by an appeal to the Court of Chancery, to pay what is called alimony, not necessarily by means of a divorce suit, but in a suit for support. In such proceedings there would be some expense, and the applicant must employ counsel, while in the case of the municipality or the overseer of the poor the city attorney is supposed to look after all these matters.

It seems to me the question of an extension of the probation system is one well worthy of the thought of this Conference. I believe myself it would be a good act. When convicted of non-support, and not able to give a bond, this would take the alternative of going to jail or going on probation and staying out of jail only so long as they continued to support their families. The probation system has worked well in other cases, and the scheme of extending it to the classes herein mentioned should be given a trial.

THE CHAIRMAN—The thanks of the Conference are tendered to Mr. Davis for his remarks and his exposition of the law, which makes it possible to look up delinquent husbands. This has been the question that has been puzzling us for some time, and we are very glad to know that we can have the law as to probation applied to this class of cases. This matter has been talked over in our county and in Newark, and we have hoped that we could get the probation officer to do his work.

There is perhaps a difference in the charity work between that done by organized societies and that done by the overseers of the poor. Our discussion has tended a little in the direction towards the duties of the overseers of the poor. We will have the other side now, bringing in the connection with reference to organized charity and the overseers of the poor. I now have great pleasure in introducing to you Otto W. Davis.

Co-operation Between Charity Organization Societies and Overseers of the Poor.

ADDRESS BY OTTO W. DAVIS, SUPERINTENDENT CHARITY ORGANIZATION SOCIETY, PATERSON, N. J.

The members of this Conference are already too familiar with the need and value of co-operation between charitable agencies working in the same territory to make it seem wise for me to dwell upon the advantages to be gained from the mutual exchange of information and cordial co-operation between our various charities in any one city. I shall therefore endeavor to confine myself to a brief review of what has already been accomplished, and which will at the same time give us, I trust, a glance at some of the opportunities not as yet taken advantage of.

In the first place, let us consider just what has been accomplished toward securing co-operation between the "Charity Organization Societies," or similar societies with other names, and the "Overseers of the Poor" in the larger cities of the United States. For the purpose of ascertaining this a letter asking for

information was sent to all of the thirty-nine cities having a population of over one hundred thousand, to which replies were received from all but two. Of these there are eleven that give practically no public out-door relief, and so may be left out of the present discussion. With the exception of St. Joseph, where there is no private charitable society, and where, by the way, the public department seems to be doing unusually careful work, the remaining twenty-five cities are easily arranged in three grades. Those where there is no co-operation, those having no systematic co-operation, and lastly, those where the co-operation is cordial and helpful.

Among the ten cities with no co-operation must be classed Chicago, Cincinnati, Cleveland (where a plan is being arranged for this end), Detroit, Jersey City, Milwaukee, Omaha, Paterson, Pittsburg and Toledo.

Five cities report that there is no systematic co-operation or that the Overseer occasionally consults the records of the Society. They are Alleghany, Denver, Newark, Providence and Scranton.

In the third class we have ten more cities reporting a fair amount of co-operation. It may be helpful to consider more at length the replies received from these ten cities. Rochester, Syracuse and Worcester report that there is cordial co-operation without adding further details. Indianapolis reports that the Overseer consults the records of the Society, which is required by the Indiana State law.

The development of the co-operation ideal as touching the relations between the Overseer and the Charity Organization Societies seems to have reached its best form in Boston, Buffalo, Columbus, Minneapolis, New Haven and St. Paul. In each of these there is a regular and frequent exchange of information. In Boston the overseers send their records to the Associated Charities daily, and always consult the records of the Association before aiding a family.

In Buffalo, ever since the formation of the Charity Organization Society, all city aid has been investigated by it, even although for a great while the city has also had its inspectors so that there has been a double investigation. The Society ap-

proves or disapproves of the city aid in every instance and transmits its decision to the Overseer of the Poor, who, though in nowise bound by it, yet frequently acts in accordance with it. Through an ordinance passed at the instance of this Society many years ago the Overseer of the Poor is required to file daily a list of those whom he aids.

Columbus and St. Paul stand somewhat apart from the others by the fact that in these two cities all the investigation of applicants for public out-door relief is made by the Society, and relief is given only on their recommendation. As the result of this arrangement in Columbus the amount expended for out-door relief fell from $22,164 in 1897 to $2,966 in 1902.

The reply received from Mr. Gutridge, General Secretary of the Associated Charities in St. Paul, contained some interesting statements, showing the development of co-operation in that city. Among other things, he says: "About twenty years ago we took action in this city to prevent the interference of politics with the administration of public relief. The judges of our District Court were authorized to appoint a board of three freeholders to be called the Board of Control. Each member serves for three years and receives $450 a year, which amount is considered pay for two days in each week. The board meets reguarly twice a week and employs a secretary who gives all of his time to the work.

"The organization of this board caused a gradual reduction in the amount expended in out-door relief, and about eleven years ago they appointed the general secretary of the Associated Charities as investigator. I have held that position since I took charge of this office, about seven years ago. There is not a particle of politics in the work of the board. The members are, so far as administrators of public money may be, moved by the Charity Organization idea."

In New Haven the Organized Charities began to get into touch with the Poor Department in 1889. The result of this careful co-operation and sifting of individual cases was that in 1890 the expenditure fell below $22,000 for the first time in sixteen years, being suddenly cut down to $14,927. For the six

years preceding 1904 the average expenditure was only a little over $6,000 per year.

Among the smaller cities, where close co-operation has worked the usual good results, are Peoria, Ill., and South Bend, Ind. In the former the Associated Charities became the investigating medium for public aid last October, and has already found many persons receiving help who could provide for themselves and should not be helped at all. In South Bend $13,102 was expended for out-door relief in 1898, while last year the amount was only $1,494.

Not only has there been a large saving of money in these cities where there is close co-operation between public and private charities, but what is more important, the deserving poor have been better cared for. The elimination of the impostor and those not aidable has reduced the rate of pauperism in these cities by compelling the able-bodied to work for their living, and by the encouragement of habits of thrift and independence among the poor. It is a significant fact that, wherever the system of public out-door relief has been abolished, or where the amount expended has been greatly reduced through co-operation, there has been no desire to return to the former method.

There now remains to be considred the nature and extent of the co-operation existing in New Jersey. In order to learn this, letters of inquiry were sent to each of the fifteen cities or towns in the State having a Charity Organization or similar society.

Replies were received from all except Passaic. Those reporting that there is no co-operation between the Society and the Overseer are Bayonne, East Orange, Haddonfield, Jersey City, Newark, Paterson, Trenton and West Orange—eight in all. The Society in Salem reports that their relations are pleasant. The Societies covering Elizabeth, New Brunswick, Orange, Plainfield and North Plainfield report close co-operation between the Overseers and themselves. In Orange the investigation for the city is made by the Society, and their recommendations are usually followed. In Elizabeth the investigation is also made by the Society. That the Societies themselves desire to have such co-operation was made evident from many of the letters

received. In several places an attempt to secure this is being made at the present time.

There is certainly reason to believe that a more generally practiced close co-operation between these two charitable agencies would result in as great advantages in every town or city where both exist as it has in the comparatively few places where it has been tried.

I should like to add a few words regarding the mode of procedure when a person applies for assistance and make a brief comparison of the per capita expenditure in different places. The method of procedure seems in most of the cities to be left entirely to the judgment of the Overseer. The law requiring all applicants to be given a hearing before a Justice of the Peace or other officer of the law before continuing to grant relief as observed in four out of the fourteen places heard from. The ones where this law is observed are Plainfield, North Plainfield, East Orange and West Orange.

A point of view which serves well to reveal the great discrepancies that exist in the method of administering out-door relief in various places is found in comparison of the expenditure per capita. Taking the entire thirty-nine cities in the United States having a population of over 100,000 in 1903, the average amount expended per capita was five and one-half cents. The average expenditure for the same year in twelve cities and towns of New Jersey was nearly eight (.079) cents—the amounts ranging for different cities from the extreme of nineteen cents to a minimum of only two cents. Graded according to this per capita expenditure, they run as follows: Paterson, .19; East Orange, .156; North Plainfield, .111; Plainfield, .094; Orange, .083; Elizabeth, .081; Trenton, .077; Newark, .068; Haddonfield, .031; Jersey City, .024; Salem, .021, and West Orange, .02.

It is hardly necessary to add that such variations indicate the need of adhering to a few fundamental principles as a guide in the granting of public relief, and of a system of co-operation that will eliminate all needless and harmful giving.

THE CHAIRMAN—I do not know the personnel of the audience; if I did I should call upon somebody from the southern

part of the State where the poor law is being administered. Is there anyone here from the southern part of the State; if so, I would like to have him speak on the subject. I would also like to hear from Mr. Mulvaney and Mr. Davis again with regard to the supervision of the State law. It has been understood here that Overseers can give relief without applying to the Justice of the Peace, as required to do under the law, and having the Justice of the Peace pass upon the question of relief.

MR. JOHN MULVANEY—I do not know much about that question; all I know is what we do. The question has been raised as to the practice in large cities. You will understand the question is not so likely to arise in the larger cities as it is in the smaller townships, where everybody knows everybody, and everybody knows what they are doing, and so on. I do not understand the practice to be when application comes to the Overseer of the Poor, who makes the investigation to see whether emergency relief is required, he gives that relief without inquiring into the history of the family. I have found this out by traveling throughout the State, and the impression is not only in the cities, but in the suburbs, that residents for a year only were entitled to aid from the Overseer, and the declaration entitled one to a settlement. In a city like Jersey City, or Newark, an application is made to the Overseer, and the applications are quite numerous, he would have but little time left, after going before the Justice of Peace, to make an investigation. And that is why, if he is satisfied everything is right, he gives relief. I think that such violation of the law should not be charged up against the Overseer.

THE CHAIRMAN—We will now hear from Mr. Harry Barck, of Hoboken. I am going to ask Mr. Barck to say something about the law as it is carried out in Hoboken.

MR. HARRY L. BARCK, JR., Hoboken, N. J.—*Mr. Chairman, Ladies and Gentlemen*—I regret very much that there are not more Overseers of the Poor present to take part in the discussion. A great deal has been said about Archaic law, Codifica-

tion, Saving Money, Ten-Year Settlement, Political Spheres, Non-Support Laws, Probation System and the widows who have children that are expected to go to work in order that their younger brothers and sisters may be supported. I have noted the remarks and am very glad that they have been taken up for discussion.

Before taking up my paper on "The Theory of the Overseers' Work and the Constructive Side of His Work," I think it well to inform you that the work in our city is done by the Overseer of the Poor *alone,* our city not being like others, where they have from one to two assistants, which makes the work difficult, due to the fact that every application must be investigated, and during this time the office is closed.

The Theory of the Overseer's Work and the Constructive Side of His Work.

MR. HARRY L. BARCK, JR.

Mr. Chairman, Ladies and Gentlemen—For the sake of obtaining a clear idea of what is now done for the various classes of dependents, we must trace the history of the poor law system. It is part of our political inheritance, dating back to the time of Elizabeth. It has remained unaltered in principle during every subsequent change of industrial or social life. It clings persistently, even to the present day, in its method of relieving; it has varied but little, although the weight of responsibility for poverty has been shifted very largely from the individual to society. This inherited system of poor relief consists of two institutions—the almshouse, or in-door relief, and the relief of the poor in their homes, called "out-door relief."

The in-door treatment of the poor is a much less difficult matter than the treatment of the poor in their home. Out-door relief is the only public provision made for the various classes of poor who may not be best cared for in institutions. It means a weekly or monthly sum or dole of supplies given to some poor family. This part of the system of poor relief has itself come

into such ill repute during recent years that, with the exception of some effort in a few cities in this State, comparatively little has been done to improve it. About one year ago, one of the coldest mornings of winter, I saw a long line of starving, half-clothed, hungry-looking women standing in the court-room of a certain city in this State, with bags and baskets to receive the doles of supplies that were piled up there. They were the public paupers gathered from near and far. As they passed in line each received a loaf of bread, can of beans and a handful of sausages. No questions were asked, no record kept and no attempt at investigation. What there was of ignominy fell upon these unfortunates, whose only crime was poverty. It is this public system of indiscriminate doles which nearly every one is agreed had better be abolished. It is a common, wholesale, degrading treatment of the poor, which ends by destroying their self-respect, and, in many cases, condemns forever. For the purpose of determining how far the Overseers of the Poor are fitted to deal with dependents, I will just read off a list of the poor as we have them. They are: the aged, the children, the cripple (incapable of work), the incurable, the blind, the insane, the epileptic, the imbecile, idiot and feeble-minded. These I class as absolute dependents. They should have proper care as long as may be necessary, in institution or otherwise. Then, there are the professional vagrant, the professional beggar and the morally insane, who we will call "dependents capable of self-support." They should have industrial education, repression and confinement, for the protection of society. Then you have the temporary dependents, likely to become chronic. The sick, especially, who should have complete cure in proper institutions to prevent infirmity of a permanent character, and that, with the temporary dependents, such as the unemployed and widows with children, who should be supplied an economic existence free from any taint of pauperism.

This shows briefly the classes of persons appealing for aid and how relief of each class must vary. This, however, is not a rigid classification, as some of the insane can be cured, and, in many cases, crippled men and children may be made partially,

if not entirely, self-supporting. The deaf, dumb and blind can be made productive by proper education.

The theoretical side having been outlined, we come to the constructive side of the work of the Overseer in order to secure the best results. It is necessary for the Overseer to build up a system of operation rigid, but not too rigid; elastic, but not too elastic. By this we would mean that every case should be subjected to a certain amount of investigation. There are cases in which the need for help is urgent and immediate. Such cases obviously could not stand a long and exhaustive investigation. The need for help is apparent and must be given at once. There is, however, another class of cases where some time may elapse between the request for assistance and the rendering of such assistance. Take, for instance, the case of a working man, who, through sickness or other causes for which he is not responsible, needs help; it becomes the duty of the Overseer to find out the man's capability of working and to secure for him some employment, which he is to do. In order to do this the Overseer must be a man of tact and on good terms with superintendents of factories, railroad foremen, dockmasters and other employers, to whom he can go, and, with their aid, secure work for the man, and thus render him self-supporting, and, at the same time, relieve the community of the expense of supporting him and his family, which saves the man's self-respect and makes him a useful member of society. In the case of parents who fail to or refuse to provide for their children, he must be stern, impressing upon them their responsibility and the knowledge that he has and will use his power to punish them. In order to make this effective he must have the confidence of the police and the assistance of the courts. In a thousand ways, therefore, he can make his influence felt throughout the community. The poor will be sure that the confidence in him is not misplaced, and will readily follow his advice and give heed to his suggestions. The benevolent and charitable-minded will be led to ask his advice as to the best means of assisting the needy and helping the helpless, and thus the Overseer becomes, as it were, a middle man between the two extremes of society, helping the one class to the most effectual

assistance and showing the other class how it can do the most efficient work for the uplifting of the poor and unfortunate.

That concludes my paper, and I would like to have the privilege of a little more time and call your attention to the subject of non-support, which in my experience for the past eight years has been an interesting one. I find that if the Overseer of the Poor is interested in his work looking after the delinquent husbands he becomes the probation officer and therefore has no need of any further legislation in that respect, due to the fact that the wife complains to him and he therefore takes more or less supervision of the family, particularly when granting alms.

In the course of time I have found it necessary to introduce a system by which the husband is summoned to the office, where, in the presence of his wife, he can defend himself before a warrant is issued. This was done because a great many wives called on the Overseer for warrants when there was no occasion for it, and I know of several cases where the wife would receive the warrant and have it ready at any time her husband came home. If she had company that she did not care to have him meet she would go out threatening him with arrest unless he went away, in the meantime showing him the warrant. This has all been done away with now; in fact, the present system, I am safe in saying, has resulted in 80 per cent. of the differences being adjusted in the office with no need of the court.

Something has also been said about men being sent to prison, during which time their families suffer. While discussing the child-labor question I had in mind the older children of widows, but still of school age, being prevented from working and helping along in the support of the younger members of the family. It was thought at that time there would be great hardships arising by preventing these children from working. I am pleased to note that up to the present time no family has made an application due to such causes, and so it is with a great number of cases where men have been sent to prison. I have in mind several cases in which the husband was committed to prison. Take, for instance, the case of John Doe. His family, consisting of wife and seven children, became a charge, due to his failing to support them, at which time he was sent away. The

wife was assisted with rent and work, got along very well without any further help, but after two months she called and requested the discharge of her husband, explaining that he had promised to do better, and she wanted to give him another trial. He was discharged, and, after a short time, the family became a charge on the city again. The husband was sought, but his whereabouts were unknown for nearly two months, in which time his family recovered from the conditions and were getting along fairly well. After they had settled in their new home he showed up and took up his home with them again, but it was not long after that they were without a home. Their oldest boy was awaiting trial for the larceny of some chickens that he intended to bring home so that they would have something to eat. In the meantime the mother, with her seven children (excepting a girl of thirteen years, who was with her grandparents), were sheltered by the city. The man was found in a lodging-house, arrested and committed in default of a bond to pay his wife $7.00 per week. In the meantime one boy was properly clothed and a position found for him. The boy in jail was put on probation and he was placed to work. The two younger children were placed in the almshouse until such time as the mother got her home straightened out. It is now three months since the last arrangements have been made, and I am pleased to say they are getting along without further help. While the family is scattered they are much better off; it is better for the community, for the children and the man. There was something said here about public spirit. This reminds me that when I took my office some eight years ago the conditions in my office were very unsatisfactory. Orders were issued promiscuously. It took three years to come down to a system. To-day we have a registering system. The application is made and recorded, name, address, number of children in the family, the employment of the father, if there is one, where they live, how long they have lived there, their previous residence, names of relatives, if any in town. Then we ask for references in some cases. In addition to that, we investigate most all cases. There was a time when I would listen to any appeal of an applicant who would come with two or three children and ask relief, without any investigation being made, but

I have had my experience. There is one thing that is done, as a rule, in the majority of these cases—you generally find, on investigating the applicant, that they do not live at the number given, or in the city. (Applause.)

THE CHAIRMAN—We are very much obliged to Mr. Barck for telling us his experience. We would like others to also state their experience. We have with us Alexander Johnson, the Secretary of the National Conference. We would like to have Mr. Johnson say a few words on the subject and to present any matter that he would like to present.

ALEXANDER JOHNSON—*Mr. Chairman, Ladies and Gentlemen*—I was much interested in hearing the gentleman's reference to the laws of New Jersey as regards out-door relief and the old English Act, 43d of Elizabeth, which has sometimes been called the Magna Charta of public poor relief for the English-speaking world. That old act contains many salutary provisions, and when we deviate from its principles we are frequently obliged to make reforms which carry us back to them.

I have been led to think that the conditions in this State and the one where I have been residing are very similar in many respects, and both differ materially from the conditions in the State to the north of this point. Indiana and New Jersey are excellent examples of sound, practical, business common sense and wholesome public sentiment. The States are alike in being hospitable, both to new ideas and new men. Of course, each State has its own special problems, but the problems with regard to out-door relief are very much alike. It is well known that in many States out-door relief has been given up entirely. One of the classical instances of this is the case of the city of Brooklyn, where that method of aid was cut off in the middle of winter without notice, because the Mayor, Hon. Seth Low, had discovered that it was illegal. The amount being given then was in the neighborhood of $140,000 or $150,000 annually. In that city there is a society called "The Society for Improving the Condition of the Poor." It is a general relief society. Its collections for funds are usually made twice yearly—once in Novem-

ber, when its work chiefly begins, and the other in February, to eke out the first collection. The year the out-door relief was cut off in Brooklyn was the first for seven years in which that society did not have to make a supplementary collection in February, which clearly proves, I think, that the amount that was given in out-door relief was not very necessary.

Philadelphia tried a somewhat similar experiment a year or two later, the total amount having been some $80,000 or $90,000 yearly. When this was cut off the leading relief societies felt some slight increase in applications for a few weeks, but practically had no undue calls upon them for funds.

In Cincinnati, in 1884; in Chicago, in 1886, and at other times similar abolition of outdoor relief has been followed without any increase of distress, and in no case has the almshouse population increased.

Another well-known case which is worthy of mention is that of the city of Indianapolis, some twenty years ago, when a new Overseer of the Poor, being impressed that a vast amount of pauperism was unnecessary and was, in fact, created by out-door relief, installed a thoroughly business-like administration and reduced the expenditure in a township of about 80,000 people from $85,000 a year to $13,000 a year, and the need has never been much larger since, although the population has now doubled. At the same time there was a positive diminution of the number of people in the almshouse. I am not prepared, however, to say that everywhere we can give up all out-door relief. These remarkable results have been attained in large cities, but possibly in small villages and country districts it may be necessary to keep up the plan, but it is also true that the proportionate amount is always dependent upon administration. A very good evidence of this fact may also be given in the case of the State of Indiana. Beginning with the first year's work of the Board of State Charities there, the question of out-door relief was found to be important, and a series of steady efforts were made toward improved administration, first, by calling the attention of the Overseers of the Poor and the County Commissioners, and then by gradually introducing laws modifying the method. The first of these laws was one requiring the Overseers to file their report with the

County Auditor in duplicate, one copy to be sent to the Board of State Charities, the report to include the particulars as to names, ages, condition, etc., of each receiving money. They next changed the law with regard to the payment of the relief in townships. Instead of being paid from the county fund, it was made necessary to make a special township levy. When this was done some remarkable facts were disclosed; as, for example, in one township the levy was three mills on a hundred dollars valuation; in another township it was thirty cents on one hundred dollars valuation, and the townships were similar in many ways. Shortly after this law was enacted, as some of the Overseers did not report, a simple and easy impeachment plan was adopted, by which any citizen, after giving bond, could impeach any county officer in the Circuit Court for neglect of duty. Since that law was passed a reference to it has been all that has been necessary to get reports in promptly. The final law in the series was one requiring the Overseers to submit their work to the County Commissioners and limiting the amount of money they could give, or the amount of time over which relief could be spread, without a report to the Commissioners; also requiring investigation, careful record, co-operation with other agencies, common-sense dealing with tramps and traveling mendicants, and, in a word, the ordinary methods with which we are familiar in charity organization societies. The result, spreading over the whole State, was that the amount of relief administered in this manner decreased in five years, from 1895 to 1900, from $660,000 to $220,000, while the number of paupers in the almshouse decreased at the same time from 14.8 in every 10,000 total population to 12.2 in 10,000. The same result, namely, tremendous economy whenever wise administration has been introduced, has been had in many places, but a little more than good administration is needed. I am not in favor of a strongly centralized government. In politics I am an individualist; that means an out-and-out Democrat, but I do believe that central supervision is necessary in many respects. While I do not think the English method of a Central Poor Law Board, which can control in detail the work of the different district boards, would be germane to our institutions, I believe that a method of central supervision,

including reports to be followed by advice and suggestion, is absolutely necessary, and in the State of Indiana this has been worked out by the Board of State Charities to a very successful extent.

I would like to mention one department of the work of the Indiana Board of State Charities which, I hope, you will emulate in New Jersey under your new law, which seems likely to pass. This is the collection and arrangement of information with regard to the dependents, defectives and delinquents of the State. A vast amount of law-making is founded upon misinformation, and every session of the Legislature sees scores of bills to amend acts which have themselves been amended, perhaps, several times before. One function of the Board of State Charities is to collect trustworthy information about all those classes which give our lawmakers so much concern. The central feature of the records of the Board consists of a catalogue with the names of every pauper, every defective, every delinquent in the State, either those in public institutions, or those receiving out-door relief. These are arranged in one vast alphabetical catalogue, with duplicate records in various classifications, such as the insane, the defective, &c. They now have some 35,000 or 40,000 names on the list. The result of this is that facts are disclosed which would otherwise escape, and we may measure, in the course of a few years, the results of our work.

There is hardly a part of a State government, and more especially of the government in its minor political divisions, where better statistical methods are not urgently needed. We can see this if we compare our political methods with those of business. Where would a bank be if it did not know every night how its balances stood, and if it did not also possess a vast amount of knowledge concerning the financial business of the country? What hope would there be for a railroad company that did not know which of its lines is working at a profit and which at a loss? But the public goes on year after year with very crude and inadequate statistics, and the results are what might be expected from such carelessness.

With the consent of the President, I am to take the opportunity of speaking to you about a new venture in the city of New York

with which I am closely connected. We have just organized and are now conducting a School of Philanthropy, of which we have very strong hopes. It is being conducted in a practical way by people who have had experience, and we hope it will be no longer necessary for people wishing for an officer for some society, charitable or correctional, to take an untried man or woman, without special training, who will be compelled to learn how to do the work by doing it, winning his way by dint of errors and blunders to valuable experience at the last.

In the words of an editorial in the New York *Times* regarding the school, "It will probably be so in a few years that any board of directors or managers of a charitable institution or society would no more think of employing a person for superintendent or executive agent who has not been trained for the work than they would of trying to build a bridge without the assistance of a competent engineer."

The school has been in existence as a summer institute for seven years past, and has been quite successful, and last winter it was conducted as a winter evening school with a large number of students. Now it has developed into a full professional school, occupying the whole time of the students during the academic year, part of the time devoted to lectures and part to field work in the various offices of associations and societies and to visit to institutions, etc. Many of the lectures are extremely valuable to volunteers as well as to professionals. One of our series of lectures, by a famous administrator who is now vice-president and manager of the Provident Loan Society, Mr. Frank Tucker, is worthy of special note. It is on methods of securing financial support and the relations between the officers and the agents. A college president, to whom I was speaking about this course, was very much interested, and said, humorously, that if we can make it a success, we shall be having the college presidents from all over the country coming to take the lectures.

The school began this year with a subscription of five thousand dollars from nine people, and we had scarcely got to work before one of our benevolent and far-sighted millionoires endowed us with a quarter of a million dollars, so that we are out of all financial troubles. I shall be very much pleased to see any

member of this Conference, who happens to be in New York, as a visitor at the school. The lectures are from 9:30 to 12:30 every day.

I wish to thank the President for his kindness in giving me this opportunity to set forth the work of the school, and you for your kind attention to me while I have been doing it.

THE CHAIRMAN—We began our sessions at three o'clock, and we have time for several fifteen-minutes addresses before we adjourn. I will call upon Mr. Van Wagenen.

Mr. B. VAN WAGENEN (South Orange, N. J)—*Mr. Chairman and Ladies and Gentlemen:* In the discussion of out-door relief two of the speakers expressed the hope that this Conference would take some action which might lead us to a codification of these laws and their revision. I am very sorry that the gentlemen seem to have left the hall. At the time that this Conference was organized one of its fundamental principles was stated to be that it was an organization for discussion and not for action; consequently, it has not been in the habit of authorizing action upon measures or taking action by a resolution or otherwise; but it seems to me that this need of codification that has been shown to be so great should, if possible, be met, and the influence which has started here to-day in regard to the matter should not be lost. I would like to suggest a method by which this could be put into practical effect. It seems to me if Mr. Fox, Mr. Lewis and Mr. Davis, all of whom are capable lawyers, all familiar with this subject, would constitute themselves a preliminary committee to consider and draw definite and practical recommendations, and would endeavor to associate with themselves in this matter some, at least, of those in the State of New Jersey belonging with us and able to coöperate for this object, interest might be aroused on the subject promptly, and in a way for the Legislature to take the matter up.

Now, as we are not a body of action, it is not necessary or desirable that we should take action by motion or resolution on this subject. But I trust that the interest of all the members will be brought to bear as far as possible to induce these gentle-

men to take these matters up along the line of this suggestion, as it seems desirable. (Applause.)

HUGH F. FOX (Plainfield, N. J.)—Mr. Chairman, I will be glad to do my part in this work. I think something may be accomplished if we take the initiative.

THE CHAIRMAN—I think so too. The only desire is to know that something will be done. It is satisfactory to know it will be taken in hand. I will now ask Mr. Potts, of Orange, to finish with a few words about out-door relief, when, unless there is further discussion, we will adjourn.

Mr. POTTS (of Orange)—Mr. Chairman, it seems to me, as this is a very interesting subject and will require some time, it might better be given this evening in the regular order.

THE CHAIRMAN—Before closing I want to say we hope there will be a full discussion on the subject of the Overseers of the Poor. We have had one speaker who was very interesting, and I hope we might have more who will address the Conference in future, giving us encouragement at future meetings. We think that will be particularly in line with this movement. We hope so. There being no further business, the Conference will adjourn to meet at 8 P. M.

SECTION III.

TRENTON, N. J., Friday, Feb. 17, 1905.

ASSISTANT ATTORNEY-GENERAL JOHN L. SWAYZE, CHAIRMAN.

The third section of the Conference was called to order by President Johnstone at 8:20 P. M.

THE PRESIDENT—The Conference will please come to order. Before proceeding with the regular session we have some business to transact. We will first hear the report of the Nominating Committee.

Mr. A. W. ABBOTT—The report of the Nominating Committee is as follows:

Report of the Nominating Committee, 1905—1906.

TRENTON, February 17th, 1905.

President—BLEECKER VAN WAGENEN, President Orange Bureau of Associated Charities.

Vice-Presidents—Rt. Rev. BISHOP MCFAUL, Trenton; Rt. Rev. BISHOP LINES, Newark; Mrs. EMILY E. WILLIAMSON, Elizabeth; Hon. EDWARD C. STOKES, Trenton; Mrs. C. B. ALEXANDER, Hoboken.

Secretary—Rev. WALTER REID HUNT, Director of the Children's Aid and Protective Society of the Oranges.

Treasurer—JOHN A. CULLEN, Superintendent Catholic Children's Aid Association of New Jersey.

Assistant Secretaries—CAPTAIN C. W. IRWIN, Elizabeth. HARRY L. BARCK, Hoboken; EMMA L. ADAMS, Plainfield.

EXECUTIVE COMMITTEE.

FRANCIS B. LEE,	Trenton.
CHARLES F. CURRIE,	Blackwood.
A. M. HESTON,	Atlantic City.
REV. F. A. FOY,	Avondale.
EDWARD R. JOHNSTONE,	Vineland.
HUGH F. FOX,	Plainfield.
ARTHUR W. MCDOUGALL,	Newark.
HOWELL C. STULL,	Trenton.
GEORGE O. OSBORNE,	Trenton.
ALBERT C. ABORN,	East Orange.
DECATUR M. SAWYER,	Montclair.
ALGERNON T. SWEENEY,	Newark.

THE PRESIDENT—You have heard the report of the Nominating Committee. What is your pleasure?

It was moved that the report of the Nominating Committee be adopted.

THE PRESIDENT—We are now ready for the report of the Committee on Resolutions.

B. VAN WAGENEN—Mr. President, the chairman of the Committee on Resolutions has in his hands several resolutions, with the request that they be submitted to the Conference for adoption. The Committee has decided, however, not to recommend the adoption of any of them. At the time this Conference was formed, four years ago, it was the thought of those most active in organizing it that its greatest usefulness would be attained by making it a gathering of those who were interested on Conference lines and philanthropic work, and who, by discussion with the greatest freedom, would develop their views and stimulate each other in the various forms of service in which they engaged, and that also there might be developed the spirit of co-operation and work together, and in that way have an influence also upon the public of the State of New Jersey. In order that this result might come they felt that it was best that this Conference should abstain from passing resolutions, or declaring itself

in favor of this, that or the other, or of taking as a body any definite action upon any of these matters.

I think that the results so far have justified that idea on which this organization was founded, because the spirit of co-operation, the spirit of the broadest tolerance in the expression of opinion and belief, has been attained, and the spirit of fraternity and good will, and the working together has certainly been stimulated and developed.

The Committee would have been glad to recommend the adoption at least of one of these resolutions, because of the character of it, but they felt it was a responsibility they did not wish to assume, and it would be a departure from the principle adopted which seemed to work so well. We have, therefore, decided to continue as we have done heretofore, so far as the action of the Committee is concerned, in not recommending the resolution as a body, as a Conference by a discussion on it, or by any action or endorsement; but I would be glad, Mr. President, if opportunity might be given to Mr. Fox at this time to make a statement in regard to the condition of this labor question, child labor question, and the child labor laws in the State of New Jersey, about which there was a statement made in New York two days ago which was, in the opinion of those who know and recognized it, one calculated to do injustice to the State of New Jersey in this respect.

THE PRESIDENT—You have heard the report of the Committee on Resolutions. What is your pleasure?

Mr. A. W. ABBOTT—I move that the report of the Committee on Resolutions be adopted.

Agreed to.

THE PRESIDENT—I am sure we are all glad that the committee has taken the action it has. Mr. Fox, we shall be glad to hear from you regarding the child labor question.

Child Labor.

HUGH F. FOX.

Mr. President, Ladies and Gentlemen—I do not think it is necessary to add more than a word or two to what was said last night on the child-labor matter. It is one which reflects on our State, and, perhaps, I can deal with it more briefly than in any other way by reading an open letter sent to the New York papers, which reported the matter in question yesterday morning:

PLAINFIELD, N. J., February 16th, 1905.

The Editor of the "Times," New York:

DEAR SIR—As you have correctly reported, the Secretary of the National Consumers' League stated at the meeting of the National Child Labor Committee yesterday afternoon, in discussing legislation and methods of enforcement in the Northern States, that Delaware and New Jersey are at the foot of the list, while New York and Vermont are at the head.

The program for the meeting was so full that no time could be given to discussion, so that the statement had to pass unchallenged at the time. It is so mischievously misleading, however, that I hope you will give me this opportunity of correcting it. The fact is that New Jersey has unusually good and effective laws for the regulation of child labor, and they are being enforced with great energy and determination. For a number of years the Department of Factory Inspection was in the same condition of incompetence and wilful neglect as that of New York at the present time, but after a long agitation the forces which are fighting for social welfare found eager ally in Governor Murphy, and under his administration the department was entirely reorganized, and a new code of laws passed to give it full force. So far as the requirements for "proof of age," "physical test," and "responsibility of parent and employer" go, the New Jersey law is admirable. It is true that there is no educational test in the act, but this is covered in the compulsory education provisions of the school law. The new law went into effect last September, and through the Attorney-General, the Commissioner of Labor has brought twenty test suits against employers and parents, and actually won nineteen of them. The Commissioner is co-operating with the private child-caring and charitable agencies, the truant officers, probation officers, labor organizations and all who are specially interested in the children of the State, and so successfully is the law being enforced that night-schools in factory towns are closing up for lack of pupils.

The one conspicuous lack in the law is the omission to prohibit children of over 14, but under 16, from working at night. This provision in the original bill was struck out before passage, and from motives of expediency the friends of the children have concluded to wait a year before urging the

matter afresh. Otherwise we are satisfied with the present law and with its enforcement, and we resent being put in the same class as Delaware, which has no child-labor or compulsory education laws or system of regulation at all. I hope the time will soon come when the State of New York can justly bear comparison with New Jersey.

A reckless and unjust statement such as that which was made by the Secretary of the National Consumers' League, can do more harm, when it finds its way into the public print, than all the efforts of the real enemies of the children.

Yours very respectfully,
HUGH F. FOX,
President Children's Protective Alliance, N. J.

Mr. President, I would like, if there is no objection, that this be made a part of the minutes of our meeting.

MR. PRESIDENT—If there is no objection, it will be so treated.

The Care of Defectives.

We are now ready to take up the Third Section, the Care of Defectives. Mr. John L. Swayze is the Chairman of this Section and is known to the members of the Conference, I am sure, and he has made for us this very excellent program, and I am glad to turn the meeting over to him, and am very happy to present him to you.

THE CHAIRMAN (John L. Swayze)—*Mr. President, Ladies and Gentlemen*—You know that lawyers once in a while are compelled to go into action and to fire off the cannon for the other fellow, and when I am complimented on the program I feel that I am going to prepare a shock for some one else.

It is inspiring once in a while to break away from the every-day work of life we are engaged in, and to find women and men willing to devote their best effort and thought to the uplifting of the unfortunates among human beings.

It is particularly happy for me to be present here to-night and to look into the faces of many who, a short time ago, were standing shoulder to shoulder in the fight for unfortunates who were compelled to labor in the factories of this State.

I wish now, on the first occasion I have, to extend to them my thanks for the cordial support they gave me all through that fight.

I am put down to talk to you about and make a report on "The Care of Defectives." That reminds me a good deal of a story of an Englishman who had a bad attack of rheumatism. He was taken to a London specialist and stayed a week with him and was taken care of. When he came to leave he had a prescription. The servant carried him down the street and he turned around and he found the doctor had followed him, and the doctor said to him: "Now, if that prescription does you any good, I would like to know it, because I have had the rheumatism a long time; I want to find something that will help me."

My knowledge of the care of defectives is very small. The only knowledge that I have is the knowledge I have gained in the practical working-out of my connections with the Executive Department, and my connection has been what was described last night by a friend of mine as a "cold-blooded business connection," and he said his heart kind of went cold when he found that charitable matters were treated in that cold-blooded business way, and I see by the way you have been conducting to-night you are going on in a business-like way, and I see that the business method appeals to you. I want to talk to you a little about the business method of caring for defectives, and purely from the financial standpoint—the relation of the State to the family and country.

In our State the Governor of the State and I are going to deal with the defectives as they come under the care of the department. We have three institutions, a Home for Feeble-Minded Women, the Home for Feeble-Minded Boys and Girls, and the Home for Girls. I would state here we have no State institution for the blind, and we send our blind to two institutions, to the Pennsylvania and the New York institutions. We found that the best and cheapest method. New Jersey pays $225 and $330 for the care of each inmate, for their maintenance, clothing and custody, and everything. The spirit and intent is plainly expressed to do that—that the State of New Jersey shall do the financial part, that the responsibilty of taking care of that which

is not taken care of in this way shall rest upon the State. That is to say, first we go and ascertain if they can in any way aid in the care. We obtain from them an agreement that they will pay a certain amount every year. Now, in the county case, the case taken from the almshouse, or the poor, then the county pays a share. Then when they have paid, the State pays the balance. Now, that is the way they have tried to carry it out in the Executive Department, but the theory and the practice is separated, as theory and practice are very liable to be. They seem to be very fond of the divorce court, but the fact is that no investigation is made whatever of the financial responsibility of the people of families charged with the care through their natural affiliation. Their word is taken, or used to be up until last year. The county works every turn it can to ship onto the State the whole burden, and the family does the same. I remember some cases of people with their income of three hundred dollars who were willing to promise one hundred dollars out of that income for the care of some unfortunate and could not do it, and did not feel any responsibility for the promise. After the case is admitted to the instiution, in ninety-nine out of a hundred cases I am satisfied in saying that every promise to pay by the family has been broken absolutely, and the instiution is left to shoulder it, or eventually comes a readjustment of the demand and the State pays the bill. That is wrong, that is an elimination of the personal equation in the matter. You cannot eliminate the personal equation and have your work going on. If you are going to take away the defective from the family, fix it so they have no interest. You have to cut away one of the props. Every effort is to avoid contributing any part. That has been according to my experience in my time for the last three years. They shift on to the State the whole burden of the county and the family, they shift it all on to the State.

I believe in the work, and hope to see the day when every defective will be properly housed and properly cared for. I believe that day will come the sooner if you keep the responsibility where it belongs.

We have already reached the point that these three institutions cost a hundred thousand dollars a year. We have the epileptic

just started, which has only seventy-eight pupils, I understand, seventy-eight epileptics in the State; and the day will come when the whole burden will be put on the State Treasury.. Your demands will be great, and what will the consequence be? You will stop there and then, or you will go backward, not forward. That is good, ordinary common sense. Hold every one to their share of the responsibility. Your work will go forward faster and the people you are trying to help will be better.

This can best be illustrated by the lines of the poet Miller, when I say to you that you cannot climb the hill in one step, your forward movement has been great. The State of New Jersey to-day has a part in the management of these institutions. This result is brought about by the Democrats and Republicans alike. Political considerations do not enter into the admittance of any one. So much you have got, and I think you have got a great deal, and you have got what they have not got in many States. Last year you obtained the passage of a bill by which greater powers were given to these institutions. Greater restrictions were thrown around the taking of pupils into them—their admission.

You can plainly see I know very little about such matters. I cannot refrain at this time from saying a word for these institutions of which I have spoken to-day.

In the Home for the Feeble-Minded Boys and Girls, during the whole time that I had the practical supervision of the admission we never had a time when there was a refusal on the part of the management to allow an admission. I never knew a time when they were not willing to make every effort possible to let in pupils.

As between girls and boys, the girls always have the preference. As to ages, they stand between eight and twelve, and those are to be received before those of a greater age. In my time I do not remember when those rules were ever deviated from in any important particular. We are now ready to go on with the work of the evening.

I understand Dr. Davis, of Camden, is unable to be here with us. As we have some time allotted to him, I will ask Mr. Johnstone to take up part of that time.

Mr. E. R. JOHNSTONE (Vineland, New Jersey)—I would like to ask if Mr. Davis has come in since the beginning of the meeting.

I shall consume probably less than five minutes, but I want to say a word about physicians and medical inspection and the defective and backward child.

Medical inspection in the public schools of New Jersey is not general. There are a few large cities in which medical inspection is carried on. It is with a view of finding out whether the children have contagious diseases, or whether they come to school with diseases of filth, etc., when they should not be there, and not to find if they are unqualified mentally to be in the public school. Our hope is that in the large cities, at least, we shall have medical inspection go further than merely inspection for disease, and take on the work of finding out what children are mentally defective. They must be psychological in their examinations as well physiological, so that they may see what children are defective.

The ordinary practitioner can, by simple tests, very easily aid the teacher in what she is doing so that she will be able to pick out the children who are defective and recommend their being put in separate classes. That should be part of the treatment of the backward child in public schools. The trouble is, these backward children are not recognized in the public schools, and, consequently, are not treated differently from other children.

They should have special teachers and special training. Further examination would show which are merely backward and need public school special classes, and which are really feeble-minded, and, therefore, need special institutional care and training. I hope the time is not far distant when every public school shall have a competent medical inspector and when medical inspection shall be both psychological and physiological.

Mr. J. M. MCCALLIE—Mr. Chairman and ladies and gentlemen, I have taken the liberty to change the title of my subject given in the programme to "Backward Children in the Trenton Public Schools."

Backward Children in the Trenton Public Schools.

PRINCIPAL J. M. M'CALLIE.

In Robert Hunter's recent book, "Poverty," this statement is made: "There are probably in the United States, in fairly prosperous years, no less than 10,000,000 persons in poverty; that is to say, under-fed, under-clothed and poorly housed, and of these about 4,000,000 are public paupers"—men and women and their children who have lost the hope and the desire of ever becoming self-supporting, respectable citizens, and to whom the misery and the degradation of the pauper's life are more endurable than the continual struggle necessary for existence in honest poverty.

It would be, perhaps, rather difficult to convince people who have always had enough of this world's goods that in this land of peace, prosperity and plenty one person in every eight eats the bread of poverty; that one person in every eight is making, in a large measure, a failure of life. Whether we wish to believe these figures or not, they, doubtless, are near the truth, and since such grave conditions do exist in our country, it behooves each one of us, as a good citizen, to look into his own business to find out how much it is contributing toward making 10,000,000 of our fellow-beings live in poverty.

Leaving the manufacturer, the merchant, the law-maker and the trust-maker to speak for themselves, I shall ask you to consider with me one or two problems in connection with backward children of the public schools of Trenton, which may have some bearing upon this question.

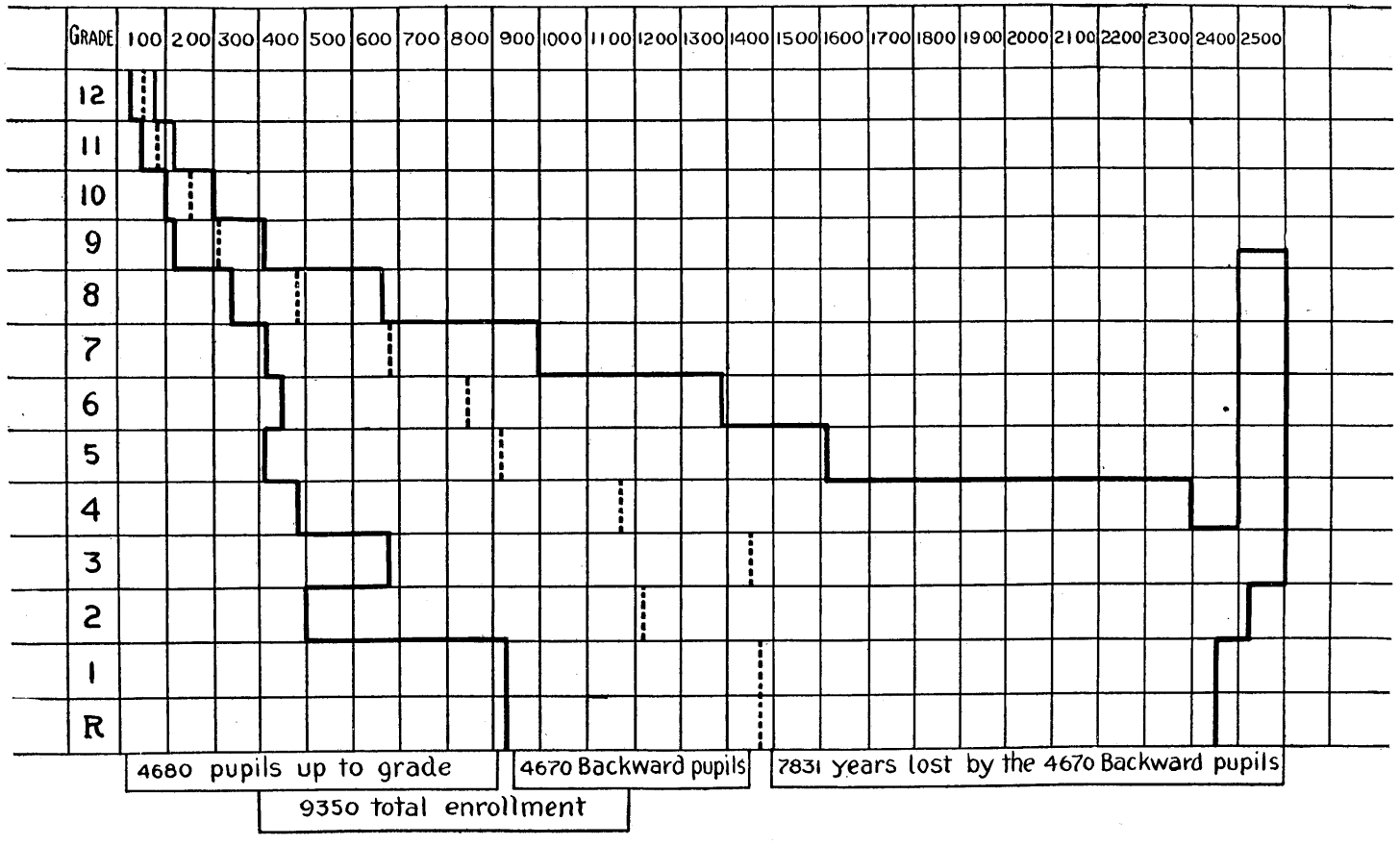
Our Trenton school system consists of about thirty buildings, 300 teachers and 10,000 pupils. It is the aim of these 300 teachers to make these 10,000 pupils good citizens—intelligent, upright and self-supporting. We begin this citizen-making process in the kindergarten, when the child is only four or five years old, and, after spending twelve years in passing through the

twelve grades, he is graduated from the High School at the age of eighteen, a finished citizen, so far as our schools are concerned. Let us consider here some statistics that will give us some idea of how fast these pupils travel from grade to grade, how many pass through all the grades and how many drop out by the way.

According to our latest statistics, 1903, the first grade, which really includes two grades—the reception and the first grade—had in it 2,700 pupils; the second grade, 1,112 pupils; the third grade, 1,248; the fourth grade, 1,082; the fifth grade, 830; the sixth grade, 778; the seventh grade, 587; the eighth grade, 396; the ninth grade, or first year of High School, 212; the tenth grade, 149; the eleventh grade, 93; the twelfth grade, 62 pupils.

Evidently something very serious happens along the line to cause nearly half the pupils to drop out of school by the time they reach the sixth grade, and more than two-thirds by the time they reach the first year of the High School, and ninety-five out of every hundred before they graduate. Nor is this all. Of those pupils who do remain in school almost exactly one-half of these, 4,670, lost time in getting to the grade where they were when these statistics were taken. This is on the assumption that pupils should begin the first grade at six years of age and spend one year in each succeeding grade. The time lost by individual pupils varies from a few months to seven years, while the average time lost by the pupils behind time was about one year and eight months. I, perhaps, can give you a graphic representation of these statistics on this chart, which will help you to see their meaning and their relation to each other.

The chart is ruled in squares. Each square represents 100 pupils. The figures at the left stand for the grades. All to the left of the middle line represents the total number of pupils, 9,350, enrolled in November, 1903. The number of squares between any number at the left and this middle line represents the number of pupils in the grade for which the number at the left stands. The number of squares in the steps that make up the middle line indicates the number of hundreds of pupils who drop out from grade to grade.



The space between the middle line and the broken line to the left represents the number of pupils, 4,670, who are backward, at least as far as their ages are concerned. All of the space to the left of this last-mentioned line represents the number of pupils in the different grades who are not older than they should be, 4,680, or only ten more than the number of backward pupils.

The space between the middle broken line and the broken line to the right represents the time lost by those 4,760 pupils who are older than the required age for their respective grades. Each square of this space representing time stands for 100 years.

This, therefore, shows that the backward pupils in the first grade in 1903 had lost 1,900 years; the pupils of the second grade 1,300 years; third grade, 1,485 years; fourth grade, 1,220 years; the sixth grade, 683 years, and the number continues to diminish to thirty-two years, lost in the graduating class.

The total number of years lost by these four thousand six hundred and seventy children in twelve years was seven thousand eight hundred and thirty-one years, which equals the lifetime of two hundred and thirty-seven persons, or the loss of twenty lives in each school year. This seems to be rather a dark picture, but it would be still darker if we should add to this the time lost by more than a thousand pupils who left school before they entered the High School. But I cannot speak of the causes that have made pupils leave school. I must confine this paper to the consideration of backward children in our schools.

Having convinced myself by the above statistics that there were backward children in the Trenton schools, and that they were quite numerous, I began to search for causes of this backwardness.

I found that there were three hundred children on the waiting list when the census of 1903 was taken, and it was believed that there were many non-English-speaking foreigners in the schools who often were put one, two or three grades lower than they should have been placed, owing to their inability to speak English, and, of course, there was more or less sickness on the part of the pupils, which kept some out of school, and some parents did not start their children to school as soon as they were six years old, but all of these causes could not, in my judgment, account

for three thousand children in the first four grades being backward to the extent of losing five thousand years. Having exhausted my own resources in endeavoring to find out the causes of this widespread backwardness among our pupils, I, through Superintendent Mackey, secured the co-operation of one hundred and forty-six of our Trenton teachers. To facilitate this work, and that we might all work toward one end, I made out a list of questions which was given to each of these one hundred and forty-six teachers to answer. Time forbids my reading these questions in full. Suffice it to say that each of these one hundred and forty-six teachers was asked to report on the most backward pupil in her room, giving his age, weight, nationality, kind of parents, food, clothing, habits, physical defects, mental defects, years in grade, subjects backward in, subjects liked, and time given to these backward pupils. I should say here that the entire corps of teachers were asked to respond to these questions, but many were unable to do so at the time the answers were desired, and a number of those who reported had no "most backward pupil" in their respective classes, and several of the replies were incomplete, some of the questions not being answered at all, but, upon the whole, they were very satisfactory.

This investigation shows that, in the estimation of these one hundred and forty-six teachers, who represent fifteen schools and about six thousand five hundred pupils, three hundred and three of their pupils are so backward, from various causes, that special rooms should be provided for them. Of this number, one was in the kindergarten, sixty-five were in the first grade, thirty-three in the second grade, fifty-nine in the third grade, thirty-seven in the fourth grade, forty-nine in the fifth grade, twenty-two in the sixth grade, twelve in the seventh grade, twenty-six in the eighth grade. Only one hundred and forty-six of these three hundred and three backward pupils were reported on specially, and of this number ninety-eight were boys and forty-seven were girls, and, considering the grade in which they are now placed, they are about three grades older on an average than they should be, the oldest being six years too old for his grade. Seventy of these backward pupils were under weight, ten over weight, fifty-five normal, and eleven were not reported on. Eighty-six were

English-speaking and eleven had one parent American. Twenty-two were German, eleven Italian, nine Hebrew and ten of all other nationalities. It is very likely that not more than fifteen of these sixty children of foreign parentage were backward because of inability to use the English language. In fact, in describing these children there were only eight cases where the cause of backwardness was attributed to inability to speak English. This fact, I think, will tend to weaken the arguments often put forth that the foreign element, lacking a speaking knowledge of English, is the cause, to a great extent, of so much backwardness in our public schools. Fifty of these one hundred and forty-six backward pupils had poor food and poor homes. In thirty-eight homes either the father or mother, or both the father and mother, were intemperate, several of them excessively so. In twenty-four families either the father or mother or both were dead. Twenty-nine parents were reported sickly, twenty-four nervous. As these figures in reference to parents relate to about eighty homes, this would seem to indicate that the teacher's estimate of fifty homes being poor is entirely too low; in fact, the manner in which the questions in reference to the homes were answered indicated that the teachers often were not well informed on this point.

Thirty-three of the ninety-eight backward boys smoke cigarettes; fifteen used beer or other strong drink; sixteen of the total one hundred and forty-six pupils reported on had defective hearing, twenty-one defective eyes; seventy-three, or exactly one-half of these children, were nervous (eighteen of these nervous pupils had faulty speech), twenty had had some serious sickness since entering school, and fifty before entering school; thirteen had brothers or sisters affected more or less as they were affected; two had brothers or sisters in a school for the feeble-minded, and three or four had had brothers in reform schools. These statistics, together with one cited above, viz., that seventy of these pupils were under weight, unmistakably indicate that the chief cause of backwardness in these one hundred and forty-six pupils is physical defects and that these defects are traceable, in a majority of cases, to poor homes, poor food, poor clothes, defective parents and cigarettes. Eighty-eight of these backward children

were reported as liking school. I suspect if this question had been asked by some one else than the child's teacher the number liking school would have diminished materially.

Fifty-one of these pupils were most backward in language, spelling and reading; fifty-five in arithmetic and eight in geography and history. All but eleven liked to do things with their hands. Here, in these last figures, I think we can hear nature, if we listen closely, crying out against our almost exclusive method of teaching in our public schools through the eye and the ear, without calling into service the hand. I think it may be said with truth that the child, up to the time he enters school, relies more upon his hands and the motion of the body for accurate information than upon any of his other senses. In fact, the special senses of hearing, feeling and smelling are only varieties of the sense of touch highly specialized, and, physiologically speaking, of a much more recent development, very much more complex and much more subject to derangement and destruction than the old mother-sense—touch.

Children are often backward because of defects in hearing or seeing, or both. To put such children in the public schools and attempt to teach them exclusively through these defective senses, without allowing them to use the sense of touch, the medium that has always given them the most accurate percepts, is something that we as intelligent teachers should not be guilty of. What these backward children need, and what all children need, is more of the kind of work that they like, work with their hand, manual training. In my judgment, a good course in manual training, well carried out in our schools, would so lessen the number of backward pupils that fewer teachers would be needed to teach them, and the money thus saved in teachers' salaries would more than defray the expense of an excellent manual training system, and, besides, more pupils would stay in school longer, do more and better work and be happier in the doing.

While manual training would doubtless lessen very perceptibly the number of backward children, yet it would not do away entirely with the necessity for special rooms for those children who are so unlike normal children as to make it a very great waste of the teacher's time to try to teach them with normal

children. But a special room without a big-hearted, sympathetic, trained teacher would be almost useless.

Another suggestion looking toward decreasing the number of backward pupils, keeping others in school and decreasing that vast area as shown on the chart, representing 7,831 years of wasted time, would be to increase the teaching force so that no one teacher would be required to teach more than twenty-five pupils. If the number of pupils to a teacher were reduced to the above number, so many backward pupils would be promoted each year that at the end of six or eight years no larger number of teachers would be needed than we now have, supposing that the number of pupils who enter school each year during this time be no larger than now. And, to make this increased teaching force still more efficient, I would have at least half of the grammar school teachers men.

Now, not a single pupil in our schools ever comes under the influence of a man teacher until he reaches the High School, and this means that 9,400 pupils out of 10,000, or all but about 600, leave school without ever having been under the influence of a man as a teacher.

The period between the eleventh and the fifteenth year, the grammar-school period, is the most critical period of a child's school life. During these years children experience the breaking-up and the passing-away of their childhood life, and they feel for the first time the promptings of that strange and mysterious life of manhood and womanhood. This is a period of general re-adjustment; the giving-up of old ideals and the forming of new ideals; the time when they like to do daring deeds and worship heroes. These heroes are always men, and yet we never give them men for teachers. As a result they leave our schools and go out into the world and find the kind of teachers that they admire, and, in the case of boys, ninety-nine out of every hundred select as their teachers older boys or men, usually bad or poor teachers; but the boy's nature demands men teachers, and, since the schools do not furnish such teachers, they will not stay in them.

Again, I am sure the number of backward pupils in our schools could be materially diminished if they were subject to expert

medical inspection. Such inspection would greatly diminish the number of cases of contagious diseases and correct defects in hearing and seeing, all of which are potent factors in producing backward children in schools. I would recommend that this inspection be made by an expert, because I do not believe that teachers, as a rule, understand enough about the defects of children to make, in many cases, proper diagnosis.

I base this conclusion on a report recently made by the teachers of fifteen of our schools on six thousand pupils. Of this number only one hundred and twenty-seven pupils had defective eyes. According to results obtained elsewhere, this should have been about two thousand instead of one hundred and twenty-seven. Sixty were reported defective in hearing. This number should have been about ten times as large, or about six hundred.

The fact that there are ten million poor in the United States and that four million of these are public paupers, undoubtedly tends greatly to increase the number of backward children in our public schools. As great as must be the physical effects of such conditions upon school children, the mental effects must be even greater. How can we expect parents who have made all but a failure of life, who are satisfied to live in poverty or as paupers, to inspire their children to practice those virtues which they themselves daily tread under foot? And is the reverse true? Are our public schools helping to fill up the ranks of these ten million poor? Do we in our public schools, whose only reason for existence is to make good citizens—intelligent, independent, self-reliant citizens—do we, in our schools, surround the children with those environments that are best calculated to produce such citizens? Or do we, in our schools, by what we teach and how we teach it and our method of discipline tend to make any considerable number of our pupils to have the same attitude towards school-life that the middle-aged man has who has battled against the world and failed? Whatever the answer to these questions may be, we know that hundreds of pupils in the Trenton schools, long before they reach the High School, count school life a failure, and, handicapped with ignorance and a consciousness of failure, they go forth to fight the real battle of life.

Paper Discussing Backward Children in the Public Schools.

BY MARGARET BANCROFT, BANCROFT TRAINING SCHOOL, HADDONFIELD, N. J.

Ladies and Gentlemen—It is a rash woman in these modern days of discussion who will discuss a paper which she has had no opportunity to read and cannot possibly hear, but I dare say that, through sympathy of vibration, I may have arrived at a plane of thought below his, maybe above.

In listening to the very earnest address of Dr. McCallie's, on Backward Children in the Public Schools, an address in which was condensed the most enlightened thought and the most humane spirit of this first decade of the twentieth century, I thought of a definition which Emerson once gave: "The great man," says the sage of Concord, "is one who finds himself in the river of thoughts and events, forced onward by the ideas and necessities of his contemporaries. He stands where the eyes of all men look one way and their hands all point in the direction in which he should go." And so it seems to me the power of every master mind resides not only in the intellectual strength which makes him powerful in argument, eloquent in pleading; it resides also in the sympathetic insight which makes him comprehend the needs of the humblest and weakest of his brethren, and impels him to devote his best talents generously and unselfishly to their service.

It is now little more than fifty years since Seguin, Saegert, Guggenbuhl and Wilbur commenced their pioneer work in the interest of the mentally deficient. Just twenty years ago, at the eleventh Conference of Charities and Correction, at St. Louis, Dr. Isaac Kerlin eloquently presented the claims of the feeble-minded to recognition. These really great men were forced onward by the ideas and necessities of their contemporaries, and from the flood of thought and feeling they gathered what at that time was regarded as mere drift-wood—hardly that. The mighty river has rushed on, and, gathering into its bosom the thoughts and ideas of other men and women, a vast flood of ten-

derness and thoughtfulness for those most needing the ministry of pity, it now sweeps onward in resistless course.

To-day our Conferences of Charities are trying to handle the vast debris of drift-wood, trying to sort it and place it where it belongs. Just a year ago Dr. Fernald, of the State School of Massachusetts, made an earnest appeal on behalf of children who are mentally or morally deficient. In reference to Dr. Kerlin's eloquent presentation of the subject, he said, "This prophetic report of Dr. Kerlin's, as authoritative to-day as when it was written, has become a classic and probably has been quoted more frequently and effectively than any similar paper on this subject."

From Dr. Kerlin I received my first pupil, and it will scarcely seem presumptuous in me to-night to present some points which, so far as I know, have not been touched upon either in this eloquent paper of Dr. McCallie's or by Dr. Fernald, of Boston, or by Dr. Shuttleworth, of London.

First, I would call attention to the vrey great importance of training teachers to discriminate between a backward child and a mentally deficient child. Our English cousins have not made that discrimination yet, though they have their day-schools established for both the backward and the feeble-minded. From the experience I have had along this line of work it seems to me that we should not place in ordinary day-schools any children who have congenital mental imperfections, the results of certain definite structural defects—the results of brain disease or of injuries occurring at or soon after birth. What may be done in the future for children handicapped by inferiority of brain, we cannot say. At present there is nothing in medicine or the sciences that can remedy these defects sufficiently to make it safe for the patients to be at large in the community. The future may develop some powerful remedial agent, but at the present time we see no indication of its advent.

We have another class of children whose brain structure is normal, but who are backward because of certain physical defects. Some children are partially deaf or entirely deaf, partially blind, or have adenoid growths, speech defects, poor circulation, lack of nutrition—any one of whom with proper medical care, exercise and diet could be either partially or entirely cured.

These children are not able to hold their own with a child who is physically well and strong, and for four or five years or more they would probably need special training. These are the children who, I think, should be looked after and specially provided for in our public schools.

And then, too, the teachers must be so trained that they can intelligently discriminate between the two classes just referred to. A teacher should always begin the work of her profession with normal children. Added to this experience she should have versatility, artistic tastes and a fondness for the sciences. A teacher should never commence her work in an institution for feeble-minded children, or expect to become a competent teacher in such classes until she has served an apprenticeship in a school for normal children, any more than a physician could expect to master the knowledge of the normal body by studying only the diseased body. After a teacher has taught a year or two in a school of normal children, she can successfully take up the work with feeble-minded children and will soon be able to discriminate between a merely backward child and one who is mentally deficient.

This is one of the great defects in our institutions to-day, and the defect is due partly, at least, to bad legislation in the different States. A teacher of normal children has no inducement to take up the work in an institution for the feeble-minded, because she receives very little credit, if any, for the work she has done when she may wish to leave the institution, nor is the salary sufficient. Dr. McCallie has not taken into consideration this point, which I desire to emphasize—that our laws should require every one who wishes to teach in an institution for feeble-minded children to have had at least one year's experience in teaching normal children, and if it be found that she possesses the necessary qualities (very exceptional and superior ones) she may then be appointed to teach in an institution or boarding-school for feeble-minded children with a salary sufficiently high to be an inducement. I also would recommend that the teachers' salaries in all such institutions should be graded in the same proportion as those in the public schools, and that the classes in all of our institutions should be under the supervision of the Board of

Education, just as the public schools are, and that the same requirements should be exacted from, and the same privileges extended to, teachers of the blind, deaf or feeble-minded. If there were a law to this effect I think we should soon have intelligently discriminating teachers for backward children, and that many so-called feeble-minded children would be removed from our institutions and placed in day schools, and *vice versa.*

I thoroughly agree also with Dr. Shuttleworth in his report, when he says, "I rejoice to see that the London School Board, and I hope other school authorities also, are seriously considering how to render the instruction of older children in special classes more practical, so as to fit them better for employment when they leave school. I see no reason why they should be relegated indiscriminately to the ranks of hewers of wood and drawers of water, for in my experience not infrequently some special mechanical aptitude exists in feeble-minded children, which, if properly directed, may be turned to good account in after life."

Dr. Shuttleworth also urges permanent industrial colonies for a certain proportion of those who have passed through special schools—a matter that demands consideration.

Really great men have devoted their best energies to these difficult problems of special education. We humble workers in the same field sometimes learn in daily experience lessons that may be of the greatest service, and if we each contribute but a mite, the sum-total may become a force for good which will be mighty and far-reaching in its results. The weakest of our brethren calls loudest for our pity, our most earnest effort; it is in answer to this piteously inarticulate cry reaching our ear from many a darkened home in our land, that we meet to compare views and find the best methods for their permanent relief.

PHILADELPHIA, February 14th, 1905.

MY DEAR MISS BANCROFT—Remembering that you are to speak on "Backward Children in the Public Schools," on February 17th, I write again to add one thought to my previous suggestions. These were, the need for Aftercare Committees for backward children leaving the public schools, and secondly, the need for more professional oversight of our schools, in order to permit of proper grading, without which very little progress can be made, as you know.

The suggestion that I have to add is the need for friendly visitors to the public schools, and particularly for classes containing backward children.

I have made some suggestions on this line to the Civic Club, the Collegiate Alumnæ, and others, who have asked how they could best help the public schools. I enclose a recent outline of my thought, made for the Civic Club, regretting that I have not another typewritten copy left. You will see from it that my thought is very definite, that these schools can profit by the help of persons who may not be experienced, but simply interested in the schools, and having leisure to aid the difficult problems of the schools. My own experience in the Philadelphia Schools for Backward Children was that many parents could be persuaded to have children's adenoids removed, glasses fitted, or whatever might be necessary, if only they had the opportunity for a reasonable explanation of the need for some adult in whom they had confidence.

The principal of Special School No. 5 had such a friendly visitor last winter, and through her was able to have many children's eyes attended to. She has three times this winter appealed to me to supply the place of this visitor, saying that she badly needed such help. The principal of Special School No. 3, Price and Lena streets, Germantown, does a great deal with his children himself, particularly in regard to persuading parents to have adenoids removed. We all know, on the contrary, that few teachers have sufficient medical knowledge to notice what is the matter with the children, and that even when a medical inspector may have pointed out the handicap under which a child is laboring, most teachers have not the time to go to the homes of the pupils, and, try as they will to get parents to the school, become so discouraged that they often give up any attempt to follow the case to the end. Had they a friendly visitor to count on coming at regular times to the school, such problems could be turned over to her to be followed up, and reported back to the teacher at each step.

I am still waiting to know whether you want me to give you a paper for July 5th. You remember I wrote you that I should be abroad at that time, and that I presumed you would not want a paper that would have to be read by some one else, but would wait to hear from you.

Very truly yours,
DORA KEEN,
Secretary.

Discussion.

MAXIMILIAN P. E. GROSZMANN, PD.D., PLAINFIELD, N. J.

Mr. Chairman, Ladies and Gentlemen of the Conference—It was a great pleasure to me to listen to the paper read by Mr. McCallie, as the gentleman has presented to us a very clear statement of the conditions under which his pupils work in the public schools. He has added his personal experience to the theoretical affirmation that here is sufficient opportunity for deep-

going reformation in our educational system. I may say that I endorse almost everything he has said, although we may differ in some details. What he has said about the Trenton schools is a pretty general condition in all school systems. But the strange thing is, that although this is by no means a new development, we are only now beginning to recognize the condition, and to be puzzled by it. Quite recently Supt. Maxwell, of New York City, has called attention to the appalling fact that of the five hundred and thirty-six thousand pupils of the New York City schools, there are no less than two hundred thousand abnormally old for the classes in which they at present are. While it may be true that the magnitude of this abnormal condition is due, in part, to the presence of a large immigrant population, the children of which are classed largely according to their ability to speak English, there is, nevertheless, a very large proportion of children who have been burdens to their teachers, because they require a much more specialized handling and training than the ordinary class instruction can allow. Dr. Maxwell insists that every other educational problem in the city must yield to the insistent one of raising these backward pupils to the classes to which they properly belong. And I may be permitted to refer you to other recent statements in the public press, among them to this clipping from a Newark paper, in which it is shown that in almost every one of the class rooms in the public schools of Newark, there are from six to seven mentally deficient children, among them even such as are distinctly feeble-minded. In a certain Newark school there is reported to be a weak-minded child of twelve years of age, who has been a pupil of the first grade, primary, for six years. She has a vocabulary not exceeding one hundred and thirty words. In all that time she has never spoken a word outside of that vocabulary to a teacher or to any of the children.

The question is, what becomes of these children who are being dragged along in an ineffective way through our public school classes? I remember a visit to the New York State Reformatory, in Elmira, a few years ago. When looking over the records of a number of inmates there, and becoming acquainted with some of these by personal inspection, I found that

there were not a few among them who were plainly epileptics and imbeciles. They had been committed to the reformatory by the police authorities to be corrected and improved. Do you think that much of moral reform can be worked in these unfortunates in this way? These boys had drifted into the reformatory because they had not received the proper training which might have saved them, while they were children, and because they were not properly segregated in time, their cases not having been properly diagnosed at the right moment. They grew up, practically without education, and had really no moral standard developed in their minds, thus swelling the criminal class, when they might have been at least rendered harmless had they received proper care. There are now, in our public schools, many who will drift along in the same way unless attention and care be directed to them. You will find in our public schools not only the class of children of which this paper treats, but distinctly feeble-minded ones; children of a low-defective character.

I am not particularly in favor of the application of the term "backward," because this word states a condition only as a result, but does not give any diagnosis of the cause. A child may be backward from many different causes, and its backwardness may be very different in character. Therefore, it seems to me that the first thing to do is to try to arrive at a proper classification of these children, and to investigate the causes of backwardness in development, so as to strike the evil at its root. We shall find that in a very great majority of cases, the cause of abnormal or a typical development is a physical one, that is to say, it is due to impairment in the bodily functions.

I am very sorry, indeed, that the paper which was booked for to-night, namely, on the "Good Offices of the School Physician in Recognizing Backward Children in the Schools," had to be omitted, as this paper would undoubtedly have given an excellent opportunity for valuable instruction and information. I am personally very deeply interested in the introduction of the school physician, as a most important adjunct to educational management, as it was my good fortune to be one of the first in this country to suggest and carry out a practical system of medical supervision in schools. It is due to such medical co-operation

that it has been discovered that there are no less than about 25 per cent. of the entire school population of the United States that are in some way, if ever so slightly, handicapped physically for the work they are supposed to do in their school curriculum. Perhaps there is only a slight visual or aural difficulty, or some adenoid vegetations, and some digestive troubles, but whatever the abnormal condition may be it places the child at a disadvantage in its competition with its schoolmates. We may then say that there are about 25 per cent. of exceptional children. I suggest the term "exceptional," as covering all the different classes and grades of deviation from the average human type. Some of these cases may be difficult of recognition, but a great number could be very readily recognized if there were a system of medical school supervision in every school organization of this country. It is amazing how many palpable effects escape the attention of the average teacher, and the teacher is, in this respect, no worse than the average parent. To one who has accustomed himself to study children, it oftentimes seems almost incredible how the most patent symptoms of physical or mental impairment are overlooked by the very ones to whom they daily present themselves. We may hope for better things in this respect, when the physician will occupy a different position in his relation to the home and to the schools of our children. I mean, when he will become the hygienic counselor and adviser, instead of merely being called in to be a curer of developed disease. Then there will be forestalling and preventing of disease, in accordance with the old adage, "An ounce of prevention is worth a pound of cure." The school physician will not only assist very materially in the speedy detection of infectious diseases, but he will also discover the children who have impaired vision, impaired hearing, those in whom there is an insidious approach of heart disease, or a tubercular condition, or who show the pernicious effects of malnutrition. It has also been very forcibly suggested that in addition to the school physician there should be created the office of consulting psychologist, or consulting pedagog. A co-operation of the consulting physician and the consulting psychologist with the teachers and school principals will secure a sufficiently early diagnosis of any ailment or impairment which may affect

disadvantageously to a child's school career. We may then be able to eliminate quickly from the public schools, in the first place, all those who are in immediate need of institutional care, such as the feeble-minded, the epileptic, and the genuinely abnormal child, and their work will also enable us to arrive at a proper classification of the various grades of defective development, so that each class may receive proper handling. Only by classifying and differentiating these different classes will it be possible to establish helpful diagnoses of individual cases. Such a classification has been rarely attempted. At any rate, if it was made at all, it had reference mainly to the lower strata of defectiveness, which really do not belong to the province of public school education, and the higher strata, to which the backward child, so-called, must be reckoned, have not received their proper share of attention. As I said before, I consider the term "backward" too ambiguous to be used advantageously in such a classification. My time is too short, and I do not wish to tax your patience unduly, so I will refrain from reading to you the tentative classification which I have taken the liberty of suggesting, and which has met with the cordial approbation of a number of authorities in psychology and psychiatry. I have brought a number of cards, with this classification printed on, with me for distribution among those who may be interested in this matter.

Permit me to suggest that a large class of children, even of those whom it would be wrong to style as "abnormal" and "defective," cannot be properly handled in public school classes. The atypical child, as I have termed a certain class of exceptional children, need, above all, a very strict regimen, and a removal from faulty conditions of life. Those who suffer from the effects of a faulty environment (and there are as many such cases in the homes of the wealthy as there are in the homes of the poor) can be helped only by being placed in a rationally adjusted environment. With them it is not so much a matter of individualized instruction as it is a matter of individualized educational regimen.

It is my opinion that only that class of backward children can be profitably handled in public schools, or day schools generally, that I have taken the liberty of designating "pseudo-atypical"

children; that is to say, those who are only apparently, but not really atypical. With them it is essentially a matter of such modification of the ordinary course of instruction as will fit the individual needs. To this class belongs, in the first place, those children who have suffered from a change of schools, and who may find difficulty in adjusting themselves to a new school environment, and a new grade standard. To this class also belong the children of immigrants, who require double adjustment, first, to new methods of instruction, and secondly, to a foreign language and country. Or there may be the effects of temporary illness or of certain physical defects, such as lameness, deformity, slight visual troubles, and the like. Again, there are those children who have a slower rate of mental growth without being mentally deficient. In fact, there are many who, while slow in their development in childhood, may possess greater power and achieve greater success than many of those who were quick in battling with the scholastic tasks of their school days. Further, there are special temperaments, such as the artistic type, or the manual type, that will find it painful to adjust themselves to the ordinary routine of a class of average children. All those types must be taken on their own terms, and can be instructed to best advantage in special classes. Unless they are given this opportunity, they may become discouraged and will fall behind their classmates, thus giving the impression of being dull and non-responsive.

This will show how necessary it is to establish in all schools special or ungraded classes for these exceptional, pseudo-atypical children. In this country this movement is new, while in the old country much has already been done in this direction. There are quite a number of classes for backward children in London, and in the German cities this institution is still older, and in reality quite well organized. But in the establishment of such ungraded classes, certain conditions must be fulfilled. There must be, in the first place, very small and elastic groups where individual attention can be afforded. Large numbers in a class are entirely objectionable. And the grouping must be elastic; there must be the opportunity of regrouping within the groups to meet promptly every individual requirement. Individual at-

tention and group-teaching should alternate so as to give the child, on the one hand, the benefit of individual instruction, and, on the other, the stimulus of competition in a group. The work with these children must be based upon scientific child study, and the teacher of an ungraded class should be in constant touch with the consulting psychologist and the school physician, so that the child and its conditions can be thoroughly understood in its component elements and factors. There should be a co-operation established between the home and the school, so that there can be unity of educational method. Then, in the matter of scholastic aims, individual differences, aptitudes and tastes, must be recognized. There must be elastic courses of study and a most thorough elimination of "lock-step" programs and methods. Each child must be taken on its own terms. And, finally, there must be teachers well trained for this important and responsible work. Unless these requirements are fulfilled, truly or seemingly atypical minds will suffer in an ordinary public school, as they have naturally less power of resistance to unfavorable conditions and influences than the normal and typical minds.

I have only a few words to add, and then I will be through. What I wish to say is this, that the difficulty lies not so much with those children who can be handled in the public schools, as it lies with those that should be eliminated from them. And here arises a great problem because the training of the atypical child in special institutions brings up the problem of the cost of maintenance. But this problem I can only broach, as it cannot be discussed here.

My plea, then, is for five things:

First, for a proper, scientific classification of exceptional children.

Second, for an early recognition and diagnosis of all cases through the agencies of the school physician and the consulting psychologist.

Third, for a proper grouping of these types and the establishment of special and ungraded classes.

Fourth, for a segregation of those that cannot and ought not to be handled in the public schools, into special institutions.

Fifth, for individualized methods of instruction and handling by teachers especially trained for this responsible work, and who have the right understanding and love for the exceptional child.

THE CHAIRMAN—We have with us here, to-night, Dr. Evans, a noted expert, who will now speak to us.

Inebriates as Defectives.

DR. B. D. EVANS.

Mr. President, Ladies and Gentlemen—I have not dignified my part of the work by writing for you a paper, but I have for my guidance made a few notes. From the program I see I am to speak about Inebriates as Defectives. The inebriate in a certain sense is a defective, but I have deemed it proper to treat the subject on a different line and to speak about—for a few minutes—the inebriate as a dependent and as a causal factor in placing upon the State the responsibility of caring for a large number of dependents.

Before going into the discussion of this subject I would like to be permitted to follow the lines of the Bishop or the example of Bishop Lines and have the privilege of an exhorter, so that I may have the right to "branch."

We read in some of the more or less sensational newspaper articles, usually headed Trenton, about the enormous cost of the institution over which it is my honor to preside in a medical way. These articles are so peculiarly worded one is led to conclude that a fabulous amount of money is drawn from the State Treasury every year to be used at the State Hospital for the Insane at Morris Plains.

Between 1870 and August 17, 1876, the State appropriated, through its Legislatures, $2,511,000, which was the cost of the buildings, their equipment and the lands upon which they are situated. From these misleading newspaper statements, minds which do not discount the sensational aspect of such articles are led to believe that $2,511,000 is abstracted from the State treas-

ury annually. I want to assure you, ladies and gentlemen, that such is not the fact. In the hills of Morris there is situated a magnificent building, well adapted to the caring for that class of people who are unable to care for themselves or to intelligently raise up their hands for relief, for they can boast of no direct political influence and must depend on the magnanimity of their brethren upon whom so sad an affliction as an unbalanced mind has not fallen. I say that in this beautiful part of Morris county is nestled a grand structure, attractive in architecture, and it stands there as a monument to the State of New Jersey and to her legislators and philanthropists who worked arduously for for its construction, and it is a permanent honor to those who still strive to give it a just and humane maintenance and support. I want further to say about this institution that it represents a great and noble principle of charity; that the appropriations which were made by the Legislatures between 1870 and 1876 were used at a period when building materials were much more expensive and wages for workmen were much higher than to-day. It may be well to remind you that there is not now in that institution one officer who had any part or responsibility in the construction of the buildings or took any part in securing moneys or appropriations to be used for their construction. I would to God I could justly claim a right to a small share of the honor. I would be proud to have taken an active part in rearing that monument; for it is in truth a noble monument to the cause of charity and to the philanthropic principles which more than thirty years ago moved the true statesmen and students of charity to action.

It may be said that "they builded wiser than they knew." But when we look around to offer them the hand of congratulation or take off our hats in veneration to their devotion to the cause of charity, we find that they have been called to reap the reward such as is accorded to the faithful; and we then, with thoughts of great men and noble deeds, give but a passing notice to superficial newspaper criticisms which do not bear analysis, and cast them aside as misdirected energy. The walls of that great institution which have withstood thirty years of the winter's blasts and the heat of the summer's suns still stand and will continue

to remain when generation after generation of admirers and critics have passed away; and even then supporting the good work, which I believe is born of God, there will be found the best, the purest and the noblest citizens of the Commonwealth.

I am constrained to say to you a few words relative to the management of the institution referred to, and to remind you that it is a work of great magnitude; that it is carried on and regulated under well fixed principles of discipline and open to the inspection and criticism of the public at all times. But to me it seems to be simply justice that those people who elect to criticise a public charity of such proportions and importance should at least take upon themselves the burden of once in a while availing themselves of reasonable opportunities and facilities in order to obtain the facts of the subject at issue and give to themselves what may be an unusual sensation arising from the writing of a criticism which will bear analysis and will be found to be in accordance with the facts.

In saying a word in behalf of the management of this work I am conscious of having placed myself in the position of being told that I am throwing carnations at myself and other officers engaged in looking after this important State charity. That, however, is of little consequence if I may be successful in impressing upon this representative body of intelligent men and women the fact that while The New Jersey State Hospital at Morris Plains cost more than two and a half million dollars before a patient was admitted into it, that it does not cost that much annually, and that newspaper articles which seem to carry an intimation with them that the amount which it cost to build it is abstracted annually from the State's treasury just before the Legislature meets, has no foundation in fact.

In these articles we frequently read about the cost of maintenance exceeding that of other institutions. This, of course, refers to indigent patients, as the public have little or nothing to do with the cost of maintenance of private patients. The truth of the matter may be tersely shown by reviewing the laws governing maintenance, which set forth that every public institution for the insane, State or county, gets exactly the same per capita aid from the State's treasury. That is to say, that both the

State hospitals and all the county institutions for the insane receive from the State treasury $2 per patient per week. This is regulated by statute and cannot be changed or modified by the managers or other officers upon whom rests the management and control of these institutions.

There are in The New Jersey State Hospital at Morris Plains about one thousand six hundred and fifty patients, and into every room occupied by these patients the sunlight comes during a large part of every day; and these rooms are properly ventilated, well heated and kept in a cleanly and attractive condition; and I am frank to inform you that our patients are warmly and respectably clad, and fed with good, wholesome and substantial food; and this, I regret to say, is not the fact in our great sister State, New York, with which we are frequently compared. In the important principles I have just mentioned the State institutions of New Jersey, I believe, stand second to none in the country.

I have visited the great hospitals for the insane from Canada to the Gulf and from the Rocky Mountains to the Atlantic Ocean. I have gone through them with a critical eye, looking for their good points that I might introduce them at home; looking for their mistakes that I might not allow our institution to fall into them, and I say to you with much pride that New Jersey has, up in the hills of Morris, an institution which will, with credit to the State, bear comparison with any in the United States, both as to style of architecture and the substantial quality of its construction, its hygienic appointments and the quality and honesty of its administration.

I am sure you will pardon me for digressing in this manner. I have a most positive weakness in this direction, and this weakness characterizes many of my addresses and lectures. Speaking of weakness, I feel constrained to impose a story upon you, after which I promise not to inflict you with story-telling.

A young man and a young woman were engaged to be married. A few weeks before the time set apart for the ceremony the young man said: "My dear, I feel that I should tell you that I am a victim of idiosyncrasy or peculiar weakness." She said: "Well, what is it?" He replied: "I do not think it worth while to tell you about it at this time." She said: "I think I ought to

know." He said: "Well, I am sure you will find it out soon enough." She became somewhat offended, and retorted: "I will not marry you. I will not marry any man who is guilty of those things that you speak of." The young man softened and said: "Sooner than have any trouble, since you take the matter so seriously, I will tell you. I am a somnambulist." She said: "Now, George, what do you think I care for that? I will go there with you on Sunday mornings, and you can go with me to the Methodist church on Sunday evenings."

I deliver a course of lectures to a class of nurses year after year. Nurses who are required to work sixteen hours a day for from $16 to $25 a month are not inclined at all times to look upon the serious aspect of life, even under the lectures of the teacher, and because I insist upon strict discipline and close attention and hold them down to their work, they sometimes give evidences of dissatisfaction and exhibit a feeling that I am a hard-hearted individual. This is evidenced on occasions when I pay them little compliments, and the applause is so feeble that I am led to think they are limited in their powers of appreciation; but I remember distinctly a particular occasion when my remarks were received with vociferous applause, showing they had a high order of appreciation of what I had said to them. The remarks I made were something like these: "Ladies and gentlemen—I have endeavored, in ten successive lectures, to give you some practical idea of mental derangement, and to teach you, in a general way about the classification, management and treatment of persons suffering from mental disturbances. It now becomes my painful duty to announce to you that this is the last lecture for this session." This announcement was followed by such prolonged stamping of feet and clapping of hands, that, for the time being, I rather wondered if I had really grown eloquent.

That inebriety is a disease is so fully recognized by that part of the medical profession which has given careful study and scientific attention to the subject, and has become so well known to the laity generally that it is wholly unnecessary for me on this occasion to give elaborate consideration to that phase of the subject.

That inebriety is a disease which may be transmitted to the direct descendants of the inebriate in the form of an abnormal appetite for alcohol is generally admitted by the medical profession. It is further known that certain forms of inebriety are diseases of the central nervous system, and the inebriate parents may and do transmit to their offspring nervous diseases which are not restricted simply to the various forms of inebriety. To be plainer: It is a recognized fact that the habitual drunkard, the dipsomaniac or the daily excessive drinker of alcohol begets children who, because of the parent's alcoholic habits and the toxic condition arising out of such habits, exhibit many of the graver diseases of the nervous system, such as epilepsy, St. Vitus' dance, hysteria, imbecility, idiocy and many forms of mental instability.

The program sets forth that I am to deal with the inebriate as a defective. I prefer to speak to you of the inebriate as a dependent and the producer of dependents.

Several speakers have expressed a preference for the term "backward" in speaking of defective children. I do not think well of the term backward in this application. It is a term too general in its significance to even have a faint semblance of anything specifically scientific. When one speaks of a mentally defective child there can be little room for mistake as to the exact significance of the term. The term imparts the idea that the child, in the power of mind manifestations, is not up to the normal standard and that it is due to deficiency of brain development.

A backward child would be understood by many to mean a diffident and shy or timid child, who at the same time might be mentally strong and with well developed brain; while a forward child would be looked upon as one exhibiting tendencies or characteristics of a child not well trained or as one manifesting traits of character usual in persons much older. The forwardness would most likely be a form of precocity characteristic of mental instability; so that the terms "backward" and "forward" have such a general use in the English language and are so indefinite that to apply them in the treatment of a subject which should be handled with definiteness seems to me diverging too far from

scientific lines, and I shall not adopt these terms even in these very general remarks.

I have started out with the proposition that as an outcome of habitual drunkenness, dipsomania or inebriety in the parents, the children have frequently transmitted to them a neuropathic taint, an abnormal warp of the central nervous system, a predisposition to mental unbalance or an unsteady mental equilibrium. Not only have I subscribed to this, but I have gone further and stated to you that parents who are victims of alcoholism in its various pronounced forms beget children who not only more readily manifest many of the functional neuroses, but who show the pernicious results of alcohol in the exhibition of insanity, epilepsy, idiocy, imbecility, chorea, and to these I would add that the children of such parents not infrequently appear to have inherited criminal tendencies, even when there is no history of criminality in the parents.

Assuming that I am correct in this statement, is it not made clear to you that the habitual drunkard or the inebriate is the producer of offspring who become dependents upon public charity; is it not clear that through the inordinate use or excessive indulgence in alcoholic liquors a large proportion of the population of our institutions for the insane, for idiots and feeble-minded is furnished?

The good-thinking people throughout every civilized land maintain as a principle of charity that it is the duty of every commonwealth to care for, according to its ability, those who, by virtue of disease, whether inherited or acquired, are incapable of caring for themselves.

The great majority of our public institutions are founded on the two cardinal principles with which you are familiar: First, the protection of society against that which is offensive and dangerous to it. This may be considered as a police regulation. Second, the humanitarian, charitable or Christian principle, the helping of those who are unable, because of defects or disease, to help themselves, and, when possible, to restore them to health of body and mind.

It is here the strong arm of the Commonwealth must come, in the true sense of pure humanity and charity, to the rescue

or assistance of the afflicted and unfortunate portion of its citizens; it is in the exhibition of true charity that the real milk of human kindness flows for the betterment of our weaker and sadly-afflicted brethren; it is in the solution of these problems of public charity we discover our real statesmen, men who willingly devote their best energies to advance the interests of humanity and better the condition of persons who can give nothing in return; men who lift their voices in behalf of legislation that will work for the good of the body politic, even though it does not operate to make votes for the party they represent; men who stand up fearlessly for a class of humanity unable to make a fight in its own behalf. These are the true statesmen, whose names will live after them, and whose works will stand as monuments to be admired by succeeding generations.

To return to the special subject under consideration, I ask you, if it is clear that inebriety, or an inordinate appetite for alcohol, increases our dependent classes and necessitates the building or the enlarging of asylums for the insane, epileptics, feeble-minded, idiots, etc., why would it not be wiser if, by judicious legislation, the strong arm of the law be interposed to prevent this rapid increase of the dependent classes, made dependent by alcoholism? The old adage that "prevention is better than cure" applies here with great force.

I claim that since it is clear that inebriates are persons suffering from disease and whose nervous systems are deranged, and that since in a large percentage of these persons it is clearly out of their power to throw off the abnormal appetite which besets them, and since that for this reason they become a disturbing and dangerous factor in society, the wreckers of homes, the destroyers of families, the parents of defective and diseased offspring, the multipliers of dependents and criminals, that a law should be enacted which will protect society against such actively-pernicious agencies in the production of defectives, insane wrecks and criminals.

We already have upon our statute books an act of the public laws (Session 1881, Chap. 188, page 236) relative to habitual drunkards. This act is an amendment of an act approved March 3, 1853. This law, now in force, provides that application be

made to the Chancellor for the commitment of habitual drunkards, and that he in turn may issue a commission in the nature of a writ *de lunatico inquirendo,* to make inquiry into the habitual drunkenness of the person named in such writ; and if the person, upon inquiry, be found to be an habitual drunkard, dangerous to society and incapable of caring for himself and his estate, a guardian may be appointed who shall have a right to place him in either of the State hospitals or any private institution where habitual drunkenness or mental derangement may be properly treated.

This law has been a blessing to the State of New Jersey, but the field of its operations is too restricted, since it only contemplates the care and treatment of such habitual drunkards as either have means sufficient to maintain them in the hospital to which they are committed, or have friends who are able and willing to pay for such maintenance and care.

Another feature of the commitment process which limits the operation of this law to the few, is the expense which attends the legal proceedings necessary to make the commitment. In each case the cost of the proceedings committing a person ranges from $180 to $250, the difference in cost largely depending upon the conscience of the counsel employed.

I think you will agree with me that a poor man who is a victim of inebriety is as capable of doing as much harm in a community and is as dangerous a factor to society as a rich one suffering from the same nervous disturbances or vicious habits; he is just as likely to kill his wife or to become the father of defective children, just as likely to become a criminal and the the father of criminals as the man of great means. Then why shall our legislators tell us, by their actions, if not in so many words, that it is wise to protect the integrity and safety of society against the dangerous calamities which are the outcome of habitual drunkenness in the wealthy and leave us at the mercy of the poor who suffer from the same disease?

I called the attention of the managers of The New Jersey State Hospital at Morris Plains to this matter in my official annual report of 1903, and we had introduced into the Legislature a bill providing for the commitment of such indigent ha-

bitual drunkards and inebriates as were clearly a danger and detriment to the public welfare. This bill provided for a less elaborate form, and less expensive process of commitment than the law now in operation, and made ample provision for the care and treatment of persons so committed. It was introduced into the House of Assembly, passed that body, went to the Senate and passed up to the third reading, but on the last day it, with numerous other bills, got "lost in the shuffle." There was no one behind it who could keep it on top of the file. There were no corporate interests to be helped by it and there was nothing in it to indicate that it would be a political benefit to any particular locality. Many of you know how important bills in this manner fail, and it is not my duty on this occasion to discuss that subject.

Had the bill become a law, I believe its beneficent effects would have been so apparent to all good citizens of the State that there would never have come up a disposition or developed a power to repeal it.

Under the laws of the State now, persons who are temporarily insane from the effects of alcohol are committed to the State hospitals, but in a few days the alcohol is eliminated from their systems, their mental balance becomes adjusted and the duty of the hospital authorities is to discharge them. They are committed as insane persons, and not as inebriates or habitual drunkards, and the hospital authorities have no legal right to detain them after their symptoms of mental derangement have disappeared.

These patients whose mental derangement is brought about by the poisonous effects of alcohol and whose mental equilibrium is restored in a week or two must be sent away from treatment, although it is clear that the grave disease, which is the foundation of their mental aberration, still exists.

Now, what is the consequence? They leave the portals of the institution in possession of their liberty and also in possession of a most vigorous thirst for alcoholic liquors, and a large percentage of them, before they reach their homes, get into a state of beastly intoxication and maniacal excitement and exhibit criminal tendencies. I have, acting under legal advice, been forced to discharge dangerous habitual drunkards who, before they

reached their homes, became so violent under the influence of alcohol that officers had to be called to take charge of them.

I believe this to be a most serious problem; in fact, I know it to be one worthy of the attention of the good-thinking men and women of our State. It is a problem that pulpit orators have seemed unable to solve, though it must be admitted that their earnest pleadings in the interest of sobriety and upright conduct have done marked good in this direction.

A permanent remedy must come in the form of legislation, and I believe it should be done somewhat after this manner: That a law be passed making it imperative upon the two physicians who make certificates for the commitment of the insane person whose insanity is the outcome or result of acute alcoholic intoxication, to so certify, and that the judge of the court reviewing these certificates, upon finding that such person who has become insane and violent from the effects of alcohol and who has habitually shown evidences of violent tendencies and has made manifest that he is a person whose conduct seriously affects the safety and integrity of the community in which he lives, that such judge may state in his "order of approval" of the commitment, that the committed person shall be detained for treatment of habitual drunkenness or inebriety even after the mental unbalance has been restored.

The successful treatment of the alcoholic is by no means a simple proposition; it does not simply mean to get out of the entire system all of the alcohol which is in any form lying in the tissues. It must be borne in mind that the habitual drunkard has educated his nervous system to a more or less regular stimulation and carried this stimulation to a point of toxicity, and then in turn his nervous system has increased its demands for stimulation both as to frequency and the quantity to be taken.

It is well known to everyone here to-night, and especially to the physicians, that the nervous system is easily educated to call out at regular periods for food, stimulation, rest and exercise. This is what we term habit. A person who has his meals for a long period at seven, twelve and eight will become hungry at these particular hours, but he may move into a community or take up business or social obligations which make it necessary that his meals must be taken at different hours. It will require

weeks for one person and months for another before he can get his nervous system out of the habit of demanding food at the hours to which he has accustomed it. He will at these particular times feel a sense of hunger, but after a while he breaks up that habit and his nervous system becomes accustomed to the new regulations; so it is with changing the hours of rising and retiring, of mental and physical rest, of responding to the various calls of nature, and so it is in the matter of changing the amount of stimulation to which the nervous system has become accustomed. In the treatment of the habitual drunkard this important characteristic of the nervous make-up of the human being must be taken into the fullest consideration; alcoholic drinks may be withdrawn, tonics, good food, exercise and diversion substituted, but it takes a considerable length of time, varying with the individual and the intensity of his thirst, the duration of his habit and the peculiarities of his nervous make-up.

The alcoholic person may show all the evidence of mental and physical health and yet at more or less regular intervals there will come upon him an intense desire or thirst for alcoholic stimulation. It requires a prolonged treatment to break up this habit of the nervous system, especially in persons of a marked nervous temperament or of an inherited neuropathic taint, and for this reason it is clear to him who studies faithfully the needs of the inebriate that, first, he must be separated from alcoholic liquors for a prolonged period—not a week or two, but in some cases months and in others a year or more, so that the abnormal habit of the nervous system to demand alcohol whenever there is a feeling of depression, disappointment, worry, business embarrassment, mental strain or domestic complication, may be broken up; he must be toned up by appropriate medicines, surrounded by hygienic conditions, given regular baths, massage, methodical exercise and a moral support which will strengthen his will-power to do that which is right and avoid that which is wrong. In this way he may be brought to his normal standard and to a consciousness of the importance of keeping away from that which has been his curse—alcoholic drinks.

If we can provide for people who are the victims of alcoholic excesses treatment such as I have outlined, and provide that the

poor as well as the wealthy may have access to our institutions where such treatment can be given, and by the enactment of appropriate laws make their detention compulsory in such cases as demand it, we will have done something for the betterment of this particular class of unfortunates; we will have done more, in that the betterment of society at large, to a marked degree, will have been advanced. Our work will not only have been one of reformation and simple philanthropy, but of mercy and Christianity. If by having enacted a law which will restrain the drunkard, cure him of his habit and restore him to society as a healthful and reputable member, we can prevent the rapid increase of mental defectives and epileptics which fill our asylums, and criminals which fill our jails and prisons, we not only will thereby do much to decrease the number of dependents in the various State institutions, but will have promoted a public welfare that cannot be readily estimated.

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, and I may say here that in the commonwealths of this great country, where the best educational advantages are given, where the truest statesmen are reared and where the sense of justice, truth and mercy is most manifest, there will be found the greatest, the most magnanimous care of the State's dependents in every form.

I am constrained to quote to you, in conclusion, from Christmas Evans, a Welsh divine, who in one of his flights of oratory said: "When God first conceived the idea of the creation of man he called before him the three great attributes which constantly await on the Throne of Grace—Justice, Truth and Mercy—and said: 'Shall we make man?' Justice said: 'Oh, God, make him not, for he will trample upon Thy law.' Truth said: 'Make him not, for he will pollute Thy sanctuaries.' Then came forward Mercy, kneeling and looking up, pleading with tears, and said: 'Oh, God, make him and I will go with him in all the dark paths through which he may have to tread;' and God made man and said: 'Go and deal with thy brother.' "

Discussion.

REV. F. A. FOY—We all probably agree with Dr. Evans that inebriety is a form of disease, though in the majority of cases it is accompanied by a certain amount of moral delinquency. It therefore demands pathological treatment. Moreover, it is a disease, the effect of which, directly and indirectly, upon society is very injurious and disturbing. The checking of such an evil in fact becomes a matter of public concern, and out of regard for its own interests, society ought to take action in the premises. In this State we have certain laws directed against the habitual drunkard as a disorderly person and making it a penal offense to sell him liquor, but these laws are only restrictive and regulative as to the public conduct of the individual; they are hard to enforce and do not touch the evil in its primary cause as lodged in the individual himself. It was not until 1881 that the Legislature was persuaded to deal with the habitual drunkard "with a view to his reformation," but this act of 1881, which Dr. Evans has referred to, is rendered practically nugatory by the provision that security must be given to pay the expenses of the habitual drunkard while remaining in a State asylum for treatment. In other words, it is only when the victim of dipsomania has an estate, or has friends to bear the expense, that he can receive the advantage of that thorough and scientific treatment which a State institution can, and I think does, provide for such cases. The question of expense to the State or the counties seems to be the only rational difficulty in the way of eliminating the objectionable provision for security in the law of 1881, or of enacting such a law as Dr. Evans suggests, and this question must be squarely considered in any practical discussion of the subject. But we must be courageous as well as cautious in our treatment of any question of so much importance as this is to the State and its people.

ALEXANDER JOHNSON—*Mr. Chairman, and Ladies and Gentlemen*—I would like to add one thought on the subject under

discussion. Public opinion throughout the Union is growing very rapidly in favor of the complete care and protection of all degenerates. The fact of degeneracy is becoming recognized. It is becoming understood that there is a numerous class of people who are so far below a normal standard, both physically and mentally, that their unchecked natural increase is a serious danger to the body politic. It is becoming understood that we can and ought to segregate them, to take them out of society and set them off by themselves, where they may be treated with kindness and wisdom, and that we can do all this without adding greatly to the burden we have to bear. Our work for the last thirty years has been growing steadily stronger in this general direction, and it is a very beneficial direction, it seems to me, because as soon as it is completely set in operation its need will begin to cease. One of our axioms about wise charity is that its chief purpose is to make itself needless. Segregation of the defectives, however, will never make itself altogether needless because, although most of them are the result of heredity, yet there are arising always some sporadic cases.

Segregation of the degenerates is now generally accepted with regard to the classes of imbeciles and epileptics. In time the principle will probably be applied to other kinds of degenerates. Possibly the chronic inebriates may be the next class to be taken into complete and permanent cure. Of course the question of expense is a serious one, but with humanity, intelligence and sanctified common sense, it is possible to give them complete care and complete control, without increasing very greatly the expense they now cost the taxpayer. It has been abundantly proved that under proper management many degenerates may be made completely self-supporting (not self-controlling), and most of them can be made useful to some small extent.

The saving in one or two generations would be tremendous and would make such care as good an investment as the State could make.

H. F. Fox—*Mr. Chairman, and Ladies and Gentlemen*—We have been studying this question very industriously in New Jersey. I have recently had an experience in Massachusetts, and

would like to ask Dr. Johnson if he could tell what further data we can get as to dealing with the inebriate and defective in this country.

ALEXANDER JOHNSON—I am sorry I cannot throw very much light on that subject at this moment. It is not one to which I have given much attention.

DR. EVANS—*Mr. Chairman, Ladies and Gentlemen*—I can throw some light on the subject. A work has been published in London by Clothier—the *Hartford Quarterly,* a journal of inebriety. You will get important data from that journal. Then you want to take time to digest it, I am sure. I have never been able to follow it all out. There has been a great deal written in England on the subject. By writing over to Croess, you can get all you want and make a study of it.

THE CHAIRMAN—As the programme has been carried out, and as this is the closing evening of the Conference, I will turn the work over to the President.

THE PRESIDENT (E. R. Johnstone, Vineland, New Jersey)—I think you have all enjoyed this section very much. I know I have, and I know we shall get a great deal of profit from it.

I have nothing further to say now, except that we want to see you all to-morrow morning at the closing session. We then take up the subject of delinquents. I thank you all.

SECTION IV.

Delinquents.

TRENTON, February 18th, 1905.

The fourth section was opened by the President at 10 A. M.

THE PRESIDENT—Before calling the Conference to order I promised Mr. Johnson a few minutes. When I give a man privilege of that kind I never like to limit him, but I know you will be interested in what he has to say.

ALEXANDER JOHNSON—I want to call your attention to *Charities*. Most of you know about this magazine. Perhaps half of those present know, subscribe for and read it. It has a weekly and monthly issue; that is, it is issued in brief form every week, and every month in magazine form, there being no duplication between the two. I hold in my hand the monthly issue for February, and no doubt many of you have received it. It is a co-operative effort, about thirty of the people who help to make it, do so as volunteers, without pay. We have a man who gives his whole time to canvassing for advertisements, an associate editor, a subscription manager and two clerks who are paid. I cannot tell you the value so well as this paper will speak for itself. I ask you to read the February issue, and see if it is not worth while, as you are interested in charitable work, to take this paper and read it. I know if you read it over carefully you will subscribe. The subscription price is two dollars. Anybody who is renewing a subscription to the National Conference for the year 1905, having paid for 1904, if he has not previously subscribed to *Charities*, can have it for a year for one dollar, sent with his Conference subscription. As future renewals will cost you two dollars, I think you will find this a reasonably good offer. Anyone really interested in the charity problem wants to take it.

I also want to introduce to you the volumes of the National Conference Proceedings, which are almost an encyclopedia of charities and correction. The proceedings have been published annually for thirty-two years, and they contain a vast amount of most intensely valuable reading. There is no other place where you can get so much. I shall be glad to supply you with the back issues at a reasonable price.

Sample copies of *Charities* will be sent to any one furnishing their name and address.

THE PRESIDENT—The Conference will now come to order. Before we take up the fourth section we would like to have a report of the Treasurer of the Conference.

MR. J. A. CULLEN (Treasurer)—Mr. Chairman, the figures on my report as Treasurer are not yet complete. The items of expense on the debit side have but begun to appear. The estimated total expense for this year will be one hundred and fifty dollars. We asked in our circular for two hundred dollars. We have up to date one hundred and ninety-seven dollars, and we want just three dollars more to complete the item on the credit side. This is all largely due to a good, energetic working committee. I want to say the entire committee were energetic, but the members from Orange were exceptionally energetic. We may thank them for the subscriptions being so satisfactory.

THE PRESIDENT—Now we are ready for the section on delinquents. Miss Philbrook is the Chairman, and will take charge of the Conference now.

MISS MARY PHILBROOK—Ladies and gentlemen, unfortunately there are a few mistakes in the program, and they should now be corrected. The subject "The Needs of a Reformatory for Women," will be discussed by Mr. Speer, and question "Should the Court of Pardons Have a Parole Officer?" will be discussed by Father Fish. The need of establishing a reformatory for women has been agitated in this State for the past three years. In 1903 a resolution was passed by the Legislature au-

thorizing the Governor to appoint a Commission to inquire into the needs of a Women's Reformatory. Such a committee was appointed and made its report to the Legislature in 1904. No action was taken upon that report, and the Commission was continued for another year to make further report. The labors of this Commission have just been completed and a supplemental report was submitted to the Governor. A bill providing for the establishment of such a reformatory is now pending in the Legislature. A copy of this bill can be found at the table. Mr. Speer is Prosecutor for Hudson county, and has served in that capacity for several years. He is much in sympathy with the new methods of dealing with criminals, and no one could discuss this subject more fully than he. It gives me pleasure to introduce Mr. Speer.

The Needs of a Reformatory for Women.

WM. H. SPEER.

Mr. President, Miss Chairwoman, and Ladies and Gentlemen —Not understanding exactly why I should have been selected to talk about the need of a reformatory for women, as I am not aware I have reformed any with malice aforethought, the subject is one certainly very interesting, and one with which I have had some acquaintance. It is probably trite to all of you to say that the progress that has been made in the criminal law in the last hundred years has been simply marvelous. One hundred years ago there were upwards of thirty crimes that were by the English law punishable by death, both here and there. Now we have but one crime to which capital punishment is affixed, and that is the crime of murder. It is true, treason can be punished in that way, but treason is a crime which in this State in the last one hundred years has never been permitted. So we can leave that out of the question. So there is but one kind that is capitally punishable. This is a distinctive advance. Furthermore, the law with respect to procedure in criminal cases has been simplified and modified, so now no crimi-

nal will have his conviction stand against him unless all the requirements in the law are thrown about him; that is, that in the action they have been distinctively and positively complied with. But it is a fair answer to the statement, the growth of the criminal institution for caring for those convicted have not kept pace with the improvement in the criminal law. In this State we have a State Home for Boys, where boys under the age of sixteen are taken, and where a more or less effective system of education and reformation is essayed. We have here a State Reformatory, where men between sixteen and thirty-five are cared for. This is a distinct advance along the line and in consonance with the beneficent spirit of the age, which has been continually fostering. It is the spirit of this age to be humane. Humane in the Legislature, and humane in the punishment of crime, and therefore I say the establishment of a reformatory for men, where persons between sixteen and thirty-five could be cared for, and if possible reformed, was a distinct advance. We have a State Home for Girls, where girls under sixteen years of age can be cared for and their reformation attempted, but we have nothing that corresponds in this State to the reformatory that exists for men, in the line of endeavoring to reform women. Therefore we started out with the proposition that our Legislature has, so far, utterly and unjustly discriminated in the favor of man by establishing for them a reformatory and denying like relief to women.

Now, the first question, it seems to me, we ought to consider is, leaving this discrimination for a moment out of view, whether or not there is any need for a women's reformatory, because if there be no need for one, the discrimination is not unjust. If there be need for one, whether there be discrimination is a matter of no importance whatever. We ought to determine first whether there be need for such an institution.

Now, I am familiar with the penal institutions that exist now, the county jail, and the penitentiaries of the State, and the State prison. I have visited a great number there. In my visits I have tried to observe whether or not they are suitable and fit institutions for the detention of women, and whether they are calculated in any way to accomplish the objects for which the

punishment of criminals have been established, and I want to say this is my firm conviction, that they are utterly inadequate as institutions for the punishment of women; that not only do they not accomplish the objects of the punishment, but they are a positive detriment, and instead of curing crime, breed crime; instead of relieving society from the scourge and multiplication of criminals they actually multiply criminals and furnish a germinating point from which crime grows and grows and fastens itself on the commonwealth.

Now, if this is so, we ought to have some immediate relief. We ought, of course, to get at this relief in the light of experience. Not our own experience alone, but the experience of others.

The Commission that was appointed did its work thoroughly and did it well. It got out its report, a voluminous document, which set forth the conditions existing elsewhere where the reformation of criminals had been attempted.

They said in that report the object of punishment was, first, to punish the criminal—they seemed to be somewhat trite in the way they express it; next, to deter criminals from their crimes, and the third object was to deter other people by the example of punishment from the commission of crime, and the fourth object was the reformation of the criminal. That might have been boiled down, and it might as well have been said the object of punishment is to protect society against criminal acts and to reform the offender. Those are the main objects, and to say the only object of punishment is to punish is unnecessary and is fiddling away our time.

Now, then, does the incarceration of women in institutions that now exist accomplish all of these objects that the Commission has set forth in their report. Of course, the incarceration of the criminal punishes the criminal, and no one will dispute that, and of course the incarceration, if it be the right kind of incarceration, would have a deterrent effect against the commission of further crime. Of course, incarceration would to some extent accomplish other objects, and would deter others from the commission of crime, because that is simply natural, and it deters others from committing crime, but with respect to the accom-

plishment of the reformation of the criminal, our institutions are pitifully and absolutely inadequate.

How is it possible—take our own county jail at Hudson—how is it possible to take the woman offender, or certain women offenders, who are not now necessarily depraved, and people do not always commit crime because they have criminal propensities; crime is sometimes the result of misfortune, and it is sometimes the result of circumstances, and even after the crime has been committed the criminal has no trial; but take the person who commits a crime under such circumstances, and place that person in the same category; that is, in the category of the hardened offender, one who likes crime, and one who takes to crime, and whose whole atmosphere is criminal, that is to make the person who is put in jail what they are not now, him or her, confirmed criminals, without any hope for redemption.

Therefore I say the present institutions, as they exist, are unfit, and not only will not reform, but will confirm the types of criminals, and whatever impulse may exist in the woman, put there to do right hereafter, is checked and lost.

Now, then, under those circumstances, it would seem to be a mere truism to say that the great State of New Jersey, with the cities of which it is eminently proud, and justly so, and its Legislature, of which they are proud, and justly so, which tries to be, and generally succeeds in being, progressive and abreast of the times, owes a duty to the State and the people of the State, to pass a law which will give to society what society most needs—an institution for the regeneration of those who are capable of being regenerated.

Now, what kind of an institution should be selected is a matter which must be dealt with with much more care; we ought to have an institution so thoroughly equipped, and so competently manned—I presume the women will object to that, ably manned—so competently manned by women (applause), that all the tendency of criminals who commit crime will be negatived, cured; and this can be done in such an institution.

The institution at Sherburne, Mass., is an institution under competent management and is in splendid condition, and it has vindicated its existence. Confined in our penal institutions we

find over half are habitual offenders, but the statistics of this institution at Sherburne show that a very small percentage of those who have been discharged from the institution ever return again to crime. Now, then, is it not perfectly patent that the expense ought to belong to the State, because in the end it will be a saving to the State in the reduction of the number of the criminals who will be cast upon society. We need such an institution in this State, and such an institution we will have. Of its need there is no question, and when there is no question of the need of an institution there ought to be no question in the minds of those in power with respect to what they ought to do with the pending bill. (Applause.)

THE CHAIRMAN—We are very thankful to Mr. Speer for his appeal for the reformatory for women.

We will now take up the fourth section: "Should the Court of Pardons Have a Parole Officer?" We have with us one of the Chaplains in the New Jersey State Prison, who has given a good deal of time to the parole of prisoners discharged, and we ask him to talk on this question. I introduce to you Rev. Aloys M. Fish.

Should the Court of Pardons Have a Parole Officer?

REV. ALOYS M. FISH.

Ladies and Gentlemen—A year ago about this time I stood before the Conference at Atlantic City and called attention to some hopes and desires that had been generated in my mind through study and through my experience with the criminal classes in the State Prison. In the course of the year I have seen the seed there sown take hold and produce a good growth. I may say now that my desires and hopes to a large extent have been fulfilled and satisfied, although I know, like all great works, it must acquire full growth slowly. I have seen enough to assure me that it will grow, and that in due time this work will be one of the characteristic philanthropic works of our State. What was the object of my desires and hopes in this matter? It was,

briefly stated, to aid towards rehabilitating criminals and bringing them back again into just relations with society. Was this an idle dream, or can it be numbered among the possibilities, to bring back a criminal into good relations with society? I am able to state, as a result of personal experience, that it was not a dream, not a mere theoretic possibility, and while we all agree, and I will agree with every one, that our hopes of rehabilitating criminals dare not be extended too far, while I know that some criminals will not be rehabilitated, still I can give you as from personal experience that the work is not one of hopelessness, but it is a work that can be done, and that it has to a limited extent already been accomplished.

The topic upon which I am going to speak concerns the parole system of our State, and certain needs that follow from this, but the entire parole system and everything connected with it is based exactly on what I have premised, that there is such a thing possible as rehabilitating a criminal, for otherwise parole is merely an illusion, not meant to do any kind of good. When the legal sentence of a prisoner is suspended by a parole, this brings with it the privilege that this man or woman, previous to the time of discharge, before having paid to the State the full debt of punishment, shall be allowed to go out again into society, and unless we assume that it is possible that he or she can go back and be a good member of society, then the whole parole system is built upon a false assumption and it should be destroyed.

There is no need going into detail as to the underlying principles of parole in general, and I will pass on to consider parole as granted in our State.

We have on our statute books a law which empowers certain judges, in connection with the Governor, to grant paroles or conditional release, or license-to-be-at-large, under terms and conditions and limitations to be prescribed by the Court of Pardons, as we call the Court of Judges and Governor that do the releasing. This power in our State is practically unlimited, and it would be possible for the Board of Pardons to release a man from prison on the day he was received there, if in their good judgment they thought it well to do so. There is no limitation

to the exercise of paroling power on the part of the Board of Pardons, and the only safeguard that we have in our State that this parole power shall not be abused lies in the known integrity of the judges, and I may state it is a source of pride to us, in the State of New Jersey, that our judges are men of the highest character; they are just men, men of whom we know that while at times their judgment has been criticised, nevertheless, their honesty and sincerity have never been brought into question.

This great power of turning loose on the community all the criminals, if they see fit; this power, as I have said, is safeguarded by the character of the judges, and they are the ones that establish the limitations and conditions and other requirements as to the person who is to be released. Those conditions are that an investigation of the case show presumptively that such person is safe to be at large, that he shall thereafter lead an upright life and avoid crime, that he shall report his habits and doings to the Governor every three (3) months. Practically these are the limitations beyond the one that he cannot be actually released from prison, jail or penitentiary unless he has employment. This power of the Court of Pardons extends to the Prison, to all jails and to the penitentiaries, and through it they may release men and women from any of the institutions under the same conditions and regulations.

Now this paroling power, as exercised in our State, is, in my estimation, not complete; it lacks something to make of it a perfect system. Under the regulations, and according to practice, as it is often done, the man or woman reports every three months, but beyond this writing of a letter every three months there is no knowledge of the person; in fact, there is no verification of the report or statements. I myself through private inquiry have become aware of cases where, although a paroled man has written these letters, I have found them to be "fakes" —the address given did not exist, or the man had never been known at the place. Only within the past few months we all read in the newspapers of two men out on parole, one a lawyer, the other who had been a criminal previously, both of whom violated their parole through renewed crimes against society. Both these men reported themselves regularly, giving accounts

of themselves, and when the crash came, it was found that both were going on in their criminal career, and were covering it up before the Court of Pardons and the Governor through their quarterly letters and reports. There are a number of paroled men and women who have never written these letters to the Governor reporting themselves, and as far as I can learn no one is the wiser whether they have reported or not. If a letter comes it is received, not recorded, not filed away with any kind of care, and if the letter does not come no one knows whether that certain individual has reported or not. That is the lack of system in the operations of the parole law after the release of the paroled prisoner. There is no doubt that the silence of the paroled prisoner is not a positive sign of renewed crime, for I know of individuals who have been paroled and have never written to the Governor, and I have traced them up and I have found that their lives were good; hence that they did not write is not argument that they have again resorted to crime. However, the fact remains that unless some one takes the pains to investigate, no one ever knows with certainty whether the individual is good or bad, whether the man or woman released is again a criminal or whether he or she has reformed.

I went over the ground lately and did a lot of work in this matter, looking up what I could, concerning paroled men. I will read a few items I have selected:

The parole system was first put into practice in the month of May, 1891, and since then up to and including December, 1904, seven hundred and three convicts have been released from the State Prison on parole, and sixty-six from the penitentiaries or jails, making a total of seven hundred and sixty-nine paroles granted thus far. Now I have not been able to find any trace whatever, or even records of letters or reports sent to the Governor previous to the beginning of 1892. Apparently no records of them were kept and the reports themselves have been destroyed. Upon my own initiative, with the co-operation of Keeper Osborne, I have obtained possession of what I think are all reports sent in by paroled prisoners since the spring of 1902, and I have from them endeavored to compose a record of the

compliance or non-compliance of paroled prisoners with this requirement imposed upon them by their parole.

From this record it appears that from and including December, 1901, to and including July, 1904, two hundred and fifty-three persons have been released on parole. Of this number one hundred and sixty-four have reported themselves at least once in a while, the number of those that have reported regularly and punctually is still much smaller. Eighty-nine paroled prisoners, or 35 per cent. of the total, have never been heard from. Have they returned to criminal ways or have they not done so? Who knows? There is one consoling feature about it, though, and it is this, that of the seven hundred and sixty-nine men and women paroled from the prison, jails and penitentiaries, since 1901, only thirty-six have been returned to our State Prison; in other words, only thirty-six have committed serious crimes in our State and have been punished again. That is only 5 per cent.—certainly a very gratifying showing. I have the records of six others that have committed crime in other States. That makes forty-two that I am positively sure have re-entered criminal ways; as to the others I do not know, and no one else knows. Do not let us look upon it in a too optimistic light, when I state the result of the law has been very satisfactory, because many of these men and women may have become criminals in other States. Still let us not be too pessimistic, for we may lawfully conclude that the greater number of these men and women, who have or have not reported, have really settled down to a better life and have avoided the pathways of crime.

What I wish to conclude from these considerations on the incompleteness and ofttimes unreliability of the report to the Board of Pardons is, the need of a Parole Officer. I believe that this State ought not to turn out any criminal to go about in society without having some supervision over said criminal. I believe that the system calls for it, and until we have it we have no complete system, and we have no safeguards; we must go on guess work, we must assume too much; be too optimistic, in fact. Until we have a parole officer who will take charge of the men and women released from prison, until then, we will have no assurance. I do not mean to say that if we had a parole officer,

he could not be deceived by these men or women; I do not say that a parole officer will absolutely guard against prevarication on the part of these men and women, but if thus far the mere sense of obligation to report has restrained many from crime, as it really has, there is no doubt that the knowledge that there is someone ready to refer to and to investigate the reports will certainly act with a greater power and influence, and will keep many more from the pathways of crime. The need of a parole officer is an urgent one; it is essential to the system, and without that officer the system is certainly not what it ought to be. This parole officer will have duties, or should have duties of supervision; he should be the one to whom the man or woman is instructed to look to when the Court of Pardons has decreed his or her release on parole. He is the man who should see that the limitations of the terms of the parole be verified right down to the day when the man ceases to be the subject of control, and particularly down to the time when he has paid the debt that he owes to the law for his transgression of the law.

The duties of the parole officer would be manifold and varied; they cannot be defined now in every detail, much must be left to the good sense and the heart of the man who is a parole officer. We must put in an earnest man and not a mere politician, not a man who looks upon it as a sinecure, a man who looks upon it as a position to fill and draw the salary; it were better not to have such an officer, better to go on as we are, limping along with a poor system or lack of system, than to have that kind of a man. A parole officer doing his duty as he ought will make us feel safer and give greater assurance that the criminal, after he has paid the debt of the law, will return to society and will be reformed and made over into a decent, respectable member of the community in which he lives. In some States the parole officer is the agent of the prison, part of the staff of the prison. In most States, in fact, he is such. In our own State the Board of Pardons occupies an exceptional position, and it has been urged by some that it is proper that the Board of Pardons should have the parole officer attached to it in order to see that the terms of the parole are executed. It matters not to me who gives the power or authority as long as there be an officer who shall have

the power and the authority to watch over these men and women who come out from penal institutions, prisons, jails and penitentiaries on parole, so that these men and women will be again good and not be again bad.

I would like to pass from this discussion to one that is very closely allied to it; in fact, again take up the thread of thought I alluded to in my introduction, namely, the possibility of reforming prisoners that are released from prison. There is much exaggeration and great haziness of ideas on the subject of the criminal. There is too prevalent the notion that every man or woman in prison is a deep-dyed, instinctive, habitual criminal. Now, this is not true. There is, no doubt, a percentage of those with souls and minds so black that they can hardly be blacker, but let us not forget that, along with the deep shadows, there coexists spots of brightness in almost everyone. In this matter statistics cannot be absolute, they are very unreliable, but at the risk of being charged with unreliability I shall bring before you some results of my investigations along these lines.

The prison records of convicts are not in all respects accurate, and do not represent an over-solid basis for computation. Still, they represent the results of some investigation concerning the previous career of convicts, and an amount of value must be conceded to them. From our prison records I have examined the criminal antecedents of 4,068 individual convicts. Of these 3,524 were imprisoned here for the first time, and 544 were here at least for the second time. Now, this percentage of recidivists is not extraordinarily large, being approximately 13 per cent. I found 3,212 against whom there was recorded no previous incarceration, as far as we know, and only 143 who had previously been confined in State prisons of other States or countries. Eighty per cent., therefore, do not stand before us as habitual criminals, and, although the assumption may be made that the prison is not the first place of incarceration that some have encountered, I believe that equity and justice should make us refrain from overjudging them guilty of criminality that is to us unknown or unproven.

I have worked in the past on this assumption that the prison population is not beyond hope; that we must divest ourselves

of the view that every convict is to be considered a criminal who can never be reclaimed, and, acting on that, I have worked, and I think I have achieved some results. I have worked not only with prisoners paroled, but also with men and women discharged at the expiration of their sentence. During the past year or so I have had of this kind one hundred and sixty-one individual prisoners under my care and observation. Of this number one hundred and twenty passed out from the prison doors through my hands. Forty-one I took up at different times after their release and got into touch with them. Now, then, of this number, one hundred and sixty-one, ninety-two have been steadily in correspondence with me; of twenty-seven I received only indirect information; forty-two have dropped out of sight. It leaves over one hundred of the total number as to whom I have good, reliable information as to what they are doing. Of the total number only eight per cent., eleven out of one hundred and sixty-one, have committed crime or some criminal offence, some being sent to jail and some to prison; 12 per cent. have been unsatisfactory—have committed no crime, but probably are on the way to it; the rest seem to be standing straight and seem to be leading a good life. I feel assured that I can say that at least 80 per cent. of these ex-convicts are leading a good life.

I have achieved some surprising results, and I wish I had the time to tell you more about it. With all the optimism I have had, all the confidence with which I have built up my hopes on the possibilities of human nature, it surprises even me to see how some men have turned away from vice into paths of rectitude, and now are respectable and honest persons. Many of my old "boys" have retaken their places in society and enjoy the esteem and confidence of their employers and of their neighbors. In fact, they have been rehabilitated into society, even though the antecedents and previous career of some of them were black. Some of these very men were men I had been warned against, who had been painted to me as unsafe and unworthy of confidence. I have always sought out the good that there is in every man or woman, even in those that have been criminal. The good may be latent—it may be only a potentiality—but it is there, and my aim has been to bring it into activity. Advising,

encouraging, urging, spurring, chiding, threatening, whenever and how the cases have demanded; maintaining a strong, direct, personal influence over them wherever they might be; aiding, upholding and protecting them through darkness, depression and tribulation—these are the component elements of my work for them and with them. I have been disappointed by some, but I have been also given intense consolation by others.

The subject matter is really so broad and extensive that I feel I should not go further, for if I should I could take up the entire morning. What I have brought before you is in no sense complete, still I hope I have impressed upon your mind some idea of the possibilities and of the importance of this matter. My hopes, and the hopes of others working with me—good prominent people, people of standing and intelligence—is that we shall reach that point when a man is released from prison he will be under the care of a parole officer.

I trust soon to see this wish of mine an accomplished fact, and then in our State we will be able to go on in the grand work of redeeming our criminals, or many of them, and remoulding them, making them over into good elements of society. It can be done, it has been done and it will be done in a still greater measure. (Applause.)

Discussion of the Parole System.

THE CHAIRMAN—We are now to take the discussion of the parole system and the various reformatories of our State. Mr. Martin's paper will be read by Rev. Charles F. Abbott.

New Jersey Reformatory and Parole Releases.

MR. JOSEPH W. MARTIN, SUPERINTENDENT.

I am asked to outline in a ten-minute paper what the New Jersey Reformatory is doing along the lines of parole releases of its inmates. The Reformatory is in its infancy and its parole system necessarily immature, but the system has the merit of sim-

plicity and has met with a fair degree of success. The powers of the Board of Commissioners are ample under the provisions of existing law for enforcing whatever measures may be deemed requisite to further perfect the system, and additional legislation, having this end in view, is both unnecessary and undesirable.

Sentences to the Reformatory being indeterminate, with certain maximum limits, an inmate is parole-released only when it appears to the satisfaction of the Board of Commissioners that he is reformed, and that, by his record of conduct during his detention he is fairly entitled to an opportunity for demonstrating it. Only inmates of the First Grade can be considered for parole release, and of these, inmates with a perfect conduct record are uniformly given preference. The Superintendent presents monthly to the Committee on Parole and Discharge such inmates as, in his judgment, are entitled to parole release, and this committee, by personal interview had with each inmate presented and by exhaustive inquiry into his conduct and apparent character as shown by the records of the institution, forms its conclusions and reports them to the Board of Commissioners. The Board's determination of the matter is final, each inmate standing on his individual merits and no outside influence being permitted, in the slightest degree, to affect its decision.

The minimum term of detention in the Reformatory is fixed at twelve months, and the privilege of parole release at its expiration is accorded only to "Perfect" Grade inmates. There is no case where adherence to this practice has resulted unjustly to the inmate, and I am clearly of the opinion that a shorter term would not suffice to accomplish the end sought for when commitment to the Reformatory was made.

Having been authorized parole release, and satisfactory employment obtained for him, the inmate is provided with suitable clothing, and, having been made to thoroughly understand the provisions of his parole agreement with the Reformatory, and having duly executed this, he is taken by the Parole Officer to his destination, a savings bank account is opened for him with a deposit of not less than five dollars ($5.00) and a like amount given him, proper boarding accommodation is found for him and he is then placed in charge of his employer and set at once

at work. While on parole inmates are required to furnish weekly and monthly reports, to the correctness of which employers certify and which are audited and verified by the Reformatory Parole Officer. This officer, necessarily an industrious, energetic and sympathetic man, keeps in touch with his charges, both by personal visits to them and by them to him, either at his home or at the Reformatory, and by correspondence with peace officers of the State. Not a Sunday or a holiday passes that some of the paroled inmates do not visit the Reformatory to meet its parole officer and their former instructors, and there is every indication that they still look to the institution for guidance and advice, and cheerfully abide by both. On these visits they are not allowed intercourse with detained inmates and are only permitted to pass the guard-room for attending church services, or the holiday entertainments provided for the inmates.

Parole agreements are executed to terminate at the expiration of the maximum term provided by law for the crime for which the paroled inmate was sentenced to the Reformatory, but he is given the assurance that, if he conforms to the conditions of his parole agreement for twelve (12) months from the date of his parole release he will then receive an "absolute release" from further detention in the Reformatory. Having received this "absolute release," control over his savings bank account reverts to him and he steps at once on the plane occupied by other citizens of the State, and receives the same consideration at the institution as is extended to them.

The Reformatory was opened on August 5th, 1901. Three inmates were admitted from Passaic county on the following day, and, on September 18th, 1902, one of these and two admitted on later dates were authorized parole releases. Parole releases have been authorized issued to 301 inmates, of which number 28, having violated one or more of the conditions of their parole agreements, have been retaken and returned to the Reformatory, while 83 paroled inmates, having faithfully complied with these conditions for twelve (12) months following the dates of their respective parole releases, have had authorized issued them "absolute releases" from further detention in the Reformatory, and

careful inquiry has failed to develop a single instance where one of these has again resorted to criminal ways.

These are the results obtained from a rigid adherence to the parole system of the New Jersey Reformatory, and they are gratifying to all interested in the benificent work of reformation of the criminal and in his elevation to good citizenship.

State Home for Girls.

BY ELIZABETH V. MANZELL, SUPERINTENDENT OF STATE HOME FOR GIRLS.

"A short horse is soon curried." The account of the paroling of the girls at the "State Home" is soon told.

"The State Home for Girls" began its work in the year 1871 by authority of the Legislature, and has continued its labors for thirty-three years.

In the beginning girls between the ages of seven and sixteen were committed by the courts and were in charge of the Board until they reached the age of eighteen. A few years ago the lower age limit was changed from seven to ten, and the time of guardianship extended to the twenty-first birthday. Now the Board expects to ask the Legislature to make a change of the age limit of commitment to eighteen years, as the judges report that many girls between the ages of sixteen and eighteen are brought before them who need the discipline and training of the Home, but for whom there exists no provision save in the ordinary jails. As no attempt is made there to even keep the girls busy, and no training is possible, a sentence for such a girl invariably means that her last condition is worse than her first.

The present arrangement at the Home makes the system practically the congregate one. We have the west and the east wing, but they are both under one roof connected by corridors, the only separation being what is known as the division door on each floor. The girls, on entering the Home, are placed in quarantine hall as a hygienic precaution. After being under observation for two weeks they are placed in west wing and given their twelfth badge. Usually after two months of satisfactory

conduct a girl is transferred to the east wing, where she remains until she attains her honor badge, which is the one above the first. As soon as she reaches her honor she is transferred to the Voorhees or Honor Cottage, and then is under observation with the view of being released as soon as practicable.

When the girl has a respectable home to which she can go she is paroled in charge of a relative, who must send a written report each month. If the girl's conduct is satisfactory she may remain on the outside, but if for any reason she fails to live up to her parole agreement she is brought back to the Home, placed in the west wing and given her twelfth badge, trying again to work up to her honor. By that time the Board is in a position to decide whether she shall be paroled again or indentured. While the family may be thoroughly respectable, conditions may not be proper for the girl to return to her home and a situation in a strange family may be the wiser solution of the difficulty, in which case she can be indentured.

The Home cannot always depend upon the written report of a relative. So, where there are Charity Organization Societies, they have been asked to visit the family to learn the true conditions, and failing such a society in the neighborhood some one from the Home has made an investigation.

Paroling or indenturing the girl is a great incentive to good conduct in the Home. The lesson is soon learned that her fate is altogether in her own keeping, and as a rule great sorrow is manifested at the infliction of marks, as they defer the attainment of the coveted badge. Infliction of marks and deprivation of privileges form the gamut of punishment.

It is very seldom necessary to bring back a paroled girl. They more readily adjust themselves to conditions at their own homes, and blood relations perhaps have more patience. However, on the whole, the indentured girls do well also, but home sickness occasionally masters them, and their natural weakness unfits them to cope with the wave of loneliness and they are swept off their feet, coming back to the Home to begin again.

THE CHAIRMAN—This will be supplemented by Superintendent Kalleen, of the State Home for Boys.

The New Jersey State Home for Boys.

BY JOHN C. KALLEEN, SUPERINTENDENT STATE HOME FOR BOYS.

Before entering upon the subject assigned me—the parole system as applied to the boys of the State Home—it may be well, and also helpful, to give you a brief sketch of the institution, its equipment and its workings.

The Home is not enclosed, and is composed of thirty structures, including barns and outbuildings.

There are eight families of boys, numbering from forty-five to sixty pupils each. The family is in charge of man and wife and one assistant, and they reside with the boys in the family cottage. In each cottage is a play-room, bath and toilet, library, school-room, dormitories and living-rooms for the persons in charge.

In other buildings are located the boilers, engines, pumps and the electrical appliances, and also the laundry, store-rooms, kitchen, bakery and the many departments needed to successfully carry on an institution housing about 500 persons.

The furnishings in all departments are plain and homelike, and the equipment is substantial and complete.

The schools are graded, and with diligence on the part of the student there is no reason why he cannot acquire the education necessary to carry on the business of ordinary everyday life.

In the schools of industry enough knowledge of the trade can be acquired to enable the pupil to become very efficient as a helper, and, in some cases, where the pupil has shown extraordinary ability, the trade has been practically completed.

When we consider all the circumstances under which we labor, the wonder is that we accomplish so much. The majority of our boys, on entering the Home, are found to be wholly deficient mentally, morally, and, in many cases, physically, and, not having been accustomed to obedience, they are for a time very much at sea.

To enforce a liking for school work and industry under such circumstances is a task worthy of the most successful diciplin-

arian and teacher. Many changes will have been made in the line of work before the boy will be properly placed or before we will have found the industry best suited to him.

On entering the Home, the boy is informed that about one year of good conduct and proper application to work and study will entitle him to his discharge on parole, provided he has parents and a home to go to, or, being deficient in these, he may be indentured.

The boy, having complied with the rules governing parole, is now ready to be released or placed on probation, and his application, duly acknowledged by the instructor, visiting agent and superintendent, is presented to the Board of Trustees for their approval. In this application the condition of the pupil on entering the Home, the social condition of the parents, and the progress made in conduct, studies and work by the boy during his studentship are carefully noted, and if the disposition to be made of the boy as reported by the parole agent is also satisfactory, the release of the boy on parole is approved by the Board of Trustees.

When released, a suit of clothing, including underwear, hose, shoes, hat, and all articles necessary to make the boy comfortable and presentable are furnished to him, also carfare and other expenses incurred in conveying him to his home. Reports are made at intervals by the boy, and endorsed by the parent, or some other person responsible for him, and, so far as we can, we visit every boy out of parole at least twice each year, and on receiving information from the parents, or others having the boy in charge, as to his having become careless, or indifferent as to conduct, work or attendance at school, the boy is visited, and if found necessary, he is returned to the Home at once.

If the parents be able, we believe the expense attending the removal of pupils from the institution to their homes should be borne by them, but, unfortunately the majority of our boys come from homes in which the parents are not able to bear this expense, or the need of the expense incurred on their release from the Home.

Since the opening of the institution about 4,000 boys have been admitted, and of this number there now remain about 440. To obtain information as to the record made by the 3,500 or more

boys who have left the Home is quite difficult, and any conclusion at which we may arrive will be more or less colored, but we believe, in fact we know, that up to the time of reaching their majority the fact of their having been subject to control by the institution has been helpful, and has at least held them in check, and while thus situated the practice of habits of morality and industry instituted while they were pupils in the institution will have become more fixed, and, as we have reason to believe, result in making many of them useful and helpful to their friends and eventually good citizens.

On leaving the Home on probation, boys are informed the institution is always open to them, and if at any time from lack of employment or other cause they are likely to become dependent, they are at liberty to return and remain until matters concerning them can be adjusted. That boys return voluntarily to the institution is no surprise to us, as we have had many such cases. Those of you who are familiar with the placing of boys in homes, and the environment and condition of the home of many boys committed to the State Home, will not be surprised at hearing of this. In some of our city institutions similar to the State Home an outside branch is maintained, and ex-pupils out of employment or temporarily without shelter are admitted. They are given to understand they are not objects of charity, and that for favors received a suitable charge will be made, and that they must be self-sustaining. If work cannot be found for them outside of the branch home, it is provided for them in the Home, and they are paid for their services.

The branch home is but a temporary place of abode, but it, no doubt, has aided many to tide over a period to them of great peril, and may have been the avenue through which they were saved from committing further crime.

Recently in the State of California, on the co-operation plan, has been inaugurated a movement looking to the establishment of a home on a farm for convicts, or any person who may have been an inmate of a prison, or reformatory institution, in any part of the United States. We do not know that a movement of this kind is practicable, and mention it to show what is being done along these lines in other parts of our country.

The orphan and friendless boy only is indentured, and at the present time there are twenty-three (23) in this class. The utmost care is exercised in placing these boys, and they are visited frequently; the indenture is renewed at the expiration of each year, and a new adjustment as to wages, clothing and conditions is agreed upon. All boys indentured are expected to attend school during a portion of each year, and also to have the privilege of worshipping in the church of their adoption, and all money earned by them is deposited in bank and placed to their credit on the books of the State Home.

Recently a colored boy, or rather young man, who had reached his majority, called at the Institution and asked if he might have a settlement, and on examination we found to his credit $207, and in addition we found he had continued his engagement with his benefactor for several months, and had made deposits amounting to $80, and for which he held the bank book. He was very careful of his money, and was also willing we should send a draft to his employer for the $207 and have him deposit it in bank to his credit.

Another case of an indentured boy worthy of note is that of one who during the year past reached the age of twenty-one (21) years, and had made deposits to the amount of $280. This boy will remain on the farm with the good people who have given him home and shelter, and will, no doubt, continue to look upon the place as his home.

There are numerous other cases in which the earnings have been not so large, but the advantages have been equally good. About $1,000 was paid indentured boys last year.

The twenty-three (23) boys now indentured are receiving from $25.00 to $180.00 per year and their wearing apparel. We would not have you believe that all our efforts in behalf of our homeless and friendless boys have been successful, but, on the contrary, we want you to know that a goodly number, about one-third, of those placed in homes have not remained, and have been returned to us, not always voluntarily or by the parties with whom they have been placed, but at times, when absent without leave, through the agency of our parole officer.

As a basis for formulating a system that will enable us to keep in touch with our paroled wards we have concluded to begin with the year 1900, or about the time of the opening of the State Reformatory at Rahway, as all minors imprisoned in the State from that time on will be confined there. We do not wish to be understood as having no interest in those who have been pupils of the Home and have arrived at their majority, but as our jurisdiction over this class will cease on their arrival at legal age we feel that our efforts should be directed largely in the interest of those who are under age, and for whom, we feel, we are in a measure responsible. We have a record of scores of adults who were once members of the Home who are now doing well, and in this connection permit me to remark the one that is doing well is seldom heard of, except through private channels; but let one who is a graduate of the Home become a criminal, and in some way the matter becomes a subject of public remark, and is heralded all over the State, and by this one act is the Home and its work judged. It is true that there may be a score or more of such cases during the year, but we must bear in mind the fact that since the opening of the Institution about 3,500 boys have been released, and that we have from five to six hundred on parole all the time.

We have made an earnest effort to ascertain what number of our former wards have been imprisoned in the Penitentiary at Trenton, and the Reformatory at Rahway, during the past five years, and so far as we have been able to learn, about fourteen have been confined in the prison, and, perhaps, about a like number at Rahway. These figures may not be strictly accurate, but we don't believe they are very far wrong, and while they do not tell the whole story, as a small percentage of our boys have left the State, yet we feel the showing is a good one.

During the year 1904 about 580 boys were under the supervision of our parole agent, and, where it was necessary, visits were made several times; all, however, were visited or heard from through some source, and the results, as reported by the agent, were satisfactory.

He reports ten (10) boys as having moved from the State, two as having joined the navy, and as having lost track of a

small percentage of them. The work in full, however, we believe is helpful, and as approved methods are introduced, and those found wanting are discarded, we feel a long step forward will have been taken in reclaiming wayward boys.

One of the methods we would like to see introduced, and from which we are sure good results would come, is the institution of the probation officer throughout the State. Their co-operation with us would be helpful, as we find the visitation by our agent of six hundred boys scattered over the State a very difficult matter, and the assistance rendered from this source would be helpful, and aid us very materially in the reformation of our delinquent wards.

If one of our wards on parole is admonished by the probation police or other officer and does not respond, we will be greatly obliged if the matter can be reported to us at once, in order that we may take such action as may be necessary; and if we can be notified of the arrest and imprisonment of those who may be so unfortunate as to become amenable to the law, we will be more than thankful for the information, as in this manner only can we make proper record and account for some who disappear.

If thus co-operated with, the movements and doings of our adult and paroled wards can be recorded, and we will be enabled to better keep in touch with them.

We have no visiting days, and you and your friends will be welcome to come at any time, and we will take great pleasure in showing you through the Home, and further explain to you its workings.

Child-saving in the Newark City Home.

CARL HELLER, SUPERINTENDENT THE NEWARK CITY HOME.

The home and the school are the most potent elements in the education of a child.

The influence of a home is, naturally, of vital importance. It makes itself felt at such an early state in the life of a child that its effect is never entirely offset by other heterogeneous influences.

The impressions of early childhood, whether good or bad, are generally lasting, and determine, to some extent, the future character of man. The home may become, therefore, either a stepping-stone to future success, or a mill-stone on the neck of those who are unfortunately deprived of conditions which are fundamental to all higher achievements.

"Many a home, not only in the poorer classes by any means, forms the worst imaginable environment for a child. Most criminals, as shown by statistics of persons, begin their crime career very young and come from demoralized domestic conditions. The State seldom notices the child until he has placed himself within the range of criminal law."

Jean Jacques Rousseau, the great French philosopher, maintains in his epoch-making work, "Emile," that "man is the product of his education." If this is true the physical, mental and moral growth of a child depends on his education at home and in school.

It cannot be denied that the public school of to-day is far superior to that of twenty years ago. The teachers, through years of intelligent study and theoretical and practical training, are, as a rule, well prepared for their profession. But it is also true that the educational side of the school work does not receive the recognition due to this potent element.

Important as the acquirement of knowledge undoubtedly is, the future career of the children depends on the formation of character, the strengthening of the will-power and the development of self-activity, all of which are of vital importance. Intellectual training and moral training must go hand-in-hand. The teachers, in their efforts to prepare the children for their examinations, lose sight of the most important part of their work—the training of the children for life.

Sixty per cent. of the children committed to the Home during the past year attended the public schools, 30 per cent. came from Catholic parochial schools, 2 per cent. from private schools and 8 per cent. had never seen the inside of a school-room. With regard to their educational attainments, 35 per cent. attended primary classes, 28 per cent. intermediate classes and only 7 per cent. were able to do more advanced work. Thirty per cent. had

to be classified as illiterates. This clearly demonstrates the necessity of laying stress upon the educational side of our work. The average age of our children is a fraction over fourteen years. The classes of our school are well graded. Modern methods and text-books are being used. Our teachers are graduates from Normal Schools. Industrial schools should not be made the dumping-ground for teachers who are not able to secure positions elsewhere.

Only the best teachers are good enough.

They should remember that they are educating, not ordinary boys and girls, but particular boys and girls, each of whom has particular faults needing to be corrected, and actual or potential virtues to be developed and encouraged. A conscientious study of the character of the pupils is necessary. But no matter whether the children are occupied in the school or whether they are kept busy in the shops, or in the field, the educational element of our work is never lost sight of.

At present there are 155 children in the Home—130 boys and 25 girls.

In detailing children to work, their natural endowment, their mental and physical qualification are principally considered. In case of equal qualification for a certain trade, those children who have to support themselves are given the preference.

All children are committed for an indefinite period. Their conditional release depends upon the attainment of a rational standard in deportment and education.

Guardianship extends to legal maturity.

Our merit system, introduced at the Home a year ago, has proved an incentive to good conduct and a means in keeping the children always informed as to their standing in the Home. We cannot expect that these children live up to such a high moral standard to do right for the sake of righteousness. They understand that not outside influence, but obedience, diligence and good conduct will shorten their stay at the Home.

Their parole depends upon the progress they make in their physical, mental and moral development, and the condition of their former homes.

To meet the educational requirements of the school, the boys and girls have taken a deep interest in their school work.

We have a large number of children who are deprived of the blessings of a good home. Their stay at the school must, naturally, be of longer duration. They will leave the Home not until they are physically, mentally and morally qualified to be placed in families. For this class of children industrial schools are a great blessing, as the family is not able to offer all the educational advantages of a well-organized and well-conducted industrial school.

Great care must be taken in releasing children who have been morally deficient. While under our care they are deprived of the opportunity of indulging in immoral excesses. In the course of time they, naturally, assume the disposition of the normal type without showing any propensity to viciousness, but the least insignificant cause may awaken the slumbering propensities with such a force that a restraint is almost impossible. This is especially the case with children who have reached the age of puberty. A reaction in their moral development may frustrate the work of years. The healthy condition of their future homes is, therefore, of the greatest importance. A weak plant may thrive under conditions which are favorable to a healthy growth, while the most vigorous organism may be ruined under adverse influences. The children whose homes are respectable to a certain degree are allowed to re-unite with father and mother, brother and sister.

It is certainly not in the interest of the future welfare and happiness of the children to enforce a rigorous and unwise separation of parent and child.

By strengthening the natural bonds of love and friendship between the parents and the children we are exercising an uplifting influence upon the whole family which might be of far-reaching consequences.

We assist the children in their efforts of securing positions by personally appealing to people who are in need of help, or through letters of recommendation. The employers are always ready and willing to keep us informed as to the conduct of the children and the progress they make in their new positions. We also communicate with the school principals and the priests or

ministers of their respective churches. But of still greater value are frequent visits by their former officers. These officers, having been in close touch with the children while at school, know all their good and bad qualities, and are, therefore, best qualified to encourage when encouragement is needed, or to give words of warning when danger is apparent.

Of the twenty-eight children who were placed in homes last year, six have not been successful and had to be returned to the school. All others are making good progress and are happy and contented. As we have always a number of applications on hand, we do not experience any difficulty in finding suitable homes for them. Whenever we place children we do not expect them to be treated as servants, but as members of the family. As a rule, children find the best homes among the middle classes—with people who take a paternal interest in their welfare. The amount of salary is of secondary importance. Children who are receiving weekly or monthly wages are expected to save a certain amount, which is deposited in their names. They are in possession of their own bank-books, but they cannot draw the money without the signature of the Superintendent. They should learn the art of spending their money wisely.

More people have become paupers through spending their money foolishly and thoughtlessly than from inability and unwillingness to work.

Whenever possible, our children are placed with people of their own faith. This policy, in many instances, has secured the cooperation of the church, which proved to be of great value.

Our girls are not allowed to accept positions in boarding-houses or factories. We prefer to place them in country homes, where they may be free from the temptations of city life. For the boys we generally find places on farms, where they are, in the main, successful, as their training received on the "Home farm" especially fits them for such work. Others are pursuing the trade they have learned in our school.

We do not inform the parents when and where their children are placed, unless being directly asked for such information. It is in the interest of the children to have as little communication with their parents as possible. Interference on part of the

parents, in many instances, has totally upset our well-arranged plans.

After the children have been successful for a number of years they are given greater privileges until they have learned how to take care of themselves. But even then our interest is not entirely severed. The Home is always ready and willing to extend its helping hand and sympathy towards those who have been under its paternal care.

MRS. EMILY E. WILLIAMSON—The tone of the addresses which have been made by the Superintendents of the Institutions will commend itself to this Assembly. The thought which they convey is that the conduct and character of the child is largely influenced by education. At the last great international meeting of experts in penology and education, which was held in Antwerp, a resolution was passed which said in effect—referring to children in reformatories—that the principle contributing cause of moral delinqeuncy in such children was not so much hereditary influence as the lack of proper education. Of course, this referred to education in the broadest sense, which includes the education of a good environment and proper home influence and association with the right sort of people, and not merely the education of the school. It is encouraging to find that the Superintendents of our reformatory institutions in New Jersey are in line with the best thought of the world in this matter.

Probation in Mercer County.

C. H. EDMOND, PROBATION OFFICER, MERCER COUNTY.

Mr. Chairman—We have no Juvenile Court in Mercer county. When a juvenile offender is before the court for sentence the Judge orders the parent to appear with the child, and generally takes them into a private room to talk to them. The child is admonished and the parent reprimanded.

There is no fine or costs imposed in cases where a youthful offender is put on probation. But nearly all probationers who are wage earners and are over sixteen years of age are required to pay the cost of court.

You can trace a large per cent. of crime in children to their parents. We have three boys in our court now charged with larceny from the person. They are about twelve years of age. The father of one of them is a drunkard, and has been in State Prison twice. The mother is a drunkard, and has been in Mercer Court once. Another of the boys has a drunken father and a step-mother who drinks, and the third one has parents who take no interest in the boy; he is allowed to run the street at all hours of the day and night. These boys were released from jail in the custody of their parents, who were to bring them in court the following week for sentence. Two days after they were released they committed another offence, and I claim that the boys are not as much to blame as the parents.

In his remarks Father Fish said he had been warned against some paroled men in whom he had taken an interest, he had been told to beware of them. It is true some of them are bad, but they are not all bad. I do not care how bad a man or woman is, there is a spark of good in their hearts, and if you go about it right, you can find that spark and fan it into a flame if you treat the person like a man or woman, and not like a brute. You can always find a good side to every person if you look for it.

THE CHAIRMAN—At our last Conference we spent a few minutes at the close of the Conference with a few parting remarks, and I would like to hear from Mrs. Williamson in reference to the Juvenile Court.

The Juvenile Court.

MRS. EMILY E. WILLIAMSON.

We have had a very successful Juvenile Court in Union county for about eight months. It increases the work of the Prosecutor and the Court, but both Prosecutor and Judges were thoroughly in sympathy with the movement and did all they could do to aid it. We have, however, found it necessary to explain it thoroughly to local officers throughout the county, and to educate the people generally in regard to it. The public is excluded from the court, and we have no one present when

the cases are tried, but the persons who appear against the children, the witnesses and the parents. We insist upon the parents or guardians being present, and also the officer who made the arrest, and the probation officers are, of course, in court. We are usually asked to make an investigation, as Probation Officers, before the case comes up in the Juvenile Court, so that the Prosecutor and Judge may know something about the child's life and environment before the case actually comes up. One of the strong points of this system is that parents are brought to a realizing sense of their duties and responsibilities. The fact that the father himself can be held liable for the fault of the child brings the matter home to him, and we sometimes find that the nearest way to a father's conscience is through his pocketbook.

MR. RICHARD STEVENS (Jersey City)—Mr. Chairman, what has been said by Mrs. Williamson about the fine and costs system in our county is true. In almost every instance costs are imposed, and we find it a great help in our probation work, and our Judge will always, in cases where we find that the payment of a fine or costs works a hardship, remit the same, upon our recommendation to him to that effect. In many instances the parents themselves are compelled to pay the costs for their children, owing to the fact that the children are either going to school, or, if working, are earning so little that it is almost impossible for them to pay the fine or costs themselves. Of course, in the case of many juvenile offenders the parents, through the request of their children, are responsible for the fact that costs or a fine have been imposed upon them, and the only effective way to teach these negligent parents to give their children the proper care and attention is to compel them to pay whatever costs and fine may be imposed. We find that this mode of procedure works in a very satisfactory manner. There is no other thought I have to present this morning.

THE CHAIRMAN—Mr. Clifton Reeves expected to be here and sent a paper. I suggest the paper be read by title and placed in the minutes of the Conference. The title of the paper is, "Employment of Discharged Prisoners from New Jersey State Prison." I think that closes the program for this morning.

Employment of Discharged Prisoners from the New Jersey State's Prison.

PAPER BY CLIFTON REEVES.

This subject can hardly be given the attention it deserves by one who has not had an opportunity to give the case investigation. However, if I can throw some light on the situation from a manufacturer's point of view that will assist in meeting the difficulties now experienced I will be content.

The several practical obstacles in the way of employing discharged prisoners in our factories are, perhaps, too well known to need much attention called to them here. However, I shall endeavor to point out some of them. In the first place, no concern wants to introduce among its employes any objectionable persons. Second, no firm would care to take the burden on themselves of employing such persons when other competent workmen can be easily secured. Third, the discharged prisoner himself does not care to run the risk of his identity becoming known and the consequent embarrassment naturally following. Most manufacturers would give you the above reasons for not employing such persons, although they may be actuated by the very highest motives to do something for their fellowmen.

Briefly, from a business standpoint, why should manufacturers take upon themselves the responsibility of this probationary work when it rightfully belongs to the citizens of the whole State, represented by its government?

I have the following suggestion to make: While I know it is subject to some just criticisms, I feel that it has merit worthy of consideration that the State build a suitable plant, consisting of departments fitted up and to be devoted to different trades for the purpose of employing discharged prisoners who voluntarily apply there for work, and that this institution be under the charge and direction of a non-partial board. After a prisoner has worked there a certain length of time and his conduct being worthy of such recommendation, that this board should help him to place himself in the different industries outside. As an

alternative to this arrangement, it could probably be made to work well by having the State to arrange with different concerns to employ in one of their departments such of these persons who would care to work there. This plan would not seem as good as the first one. The reasons that bring me to the conclusion, among other things, is due to what the State already adopts to reform the prisoners in their charge, yet the manufacturers are asked to take these men without any evidence, other than gathered from the prison officials, that reformation has been effected. It would seem to many that the State owes it to society to provide a place for those who desire to be employed, and to give them suitable work in order to help them determine that the man had actually become a better person. It would offer a much better opportunity to find out whether a prisoner had actually been made a better man when he is surrounded with freedom and the usual conditions of industrial life.

Some of the advantages of a State institution of this arrangement would be that the State would dispose of this matter without financial loss, as the institution could be conducted on commercial and profitable lines, and, as has been stated before, it would permit the discharged prisoner to earn his livelihood until he could adjust himself to the new conditions.

This plan, of course, has its objections. Of the disadvantages there might be a person who would not care to work at a State institution, but, as facts clearly show, there are lots of firms who have applications made to them, and it has become a problem in most States just how to dispose of this question. It might, also, be urged that the goods turned out from this institution would be of such quality and cost as to make it unfair competition for other manufacturers. The same rule that now applies to those goods turned out at our State Prison could be well employed to take care of this matter. As stated in the first part of this paper, I have not given this subject such investigation as it deserves, but I have endeavored to present the facts in a brief way of a manufacturer who, of course, recognizes the fact that any plan submitted would be subject to further correction and criticism.

THE PRESIDENT—If there is no objection, the paper will be read by title and printed in the proceedings of the Conference. We have an opportunity to honor ourselves this morning by honoring the memory of one who was with us one year ago, and one whose whole life was spent in the work that this Conference stands for. We are going to take a few minutes now to bring back his memory into these halls where we are gathered. I am going to call upon one or two members of our Conference to pay a tribute to Mr. Charlton T. Lewis. Mrs. Williamson and Mr. Alexander Johnson, I shall call upon you, and Mr. Fox.

MRS. E. E. WILLIAMSON—It is difficult for me to speak calmly about Charlton T. Lewis, because he was my life-long friend. It was he who led me into this work, and sustained me in it by his wise counsel and direction. I knew, as perhaps few others knew, of the wonderful all-round life which he led, and the many-sidedness of his mind and nature. What he did for our work in this State is known to all of you, but perhaps you do not know that he had a world-wide reputation as a penologist and exponent of reforms in the penal law. The enactment of the Indeterminate Sentence, and the great principle which is back of it, had no advocate so able and convincing as Dr. Lewis. He was a great lawyer and a distinguished man of letters. His home life was beautiful. He made his children his companions, and they are following his work worthily. His leadership combine gentleness and force. With the training of a lawyer and the instinct of a judge, he weighed without bias any problem that was put before him, and when he gave his opinion we all felt that it was founded on justice and discrimination.

Now, a word as to what he has done in this State, particularly in connection with the Rahway Reformatory. He was one of the commissioners who were appointed to investigate the matter, and upon whose report the institution was founded. He took the commissioners to see the best institutions of the kind in the country, and brought them in touch with the best thought and the ripest experience of the time. A year before his death the

Governor of the State induced him to become one of the Board of Managers of the Reformatory. He took the position of Chairman of the Paroling Committee, and gave much of his time to the personal consideration of the cases which were brought before the committee. He examined the boys personally, heard what their friends had to say, brought the officers of the institution before him, investigated the records for himself, and went into each case with patient thoroughness, in the interest of the human life with which he was dealing. He was thus able to apply practically the principles which he had advocated for so long.

With all his powers of intellect and his great wisdom, he had the humility and modesty of a student, with a heart full of love and charity for his fellow-men. Would that he might have lived ten years longer, to have witnessed the consummation of all the great reforms for which he labored. The debt of gratitude which I owe to my dear friend is one which we all share in some degree.

Before closing I want to say a word of Mrs. William Hughes, who has also passed away. In the early work of the State Charities Aid Association Mrs. Hughes had a most active part. Mrs. Alexander and I can tell you much of what was done in those days to remedy the condition of our almshouses, but Mrs. Hughes was interested in all the good work of the Association, and supported any worthy movement in the cause of charity in the State. I cannot let this opportunity pass without paying her a tribute of respect. She was a noble woman and a great Christian philanthropist, and we deplore her loss.

MR. FOX—*Friends and fellow-workers:* The life, the character and the work of Charlton Lewis have been an inspiration to me, as they have to a host of others, not only in New Jersey, but throughout the land.

In the field of charity and correction Dr. Lewis stood supreme. His eloquence and power and his profound learning have been an uplift, a stimulus, a dynamic force, the influence of which will be felt for a generation.

It would be impossible for me, even had I been prepared, to properly convey to you the sense of the loss which we have sustained. I have never felt so inadequate as at this moment. But my poor words come from the heart, and are charged with the feeling of our common sorrow.

May I turn to Lowell for a phrase which fitly illustrates the quality of the man whose memory we now honor?

> "Be noble! and the nobleness that lies
> In other men, sleeping, but never dead,
> Will rise in majesty to meet thine own;
> Then wilt thou see it gleam in many eyes,
> Then will pure light around thy path be shed,
> And thou wilt nevermore be sad and lone."

E. R. JOHNSTONE (Vineland, N. J.)—Dr. Lewis belonged not to New Jersey, he belonged to the country, he belonged to the United States, he belonged to the entire world; we are honored by having had him as one of us, by having called him one of us, but he belonged not alone to us. I am glad to have someone here, not of New Jersey, who knew him, and who worked with him outside the bounds of our State. Mr. Johnson, who at the time Dr. Lewis did such wonderful work at Toronto, was President of the National Conference, and was there at the time; I will ask him to tell us something of Dr. Lewis as he knew him.

ALEXANDER JOHNSON—*Mr. President, Ladies and Gentlemen:* I am glad to be allowed to pay my tribute to the memory of so great a man, such a magnificent character, as that of the late Dr. Lewis. I think of him as a splendid example of Lowell's verse, "As one lamp lights another nor grows less, so nobleness enkindleth nobleness."

I have had the honor of knowing Mr. Lewis in connection with the National Conference of Charities and the National Prison Congress for many years. He was a most valuable member of each of those great organizations.

When preparing the program of the Toronto Conference, the chairman of the Prison Committee wrote to me of his difficulty in securing certain people whom he wished to have as speakers

on his subject. I wrote to him the question, "Have you secured Mr. Lewis?" And when he told me he had I assured him that he need not worry about anybody else, for I said, "where you have Mr. Lewis you will have a program in itself, for he will give you something others will not; he will give you the best thought of the world on the subject to date, and he will not only give you good thoughts himself, but his example and spirit are so inspiring that following his address is sure to be a most interesting and valuable debate."

Dr. Lewis did give a splendid address on that occasion, which you will find in the volume of the Conference Proceedings for 1897. I would suggest that any of you who have that volume should read that address. The subject was the Probation System, then quite new to us in the West, and in fact new everywhere. He had just returned to the United States from the International Prison Association in Europe. He told us how this new American idea of probation had been received by the Europeans, and how nothing presented to the Association had aroused so much attention and attracted so much admiration.

At that time in the State where I lived we had just secured some splendid advances in prison legislation, and we, in fact, thought we had got near the top of the great hill which we had so long been climbing. But such efforts are indeed like climbing a mountain. From the plain you see the peak and then you come to foot-hills and struggle toilsomely up to what looks like the summit, but when you reach it it proves to be only a shoulder of the mountain, and the great peak lies far ahead. We had reached in Indiana such a shoulder of the mountain which looked like the top. Dr. Lewis showed us that the peak was still far ahead of us and we must not be satisfied with the indeterminate sentence, the intermediate prison or the parole system, but we must set ourselves to another struggle, possibly of years' duration, to achieve this new and great idea of probation. Mr. Lewis showed that it has been only for a very few hundred years that the idea of putting a man in prison as a punishment for crime was thought of. He gave us an historical review of the whole subject, and showed how this newest idea of probation was just a culmination of the efforts that had been

made in the past. As in the past, we had tried to get a man out of prison as soon as he was fit for a free social life, so under probation we must try to keep a man out of prison whenever that is possible with safety to the community. Dr. Lewis' address made a profound impression upon the Conference and set hundreds of people thinking very earnestly.

As a public speaker at such meetings as the National Conference, Dr. Lewis was a very great power. His personality was so attractive, the breadth of his intellect, the depth of his historical research and his marvelous command of language put him in the front rank as an orator on all subjects connected with reform. He has inspired hundreds to a higher and better conception of things. His influence will go on for many years to come. It has only begun to exert its power, and in an ever widening circle it will be felt as long as prison reform shall be one of the things for which we must work.

His work is done. His earthly form is with us no more. After a while his name may be forgotten, but his spirit will remain long after that time, when he and his immediate associates shall have disappeared from earthly ken, a source of increasing and ever widening usefulness—for that which is good is permanent.

THE PRESIDENT—It is about time to close our Conference. We have had a good meeting in all the word means; we have had a successful meeting; we know that our Conference is so established that we shall all come again and bring others. We have many messages to carry; we shall have new messages every year; as the time goes on we may hope to find our Conference growing.

Before closing we shall have the report of the Committee on Resolutions, Mr. Van Wagenen, chairman.

Mr. B. VAN WAGENEN—Mr. President, I announced at the last meeting that it has not been the policy of the Conference

to pass resolutions in view of our former action, nevertheless it is proper that we take action on this resolution:

Resolved, That the New Jersey State Conference of Charities and Corrections extends its hearty and appreciative thanks to the Legislature and the Governor for their great courtesy in granting the use of the Assembly Chamber in the State Capitol for the holding of its Annual Conference, and also to those officers and officials of the State House who have so kindly contributed to the convenience and comfort of the members of the Conference while occupying the building.

I move the adoption of that resolution.

So ordered.

THE PRESIDENT—If you register before leaving the hall you will get a copy of the Proceedings. Before the Conference finally ends, there is one custom which I think might be well for us to adopt. I take great pleasure in turning over into the hands of the President of the coming Conference this Conference. He needs no introduction to you, ladies and gentlemen. His work is known throughout the State and beyond the State. We are all glad, I am sure, to welcome Mr. Bleecker Van Wagenen.

B. VAN WAGENEN—I want to thank the members of this Conference for the confidence which they have shown in electing me to the Presidency of the Conference for the coming year, and for the honor which I feel has been thereby conferred upon me, for I regard it distinctly as the high honor, and also as an opportunity, although I must confess I have never coveted it, being the average man, of whom I think it was Emerson who says, "Where all men are lazy it is time to be up and doing." I have not been anxious to take new responsibilities or added duties, but when that thought is dismissed I must confess that I feel proud and inspired with the thought of possible opportunities of contributing something in this way additional to this great and splendid work of the department of the philanthropy of our State and of the Nation, for it seems to me that while in numbers perhaps our Conference does not show great growth, nevertheless in spirit it seems to be in tune, and I have found these gatherings almost inspiring in that respect. I believe in the fundamental ideas of absolute tolerance to each other's

views, and a spirit of co-operation in each other's work. I suppose it has been developed through this work, and I look to still greater things through the annual gathering throughout the State, which will bring the State of New Jersey eventually into the foremost place in the history of philanthropic development.

I thank you for your confidence and will do my best to fulfill your wishes. (Applause.)

There being nothing before us now, we will adjourn, unless there is something to be brought before us; if not, this Conference is adjourned with the hope and expectation of gathering again a year hence.

Adjourned.