

FIRST

New Jersey Conference

OF

Charities and Corrections.

OFFICERS, 1902-1903.

PRESIDENT.

Mrs. E. E. WILLIAMSON, Elizabeth.

VICE-PRESIDENTS.

EX-GOVERNOR FOSTER M. VOORHEES, Elizabeth.

REV. AMORY H. BRADFORD, D.D., Montclair.

Mrs. JOANNA HARTSHORN, Short Hills.

RIGHT REV. BISHOP McFAUL Trenton.

CHARLTON T. LEWIS, LL.D., Morristown.

SECRETARY.

WILLIAM H. ALLEN, Ph.D., Jersey City.

ASSISTANT SECRETARIES.

A. W. McDougall, Orange.

E. R. JOHNSTONE, Vineland.

SARAH MANTON VAN BOSKERCK, Plainfield.

TREASURER.

ROBERT L. FLEMING, Jersey City.

EXECUTIVE COMMITTEE.

FRANCIS B. LEE, Trenton.

Mrs. LABAN DENNIS, Newark.

PROF. J. H. FINLEY, Princeton.

REV. F. A. FOY, Jersey City.

HUGH F. FOX, Bayonne.

MARY SINTON LEWIS, Morristown.

BLEECKER VAN WAGENEN, Orange.

T. L. McCONNELL, Smith's Landing.

CHARLES F. CURRIE, Blackwood.

IRA OTTERSON, Jamesburg.

A. M. HESTON, Atlantic City.

Mrs. C. B. ALEXANDER, Hoboken.

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SPECIAL COMMITTEES, 1902-1903.

COMMITTEE ON CARE OF CONSUMPTIVES.

Henry C. Mitchell, M.D., secretary State Board of Health ; F. L. Hoffman, statistician for Prudential Insurance Company ; H. L. Sabsovich, superintendent Woodbine Colony ; Mrs. Brice Collard, secretary Jersey City Organized Aid Association ; Anna Van Meter, secretary Society for Organizing Charities, Salem ; J. Anson Smith, M.D., visiting physician Camden County Hospital for Insane ; the Rev. J. M. Buckley, D.D., president State Village for Epileptics.

COMMITTEE ON JUVENILE DELINQUENCY.

H. M. Maxson, superintendent public schools, Plainfield ; Decatur M. Sawyer, member executive committee State Charities Aid Association ; A. W. Abbott, Children's Aid and Protective Society of the Oranges ; Seymour H. Stone, superintendent State Board of Children's Guardians ; Howell C. Stull, trustee State Home for Girls ; Mrs. William H. Hughes, Morristown ; Father Moran, director Arlington Protectory ; the Rev. Wm. Aikman, D.D., probation officer, Atlantic county ; F. J. Higgins, probation officer, Hudson county ; C. H. Edmond, probation officer, Mercer county.

PREFACE.

The first New Jersey State Conference of Charities and Corrections was held in the Assembly Room of the State House, Trenton, February 20th to 21st. Despite the prevailing blizzard and delayed trains, there was an average attendance at the three sessions of over one hundred out-of-town delegates, representing over fifty communities and practically every branch of public and private relief and correctional work.

Gratifying and stimulating as were the attendance and spirit of co-operation, yet probably the origin of the conference is a better measure of the permanent good accomplished. The desire for co-operation and the appreciation of its indispensability, which so strikingly characterized the conference, were present in every stage of the preparations. Representatives of Trenton institutions, public and private, state, county and city, joined in the first call and invitation to the conference through the Trenton press, which for five weeks gave most liberally of space. Calls appeared in ten counties in daily and weekly papers, signed by representative citizens prominently connected with city, county or state governments, and with public and private relief and correctional institutions or organizations. Notices appeared in every county in the state. Editors of the important dailies and weeklies followed the calls with recurring allusions to the conference and its importance. Personal letters, containing insertions of program, calls, editorials, &c., were sent to county freeholders, sheriffs, wardens, charity organization and child-saving societies, judges, prosecutors, legislators. A circular letter, sanctioned by prominent representatives of churches, Protestant and Catholic, were sent to one thousand clergymen of various denominations, requesting them to announce the conference to their congregations, and, if feasible, to preach on a conference topic. *The New Jersey Review of Charities and Corrections*, official organ of the State Charities Aid Association, appeared in its first issue as a conference number,

with program, editorial and news items, two thousand copies being mailed to every newspaper in the state, to every society connected with charitable work, to all public institutions, to judges, prosecutors, legislators, boards of managers, legislative correspondents and to other persons known to be interested. In the counties personal pressure was brought to bear upon officials and upon the press. Everywhere was found a most ready response, and by the date of convening the delegates, practically every section and every interest in the state had committed itself to a belief that the time is ripe for co-operation in New Jersey's charities and corrections.

During the afternoon session, Thursday, February 20th, about two hundred persons were in attendance. After an address of welcome by Mr. F. B. Lee, of Trenton, and response by Major Z. K. Pangborn, for the Mayor of Jersey City, there was a symposium of five-minute addresses conducted by Prof. J. H. Finley, of Princeton University. Twenty speakers described as many branches of public and voluntary effort, classified as follows: Helping the poor to help themselves; caring for the poor in almshouses; caring for dependent children; caring for the defective; correctional work; probation work; state associations. Nine other institutions and societies sent reports which could not be heard for want of time, but which appear in the printed proceedings. Every state institution was represented by members of the board of managers or administrative staff, or both. Four state associations sent their chief officers as well as other representatives. Brief as was the time allotted to each of the twenty speakers, it was not too brief to show twenty personalities, which, more than hours of speaking, reflect the character of the work, workers, aims and methods of the institutions and organizations represented.

The interval between the afternoon and evening sessions contributed not a little to the purposes of the conference. Four groups of sixteen took supper together, while twenty-four delegates from charity organization societies had a more elaborate repast, with after-dinner speeches, in a separate hall. Mr. Edward T. Devine, secretary of the New York State Conference of Charities and Corrections, was the guest of honor. Other groups of four, six and eight testified to the good fellowship among the delegates.

At the evening session, over which Dr. Charlton T. Lewis, of

Morristown, presided, the Rev. J. R. Atkinson, of Elizabeth, pronounced the invocation. Rev. Amory H. Bradford, D.D., of Montclair, responded to the address of welcome by Mayor Katzenbach, the theme being "Co-operation in Christian Effort." In that manner, direct, forceful and eloquent, which has made Dr. Bradford a tower of strength to social and religious work in New Jersey, he bound together the fragments of the afternoon's symposium and showed how all are sharing one responsibility and working toward the one great end—the betterment of man and the conditions in which he lives. Governor Murphy was unable to be present, but sent a dispatch declaring that the time was ripe for the abandonment of a sectional or local point of view and for the realization of state co-operation in relief and correctional matters. President Judge Skinner, of Essex county, and Probation Officer Edmond, of Mercer county, described the practical working of the present probation law, the former urging strongly its extension.

The principal address of the session was by the Hon. J. Franklin Fort, of the New Jersey Supreme Court, who has a national reputation as advocate of the probation principle in dealing with persons accused or convicted of crime. Justice Fort spoke of "Penal Reform and the Probation System in New Jersey." Fortunately, it will be possible to give this address wide circulation. Sound and conservative, it will carry conviction to our county judges and prosecutors; full of sympathy and confidence, it will invite the support of the taxpayer and legislator. It is not too much to expect that, as a direct result of this address, supported by the testimony of Prosecutor Erwin, Judge Skinner, Probation Officer Edmond and other speakers at the conference, our state will have before next year's conference fifteen active probation officers, where there are now five. Our state is most fortunate in having in such important matters the leadership of Justice Fort, and he most fortunate in having the active and eager co-operation of the factors for which the conference stands.

To the regret of all, Mrs. Williamson curtailed her address reviewing "Twenty-five Years of Progress in New Jersey Charities and Corrections." Likewise, Dr. Lewis dismissed the audience without discussing "The Advantages and the Dangers of Charity Organization."

"Needs and Problems; Next Steps," was the general subject

for the third session on Friday morning. Ten-minute papers were read on the eleven following subjects: "The Relation of the Church to Organized Charity;" "Co-operation: The Catholic Factor in New Jersey Charities;" "The Need and Practicability of a State Hospital for Consumptives;" "The Necessity of Accuracy and Uniformity in Social Statistics;" "Trained Nursing in Almshouses and Hospitals for the Insane;" "Why and How Should Epileptics be Segregated;" "Child-saving Work in New Jersey;" "The Purposes and Achievements of the International Prison Commission;" "Imprisonment for Debt and Chattel Mortgage Loan Frauds;" "Religious Instruction of Prisoners and the Need of a State Reformatory for Women." One other paper was read by title and appears in the minutes: "Truancy Legislation; Is It Needed in New Jersey?" These subjects were all treated by persons intimately acquainted with both their details and general relations, and stimulated discussion, which was curtailed for want of time.

A simple organization was effected, to insure a permanent conference with annual meetings. The by-laws declare that meetings are for the purpose of comparing experiences and discussing principles, not for resolution. An executive committee, representing various sections and interests, has general responsibility for guiding the conference. Two special committees will attempt during the next year to carry on an educational propaganda in the interests of a state hospital for consumptives and of juvenile delinquency. The three committees will be assisted by three secretaries and a general secretary, who, with five vice-presidents, treasurer and president, constitute the corps of regular officers.

At the instance of Associate Justice Fort, Assemblyman Williams, of Essex county, secured the adoption of a resolution providing for the publication by the state of one thousand copies of the conference proceedings. It is hoped that henceforth the annual Conference of Charities and Corrections will have a recognized place in the calendar of both public and private workers.

CONSTITUTION AND BY-LAWS

— OF —

THE NEW JERSEY STATE CONFERENCE OF CHARITIES AND CORRECTIONS.

CONSTITUTION.

The objects of the New Jersey State Conference of Charities and Corrections are to afford an opportunity for those engaged in relief and reform work to confer respecting their methods, principles of administration and results accomplished; to diffuse reliable information respecting relief and correctional work, and encourage co-operation in humanitarian efforts, with the aim of further improving the system of relief and correction in the State of New Jersey.

The conference shall not, however, formulate any platform nor adopt resolutions or memorials having a like effect.

BY-LAWS.

I.

MEMBERSHIP OF THE CONFERENCE.

All who have an active interest in the private relief or correctional work in New Jersey are invited to enroll themselves as members of the conference. No other tests of membership shall be applied and no membership fee charged, the expenses of the conference being met by voluntary contributions.

II.

OFFICERS OF THE CONFERENCE.

The conference shall have the following officers, to be elected annually :

1. A president, who shall preside over the sessions of the conference and of the executive committee, be a member *ex-officio* of all committees, and, with the assistance of the secretary, supervise the editing of the proceedings of the conference.

2. Five vice-presidents, who shall, at the request of the president, assist the president in the discharge of the president's duties, and, in case of the president's inability to serve, shall succeed the president in the order in which they are named. The vice-presidents shall be members *ex-officio* of the executive committee.

3. A secretary, who shall keep the records, conduct the correspondence and distribute the papers and documents of the conference, under the direction of the executive committee. He shall assist the president in editing the proceedings of the conference and direct the work of the assistant secretaries. The secretary shall be a member *ex-officio* of all committees.

4. Three assistant secretaries, who shall assist the secretary of the conference, at his request, and work under his direction.

5. A treasurer, who shall receive all moneys of the conference and disburse the same upon vouchers duly certified by the secretary and audited by the president.

III.

COMMITTEES OF THE CONFERENCE.

1. An executive committee, which shall consist of the president, vice-presidents and secretary *ex-officio*, and of twelve members of the conference, to be elected annually. Five members shall constitute a quorum. The president, vice-presidents and secretary are members *ex-officio* of the executive committee.

The executive committee shall have charge of all business relating to the conference.

2. Committee on Care of Consumptives, 1902-1903.

3. Committee on Juvenile Delinquency, 1902-1903.

PROGRAM OF THE FIRST NEW JERSEY CONFERENCE OF CHARITIES AND CORRECTIONS.

ASSEMBLY ROOM, STATE HOUSE, TRENTON, FEBRUARY
20-21, 1902.

*Thursday Afternoon, 3 P. M. ; Thursday Evening, 8 P. M. ;
Friday Morning, 9 A. M.*

The program for the first session was designed to introduce the work, workers, aims and methods of the various institutions and organizations represented at the conference. The evening session was devoted to three or four addresses, setting forth the general relations of society to the defective, dependent and delinquent classes, with especial reference to New Jersey conditions. At the third session attention was concentrated upon immediate needs and problems, addresses occupying from ten to twelve minutes.

FIRST SESSION—THURSDAY AFTERNOON, FEBRUARY 20.

Symposium: Work, Workers, Aims, Methods.

Call to Order and Address of Welcome, Francis B. Lee, Chairman Local Committee, Editor-in-Chief of "New Jersey as a Colony and as a State."

Response, Major Z. K. Pangborn, Jersey City, Member Board of Managers State Institution for Feeble-minded Women and Girls, also Member Board of Managers State Charities Aid Association.

Symposium: Work, Workers, Aims, Methods, conducted by Prof. John H. Finley, Professor of Political Science, Princeton University, and formerly Secretary New York State Charities Aid Association.

HOW THE POOR MAY BE HELPED TO HELP THEMSELVES.

Orange Bureau of Charities, Bleecker Van Wagenen, president.

St. Vincent D'Paul Society, Trenton, James Smith, president.

Woodbine Colony, Woodbine, N. J., H. L. Sabsovich, superintendent. (By mail.)

Overseer of the Poor, Hoboken, Harry L. Barck.

Female Charitable Society, Newark, Mrs. Martin R. Dennis, treasurer.

CARING FOR THE POOR IN ALMSHOUSES.

Newark City Almshouse, Mrs. Joseph Sharwell, matron.

Burlington County Almshouse, Mrs. G. F. Harbert, matron.

Morris County Almshouse, Clifford Mills, physician.

CARING FOR DEPENDENT CHILDREN.

State Board of Children's Guardians, Seymour H. Stone, superintendent.

Children's Aid and Protective Society of the Oranges, A. W. Abbott, agent.

Arlington Protectors, Rev. Thos. J. Morgan, director.

CARING FOR THE DEFECTIVE.

State Institution for Feeble-minded Women and Girls (Vineland), Hon. F. B. Lee, Trenton, president of the board of managers.

Training School for Feeble-minded Girls and Boys (Vineland), E. R. Johnstone, Vineland, superintendent.

Atlantic County Hospital for the Insane (Smith's Landing), T. L. McConnell, superintendent.

Camden County Hospital for the Insane (Blackwood), Charles F. Currie, superintendent.

Hudson County Hospital for the Insane (Secaucus), George W. King, superintendent.

State Hospital for the Insane at Morris Plains, D. B. Evans, M.D., medical director.

New Jersey School for the Deaf (Trenton), John P. Walker, superintendent.

CORRECTIONAL WORK.

State Prison (Trenton), Samuel F. Stanger, Harrisonville, president of the board of inspectors.

Rahway Reformatory (Rahway), Thomas M. Gopsill, Jersey City, secretary of the commission. (By mail.)

State Home for Girls (Trenton), Howell C. Stull, Trenton, trustee.

State Home for Boys (Jamesburg), Ira A. Otterson, superintendent.

PROBATION WORK.

Atlantic City—Probation Officer Aikman, Atlantic City. (By mail.)

Mercer County—Probation Officer Edmond, Trenton.

Essex County—Probation Officer Doremus, Newark. (By mail.)

President Judge Skinner, Court of Common Pleas.

Hudson County—Prosecutor of the Pleas Erwin, Jersey City.

STATE ASSOCIATIONS.

The Legal Aid Association, Mrs. Joanna Hartshorn, Short Hills, president. (By mail.)

The Consumers' League, Mrs. Juliet C. Cushing, East Orange, president. (By mail.)

The State Charities Aid Association, Rev. Albert Erdman, D.D., Morristown, member board of managers.

EVENING SESSION, 8 P. M.

Chairman—Charlton T. Lewis, LL.D., Morristown.

Invocation—Rev. J. R. Atkinson, Elizabeth.

Address of Welcome—Mayor Frank Katzenbach, Jr.

Response—Rev. Amory H. Bradford, D.D., Co-operation in Christian Effort.

STATE PHILANTHROPY AND STATE PROTECTION :

Governor Franklin Murphy. (See Telegram.)

TWENTY-FIVE YEARS OF PROGRESS IN NEW JERSEY CHARITIES AND CORRECTIONS :

Mrs. E. E. Williamson, Elizabeth.

PENAL REFORM AND THE PROBATION SYSTEM IN NEW JERSEY :
Hon. J. Franklin Fort, East Orange, Supreme Court Justice.

FINAL SESSION, FRIDAY, 9 A. M.

Needs and Problems : Next Steps.

- Business Meeting : Organization of Permanent Conference—
Election of Officers—Adoption of By-Laws.
- The Relation of the Church to Organized Charity. Rev. Edward
L. Stoddard, D.D., Jersey City.
- Co-operation : The Catholic Factor in New Jersey Charities.
Rev. F. A. Foy, Jersey City.
- The Need and Practicability of a State Hospital for Consump-
tives. Henry C. Mitchell, M.D., Secretary State Board of
Health, Trenton.
- Social Statistics : The Necessity of Accuracy and Uniformity in
Social Statistics. F. L. Hoffmann, statistician, Prudential
Insurance Co., Newark.
- Trained Nursing in Almshouses and Hospitals for the Insane.
D. M. Dill, M.D., superintendent Essex County Hospitals
for the Insane, Newark.
- Why and How Should Epileptics be Segregated ? H. M. Weeks,
M.D., superintendent State Village for Epileptics, Skillman.
- Child Caring Work in New Jersey. H. F. Fox, Bayonne,
president of the State Board of Children's Guardians.
- International Prison Commission : Its Purposes and Achieve-
ments. Hon. S. J. Barrows, New York City, commissioner
for the United States.
- Imprisonment for Debt and Chattel Mortgage Loan Frauds.
Mary Philbrook, Newark, counsel for State Legal Aid
Association.
- Religious Instruction of Prisoners. Rev. Geo. C. Maddock,
D.D., chaplain State Prison, Trenton.
- State Reformatory for Women—An Immediate Need. Mrs.
Sarah S. Paddock, of the Orange Charities and Corrections
Conference.
- Truancy Legislation : Is it Needed in New Jersey ? Henry M.
Maxson, superintendent Public Schools in Plainfield. (By
mail.)

FRIDAY AFTERNOON, 2:30 P. M.

Arrangements had been made to escort to the State Prison, State Hospital for the Insane, State Normal and Model Schools, State Home for Girls, County Jail, Newark City Almshouse, those members of the conference who might wish to use this opportunity to visit these institutions. The rain prevented visits to the distant institutions. A party of fifteen, however, visited the State Prison.

The Second
NEW JERSEY CONFERENCE
of
CHARITIES AND CORRECTIONS
will be held in Trenton
during the Second Week of
FEBRUARY, 1903.

PROCEEDINGS.

ADDRESS OF WELCOME.

BY FRANCIS B. LEE.

Ladies and Gentlemen—We have assembled, fellow-delegates, to this first State Conference of Charities and Corrections as a voluntary act, expressive of a humane sentiment, as sincere as it is spontaneous. From every part of this commonwealth we informally unite, that we may learn to know one another and to give to this conference and to our state the result of our experience and the benefit of a free expression of opinion.

We have the honor of being participants in a conference, the first of its kind every held in the history of New Jersey. We initiate a movement that has within itself the power for present good and for future possibilities. And this is because our call recognizes no township, city, county or other arbitrary political lines, and gives undue prominence to no particular charity or correction, but in its universality embraces the entire state, emphasizing that every good here accomplished is a public good, that every reform advocated is a general reform, that every ideal toward which we may strive is an ideal for the citizens of New Jersey.

The very freedom of our call is indicative of the sentiment which animates this conference. Many are here who are interested in particular lines of investigation, yet your specialization means such a presentation of ideas and plans as must command the immediate interest of every member. The enthusiasm of the individual, affecting his or her associates, must broaden technical knowledge and stimulate general effort.

Trenton extends to you a welcome, generous and all-embracing. In this city there are located more state institutions of a charitable and correctional character than are to be found

in any other municipality in the state. You are in a community founded by the members of that religious society which was first, in America, officially to declare itself in favor of the abolition of human slavery. Ours is the soil made sacred as the turning point of the American Revolution. Here was defeated, by a small majority, a plan to make Trenton the capital of the United States, while in later years our triune industries of iron, pottery and rubber have given the city international fame. And, above all, Trenton possesses a reputation for hospitality which, in olden days, never suffered by comparison, and which, now, she stands ready to sustain.

Trenton welcomes you, in no spirit of self-seeking, but in a larger and more generous sense; welcomes you in the abiding hope that while you are within her gates your days may be those of pleasantness; that this conference may contribute to the solution of problems not only of state but of national import, and that you may depart hence with the assurance of having well accomplished that work of vast moment upon which you are so soon to be engaged.

RESPONSE.

BY MAJOR Z. K. PANGBORN, JERSEY CITY.

Mr. Chairman, Ladies and Gentlemen of the Committee, Citizens of Trenton—In the absence of the Mayor of Jersey City, I am requested to respond to the address of welcome, and I do so with pleasure. Speaking in behalf of all the delegates, I can assure you that your hearty and cordial welcome is received in the same spirit in which it has been given, and it is duly and gratefully appreciated. I may venture to add that we thank you in advance for all the hospitable courtesies which may be extended to us.

The purpose of this conference is certainly commendable. Whether it shall be followed by any measure of success must depend on the wisdom of our deliberations and the efficiency of our actions. It is our hope and expectation that something substantial will be accomplished in the way of getting better conditions of living for the suffering, the unfortunate, the defective, the degenerate, and the criminal classes at present in

this commonwealth. This conference must in all things be practical, and, as one of the most important elements of success is that no time shall be wasted, I will make my response as brief as possible—as brief as it is sincere.

On motion of Mr. Hugh F. Fox, Mr. W. H. Allen was elected Secretary *pro tem*.

On motion of Mr. Fox, it was voted that the Chair should appoint a committee of five, including himself, to be a Committee on Organization, to draw up by-laws and nominate officers for the coming year, the committee to report on Friday morning.

The Committee on Organization was announced as follows: Messrs. H. F. Fox, Howell C. Stull, Rev. Geo. C. Maddock, D.D., and Francis B. Lee.

The Chair then introduced Professor John H. Finley, of Princeton University, to preside over the symposium of five-minute addresses upon

“Work, Workers, Aims, Methods.”

Professor J. H. Finley—Mr. Chairman, Ladies and Gentlemen: My part in this symposium is like that of the leader of an orchestra—to keep time and indicate when the different players come in and go out. I am, then, to play the part of leader. You may think there is very little analogy or fitness in the metaphor, in comparing your work to music, but that is because you are so near that you do not appreciate how musical your work really is. You remember the story of the man who went up in the tower in Amsterdam to hear the chimes, but the clank of the wires, the clatter of the wooden gloves which the operator used on the key-board, and the clangor of the bells, prevented him from hearing any music. But that music was heard in exquisite harmonies out over sea and land. So the work you are doing does not seem very musical, perhaps. It may seem to you a matter of tame drudgery but it is making music in the hearts of others.

The symposium of five-minute addresses continued as follows:

I.

How the Poor May Be Helped to Help Themselves.

1. ORANGE BUREAU OF ASSOCIATED CHARITIES.

BLEECKER VAN WAGENEN, PRESIDENT.

Orange extends greeting to-day to all other societies and fellow-workers who are endeavoring to "help the poor to help themselves," and hopes for a better acquaintance and more active co-operation in the future.

The Orange Bureau of Associated Charities was founded in 1879. Some years later it was re-organized and adopted what are known as charity organization principles, means and methods for helping the needy. It also undertook to develop co-operation among societies, churches and individuals, and to improve conditions among the poor. We own a commodious charities building, centrally located and conveniently arranged for the administrative part of our work. We furnish offices in it for the overseer of the poor of the city of Orange, the Children's Aid and Protective Society, the Ladies' Committee on Public Sanitation, and the Record Ambulance Committee. It is intended as a charities headquarters, and contains an assembly room seating about 150 persons, for public meetings, &c. We have all necessary facilities for investigations, an extensive registry containing 7,500 records of persons and families dealt with; a workroom for women; a woodyard, having an annual output and sale of about 20,000 barrels of kindling wood and over 100 cords of grate wood; a lodging house, connected with the woodyard, for tramps and homeless men; a provident savings fund for wage earners, especially for those who at some time have applied for aid, with regular weekly house-to-house collection; and we act as an employment bureau, finding places for men and women out of work. We have four trained, paid workers, two men and two women, whose whole time is given to our work, besides several other employes connected with the various departments. This equipment is used intelligently and sympathetically by our experienced office staff, and with the active co-operation of other societies, institutions, churches and individuals, which has become quite general, we are now help-

ing the poor to help themselves, in all material ways, pretty effectively.

But as we review our work and see that much of this helping has to be done over and over again with the same families and individuals, we realize that a good deal of our work, though necessary and useful, is very temporary and superficial and lacking in permanent beneficial results. So we have learned that merely to help people to obtain what they require for the daily need, even by their own exertions, is not enough. It falls short of the true ideal of helping others to help themselves. We must try to build up character, arouse ambition, awaken pride and self-respect and a desire for independence, improve capacity, and stimulate to personal activity and initiative. It is a slow and difficult work. The attitude and influence of the well-to-do people about us have much to do with our success or failure in this endeavor, as much of our work lies with that part of the community as with the poor. There is plenty of latent charitable impulse among our people, but also much lack of comprehension of what true charity means and what it demands. There is willingness to give but too often indifference about the results of giving. We have to carry on a never-ending educational campaign, by the diffusion of knowledge of cases and conditions, by personal influence, by public meetings, by printed circulars, reports, newspaper articles and the like. And we try to keep this great aim ever in view—to develop, and not repress by too much negation, the charitable impulses of the well-to-do and kindly people, and to cultivate and illustrate the true spirit of charity, which, knowing the worst, still hopes for the best; which has faith and patience and courage, and can impart these qualities to those who lack them, and which endureth all things and never faileth.

2. SOCIETY OF ST. VINCENT DE PAUL.

JAMES SMYTH, PRESIDENT OF THE PARTICULAR COUNCIL,
TRENTON.

The Society of St. Vincent De Paul, of which I am a member, was originated in Paris, in 1833, by a young layman, Frederick Oznam, then twenty years old. Actuated by pious impulse, he gathered around him a class of young men, con-

genial in spirit and motive, and formed the first conference of the society, taking as their model the life and works of St. Vincent De Paul. The aim and object of the society was the spiritual advancement of its members by the performance of works of charity in the alleviation of the wants of the worthy poor, making it the duty and privilege of its members to visit the poor in their homes, to learn thoroughly their trials and necessities, both physical and moral, and by loving aid to solace their miseries.

Other conferences were soon formed, until the principal cities of France were supplied. Then the society crossed to England, Ireland, Scotland and Wales ; then to Canada, Australasia, South America, Central America, Africa, China, Austria, Egypt, Germany, Belgium, Holland, Switzerland, Spain, Denmark and the United States, where we have four hundred and seventy-five conferences, thus making it almost universal. Though Frenchmen were the founders of our society and made the rules to govern and guide it, their ideas are in perfect harmony with our own conception of self-government—a member anywhere is a member everywhere. While no charity is foreign to our society, the principal work is amongst the poor. The widow and orphan struggling for existence have the first claim on us. The aged, the sick and abandoned children are relieved, and often the wayward youth is reclaimed. In the large cities the almshouses, prisons, penitentiaries, reformatories, hospitals, &c., are visited by the brothers, who render the inmates such help and assistance as they find necessary in each individual case.

A conference may be established where there is work for it to do and material to form one. Where there are several conferences in a town or city they are united by a Particular Council, composed of the presidents and vice-presidents. Conferences meet weekly, to hear reports of investigating committees who apply for relief. A free discussion is permissible and majority rule is the order. Quarterly meetings are held, when all the conferences of the town or city assemble, when each conference, through its secretary, makes a detailed report of its work—amount received and disbursed, number of families on relief roll, number of persons in said families, situations procured, or any work of charity performed that might be edifying or ex-

emplary to the members, but always withholding the names of the one receiving or the member giving.

No active member of our society can receive any salary or recompense for services rendered. Our resources are mostly alms received from the charitably disposed—sometimes in the poor boxes in churches or directly by members, or from charity sermons, lectures, bequests and interest from same. In this city we have four conferences and about forty members. It has been here about forty years, during which time it has rendered incalculable help and assistance to Trenton's worthy poor. There are three classes of membership, active, contributing and honorary, all of which may attend the general or quarterly meetings, but active members only attend the conference meetings. The total number of conferences throughout the world is estimated at about 5,800; active members, 9,500; honorary, 100,000. As receipts and disbursements vary according to exigency, it is impossible to give a correct estimate of receipts and expenditures. All money received is expended for charitable purposes, except about five or six dollars a year, which is used to maintain the society.

Our Trenton conferences reported to the Superior Council for the past year, 40 members; families relieved, 32; number of persons in said families, 69; total number of visits made, 1,163; money received, including balance carried over, \$1,480.51; expenditures for groceries and food of all kind, clothing, shoes, fuel, tuition, rent and board, &c., \$1,225.42; leaving a balance for this year of \$255.09.

3. THE WOODBINE COLONY.

H. L. SABSOVICH, SUPERINTENDENT.

The organizers of this conference have suggested to me to give you a brief description of how we help our proteges in Woodbine to help themselves.

Our Aims.—The Baron de Hirsch fund, of New York City, an organization composed of most prominent persons of the Jewish faith in New York and Philadelphia, called to life by the forced immigration into this country of the East European Jew—the Russian, Galician and Roumanian—have founded Woodbine with a three-fold purpose in view: Firstly, to relieve the

man—the co-religionist suffering from the most barbarous persecutions ; secondly, to prevent the increase of over-crowdiness in the large cities, if not to drain the so-called Ghetto of New York and Philadelphia ; and thirdly, to instill in the immigrant the true American spirit by providing him, and particularly his children, with the best American schools, and good, healthy, housing facilities ; by giving to the hungry the possibility of earning a decent living, to the homeless a home.

The Realization of the Aims.—Did the trustees of the Baron de Hirsch fund succeed in their undertaking ? As a sociological experiment, to be followed by practical philanthropists as well as by the earnest students of the various problems resulting from the modern urban conditions of life, Woodbine has not disappointed them. This is best shown by the following figures :

In 1891 Woodbine represented a tract of 5,300 acres of waste land, covered with scrub-oak, stunted pine, intermixed with black and white oak. Three or four tumble-down structures sheltered a population of 10 or 12 railroad employees. Ten years passed. Thanks to the liberality and wisdom of the trustees of the de Hirsch fund, to the beaver-like activity of the population, to its industriousness, frugality and perseverance, Woodbine in 1901 became the manufacturing, agricultural and educational centre of Cape May county.

The maltreated, down-trodden, despised subject of the Russian tyrant, of the haughty nobility of Galicia, and of the ruined Boyars of Roumania, in ten years, under the protective wings of the American Eagle, was redeemed for humanity, became a producing, useful member of society, and thankful, devoted son of the country which has adopted him.

The Result : (a) Woodbine Industries.—At present Woodbine offers employment to about 385 persons, in its three two-story brick factories. The average weekly wages in these factories for the year 1901 were \$7.30, and the average yearly earnings of a family were \$675, higher than the average throughout the country, which is about \$500.

(b) Housing Facilities.—The factory population is housed in 175 single and double frame cottages, containing five to eight rooms and a cellar. Only 14 houses are owned by the fund, and the balance of 161 by the people. The industrial Woodbine is a small town of home-owners ; out of the 161 private

houses (not the funds), only 23 are rented ; the balance of 138, or 79 per cent., are occupied by the home-owners ; about 70 per cent. of the houses cost from \$575 to \$1,000, and about 30 per cent. over \$1,000 each. This total estimated cost of these houses is about \$157,450, of which amount about \$58,200, or about 37 per cent., has been paid off up to date.

How Homes are Acquired.—A home, especially when it is owned by them, is a great civilizer of our people ; therefore, it is our policy to induce the newcomer to acquire a home. The Woodbine settler does not need to own great capital ; only a willing hand to work. The first \$25 saved can be invested in a home, and when \$100 are paid in the purchaser gets the title to the house and lot, and gives one or two mortgages on the balance. The monthly installment payment varies from \$3.75 to \$8 on houses which cost under \$1,000, and a one-tenth yearly payment in monthly installments on houses which cost over and above \$1,000.

A Few Fundamental Principles.—Every able-bodied man, child and woman who wants and needs work finds it. There are no idlers, no drunkards, no criminals among the Jewish population of Woodbine ; the records of the county will testify to this statement. The Jew and Gentile of Woodbine equally share the advantages of earning a living in the tailor, knitting and machine shops, or in the brickyards, which produce about one million bricks yearly, mostly used up in Woodbine. The fund does not dispense individual charity, while being very liberal in providing employment and education for the people. Every cent gotten by anyone in Woodbine is through labor. This was and is the fundamental rule of managing Woodbine. The Woodbine philanthropy is demoralizing neither the giver nor the receiver. Work is the basis of making a living here, and through labor ennobled our people are being redeemed.

Educational Woodbine.—We believe that the school is the best factor in Americanizing the foreigner. It helps not only to assimilate the young, but through the young the old as well, and therefore, the fund has never spared any means to keep up as good a public school system as possible. We have at present four public day schools, containing nine rooms, partly graded from kindergarten to high school, with a school population of about 300 ; there is a night school attended by 50 to 60 boys and girls of school age, who are obliged to work in the factories ;

and finally, there is an agricultural school, principally for boys, though out of the 110 pupils 15 are girls. In the last school we give not only special instruction in natural science as well as in the applied, which concern farming in its diversified aspects, but also a general English education, as a great majority of the pupils are newcomers not familiar with the language. We give them also a practical training, so that after leaving the school the graduates are able to occupy positions as farm help, assistant managers on farms of a general character, or in dairy, horticultural, poultry establishments, &c.

The agricultural school is thoroughly equipped with textbooks, library, physical and chemical appliances, collections of soils, fertilizers and seeds; with a dairy building, where the students are taught the handling of milk and manufacturing of butter and cheese; with a small herd of twenty-five head, cow stables and other outbuildings of a modern type, though built of cheap material; several greenhouses for educational and commercial purposes; incubator and brooder houses; and several poultry houses; and finally, with a blacksmith and wheelwright shop, where the boys are being taught handling of tools and repairing of agricultural tools and implements. All the plumbing and heating are attended by the boys. A farm of about 270 acres is attached to the school; 125 acres are under cultivation, on which the boys are taught to raise all possible field crops, truck and fruit.

The *religious* education is not neglected either. There is a synagogue, a Baptist church open to all Christian denominations, a Jewish religious and Sabbath-school, and a Christian Sunday-school.

Agricultural Woodbine.—The Industrial Woodbine presents a very good market for the products raised on the farms surrounding the town. There were laid out originally sixty-five farms, the greater part of which are occupied and worked. The farms consist of two sections, of fifteen acres each; a five-room dwelling-house and cellar and several outbuildings belong to each of these farms; also a fruit orchard of about three acres, and a grapery of about one acre; the balance of the improved land is being devoted to small fruit, forage crops and truck.

Social Life.—It is well known that the tendency cityward is occupying the minds of the students of practical sociology. Among other causes of this movement is the dullness of social

life in the country. You cannot expect that the young people of the villages and small towns should be satisfied with work alone ; they need sensible recreation, mental food. To retain the young people in Woodbine we are endeavoring to develop social organizations for people of all ages. Once a week there are public lectures (accompanied by stereopticon views) on different topics given by the faculty of the agricultural school ; socials are given occasionally ; amateurs give theatricals ; sometimes professionals are invited ; besides literary clubs we have a girl's physical culture club, and a volunteer fire company. There are two beneficial orders represented in Woodbine—the Ancient Order of United Workmen and Brith Abraham ; there are also the Woodbine Brotherhood, Women's Aid Society and a Free Loan Association, to help the sick and members temporarily in need on account of sickness, &c. Our people are also learning to govern themselves. Though Woodbine is a part of Dennis township, a village improvement society has been formed lately, which organization has taken into its hands the sanitary conditions of the town, such as the removing of garbage, cleaning of the streets and vacant lots. This work requires certain expenses, and the people have consented to be taxed for the purpose.

Conclusion.—In conclusion I would say, that while Woodbine is not isolated from the rest of the world, it nevertheless represents a unique community of great interest to the social worker. It is not populated by "individuals connected with inherited or acquired habits of co-operation, or by political or social traditions, or by inter-related and inter-dependent crafts." Though the majority of the people are Jews and have in common their religion and certain racial traits, they nevertheless represent the different cultures and customs acquired from the people among whom they were raised, and only "by suggestion, by careful guidance and temporary assistance" we have tried to supply "the essentials of a healthful, expanding, self-supporting and self-perpetuating communal life."

4. OVERSEERS OF THE POOR.

HARRY L. BARCK, HOBOKEN.

It affords me great pleasure to speak of what can be done by overseers of the poor to help the poor to help themselves. It is a question I have been battling with for many years, but I have not overcome the difficulties. It has been said that grief is better mastered by one who has it than by one who has not. It is the same with poverty. Pauperism is increasing in Hoboken as elsewhere. We have no organization of volunteers to help us. It is left to the overseers of the poor in our population of sixty-five or seventy thousand. There is no one else. I think it is necessary to inspire the applicants for relief with the need of depending on themselves, and that can be done only by volunteer work. While we issue our poor relief orders, a great deal is done to improve the surroundings of the poor. About half of the money expended is for coal orders, and a great deal for deporting people and for buying clothes and furniture. We help people by giving them a start, and it has been satisfactory on various occasions, but we have plenty of work still, and I hope that from now on we shall have the help of the united charity organizations of the state.

5. NEWARK FEMALE CHARITABLE SOCIETY.

MRS. J. H. KNOWLES, PRESIDENT (READ BY MRS. MARTIN R. DENNIS).

The Newark Female Charitable Society, as its old-fashioned name implies, traces its genealogy through many generations. We who know its honorable record believe it possesses the wisdom of age, with the enthusiasm and adaptability of youth.

The society was organized January 3d, 1803, "for the relief of poor and distressed persons," in what was then the village of Newark. Its work has kept pace with the growth of the city, and from the few hundred dollars expended the first year its disbursements have reached nearly \$10,000 yearly.

The administration of its affairs is vested in a board of fifty-five managers, each one of whom actively participates in the work of the various committees.

The underlying principle of the society's work is expressed in the motto carved upon the corner-stone of its industrial building—"The truest charity trains the poor to help themselves."

In accordance with this principle, the society gives gratuitous relief only in cases of necessity, where the beneficiaries are, through illness or other misfortune, unable to work for their own support. Its industrial departments carry out the same principle.

In the laundry, women are trained to do such work as will secure for them good wages. A mid-day meal is served at the small price of five cents for the laundry women. In the sewing school, kitchen, garden and cooking school, children are taught household helps and economics; the savings deposit teaches them habits of thrift. The Crazy Jane Society, distinct from the Female Charitable Society, yet closely allied to it as a most helpful auxiliary, carries on a kindergarten and day nursery for the children of women who go out to work for the day. They also give sewing to about one hundred women, who call for it weekly and take it to their homes. During the summer every family in the care of the society and many others are given an opportunity for a day, or one week or more, in the country, through the Fresh Air Work, and health, hope and happiness beyond our power to tell are dispensed to hundreds of little children and sick persons. The number of families directly under the care of the Relief Committee is about two hundred, but the number reached through the various departments of our work is fully one thousand.

This society is not only charitable and philanthropic; it is also distinctly religious. One of the requirements of its constitution is that the moral and spiritual uplifting of its beneficiaries shall be considered first in importance. No form of religious faith is insisted upon, but every one in touch with its influence feels that the motive of its service is "the love of Christ constraineth us." There is little of "institutional charity" in its work. *The personal touch* is its aim and its power. Every beneficiary is known personally by some member of the board, and every family is personally visited. In the weekly Mother's Meeting, besides instructions in sewing, helpful talks on practical subjects are given, including fresh, earnest Bible teaching, with devotional singing and prayer.

The society will celebrate its centennial next year, January 3d, 1903. We hope by that time to raise an endowment fund, the interest of which will support and enlarge our industrial work, leaving the direct relief of the poor still to the care of our yearly subscribers. We are glad to believe that among the many blessed ministries of the ever-extending spirit of Jesus, the Newark Female Charitable Society holds a place of growing interest and efficiency.

II.

Caring for the Poor in Almshouses.

1. NEWARK CITY ALMSHOUSE.

MRS. JOSEPH C. SHARWELL, MATRON.

The proper care and support of those unfortunates who, through misfortune or adversity, become a burden on society at large, is a question that should interest every intelligent person. From time immemorial, organized society has undertaken this duty. The Scriptures say, "The poor ye have with you always," hence, it is a problem that confronts us at the present day, and will continue to present itself to us so long as human nature exists.

In ancient times the almoner was an officer whose duty it was to manage and distribute the alms of the house. By an ancient custom, all monasteries were to spend at least a tenth part of their income in alms to the poor, and all bishops were required to keep almoners. At the present day, as we are all aware, the various municipal authorities provide by taxation for the wants of the indigent and infirm of their respective communities, and the liberality which is shown in the care of the poor unfortunates by the authorities speaks well for the benevolent instincts of society at the present day. In the almshouse of to-day, the aged and infirm of both sexes who are unable to sustain themselves are provided with a home and the necessities of life. As it is the custom to accommodate both sexes under the same roof, the necessity of having a matron in charge, as well as a male superintendent, is at once apparent.

I have been asked to submit a paper, defining the "Duties

of a Matron," and shall endeavor to give a brief synopsis of the principal duties of a matron. It is a position that is by no means a sinecure ; for the matron who would be a success must devote her entire time and energy to the management and care of the institution.

The word matron is derived from the Latin and signifies "mother," and truly the matron of an almshouse should be a mother in the full sense of the term, and possess all the characteristics of one. She should feel a mother's or a sister's sympathy for the unfortunates that the vicissitudes of life have confined to her care ; she should be prepared to tender a mother's advice and sympathy when required, and even as a mother's influence pervades the well-regulated home, so should her influence pervade the institution and soften the somewhat rigid discipline sometimes required in an institution of this character.

The successful matron should above all things be a good business manager ; she should both study and practice economy in its broadest sense, and in this way, with the allowance at her disposal, should provide the very best food that the appropriation will permit of. Like the mother of a well-conducted household, she cannot take things for granted, but must personally oversee all the details of the kitchen and dining-room, to insure that all the important work of these departments is properly executed, and that none of the inmates are favored at the expense of the less fortunate, who, by reason of incompatibility of temper or for other causes, might be discriminated against.

The successful matron should possess consummate tact and diplomacy in dealing with the various traits of character and disposition always to be found in institutions of this kind, the inmates of which usually are advanced in life, and, to use a modern expression, are very cranky. It will often devolve on her to be the arbiter in disputes arising between the inmates, and this is by no means one of the easiest duties of the position. The enforcement of strict discipline is absolutely necessary at all times, but care should be exercised lest it be carried to the extreme of harshness.

In the Newark City Almshouse, of which I am matron, we have at the present time 226 inmates, of which 75 are females, 146 males and 8 children. There are 4 epileptics, 8 cripples and 7 feeble-minded. It is the matron's duty to look after the women's underwear, skirts, dresses, sheets and pillow-cases ;

also the men's overshirts, which are all made by the women. This work is done by the inmates, not, of course, without some diplomacy on my part.

When a person enters the institution, if a female, I take charge of her. The woman is taken to the bath-room and given a bath by an attendant, and is furnished with an outfit of clothing; her clothing is sent to the sterilizer, to be thoroughly disinfected, and from there to the laundry. If, in my judgment, she is clean and neat about her person, she is sent to a room with others of that class, as I find it necessary to classify them in this way, and I then inform her what will be expected from her in the way of work. Some of the inmates not being able to do the heavier grades of work, such as washing and scrubbing, are given light work, such as attending inmates in their rooms, who are too feeble to take care of themselves, others being put at sewing, mending or other light work.

On Sunday, all who are able are obliged to be up at 6 o'clock. They air their beds for one hour, wash and change their clothing, and are ready for breakfast at 7 A. M. After breakfast, the women detailed for that work, wash the dishes, while others make the beds and put the rooms in order, and all are ready for church service, held in the chapel at 8 A. M. to 12 M., both Protestant and Catholic services being conducted. Dinner is served at 12 o'clock, and the inmates are permitted to visit each other in their rooms from 2 to 4 P. M. Supper is served at 6 o'clock and all lights in rooms are required to be out by 7 o'clock.

Monday is wash-day, and all the washing is done by the men by machines in the laundry, and the clothes carried out to the women in the yard, who hang them up. This is the general wash-day. Every day after breakfast the women wash the dishes and scour the knives and forks and scrub the tables.

On Tuesday morning the inmates do their own private washing, all who are able, and those that are not able have someone detailed to do it for them. In the afternoon they do the ironing, and after the clothing is sorted and those that require mending are sent to me, I give them to the women selected for that portion of the work.

Wednesday is general scrub day throughout the institution, the women scrubbing their own quarters and the two dining rooms. Thursday is visiting day, and on this day we also

have church services from 2 to 6 P. M. On Friday the inmates bathe and change their clothing.

We have no paid help, with the exception of two engineers. I have frequently been asked by persons interested in this class of work how I succeeded in getting so much out of the inmates, so that the inmates do all the work of the institution, and render it self-sustaining as far as the element of labor is concerned. In reply to such, I would say that the key-note of success in the management of an institution of this kind is a feeling of kindness and sympathy for the poor unfortunates. They should be made to feel that here they have a home in the truest sense of the word. Then they will be willing to bear their portion of the work, and, like members of a family, will realize that they have a personal interest in its welfare. We sincerely appreciate the kind interest shown by our philanthropic friends in our institution, from time to time, and to them would say, in the language of Him who had not a place to lay His head: "Verily I say unto you, it is more blessed to give than to receive."

2. BURLINGTON COUNTY ALMSHOUSE.

MRS. G. F. HARBERT, MATRON.

The Burlington county almshouse farm (containing over 400 acres) was purchased by the county in 1799. Before that time the poor of the county were boarded out with farmers for a small compensation. In the year 1800 the first inmates were received. In 1849 a small addition was built for insane persons. About the year 1854 the board of freeholders concluded to build a wing for the insane, or incurable insane, that were in the Trenton asylum chargeable to our county—about thirty patients being removed. There have been as many as sixty-five insane inmates at a time in the insane department of our almshouse. Some time in the eighties a water plant was built, providing the building and farm stock with the pure water of the Rancocas.

Since the new insane asylum has been built (1901) the insane we formerly had have been removed to it, thus reducing our average from 250 to 175.

Of the 175 inmates now yearly sheltered here we have very

few not decrepit through old age or weakened by disease, hence their labor, however willing, cannot materially lessen the amount of work that must be done. We have an attending physician, but no hospital and no nurses. What nursing is required must be done by just what material we can find in the institution ; but when death brings release a Christian burial is given.

Several are able to sew carpet-rags, after weaving which we find many places where a strip of new carpet can be used advantageously. We think carpet made of home-served rags wears better, and at any rate it gives occupation to those who otherwise would possibly find time to meditate over days gone by, when the future held brighter prospects than the present has fulfilled. Our washing is done in the old-fashioned way, with tub and board, with hot water to be carried from furnace kettle, heated by wood-fire. We have several who do the mending after clothes are ironed.

We have services every Sunday at 11 o'clock, in the chapel. The inmates seem to enjoy these thoroughly.

The part which was formerly occupied by the insane is now fitted up for the use of the inmates of the almshouse. This part is heated with a hot-air furnace; the rest, however, depends on wood fires and one or two coal stoves. Our lights are kerosene. Just consider what an item of labor this means—fuel to carry, ashes to remove and lamps to be kept in order, in a building which would prove a veritable death trap in case of fire.

Considering our primitive building and lack of modern conveniences, our inmates are quite comfortable and generally happy.

3. MORRIS COUNTY ALMSHOUSE.

DR. CLIFFORD MILLS, PHYSICIAN.

Those of you who have visited our almshouse will know that we have practically new buildings on the ward plan, the ward on the top floor being the hospital where sick are cared for. We have a most excellent matron and warden. We get along very well together, which makes it easier than it would be if we had to have our duties pointed out to us. I make visits twice a week and buy the medicines. We have no regular nurses. The nursing is done by inmates, and if we get major surgical

work it is sent to the hospital at Morristown. The freeholders make an arrangement to that effect. One of my duties is to see that the house is kept in a good sanitary condition. Alms-houses need a great deal of ventilation—more than most other buildings. A good many of the people in them are not capable of taking care of themselves, and it makes more work for the matron and doctor.

III.

Caring for Dependent Children.

1. NEW JERSEY STATE BOARD OF CHILDREN'S GUARDIANS.

SEYMOUR H. STONE, SUPERINTENDENT.

Between four and five years ago a commission was appointed by the Governor to investigate the condition of defective, delinquent and dependent children. This commission recommended establishing a State Board of Children's Guardians, and in March, 1899, the Legislature passed a bill authorizing the appointment of such a board. The board is composed of seven members, two of whom are Roman Catholics and two of whom are women. The three members of the commission are now members of the board.

There are four points in our work that I wish to emphasize—

1. *Our placing-out system* of caring for dependent children. After inspecting the different systems all over the country and consulting with experts in child-helping work, the board decided to adopt the placing-out system as the best and most economical.

As soon as an overseer of the poor commits a child to an almshouse, it is his duty to notify the State Board. An agent is sent out to investigate the case, and, if no worthy parent or relative is found who can give the child a good home, the State Board places it in a private family. A child is not placed in a family until the family has been thoroughly investigated and visited by an agent. After a child is placed we are required to visit it quarterly. Monthly reports are received from school teachers and quarterly reports from pastors. We place children at board, paying \$1.50 per week and furnishing clothes. Older children we are able to get into free homes—that is, homes with

people who will give them their board, clothes and schooling free of charge. We are also able to place children for adoption.

2. *The law requires us to place children in families of the same religious faith as their parents.* This we strictly adhere to.

3. Although we are the legal guardians of all children who come into our care, *we are always ready to discharge a child to parents or relatives who can give it a good home*, first, of course, making an investigation to satisfy ourselves on this point. In fact, we search for such parents or relatives, not only to benefit the child, but to relieve the county, city or township of expense as far as possible.

4. *The economy of the placing-out system.* I give these illustrations: For one month we cared for 222 children, at \$1.29 each per week. These figures include board, clothes and medical attendance. It must be remembered that, in making this average, we include those children placed in free homes as well as those placed in homes at board. Eight children from one city almshouse were supported by us at the rate of \$1.09 each per week. The highest we paid was \$1.93 per week for a single child from a certain township. For another town, having six children in our care, four in free homes and two in boarding homes, the cost was at the rate of 62 cents each per week. Another county, which cares for its poor in an almshouse at the rate of \$3.30 each per week, has its eleven children cared for by us at the rate of \$1.12 each per week.

Since the board was organized we have been interested in 1,128 children. We have in our care to-day 320 children, about one-third of whom are in free homes.

2. CHILDREN'S AID AND PROTECTIVE SOCIETY OF THE ORANGES.

A. W. ABBOTT, AGENT.

Our society was organized February 3d, 1899, and was incorporated April 8th, of the same year. The object of the society is to care for poor children and to prevent cruelty to children. Placing out is the best part of the work. When I came to Orange, in February, 1900, there were 35 cases on file, the society having been in existence one year. The work had been done by volunteers and the board of directors, with the co-

operation of the bureau of charities. Up to the present time there have been 160 cases. Some of them need no further work, owing to the fact that the society is able to compel parents to do what they can to support their children. We have secured co-operation from our police justice, who, I might say, is in entire sympathy with our work. He does what police justices rarely do—that is, he requires from the society proof positive about the case after the agent has investigated it. Thus, when the case is heard, our police justice knows the facts of the case and can determine by that knowledge what ought to be done. We rarely are compelled to ask a justice to commit a man or woman to prison. Out of the 160 cases on file I believe there are not more than twenty whom the justice has sent to prison. Some of the twenty had had sentence suspended, and are practically looking after their children.

During the year 1901 I collected from parents, by order of the court, \$1,600, which has been given to the wives, or paid out by the society for the support of children in families, at \$1.50 per week. We have co-operated with the Orange Orphan Home. I believe there is none better. The children there who are practically without parents or friends have been placed out in private homes either for adoption or at service. We have placed many incorrigible boys in the Sacred Heart Industrial School.

In 1901 we co-operated with other societies in supporting Fresh Air Work, and in July and August we had in summer homes, for a two-weeks' vacation, 247 men, women and children. We have secured an ordinance prohibiting the sale of liquor to children under fifteen. We have also put a stop to selling cigarettes and vile candy drops to children.

3. SACRED HEART INDUSTRIAL SCHOOL.

REV. THOS. J. MORAN, DIRECTOR.

In the plan of Catholic charity towards destitute boys there are three grades. First comes the orphan asylum, where the good Sisters devote their lives to the care and instruction of the little ones from infancy to the age of twelve. Then, when the boy has outgrown their rule, he is transferred to the Industrial School, or Protectory, where, under a discipline suited to his

years, he is trained for a life of usefulness and honor in the world.

After four or five years another step is necessary. The ambition and self-reliance, on which is based all success in life, begins to assert itself, and he longs to take his place among men. To restrain him would be to crush his manhood, and, perhaps, leave him ever afterwards a dependent. On the other hand, to turn him out would be to render void all that had been done in his behalf. No matter how proficient he may be at his trade, the general employer will be only too ready to take advantage of his years. The wages he commands could never support him respectably, and he would be forced to have recourse to the cheap lodging houses, where the bar is a necessary adjunct and only the vilest of companions are met with. To save him from such dangers the Working Boys' Home is provided for him, where, for a nominal board, he is cared for and continues to enjoy the advantages of a healthy discipline.

It is my privilege to address you briefly on the second of these grades, as manifested in the Sacred Heart Industrial School at Arlington. Our institution is not a reformatory, but is primarily for the care of orphans. If a boy enters as wayward through the neglect incidental to the loss of his parents, his reformation is worked rather from the example of his companions than from a severity of rules. The wayward boy whose parents are living is seldom if ever accepted, and when he is, it is only on condition that his expenses are fully paid. We have two reasons for this. First, it is, to say the least, a sin against society to free parents of that most sacred duty—the care of their children—and to throw the burden on a charitable institution. Again, there is absolutely no hope of doing anything for such a boy. His parents are sure to submit to his will in a few weeks; he is withdrawn and his last state is worse than his first.

Our methods of discipline, then, do not take into consideration the subjugation of the wayward, but the happiness and welfare of the good. The rules are such as might govern any well-regulated family, and it is the object of everyone in authority to make the institution a home in the purest sense of the word. There are no walls; once a month the boys who have gained a passing average in their class-work are permitted to spend a day at the homes of relatives or friends, and in good

weather the visitors to the country about Arlington may meet groups of little fellows who will look them bravely in the face, answer questions respectfully and give every indication of a training equal to that which the best parental care could bestow. That such boys are happy goes without saying, and that their happiness is the basis of rapid advancement in both class-room and trade-school is even as evident.

Their book-work covers half the day, while the other half is spent in the shops. In both departments the best teachers procurable are in charge. There is no attempt at the higher branches of education, though a thorough grounding in reading, writing, arithmetic, geography and composition fosters a taste for further study in after life.

As far as the shops are concerned, they not only teach industry, but have no small effect in developing the mind. In fact, it is this quality alone that recommends them to us. They are not a source of gain to the institution; indeed, we are more than satisfied if the income from them covers the expenses of the teaching staff.

At the very latest, a boy is ready to leave us in his eighteenth year. Through a systematic shifting from one machine to another, he has by that time a thorough knowledge of his trade, and would be quite competent to oversee a whole factory.

Annual graduation exercises are held on Labor Day at the school. Each graduate receives a double outfit in clothing, and \$25 is deposited in bank to his credit. As an incentive to thrift, a prize of \$25 is given the following year to the boy whose bank account is largest.

Even this meagre outline of our method will show the immense amount of good that is possible in our work. Of course, there are drawbacks and difficulties, the principal one of which is the interference of relatives. But a very small portion of the boys committed to our charge are left with us long enough to complete the good that we began. The children are at the mercy of wretched relatives who, abandoning them in infancy, claim them when they are reared.

It is true that a home is far superior to the best institution for a child, but not such a home as they offer. Case after case comes to our notice of children who are thus taken from us being thrown out on the world as soon as it is found that they are of no material value to these interested relatives. From

such outrages we hope for relief some day ; in fact, it has already begun in the commitment of children to our care through the State Board of Children's Guardians and the Children's Aid and Protective Society of the Oranges. It would be as easy for other societies to serve us by assuming control of the boy, and making us responsible to them only, as it is for these two corporations. I commend my difficulties and my hopes to the conference.

4. CHILDREN'S HOME SOCIETY.

REV. W. W. KNOX, D.D., DELEGATE.

We have been organized seven years. We are a charitable society, depending not on state appropriations, but doing our work as economically as we can. We have received 725 children, who are no longer dependent on the state. The society has found entrance into every county, and in its 214 local boards it covers the state. Our selection of Christian homes is approved by the local board, who receive and place the children, preferably for adoption, where the parents are required to receive and treat them as children, and to guarantee that they will take care of them in the best way and give them a true place in the home.

In the seven years, \$41,565 has been contributed for this work. Of the children, 156 have been adopted. We represent a constituency of 483 life members and 5,113 annual members. Last year we had two applications for children for permanent homes for every child that we could give. We are trying to secure a temporary home, to be known as the McKinley Memorial Home, because of the fact that President McKinley, all through the life of the society in Ohio—for this is a national society—showed the deepest interest in it and was its president at the time of his death. We have received contributions for this home amounting to \$5,781, of which \$1,400 has been paid in.

IV.

Caring for Defectives.

1. STATE INSTITUTION FOR FEEBLE-MINDED WOMEN AND GIRLS.

HON. B. F. LEE, PRESIDENT BOARD OF MANAGERS.

The Home for the Care and Training of Feeble-minded Women at Vineland, a state institution, has existed since 1888, and has cost the state, by direct appropriation, approximately about \$40,000.

On January 31st of the present fiscal year there were cared for 119 patients. One hundred and one are supported by the state and by parents or guardians; 9 from the State Board of Guardians at \$1.50 per week; 9 sent by the Governor for which no compensation is received; 27 of them are epileptic.

It is likely, Mr. President, that there is no other charity, if it may be called a charity, unless possibly that of the care of the hopelessly insane, that can make a more forceful and earnest appeal to the tender sympathy of the people of this state and their representatives than that of the care and training of the feeble-minded women and girls within our borders. It is hard enough, God knows, for a girl without means but with her mind, to make her battle for life in this world—but a *girl* without means and without a mind! Not only from the standpoint of a common human sympathy, but for the state, from an economic standpoint, which those who are familiar with the conditions will appreciate, does it become important that they should be under the *fostering care* of the state. A little calculation in arithmetical progression, or, more familiarly, compound interest, and it will not be difficult to determine the results without this control, which brings me promptly to a few suggestions as to their care and training. Of course, in the five minutes allotted to these discussions, it is not possible to give even an outline of the methods employed and which are necessary and needful for their proper care and training. But as it involves, first of all, an institution fitted to this purpose, commodious, well-appointed, and a board of managers for the same, it occurs to me to say that it is vital that these boards should

be composed of persons (men and women, possibly) who are qualified in a business way for the work—persons who have a full sense of their responsibility, of their duty to the state and its wards, and, indeed, to themselves, with the willingness and courage to discharge this duty. The composition of these boards should be entirely free from the influence of partisan politics. It should be strictly and wholly non-partisan, or, if necessarily partisan, then bi-partisan. Under no circumstances should party politics weigh one atom with the appointing power in making up the *personnel* of these boards. *In the main*, I am glad to say this has been the policy in this state. Then, the superintendent should be selected upon the same lines. No consideration whatever should be given as to whether the candidate belongs to this party or that, but only to the question of fitness for the position. Only a thoroughly-skilled, practised and competent person should be selected for so important and responsible a position. So much pertains to the welfare and well-being of these unfortunates, these shattered divinities—for they are of God as are we—that it seems to me that this view of the matter must be clear to all who will give to the subject a moment's consideration.

It has been for years the good fortune of the State Institution for Feeble-minded Women to be so favorably situated as to its superintendent. And I want thus publicly to bear my testimony and that of the board of managers to the invaluable services of Dr. Mary J. Dunlap, the superintendent and medical director of the institution.

Further, having made choice of a superintendent, then that official should be left free and untrammelled by outside influences, political or otherwise, to select the subordinates (teachers and instructors) as are in his or her judgment best adapted to the work. Much better is the skilled superintendent fitted to make such selections than persons not familiar with the conditions, and, indeed, much better than the board of managers itself.

This plan being adopted, it follows, of course, that the superintendent is to be held directly responsible for the safe-going and well-being of the establishment. For nothing could be more unreasonable than to hold to such accountability a superintendent or manager who is hampered or improperly influenced in the appointment of his subordinates.

It is not to be understood, however, that the board of managers is to be a mere nonentity. The managers should have a keen oversight and watchful care over the institution. It would be idle, in my judgment, to expect the best results from any other system.

This has been the plan in operation at the State Institution at Vineland, and its success and prosperous condition is the best evidence of the wisdom of this course.

Proper food and clothing, good water, good sanitation and physical exercise are necessarily important factors in caring for the health of the inmates.

The State Legislature has generously provided a gymnasium for the healthful bodily training of these girls. Their mental training is a problem of more difficult solution. It is not easy to classify them for instruction, for each case of mental deficiency is a case peculiar to itself, requiring not infrequently special and individual treatment, from which statement some idea may be had of the labor involved in this branch of the state charitable work. While it is not to be forgotten that these are feeble-minded, yet there are among them many who are susceptible to instruction and who respond readily to the mental drill and training. The progress they make on educational lines are most marked, and the improvement in their mental condition is most satisfactory.

Many of these at our institution are epileptics, and should be segregated and should not mingle with or find companionship with those not so afflicted. The state is providing a home for this class, and it is expected, when completed, that they will be removed from an institution intended for the feeble-minded simply.

While the services of the managers are without pay, it need not be understood there is no compensation. *No compensation*, can it be said, in observing the slow but gradual dissolving and scattering of the mists which envelop the minds of these people ; in discovering the first rift in the dark cloud, and to see the first gleam of the glorious sunlight of reason peering through the rift ; to see the first sparkle in the sparkless eye ; the first appreciative smile upon the lips of the heretofore expressionless face ? These pay for much labor. And we have reason to be proud of our state that she has made these things possible.

2. NEW JERSEY TRAINING SCHOOL.

E. R. JOHNSTONE, PRINCIPAL.

The New Jersey Training School for Feeble-minded Girls and Boys was founded in 1888, by Prof. S. Olin Garrison, who was its Principal until his death in 1900. Beginning with 7 children, it now has 88 girls and 166 boys, a total of 254. This institution is built upon the cottage plan, so that children of extreme grades are not gathered together, but are properly classified throughout the different buildings. The original 40 acres of land have been added to until there are now 170 acres, upon which are 16 buildings, including 9 cottages, a hospital, large barn, shops and manual training rooms. The school also has a fine assembly hall, seating over 600, in which are the school-rooms, band-room, gymnasium, &c. The income of the school is derived from state pupils, private pupils, donations and legacies. The State Legislature does not, and, under the constitution, cannot, make any appropriations for buildings, land, &c.

The object of the school is to reach and help those who, through feebleness of body and mind, are not able to take their places in the ranks of normal children. Our aim is to teach them what they ought to know and can make use of when they become men and women in years. Everything possible is done to maintain the home idea against that of the institution only. The spirit which must prevail, if anything is to be accomplished with this class, is one of loving kindness. There must be a keen appreciation of their weakness, and always encouragement, encouragement.

The training is designed to benefit all grades of mental deficiency. Beginning with the training of personal habits, dressing and undressing, &c. It includes calisthenics, special sense training, kindergarten and simple English work, music and drills, tailoring, dressmaking, shoemaking, wood-working, knitting, laundrying and all branches of housework, the care of cattle, horses and poultry, and the various forms of garden and farm work. There is also a department for the idiotic.

Entertainment must always hold a high place in the training of feeble-minded children. Practically nothing can be accomplished in any line of work unless the worker is happy. Play

properly guided is of great value. The habit of playing fair is a strong incentive to living fair. The playing of games gives the power to think and act quickly, to control, to judge and to will. All festival occasions are appropriately celebrated. July Fourth, Christmas, Easter, Thanksgiving, St. Valentine's Day, have their proper exercises. In fact, on every possible occasion we celebrate. Once a month we hold birthday parties, and all children born in that month are the guests of the others. Contests are held once each month. Children from the kitchen and dining-rooms, industrial shops and school are grouped in twos on the platform, each striving to wash dishes, make a bed, work a problem, heel a shoe, &c., better than his opponent, in a given time. Last summer the children camped about five miles from the school. Groups of about twenty stayed for a week at a time, sleeping in the tents, and rambling through the woods in the daytime.

With proper training many of the feeble-minded can be made self-sustaining under direction. There is a vast difference between being self-sustaining and self-directing. No matter what else we can teach our children, we are unable to give them *plain common sense*. If permitted to be at large in the state these children are in constant moral and physical danger. A large percentage of the epileptics, insane and imbeciles, the tramps, paupers and petty criminals who fill our almshouses, asylums and prisons, or constantly menace society, are the children of feeble-minded parents, and these children, in turn, if allowed to continue at large, become the parents of other degenerates.

3. COUNTY CARE OF THE INSANE,

T. L. M'CONNELL, SUPERINTENDENT ATLANTIC COUNTY HOSPITAL.

The privilege of founding and directing the management of hospitals for the insane under liberal conditions is accorded to the counties of this state. A number of honest and earnest men are giving much consideration at the present time to the study of ways and means of making county hospitals thoroughly efficient.

There is no greater menace to the perpetuity of such institutions than the evil influences of our ordinary and universal county politics, and the beginning of the end will be when and

where the position of caring for these public wards can and will be made a factor in the political contests of any county undertaking this important work. If there be here to-day any members of boards of chosen freeholders engaged, or who may be engaged, in this work, I would earnestly urge you, as you value the success of your enterprise, to prohibit, so far as you may be able, the introduction of political methods in your management.

As an object lesson on this line, let me say that in Atlantic county this principle has been strictly adhered to. As the superintendent of that county's asylum, I take pride in saying that I have never been required to engage for any position a single employe at the solicitation or demand of any member of that county's board of chosen freeholders; nor do I engage an employe who is a resident of the county unless his or her own personal standing is of the best, and entire freedom is assured from entanglements resulting from politics or friendships. This practice leaves the superintendents in entire control, and, at the same time, wholly responsible. The employe knows that his tenure depends upon conduct and the performance of duty.

The county system can be made as beneficial to those directly concerned as any other. Because of the naturally limited number of patients confined in a county institution, the responsible head is brought daily and constantly into close personal contact with his patients. He knows intimately their physical condition, becomes acquainted with their needs, sees promptly the mental changes, has the entire control of all restraint, and, finally, knows the many incidental and minor details of management. Therefore, the daily requirements of the patients may be well understood, and detailed care may be given to each personality. This close personal attention, essential to the success of every hospital, can, I believe, be better given in a small institution than in a large one.

Again, attendants are brought under a closer and more authoritative supervision. If inclined to be derelict, they have less chance to be so in the smaller institution. Asylum work can be materially improved by improving the character and efficiency of attendants, and I would urge, therefore, a concerted movement for the weeding out of unqualified attendants and for the adoption of some method to keep them out of the asylums of this state. At present the salaries paid for this

work are not calculated to interest men and women of brains and ambition, but the time will come when it will be thought best to raise the standard of the attendant by raising the standard of pay.

In the smaller institution, the interested head, if he is interested, can and should personally oversee the condition of the clothing, the bedding and every other thing pertaining to the sanitary condition of the premises, and more especially to the food. Where a superintendent sets a high standard on these lines, and personally sees that his standard is maintained, he may be raising his per capita cost, but, I believe, he is hewing closer to the line of public duty. I do not know what is done elsewhere, but in Atlantic county there is but one class of goods supplied, and that one class is served to the asylum committee, to the superintendent's family and to the worst patient in the institution. Personally, I have no sympathy with the idea or practice of trying to keep patients cheaply, and make no effort in that direction, for it cannot be done without detriment to our charges in some essential way. We cannot give something for nothing. I am happy to say that careful and intelligent economy, with full sufficiency, seems to be good enough for our little county. Because of the closer touch between the will and its execution, all of these features can and should be accomplished in a well-organized county asylum, as well, if not a little better than in the large and overcrowded institution, such as are nearly all state hospitals.

The greatest menace to the permanency of county care of the insane seems to be the danger of deterioration of management, which may result from the evil of politics, as before mentioned, or from negligence on the part of the county authorities, from an over-confidence on the part of such authority, in the integrity of the superintendent, or from an improper supervision of the details by the superintendent. But, so long as the best men are directing this work, as long as county pride remains a factor, political influences barred, and honest business principles prevail, I can see no reason why county asylums should not be successful.

If there are any friends here from counties that are keeping their insane in and on almshouse lines and deriving the benefits of the state provision, you are not meeting your moral and statutory obligations, and you should not complain if the State

should refrain from giving you the assistance that organized counties are entitled to. I trust the interchange of views at this conference may tend to correct this evil and error.

I want to mention one of the beneficial results of the establishment of the asylum in Atlantic county, and that is the comfort and pleasure afforded both patient and relative in the facilities for frequent visitation. While some patients are woefully neglected in this matter, there are many who have weekly intercourse with kind and loving hearts, a consolation little understood by those having no intimate knowledge of the circumstances, and one which is largely denied by the expense of reaching the state hospitals.

4. CAMDEN COUNTY HOSPITAL FOR THE INSANE.

CHAS. F. CURRIE, SUPERINTENDENT.

Cleanliness and Discipline.—It is an old and true axiom that “cleanliness is next to godliness.” If there is any place where a strict observance of cleanliness should be adhered to, it is in public institutions, whether it be college, hospital or prison, or in fact, in every building where any considerable number of people are domiciled. Cleanliness is healthful and is conducive to economy and good discipline. An institution or a person in it that is not clean cannot be in a perfectly healthy condition; neither can an institution that is not clean be run economically. Show me an institution that is not clean, and I will prove to you that that institution is not being managed as economically as it should be.

Good discipline cannot be maintained without cleanliness. Wherever uncleanness in an institution or prison is permitted, there will be found a lack of discipline as well as extravagant management. One of the best examples of cleanliness and discipline may be found aboard of an American war ship when in commission. There is not another navy in the world where cleanliness and discipline on the war ships is maintained in such a high degree as it is on board of ships in the American Navy. In making an assertion such as this, I speak advisedly, as I have been on board of ships of about every nation that maintains a navy.

It is no easy matter to have perfect cleanliness in an institution. It cannot be had by any haphazard arrangement. A

system for cleaning must be established and that system adhered to without any relaxation. In our own experience at Blackwood we have sometimes felt like relaxing a little, especially when we have been short of help, but when we recalled the fact that to relax for once, perhaps, meant that we should have to do the same thing many times again in the future, we have adhered strictly to our system.

The successful management of an institution depends entirely upon the ability of the one selected to manage it. If he is economical, is cleanly and has the tact to enforce discipline, he will be successful, providing he is not hampered too much by committees and boards. It often occurs that an institution is miserably managed on account of divided responsibility.

There should be but one head in the management of any institution. When once selected he should be given full power to manage in his own way and be held strictly responsible for every act. If he should prove derelict, then he should be removed, but as long as he proves faithful to his trust he should not be disturbed. The longer one remains in such a position the better is he fitted to manage.

It frequently happens that a manager is handicapped in his efforts to keep his institution clean by having a building that has been poorly planned. In naval parlance, the building might be compared with a ship where too much attention has been given to fitting up the quarters for those who live in the cabin, and not enough attention to the comfort of those who live in the forecabin.

Those of us who have been connected in any way with institutions are more or less familiar with what is known as institution odors. These odors may be attributed to one or all of three conditions, viz., an unclean building, an unclean population in the building, or a poorly-ventilated building. To overcome these odors many resort to commercial disinfectants, which sometimes prove more nauseous than the odor itself. If a building is well planned and well ventilated, there is no better disinfectant than soap and water strenuously applied. If you will pardon a personal allusion, I would say that in our own little institution we do not use more than ten pounds of commercial disinfectants in a year, and this principally during house-cleaning time, in a diluted form, to wash the walls.

If a manager of an insane asylum would organize and utilize

the force over which he has control, there need be no trouble in securing plenty of help to keep his building clean. During our experience we have learned that fully fifty per cent. of our patients can be induced to perform labor of some kind, and that by exercising some patience, those afflicted with the worst form of dementia can be taught to do some one thing, and to do it well.

This fact was suggested to us by Dr. Howard, of the Rochester State Hospital, N. Y. We can always learn from each other. One of the best ideas we ever got in connection with the economical management of our institution we got from one of our patients. It has been the means of saving us thousands of dollars.

In closing, I would say that if a system of cleaning and cleanliness is once established and adhered to in any institution, the management will soon find that not only his help, but the patients, will soon conform to his ideas.

5. STATE HOSPITAL FOR THE INSANE AT MORRIS PLAINS.

B. D. EVANS, MEDICAL DIRECTOR.

The State Medical Society, organized in 1776, was the real body in which the movement originated for the founding of an insane asylum in New Jersey. The first legislation was a joint resolution of the two houses, in 1839, in favor of such an institution [Trenton]. The institution at Morris Plains was first proposed to the Legislature in 1868-9, being completed and opened in 1876. The people at large supported the measure, and on the hills of Morris, in a most beautiful spot, was erected one of the most magnificent structures of its kind in the world. It is a tribute to the broad-minded men and women who put behind their thought their intellectual force and support. The hospital cost two and a half million dollars, and has cared for more than six thousand insane. A second building was opened November 20th, 1901, capable of caring for four or five hundred more.

The question has been asked here how we can get good nurses for the insane. That problem we have solved in part by establishing a training school. Until you do that, and until you see that your nurses are *properly* trained as nurses—not to be mere housemaids or chore men—you will not succeed. Let them understand that they are in a work that is professional. A

hospital for the insane is a medical institution, and should be presided over by a medical officer. A physician because he is a physician is not necessarily the only man who can look after an institution, but in a medical institution where there is derangement of mind, and where the basis of the disease is more difficult to determine than almost any other form of disease, it is especially essential that the chief executive should be a physician.

Charlton T. Lewis—I would like to make some inquiries of the last speaker, as there is no man in the state better able to give information on certain points. Is the apparent increase of insanity, as shown by statistics, chiefly due to a real increase of insanity, owing to the tendency of our habits of life and conditions of civilization, or rather is it due to the discovery, by our modern methods, of a larger number of the insane and bringing them into institutions? Second, I would like to inquire of Dr. Evans whether his experience shows that the improved methods of treatment of the insane have, to a material and determinable extent, increased the proportion of recoveries among those afflicted with insanity heretofore regarded as incurable.

Dr. Evans—The thoroughness with which statistics are gathered to-day may, in part, account for the increase in insanity in proportion to the population. I am inclined, however, to think that another part of the increase is due to the large influx from the Old World of people who are already of unsteady mental make-up; whose mental equilibrium is so delicately poised that they have not determined just what they ought to do. They have strayed away and come to the New World, where they think that money and work are plenty. When such people find that they must face competition, and that the brightest and most energetic go to the front, and that people without energy, and brain and force, fall behind, they are discouraged and become insane. I think the increase of insanity is due largely to immigration, as well as to more precise methods of getting statistics. But there is a perceptible increase of insanity.

I am of the opinion that the improved methods of treatment and management of the insane have very decidedly increased the percentage of recoveries. Statistics show that in our institution, with 1,400 patients of all classes, with every form of insanity known, the percentage of recoveries runs up to 31. That used to be an extremely good rate of recovery in private institutions.

I would like to have this conference take some notice of the matter of crowding into our institutions the convict insane of the state. That is a matter not to be passed over by this body. I have called attention to it in annual reports. Dr. Ward has also done so, and the people have cried out about it all over the state, but it seems to me that we must put forth some efforts to prevent it. The daughters, sons, wives and husbands of people of character and reputation who may be suffering from this affliction are often forced to go to a state institution to be treated. Into this institution are brought convicts who sham insanity, or who are actually insane. From jails and the state prison they are put right into the wards of the state hospitals. I think that is a thing that we should pay earnest attention to.

6. STATE SCHOOL FOR THE DEAF.

JOHN P. WALKER, SUPERINTENDENT.

It is estimated that there are in the world to-day a million of people who are totally deaf ; a million of human beings to whom the singing of the choristers of the wood, the droning of the bee, the purling of the brook, the joyful cadence of the human voice, the whole incessant hum of the ebb and flow of life, is lost.

They belong to a class, the education of which was scarce attempted until within the last hundred years. In the year 1789, a small school, in which gesture was used to convey ideas to the children, was opened in Paris, and at about the same time, a school in which speech alone was used, was opened at Leipsic, in Germany. These were the first efforts to collect the deaf and to teach them in classes. During all the centuries preceding this period they were regarded as on a par with the idiotic and insane, and as incapable of being educated. They existed in a condition scarce above the brute creation, with minds wholly undeveloped, with but feeble sense of judgment, usually without vocation ; a disgrace, so considered, to their families, and objects of commiseration to all. Nor was this all, for, ridiculed and abused by evil-minded persons, their worst passions were aroused, and from harmless imbeciles they were frequently developed into scourges to society, and the felon's cell too often closed their sad careers. When they escaped this, it was frequently to be consigned to that scarce less pitiable condition—a charge upon society in the nearest almshouse.

It was soon found in the European schools that the education of deaf children was not only possible but easily accomplished, and that when time and well-directed effort was expended upon them they soon acquired a good use of language; that when this was acquired, communication with the hearing and speaking world was established, and by it they were elevated from a condition of the most total ignorance to that of intelligent human beings.

The first school in the United States was founded at Hartford, in 1817, and this has been followed rapidly by others until almost every state in the Union has at least one school, and the total number in the country is upwards of a hundred.

Until 1882, the deaf of New Jersey were educated in adjoining states. In that year, however, the Soldiers' Orphans' Home, on Hamilton avenue, in Trenton, being no longer of use for the purposes for which it was built, was transformed into a school for the deaf, and at the present time it contains a hundred and forty children. The plot upon which it is erected is one of about eight acres, and upon this there are, besides the large administration, school and dormitory building, a fine industrial building and a well-equipped hospital.

The school is divided into three departments, an advanced, a secondary and a primary, and in these the child is given the elements of a good English education. Every child is taught all the speech possible, and the instruction is directed especially to fitting him for the every-day affairs of life.

In the industrial building there is a complete gymnasium, where lessons are given daily in physical culture, the instruction being carried out upon the grounds in the form of games, whenever the weather will permit. Beside this, extreme care is taken in everything conducive to their best bodily welfare, and as a result there is uniform, excellent health among the children.

As trades, wood-working, printing, shoemaking, half-tone engraving, dressmaking, millinery and embroidery are taught, and a proficiency is obtained in these that enables the child to make a comfortable living after it leaves us, the greatest importance is attached to the industrial training of our children, and it is begun in the kindergarten, in very simple mechanical work, immediately that the child has entered with us.

A well-equipped hospital, trained nurses and a skilled physician insure the best of care to our charges when sick, and every possible provision is made looking towards sending our graduates out into the world educated, self-sustaining and law-abiding men and women, to become members of society in no-wise inferior to the best of those around them, possessed of every faculty.

V.

Correctional Work.

1. THE STATE PRISON.

SAMUEL F. STANGER, M.D., PRESIDENT BOARD OF INSPECTORS.

The business affairs of the State Prison are ably managed by E. J. Anderson, the supervisor, under the appointment of the Governor of the state. None better could be found. Always at his post of duty, he carefully manages the business of the institution to the credit and welfare of the state and the comfort of the inmates and officers of the prison.

The discipline is under the care of the principal keeper, Samuel S. Moore, and his deputies. The health of the convicts is a remarkable feature. In a population of 1,228, in 1899, there was a daily average of but thirty-five sick in the hospital. In 1900, with 1,119 inmates, there were only five deaths, and, what is still more remarkable, when a few weeks ago smallpox made its appearance it was confined to one case. When it is considered that nearly 1,100 were in close proximity to contagion, it is a great wonder that the disease did not become epidemic. Certainly, no institution of similar character can show a more excellent condition, and this was owing mainly to the wholesome, wise and skillful sanitary regulations devised and faithfully carried out by Drs. Mackenzie and Brewer, the prison physicians. We are confident that the New Jersey State Prison is, with respect to sanitation, surpassed by no like institution.

In regard to its penal character, whilst we hold that punishment for crime should be inflicted upon the criminal, we also hold that the reformation of the perpetrator of the crime should not be overlooked. To effect this desirable result and to save the offender to a better and more useful life when discharged, and the community from further menace, the authorities have wisely and justly appointed moral instructors or chaplains. Rev. Dr. Maddock, who for years filled some of the best pulpits of the Methodist Episcopal Church in this state, ministers to the Protestant element of the prison. Rev. Father Aloys M. Fish, of Trenton, conceives the faith of the Catholic Church. Both of these divines labor earnestly to effect a radical change in the

lives of those who come under their care. This they do by visiting the convicts in their cells when opportunity offers, and on the Sabbath, in the chapel, endeavor to lead their hearers into a better life. The harmony existing between these clergymen is commendable. Losing sight of dogmas, they labor in unison to reform the prisoners, and we are glad to know that their efforts are not altogether in vain.

The employment of the prisoners is a very necessary factor in the successful management of a penal institution. If a criminal has nothing to do but sit and think, he is liable to, and often does, become hopelessly insane. The hours, days and years pass very slowly indeed, unless he has some labor to perform that will require his attention and thought. We are sometimes implored by the prisoner to give him work, and we invariably do so when we have room.

The space inclosed by the prison walls is well covered by the necessary buildings, scarcely sufficient ground being left for exercise. The board of inspectors has recommended from year to year that additional ground be taken in, that we may have sufficient room to store coal and enlarge some of our workshops and other buildings. The grounds occupied by the State Arsenal, which adjoins the prison grounds, or a part of it, could be turned over for the use of the prison, but those in power seem slow to accede to our recommendations.

A few words as to the parole law, that first came into operation in the year 1891. The keeper of the prison, in his report for the year 1901, recently issued, presents the following statement on this subject: "Under this law there have been released on parole a total of 427. Of this number eight have returned, or only 4.21 per cent." From that statement it would seem that the operation of the parole law has been very beneficial to the state.

2. PROSECUTORS OF THE PLEAS.

HON. JAMES S. ERWIN, HUDSON COUNTY.

For one constantly engaged in the prosecution of criminals, it is a pleasure to find that there is a body of people who really take an interest in those whom the law seems theoretically to condemn and punish. It has been my daily practice for years, in connection with my official duty, to come in contact with

what I thought was the worst element in society. As a young man going into the high office of prosecutor of pleas in one of the first-class counties, I formed the opinion that society was worse than I had thought possible, and I found myself growing harder against the class that usually appear in the criminal courts. But I found that there was a class who came before the courts who, whether guilty or not, deserved sympathy and all the consideration that the state could give them. This was the class of juvenile offenders. In Hudson county, out of some twelve hundred criminals a year, who are brought before the courts, probably one-third are children under sixteen years of age, who are surely criminals because of their acts, but whose acts are due to their environment, the poverty of their parents, their miserable homes. They are children who are sent to gather coal on the railroad tracks, and who are taught to steal linchpins, brass bushing and other things lying around, which are taken to the receivers of stolen goods and sold, the money being turned in to support the family.

I was shocked and horrified, at about the end of one year of my term, when I found this condition of things, and we endeavored to see if we could not remedy it by suspending sentence in the case of these youthful criminals and getting some kind-hearted person to take an interest in them. The field was canvassed at a meeting of a number of gentlemen, including Associate Justice Fort, of the Supreme Court, through whose efforts, in great measure, in 1900, there was embodied in the law a provision for a probation officer. A probation officer was appointed for Hudson county, in whose hands these juvenile criminals, mere girls and boys, who had no supervision before, were placed. He was directed to keep track of them and make them report to him weekly, and so some check was put upon their progress in crime.

But when we find that young boys and girls are started along their pathway in crime by the influence of their parents, it brings to mind certain other requirements that should go along with this probation law, one of which is the juvenile court—juvenile courts such as they have in Boston and some other cities, where these younger criminals may not even be brought in contact with older criminals. There should be not only juvenile courts, but there should be a place of detention for juveniles alone. In Hudson county we have police stations, and we

have places of detention where children are held till they are tried, but we all know that these jails in their interior arrangements are such that boys and younger men are not separated from older and hardened criminals. Then there should be separate places of confinement for boys and for girls. There is a law on the statute books—I think of 1900—whereby these youthful criminals may be sent to a place of detention for them alone, provided a place of confinement has been founded in the county. Since the probation officer began his work in Hudson county there has been a decrease of at least fifty per cent. in juvenile crime.

3a. THE RAHWAY REFORMATORY.

CHARLTON T. LEWIS, LL.D., CHAIRMAN EXECUTIVE COMMITTEE.

It is a long time since I have heard anything of greater interest than the remarks of Inspector Stanger and Prosecutor Erwin. They represent the traditional form in which the State deals with those guilty of crime. Mr. Stanger, a chairman of the board of inspectors, comes representing an institution founded before the State itself, which is coeval with our civilized society and built for the purpose of inflicting vengeance—punishment—upon those who have sinned against the law. Mr. Erwin is a representative of our system of penal law and holds an office instituted for the purpose of making sure that when one offends against that law vengeance shall be inflicted. And yet, both gentlemen have shown us how the modern spirit of humanity and the ancient spirit of Christianity have been at work on these institutions, so that they feel that it should be the work of humanity not to punish, but to save, men who are guilty of crime. I put it to you whether it is not desirable that the old system should be swept away altogether, and that the institutions into which are to be placed those who have been guilty of crime, shall be planned, built and conducted for the one purpose of saving those men ; that they shall be conducted on the plan of rescuing the men from themselves and their criminal purposes and the punishment which they have deserved ?

It is with this spirit that the Reformatory at Rahway has been planned. For twelve or thirteen years we have been struggling to get it. It was opened October last. At the end of four

months 82 young men were confined there, each of them under the indeterminate sentence, the principle of which is that when a man has offended against the law we shall not try to find out how much of penalty he deserves, and inflict that measure of penalty in suffering, but if he has shown a disposition to offend against the law, we shall take him and put him in confinement until it is safe to let him loose, and we will bring to bear upon him every influence which we can devise in the light of science and morality, and in the light of Christianity, to bring about a reformation in his character. And just as soon as he shows himself fit to be released and able to become a trusted citizen, we will let him go, help him with a start and bid him God-speed in his career.

That is the principle on which the Reformatory at Rahway is organized. Those are the principles on which we are trying to administer it. I want you to look at this change in the system of penal law. It is not merely a new thing. It is a revolution in the entire system. It represents a facing about of the state in its attitude toward offenders. It represents a change in the way offenders are to be dealt with. We believe that every offender, until he is hardened—and when he is he should be shut off from human society—has in his heart a basis of humanity, some human motives still, an opening for divine grace through which he may be reformed. We have so many instances proving that this is a possibility that we believe in taking hold of every such man and making the best of him. The plan is to bring to bear on these men every influence which human ingenuity or divine power can devise, to try to help them out of the pit into which they have fallen and save them, and set them on the level, where they shall be able with us, and we shall always be able with them, to lift our hands together to the skies and say, with their lips sounding with ours and their hearts rising with ours, "Our Father who art in Heaven."

3 b. RAHWAY REFORMATORY.

THOS. MILBURN GOPSILL, SECRETARY COMMISSION.

Many people do not understand the objects and designs of the Reformatory. The principle on which this institution is organized is by no means a new one. It has been in successful

operation in New York, at Elmira, since 1876 ; at Concord, in Massachusetts, since 1884, and in many other states for shorter periods. The principle denies the correctness of the old idea that so much punishment should be meted out for so much crime. The civilized world no longer believes in that idea. The new theory and practice has enacted into a law a better purpose as the object of criminal treatment.

Society is to be protected from the criminal first of all, but this protection is to be through the reformation of the criminal rather than through his incarceration as a punishment. Through these new methods the wrong-doer is returned to society when there is a strong probability that it is safe to do so without regard to punishment, whether little or much, and without regard to the particular crime for which he may have been imprisoned. Whenever any prisoner will live in liberty, without prejudice to the welfare of his fellow-men, then he is entitled to liberty, and *not till then*.

The Reformatory, therefore, has been established for the purpose of reforming those who have been improperly formed as to habits and character. It must begin where the parent, the church and society have failed. Its design, in brief, is to give everyone within it a chance to rehabilitate himself ; to give proper schooling ; to teach industrious and honest habits, and by all possible means to advance his material, mental and moral interests.

The sentences to the Reformatory are indeterminate, which places the period of detention for any prisoner practically with himself. He can, without very great effort, secure his conditional release in one year, and his absolute release in a year and a half from the date of his admission.

Numerous complaints are made by incoming prisoners that pleas of "guilty" are often extorted from them, though innocent, by threats on the part of prosecuting officers, that if such pleas are not made the accused will be sent to prison for a long term, while if they are made the prisoners will be sent to the Reformatory for a short period, which is usually stated as from three to six months. If, in addition, the court officers were required to forward to the Reformatory a copy of the testimony, given in all sworn admissions of guilt, the superintendent would have authentic information concerning the crime, and would better understand how to deal with each particular case.

Some prisoners have been received at the Reformatory on six or seven indictments, for essentially the same crime, including assault and battery with intent to rob, breaking, entering, larceny, and receiving, all of which were parts of one crime, the maximum of the cumulative sentence being twenty-four years. A sentence of one year, in jail or prison, for the crime committed in the specific case mentioned, would be deemed sufficient. Small crimes should not be burdened with half a dozen indefinite sentences, through the ingeniousness of the law officials, who have in view a bill of tax costs for each sentence.

Prisoners are often brought to the Reformatory after lying in jail several weeks after sentence has been passed upon them by the courts. Each day in jail adds to the degradation of the young man sentenced for the first time, and makes the work of regeneration all the more difficult. There can be no reasonable excuse rendered why any sheriff cannot deliver a sentenced prisoner to the Reformatory within three days from the time of his sentence.

The understanding of the law is that loss of citizenship follows conviction and sentence to a penal institution for a felony. When the time arrives for them to assume the duties of citizenship, they find that they cannot become citizens in reality without great publicity, much trouble and considerable expense.

A number of judges have a mistaken idea concerning the kind of prisoners to send to the Reformatory, and have confined their commitments to boys just over the age which permits them to the Reform School at Jamesburg. Any man under thirty years of age who has, so far as known, been convicted of a criminal offense for the first time, ought to have a chance given to him to re-establish himself in the world. Every man leaving a prison carries with him the stigma of a felon. It is impossible to escape it. But a sentence to a reformatory or a reform school does not necessarily burden the man with any odium. The helping hand is eagerly offered to its paroled inmates, and if the young man tries to show that he wants to be an honest man, he finds friends and assistance everywhere.

4. STATE HOME FOR BOYS.

IRA OTTERSON, SUPERINTENDENT.

While we have been unable to find any public document or other record of its establishment, or the cause leading to its abandonment, we have it upon reliable authority that late in the forties, or very early in the fifties, work was begun on a "House of Refuge" at Kingston, N. J. After the work of erection on the building had progressed to the second story, public opinion was so strongly opposed to the idea that work was suspended, the project abandoned and the building demolished about 1852 or 1853.

We find an act authorizing the establishment of a reform school in and for the county of Essex in the year 1857. Whether the present "Newark City Home" is the outgrowth of this act we cannot tell.

In his message to the Legislature January, 1865, Governor Joel Parker gave strong expression to the need of a place other than prison or jail, where youthful criminals might be kept and at the same time escape contact with older and hardened criminals. This led to the appointment of a commission to consider the needs, to examine the provision made in other states, and make recommendations as to what should be done, which in turn led to the passage of an act to establish "The Reform School for Juvenile Offenders," which act was approved April 6th, 1865. At the session of 1900 the Legislature changed the name of the school to "The State Home for Boys."

A board of control consisting of Governor Marcus L. Ward, Chancellor Abram O. Zabriskie and Chief Justice Mercer Beasley, and a board of trustees consisting of John D. Buckalew, Anthony Reckless, Samuel Allison, Nathan T. Stratton, Danial Haines and David Ripley were appointed. A farm of 490 acres was purchased near Jamesburg, the administration building erected, and Rev. Luther H. Sheldon, of Westboro, Mass., was appointed superintendent during the year 1866. The old farm buildings were utilized, so far as possible, for the needs of the institution.

The first boy was received July 6th, 1867. The formal opening took place October 29th. Hon. Edward W. Scudder made the opening address, while prominent citizens of New Jersey,

besides some from other States, were present and took part. Twenty-six boys were received the first year. The family or cottage system was adopted from the start and has always been adhered to, a male and a female head, whenever possible a man and his wife, being placed in charge of each family. The schedule provided for work, school and recreation.

As superintendent, Mr. Sheldon, with the first board of trustees, did noble work in organizing the school upon proper principles. His resignation took effect April 1st, 1874, and James H. Eastman, of Middletown, Conn., assumed the duties, performing them with credit and success until his resignation, September 15th, 1884, at which time Ira Otterson, of Monmouth county, N. J., was called to the position.

The greatest number going out in any one year was 173, in the year 1900. To this date there have been committed to its care 3,499, and there have gone out 3,007, leaving on the roll at this date 402. During the year 1898 there were 148 received, the greatest number in any one year. When, because of worthy conduct, or for other cause, the board of trustees thinks it for the best interest of the boy, he is paroled, subject to return for violation of parole any time during his minority. When not unfitted by illness each boy is expected to perform some kind of manual labor six hours each day but Saturday, when a half holiday is usually given. The work is of a large variety. Each department is officered by a male or female head, who have for the time the care and instruction of the boys in that department. Except it be skilled labor, no hired labor is employed. Numerous trades are taught, and so far as possible everything for the need of the institution is made within its limits. This includes the making of bricks, and of late years the erection of buildings.

Each boy attends school three and a half hours each day, and by a faithful corps of earnest teachers, each boy is advanced as rapidly and as far as possible in an English education. Our teachers have far too many pupils each to do the most satisfactory work, yet good work has been and is being done, despite the large numbers. Our schools are the only schools in the state supported by public money, to which *no* pupil has *ever* been refused admission for the lack of room. We have always received *any* who were properly committed, no matter how crowded were our accommodations. Many here have the only

opportunity of schooling they ever have had or will get. We are frequently cheered by letters of appreciation for advantages here enjoyed by boys now grown to manhood. New Jersey has many reputable citizens whose only schooling in habits of industry and usefulness was gained in her reform school. The United States Government has had, and to-day has in its service on land and sea, many of our boys who have done credit to the Government they are upholding and to their Alma Mater.

5. STATE HOME FOR GIRLS.

HOWELL C. STULL, TRUSTEE.

The State Home for Girls was organized in 1871, under the name of New Jersey State Industrial School for Girls, for the purpose of caring for "neglected, wayward and criminal girls between the ages of 8 and 16 years." As the number of girls increased, additions were made to the original building until it contained accommodations for 126 girls, who lived as one family. The work, also, was necessarily done on a large scale. There was one kitchen, one dining-room, one sewing-room, one laundry and one school of letters. Consequently, there was no opportunity to give to the girls that personal, individual care and training such as is necessary to fit them properly for family life and its duties.

In 1898 it seemed wise to adopt the family plan. In August of that year the inmates were divided into two distinct families, the division being made according to deportment and the younger children being placed with those who were better disposed. A further division into three families was made possible by the erection of our new building, which was first occupied in October, 1901, by 28 honor girls.

In 1900 our State Legislature very wisely changed the name of our institution to that of State Home for Girls, which more fittingly represents its true character. As shown by the annual reports, an effort has been made to get away from the institutional idea. Family life has been emphasized in every phase of the work, and the aim has been to discover what position in life each girl could be best fitted to fill and then to prepare her for it.

With these objects in view, the following steps in advance have been taken year by year :

(1) In 1897 a reading-room was opened and furnished with choice literature, including the best papers and magazines for children and young people. This has been the means of turning the current of the girls' thoughts and conversation away from their past life and filling the minds of many with commendable aspirations. (2) The same year a large dormitory was equipped for use as a hospital. (3) In 1898 a uniform dress was adopted, which consisted of a navy blue cashmere dress for Sunday wear, and a neat blue and white striped dress, with white apron, for every-day wear. (4) The same year fire-escapes were erected, one at each end of the building, as a safeguard against possible accident by fire. (5) The division into two grades, which was effected in 1898, made it necessary to provide an additional kitchen, dining-room, sewing-room and school-room. This made possible the establishment of two grades in the sewing department and in the kitchen work, thus affording instruction for a larger number of girls. (6) In 1899 a fancy or art needle-work class was added as a means of appealing to their better natures and also furnishing another method of earning a livelihood. (7) In 1900 the grove between the buildings and the Philadelphia and Reading railroad was cleared of underbrush and furnished with tables, benches and swings, as a place of outdoor recreation and pleasure during the hot summer months. (8) The same year a dental chair was added to our equipment. (9) A locking system was also constructed on each hall of the building, by means of which all doors on the hall can be locked or unlocked simultaneously, a very great advantage in case of fire or accident. During these years other improvements were added to the buildings and grounds, all of which were calculated to add to the comfort, convenience and attractiveness of the Home. (10) The culmination of all these plans for the advancement of the institution was attained with the completion of the new building in October, 1901.

In the re-arrangement of the work, necessitated by this division, the scope and aim of the institution has been enlarged. We now have three kitchens. The girls in the cottage kitchen are known as the cooking class. Their work partakes more of the nature of family cooking. From them are selected those

who are sent out to service as domestics. We also have three sewing classes, which are graded according to efficiency. In the dressmaking class the girls are taught to cut and fit by measure. We have two laundries, in which all work is done by hand, thus fitting the girls for family laundrying. We have three schools of letters, in which the girls are taught the common school branches and are graded according to knowledge. In the advanced grade they are also taught art needle work one afternoon each week, including Mexican drawn work, Battenburg, honiton, knitted and crocheted laces. Specimens of their work were on exhibition at the Pan-American Exposition, and are now on exhibition at Charleston, S. C.

Our present number of inmates is 117. During the year 1901, 30 were received and 28 sent out. Their marks in deportment show very great improvement. The number receiving the highest possible marks during the year has ranged from 50 to 95 per month, or a percentage of the whole number ranging from 45 to 80.

VI.

Probation Work.

1. THE PROBATION OFFICE.

REV. WM. AIKMAN, D.D.

The probation office was created in this state on the 23d of March, 1901, by an act of the Legislature entitled "An act to provide for the appointment of probation officers and to define their duties and powers." The probation officer for Atlantic county was appointed by Judge Allen B. Endicott in January, 1901.

The intention of the office is to provide for a class of offenders whose first offence claims the benevolent consideration of the court. An offence has been committed, the offender has been convicted, the law must take its course and justice must be vindicated. Yet there may be such circumstances involved in the case as to make it entirely expedient to mete out the lawful penalty in such a manner as to protect the community and at the same time provide a way by which the culprit shall have

an opportunity to recover himself and become a useful and respected citizen.

To send an offender, even for a brief term, to prison makes him, on his entrance within the prison walls, an acknowledged criminal. He is clothed in prison garments, he is recognized as a convict, both by himself and by all who have knowledge of him. This is a blow to the prisoner's manhood and self-respect, and makes for him a tremendous obstacle in the way of self-recovery, while it puts in his way, in many cases, an insuperable barrier to honest employment.

The evident intention of the probation office is to prevent this if possible. The offender is given another chance. He has come under the penalty of the law, but the penalty is suspended for a time, which the offender fixes for himself by his subsequent behavior. He is not sent to the penitentiary or even to a reform school; he is not in a convict's clothing; he is allowed to go abroad as if he were innocent, providing for his own support or for the maintenance of those dependent upon him. It is within his power to prove his right to be again established in good citizenship.

This is sought to be accomplished by his commitment to the care of the probation officer. He comes absolutely under the officer's charge. By virtue of rules established by the court, he is to report himself personally, at stated times, or whenever a report is called for; he cannot leave the county or the state without the consent of the officer; he must avoid the use of intoxicating liquors; avoid the saloon where liquor is sold; refrain from evil companionship, and, in general, comport himself as a reputable citizen.

All this is done under the well-understood penalty of re-arrest and re-sentence if these rules are not strictly obeyed. The officer presents the hand of encouragement and kindness, but it is understood that within the glove there is an iron hand.

The probation officer presents a happy solution to the judge of what is often a perplexing question of law and of duty, both to the culprit and the community. The culprit is at liberty, and yet not free from penalty; he is under law and yet abroad, with an opportunity of recovery. The community is protected and at the same time is saved the expense of maintenance and care of a criminal.

The experience of the writer for the year during which he

has administered the office, vindicates its usefulness and beneficence.

Charlton T. Lewis, LL.D.—There is no office in the gift of the people of the United States which is more honorable, more self-sacrificing than that of a probation officer. I want you to listen to one, and I introduce Probation Officer Edmond, of Mercer county.

2. MERCER COUNTY.

PROBATION OFFICER EDMOND.

The number of probationers in Mercer county is 160, 18 of whom are colored. Of this number, 73 are under twenty-one years of age. They have been convicted or have pleaded guilty to almost all grades of crime.

Of the above total 26 have been returned to court and sentenced as follows: To the State Home for Boys, 14; to the county workhouse, 7; to the Rahway Reformatory, 3; to State Prison, 1; to pay a fine, 1.

Of the 14 boys who were sent to the State Home for Boys, 7 were of foreign birth.

Of the 26 who have been sentenced, *not one was a first offender.*

Almost all of the adult probationers have the costs to pay, reporting to me once a week for the payment of one or two dollars. Since September 21st, 1900, I have collected about \$900.

I could mention many cases where probationers have been benefited, but, as my time is limited, one or two will suffice to show that the probation law is a good one. The first case I will mention is that of a young man 24 years old, who was before the court on a charge of atrocious assault and battery. He is a single man, and previous to his arrest he was spending all his money for drink. This was in May, 1900. He was put on probation, and since that time he has not drank any intoxicants, and has bought and paid for two building lots.

Another case is that of a woman who was before the court on a charge of keeping a disorderly house. She was a drunkard, and her husband had been sent to State Prison for two years a few months previous to her arrest. She has a family of four children, and if she had been sent to prison the children would have been thrown on charity; but, on her promise to reform, the court put her on probation, and up to the present time she

has not drank any intoxicants and is taking good care of her children.

In many cases I have procured employment for probationers, and in all but one of these cases the men have kept their work and are well spoken of by their employers.

3. ESSEX COUNTY.

PROBATION OFFICER DOREMUS.

For two days of each week I am at the Court of Quarter and Special Sessions, collecting fines and costs and receiving reports. The balance of the week I am looking after the probationers, to see if they are obeying the rules of probation. I find the most trouble with boys from 16 to 21 years; I have on my record book to date, 206 offenders. Adults—male, 92; female, 8; boys, 16 to 21 inclusive, 81; girls, 16 to 21 inclusive, 2; boys under 16 years, 23; re-arrested on old charge, 15; arrested on new charge, 15; runaways, 25; total under my care at present, 143. Amount of collections to date is \$2,753.34.

4. THE COUNTY COURTS—ESSEX COUNTY.

PRESIDENT JUDGE ALFRED F. SKINNER.

I want to express my personal satisfaction and pleasure in seeing so large a gathering for such a purpose. I want to say, what perhaps few of you realize fully, as one whose position compels him to impose sentence upon many criminals in one of the largest counties in this state, that I entertain a feeling of personal gratitude towards all those who, like you, are engaged in benevolent, charitable and correctional work. How many, many times I lift up my heart in thanksgiving that there is in this state that sentiment for humanity that prompts so many in various ways to help save the criminal.

When I received the telegram this morning from the secretary of this conference, saying something like this, "Come to Trenton this afternoon; charties conference; take part in discussion on prohibition practice in Essex," I was puzzled, because prohibition is used commonly with reference to the liquor traffic, and there is no such practice in Essex county. But I

was puzzled only for a minute, as I realized that the mistake was the telegraph operator's, and that it was *probation* that was to be discussed, and I was relieved, for while I do not believe in prohibition, I do believe in probation.

The probation officer of Essex county has in his hands from 140 to 175 probationers every month. Some are going out of his hands, others are coming in ; so that number does not indicate the total for a year, but it gives you some idea of the number. The system is entirely self-sustaining. There is no cost except the salary of the officer, which is more than repaid by the amount of costs and fines collected by him. The system is not confined to juvenile offenders. Many adults of all ages and both sexes are on probation. I impress on him one or two things ; first, that he is not there simply to collect money for the county. The fine and the costs are usually a very important element in the punishment, but to collect them is not the main purpose of the probation officer. The main purpose is that he should be of help ; that he should give all the aid that the law intends to the first offender, and that he should, by exhortation and by personal influence, see what he can do to improve the characters of those in his hands, so that instead of being a menace they may become useful members of society.

I hardly agree with Judge Fort that punishment does not prevent crime. I venture to say that if Judge Fort could obtain a conviction in a charge of bribery at election, it would go far to prevent such practices as are too common in Monmouth county. I have known of cases where punishment has prevented crime. In a colony of foreign nationality, where often the knife is drawn in passion, I have had cases come to me. A short time ago such a case was before me, and on conviction was sent to the State Prison for two years and six months, and that conviction and punishment had a salutary effect on the community. No similar case has occurred for ten months.

But to return to the probation system and its value. The wife is sometimes the injured party ; her husband has beaten her. In such a case I hate to let the man go. If ever I could take pleasure in punishment it would be in punishing that man. But the punishment falls upon the innocent rather than upon the guilty—upon the wife and children dependent upon him for daily bread. They will suffer, and the woman pleads for him. In those cases where it seems to be at all proper.

such a man is committed to a probation officer, and I can say to the wife, "If your husband goes in bad company or takes up his old habits and abuses you and the children, you come to me, and under the operation of the probation law I can have that man brought back again and have him punished as he richly deserves." I can say to the man, "You are on good behavior, and if you are brought before me again there will be no mercy for you."

I know there are some who, even in this enlightened day of reformatory treatment, express the fear that we may rob the law of its terrors, and so lessen the deterrent influence upon others, but they forget that when we take a man who is not depraved or vicious, but who, under a passing impulse, yielding to some sudden temptation, has committed a crime in so unexpected a way to himself and others as almost to justify us in calling it accidental, and put him behind prison bars, to herd with the outcast, we run the risk of making of him, who might have been a useful member of society, a criminal. We may turn him out with an embittered heart, dulled conscience, ambition stifled and hope gone. Surely, by that method we have not protected society. We have but added one more to those who prey upon the community, one more to the heavy burden of vice and crime that society has to bear.

In this matter of probation we can safely make a distinction between the casual and the professional criminal. I have had to change many ideas as to the causes of crime. I have heard and read a good deal about heredity, but have seen mighty little of it. I have heard and read a good deal of the liquor traffic and rum filling our jails. I think that rum is over-worked as a cause of crime, and that the true cause, in the large percentage of cases, though intemperance plays a large part as an incentive to crime, is idleness and parental neglect. Upon the fathers and mothers rests the responsibility for crime. Fathers come to me with tears in their eyes, pleading for the boy who is before me for sentence. I do not believe there are many boys who would of themselves go wrong. It is some outside influence that has brought it about. The responsibility for allowing that influence to be exerted is upon the father and mother. Fathers say to me, "Won't you let my boy go; I am sure he will do better?" I reply, "Will *you* do better?" And many is the time I wish I could send the father to be pun-

ished instead of the boy. The boy is left idle and allowed to drift, to run wild on the streets and to play in the lots. That alone is not bad, but playing in the lots when he ought to be at school or at work is bad, and the responsibility for that rests on the parents. If an idle boy plays ball in the lots when he should be in school or at work, it is easy to send him for something to drink—"to rush the growler," as they say. From that to stealing rides on freight trains, and to stealing articles from the cars, is an easy step, and the first thing you know he is in the clutches of the law. When that young man or boy comes before me, I say society and the law cannot make any mistake if it reaches out a helping hand and says to him, "This way, brother, this way; take this rather than the one you have been on. On this road you will have to work, but you will have all the fruits of honest toil. On this way you will have to work, but you will have labor's crown of content. On this way lies not idleness, but labor, but with it a useful life and a happy home." To such as these let the law say, "Go, and sin no more."

5. PROSECUTORS OF PLEAS.

See page 53.

VII.

State Organizations.

1. STATE LEGAL AID ASSOCIATION.

MRS. JOANNA HARTSHORN, PRESIDENT.

The poor are surrounded by pitfalls that promise an easy way out of want and end in ruin. Among the worst of these are mortgage-loan concerns and shops that sell clothing, jewelry, &c., on the installment plan. But scores of agents, here a landlord or employer, there a brutal husband or dishonest wife, places the poor in the clutches of the law and beyond the reach of justice. The New Jersey Legal Aid Association was formed three years ago by a few women who realized the great necessity of providing the deserving poor with protection which they could not themselves purchase. It does work in all parts of the state.

To carry into effect the purposes of the Association, an office is maintained and an attorney employed, whose business it is to hear the complaints of all applicants, irrespective of nationality, color or religion. Frequently, all proceedings end with the investigation ; in some instances the complainant is found to have no claim ; in others redress is obtained through the simple demand for justice. The organization back of the attorney is a force that oppressors of the poor do not care to come in contact with. In the beginning of the work there were frequent complaints from employes against employers for non-payment of wages. Now there are few such cases. A more wholesome respect exists for the legal rights of the weak.

During the past year the Association has not only felt encouraged by the result in much good work actually accomplished, but by the acknowledgment it has received both from the judges of the courts and the board of trade. Such recognition awakened new interest in many and renewed the courage of those who from the first felt a determination to keep the Association alive until such time as the public would feel the need of it and give it their support. When that recognition came from the court and the board of trade, the Association felt there was no longer a doubt that it is needed and will be supported.

2. THE CONSUMERS' LEAGUE.

MRS. JULIET C. CUSHING, PRESIDENT.

Formerly, in all economic works, consideration was given chiefly to the production of wealth. Leading economists now lay stress upon "the influence of consumption upon production and the responsibility which this involves for society and the individual." A recognition of this principle has led to the forming of Consumers' Leagues. The first Consumers' League was established in England in 1890, and following is a statement of its motives and principles :

"This association is an attempt on the part of buyers to make it easier for buyers, who wish to do so to avoid injustice in their dealings. We recognize that each of us is responsible for the conditions under which work done for us is done, and that the employer is virtually powerless to improve these conditions so long as the customer persists in buying in the cheapest market, regardless of how cheapness is brought about.

"But no buyer has time to find out for himself what the conditions actually are under which those things which he purchases are made. He needs a sort of register. This register should be the result of systematic inquiry, should be kept up to date, and should contain the names of those employers only whose workers are proved to be receiving fair payment and to be working under fair conditions. To draw up such a register is one of the purposes of the Consumers' League.

"We are well aware that the task before us is a large and difficult one. We are taking it up in no spirit of animosity toward any class. Whether we succeed or not in doing any real good will depend upon the number who show their wish to deal justly by joining themselves to us and giving their custom to those whose names appear on our lists."

In January, 1891, the Consumers' League of the City of New York was established. It drew up the standard of a Fair House, to which standard it has adhered. This standard requires equal pay for work of equal value, irrespective of sex. The minimum wage for experienced adult workers is \$6; wages are paid by the week; fines, if imposed, are paid into a fund for the benefit of employes; minimum wage of cash girls is \$2; the hours from 8 A. M. to 6 P. M. (with three-quarters of an hour for lunch) constitute a working day; a general half-holiday is given one day of each week, and a vacation of one week with pay is given during the summer season. The sanitary conditions of work and retiring rooms are satisfactory, and humane and considerate behavior toward employes is the rule.

At the time the league was established only eight shops could be found put on the "White List." In January of this year (1902) forty-six names were on the "White List."

Our proximity to two large cities, New York and Philadelphia, has led many to feel that all has been done that could be required of them, if they have joined leagues in either of these cities. But, as Miss Bradford, of Whittier House, asks, in an article on this subject, "Can an ethical obligation be so easily discharged, or a moral duty so easily fulfilled? Has the state, in which we have our homes, under whose laws we live, and whose working people contribute to our comfort and happiness, no especial, no state demand upon us? In other words, do the New York or Philadelphia leagues contribute to the general good of clerks in New Jersey stores? Do they provide for the

comfort of women and girls in New Jersey factories? Are the sweat-shops in our state touched by the laws of New York?"

The necessity for a league in New Jersey was felt most strongly by those whose philanthropic and organized charitable work brought them into close relations with laboring people. Much sweat-shop work is done in New Jersey. There is no mercantile act to regulate conditions in stores where the hours are excessive. The abuses in the factories are many.

Much study was given to the subject by those aroused to a sense of its importance. Several meetings were held at Whittier House to consider it, and on March 2d, 1900, a meeting was held in East Orange, at which so forcible a presentation of the subject was given by Mrs. Florence Kelley, secretary of the National Consumers' League, that a league was organized that day, officers were elected and an executive committee formed, which should serve as a governing board.

James Graham Brooks, President of the National League, clearly expresses the object: "This is chiefly an educational movement; it is to teach us to want right things, rightly made; to teach us so to direct our buying that we may relieve the burden and the squalor of much of the industrial life by which we are served."

In the pursuit of its object and in the endeavor to carry on its work, enough has been discovered amply to justify the existence of this league of New Jersey. Conditions are so radically different that its methods must differ from those of the leagues in adjacent states, while its aims are the same. May the league not hope for and claim the loyal support of every resident of our state? Until it is thus sustained, results may be meagre, but when a sufficiently large number of consumers demand better conditions, the merchants will not fail to respond to the demand, and the enforcement of good laws, now on our statute books, but to a great extent ignored, will follow in response to this strong public sentiment.

3. STATE CHARITIES AID ASSOCIATION.

REV. ALBERT ERDMAN, D.D., MEMBER BOARD OF MANAGERS.

As a member of the board of managers of the State Charities Aid Association, the task assigned to me is simple and yet most honorable. This has fallen to me simply because it has been

my privilege to be connected with the Morris county organization, out of which the State Association sprang.

In the early part of 1881 the attention of a few of the citizens of Morris county was called to the conditions prevailing in the county almshouse, and particularly to the twenty or twenty-five children confined in it. A public meeting was called in Morristown, at which, after an address by Bishop Potter, of New York, an organization was effected under the name of the Morris County Charities Aid Association. One of the first fruits was the incorporation of the Morris County Children's Home. A large mansion, with some twenty-five acres of ground, was purchased by public subscription, the children in the almshouse were transferred to the "home," and its beneficent work has gone on till now it shelters annually about sixty children. The evil condition of the county jail also enlisted the interest of the association; but it soon became evident that to accomplish any permanent reform in the penal and charitable institutions of any one county and to secure proper and efficient legislative action, the state at large must be aroused and the public conscience, if there be such a thing—and there is—be awakened.

Accordingly, in April, 1886, the county society was formed into a state association. Through the intelligent and indefatigable and unselfish labors of the honored secretary—Mrs. Williamson—other counties became interested, and in 1888 a new board of managers, representing different sections of the state, was chosen and incorporated under the name of the New Jersey State Charities Aid Association, the several county organizations being connected with it as county branches or county local committees.

Our sister commonwealth, the Empire State, is just now engaged with the problem of the best administration of its institutions for the insane. The question seems for the present to be settled, but the test is yet to come, for nothing is settled till it is settled right. However the case may be in New York State with regard to this one department of public welfare, it may go without question that in New Jersey the results accomplished by this state association cannot be over-estimated. The legislative enactments secured for the amelioration of jails and almshouses, the reforms inaugurated to remedy existing evils, the establishment of the probation system and the indeter-

minate sentence, and the general awakening of public interest in the conditions prevalent in penal and charitable institutions throughout the state, have been of untold value.

And the work has only just begun. To show the wide range of its work, the association has eight standing committees, viz.: On prisons and penitentiaries, reformatories, hospitals and asylums, elevation of the poor in their homes, jails and station-houses, almshouses, children, laws.

We plead, therefore, for a deeper and more general interest in our work and for the hearty co-operation of all in its efforts to deal with the ever-increasing problem of penology—which has well been defined as “the science of the protection of society from crime by the repression, reformation and extirpation of criminals,” as well as with the amelioration of the hapless condition of the unfortunates in the hospitals and asylums of our state.

The papers to which we have listened, and the many institutions represented on the program of this conference, present an alarming array of questions, that imperatively demand the earnest and intelligent consideration of every patriotic citizen and the highest humanitarian and Christian co-operation.

Suffice it to say, in conclusion, that while each of these causes, in the main, has to do with local conditions, with some particular phase of the general problem, the State Charities Aid Association is concerned with all of them, and exists as a bureau of information and assistance for all, and by visitation and investigation and the procuring of legislative action, to aid all in meeting the many and complicated question involved.

THURSDAY EVENING, FEBRUARY 20TH.

Call to order—Mayor Katzenbach, of Trenton.
Charlton T. Lewis, LL.D., was made Chairman.
Invocation—Rev. J. R. Atkinson, Elizabeth.

ADDRESS OF WELCOME.

MAYOR KATZENBACH.

In looking over the program, I see that the first thing this afternoon was an address of welcome, and that there is another address of welcome expected from me this evening, wherefore,

I take it that you think the city of Trenton is exceedingly cold, and so you need two. I feel embarrassed, because my good friend Mr. Lee has given you a very cordial welcome. He is so deeply interested in this work that I am sure anything that I would say would be a word of supererogation on my part. However, while I authorized Mr. Lee to welcome you officially, I also welcome you heartily. I am glad that Providence has spread a mantle of snow, so that you will not see the imperfections of Trenton, though we are proud of our city.

I take pleasure in welcoming you, because this is not like most conventions—purely for selfish and private reasons. You have come here at self-sacrifice, to benefit others. We think that we do a little good, too, but we ought to do a great deal. We have many problems that confront us when we realize that every year we spend three million dollars on public, charitable and correctional work, and that there are over ten thousand people in institutions and in confinement. I am sure that we shall all be helped by your discussions. In behalf of the city of Trenton, I welcome you.

RESPONSE.

REV. AMORY H. BRADFORD, D.D.

MR. MAYOR, LADIES AND GENTLEMEN—It is a delightful task to return a word of thanks for the cordial welcome extended us. I assure you, Mr. Mayor, that your courtesy is fully appreciated, and that we feel honored by your presence here to-night. We all feel that we have a part in the life of this city, because this city is part of the life of our state.

I have been asked to say a word on co-operation in Christian effort, but there is time only for a few suggestions.

The first point is the duty and danger of all work of this kind. We have a serious problem in co-ordinating individual charity and systematic charity. Systematic methods are the best way of dispensing charity and caring for those in need, especially for those in institutions, and yet any system which destroys individuality is vicious. Individual liberty must be cultivated and at the same time consciousness of individual responsibility. If, while we are doing our benevolent work by machinery, we lose the individuality of the giver, we are destroying a large

part of that which we are called to do. We must never forget that individually we are to be givers and helpers at the same time that we are co-operating in the larger work.

I shall never forget a remark made in my hearing by the Dean of Toynbee Hall, while he was speaking to the nobility of London. He looked at that assemblage of wealth and culture and said, with the most intense earnestness, "What the people need is not your money ; *it is you.*" What the people all through our state need is not our money ; it is ourselves, our individual personality ; and our problem is to co-ordinate our systematic work with our individual work.

In all service of this kind we are to keep this thought always before us and before all of our people—that there are certain kinds of work from which politicians as such should be forced to keep their hands off. There are certain duties which belong to humanity, which are too sacred for any dickering and bargaining. We are dealing with men and with sacred obligations. This truth has come out again and again during the deliberations of this day.

There is another thought which needs to be emphasized. I do wish that our legislators could be here, that they might see the character and quality of the people here, for, in spite of all that is said, the good people in New Jersey are in the majority. Their influence is on the right side. It is a great thing for such a body as this to meet in such a place, and to let the legislators understand that when the people are in earnest they will put their emphasis on the side of right every time.

I wish also to emphasize the magnificent address of Mr. Lewis. I would like to have him preach it in my pulpit. That is the word we need to bring out everywhere. Our charitable and correctional institutions ought to be organized, and are, indeed, organized and ordained for just one purpose, and that is a purpose of salvation. It is a saving ministry. Are we to think that New Jersey is attempting simply to protect its own interests, or to think that it is great enough to do something for the people that have sinned against it? I thank Mr. Lewis with all my heart. I feel that he has given us a message that will make a watchword. Let us realize that we are called to this work, not ministers and professed Christians only, but all who believe in humanity are called to exercise a saving ministry.

Every man in prison, every child in our asylums, is a burden upon us and an appeal for his salvation.

These thoughts have particularly impressed me as I have listened to the addresses to-day. I want to congratulate this body of noble men and women. I am sure that in the days to come we shall have blessed results from this meeting, which I hope will become a yearly meeting of this Conference of Charities and Corrections.

GREETING.

GOVERNOR FRANKLIN MURPHY. (BY TELEGRAM.)

I regret that I am unable to be present at the convention of those interested in the charities of the state. The time for such a convention is ripe, and I believe much good will come from it. I will be glad to aid the good work in any personal or official way possible.

Mr H. F. Fox—We have received a number of messages of encouragement from people who occupy prominent positions in this work. I will furnish extracts for conference records, but I would like to have Mr. Devine, the well-known secretary of the Charity Organization Society of New York City, say a word of greeting from New York.

*Mr. E. T. Devine—Mr. Chairman, Ladies and Gentlemen—*The city in which I live and work owes a constant grudge to New Jersey, because so many of the people who, as we think, ought to be giving of their thought and energies to the study and solution of the social problems of our great city, instead, divide their time and give at least a portion of it to the communities in which they happen to spend their nights. Something depends, however, on the point of view; and we might say, instead, that we are under constant obligation to New Jersey because so many of your citizens, like your chairman, this evening, and Dr. Bradford and Mr. Fox, spend so many of their waking and working hours on our side of the river, contributing so materially to the improvement of the conditions of the town in which we live. As I have said, a great deal depends on the point of view. I have learned that even the great river that flows by our city is called by our people the North river, not because it is north of anything in New York, but because

it is north of Communipaw and some other New Jersey communities.

I happen to be the secretary of the State Conference of Charities and Corrections of New York. That is a purely accidental fact, due to special circumstances which I need not detail, but twice I have been glad of that fact. One occasion is the present, when it enables me, in a more official capacity, to extend a cordial greeting to this first Conference of Charities and Corrections, for I can thus speak officially for the charities of New York. We are not much older than you. We have held but two sessions, but it is enough to show that they are well worth while.

The other occasion in which my position was of some advantage was when, a few weeks ago, it was my duty to appear in the office of the Chief Executive to protest against one of those very actions that Dr. Bradford has said "must not" take place.

The impulse of charity is one of the most universal in human nature. We can unite in discussing questions of charity when we cannot agree upon religion or politics, the very things that separate us in other walks of life. I believe that the charitable instinct reaches down to the most deeply religious, the most absolutely vital, interests of human society, and it is, therefore, a good thing when any state forms such an organization, such a conference as this, planning to hold regularly its sessions as the years go by.

THE PROBATION SYSTEM AND PENAL REFORM.

HON. J. FRANKLIN FORT.

Mr. Chairman, Ladies and Gentlemen—It is indeed a pleasure to have an opportunity to speak a few words, in a somewhat informal manner, before a body of people who have no interests of their own to promote, and who are laboring solely for the welfare of others. It is rare in the life which we live, and particularly in this "strenuous life," to find people who have a purpose that is solely in the interest of some one else. There is very little difficulty in finding plenty of people who have no interest in anybody or anything but themselves.

The secretary, in inviting me to speak at these exercises, has

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 placed upon the program a very long subject for me, giving about all there is to be said or needs to be done along the lines of criminology and reform, starting with primeval man and coming down to the present time.

Crime is on the increase, it is said. You will hear that remark every day. It is not true. The fact is that the *making of things a crime* is on the increase. Hardly a session of the legislature convenes in any state that does not create from one to a dozen new crimes, until we are in such a condition in the community that it is almost impossible for the most honest man to be sure that he will not have committed some crime by the time the legislature adjourns. If you were to go back to the common law and count only those things criminal which were crimes under that law, not one-half of the people now incarcerated in this state would be found in penal institutions. The legislature provides by statute that it shall be criminal to do a hundred things that our fathers, in their day, never thought of as crimes.

Why do I mention this? To accentuate the importance of taking hold of the man at the first suggestion that he has been guilty of a crime.

Two things enter into crime—heredity and environment. Some add a third. The medical officer of Sing Sing has said, and it was gravely discussed by the Medical Jurisprudence Society, of New York, that crime is indicated by our physical constitution. I shall not discuss that proposition. I do not believe that an ugly man is more likely to be a criminal than a good-looking one; nor do I believe that, by looking at the face, you can tell whether a man is a criminal any more than that, by looking at the knobs on a safe, you can know the denomination of the greenbacks inside.

Mr. Havelock Ellis tells us that there are five kinds of criminals—political, passional, insane, occasional and habitual or professional. The first of these (political criminals) we will not discuss, because a man that is a political criminal to-day is sometimes a patriot to-morrow; and the man who may be a political criminal to-day is in control of his government to-morrow; and there are times when it is patriotic to be a political criminal.

A passional criminal is one who, on the spur of the moment, incensed at some reflection upon his wife, sister, brother, or

father, strikes the blow. He is not a wrong-doer. He has done merely that which his inborn nature taught him to do. Our law makes him a criminal, but he is not the kind of criminal that I propose to consider.

The insane criminal I will not mention, because I cannot conceive that he exists. Insanity and crime cannot go together. If a man is insane, he is not responsible, and, hence, he is not a criminal and cannot be.

Occasional criminals are the class to which I propose to refer together with habitual criminals. An occasional criminal is a man who now and then commits a crime, sometimes keeping on until, by and by, he graduates into the fifth and last class.

The criminal is here, and he has been with us in all the ages, and the question is, what are we to do with him, whether he be an occasional or an habitual criminal. Shall we imprison him? Shall we punish him? Well, yes, in some cases we should; but punishment, and punishment alone, never has prevented and never will prevent crime. The old idea that you punish a man for stealing a horse to prevent all the rest of the community from stealing horses, is absurd. Such a theory of the criminal law does not now enter into the mind of any intelligent criminologist. That is not the object of the law. We punish the individual with a view to reforming him. That is the only purpose in the modern idea. No matter how severe the penalty, punishment alone does not prevent crime. Look at the early days of our country. Take the colony of Massachusetts. Prior to the Declaration of Independence there were seventeen crimes for which death was the penalty, and in our own state there were a number of crimes thus punished.

We are improving on this state of affairs, and we are trying to mould our laws to meet the conditions of individual men. We are coming to treat crime as a disease, in many respects, and trying to cure it; not by dosing the man with medicine, as the doctor does, but by taking his particular case and providing a cure that will meet it so that the man may become a good citizen—be a man. What good is it to the state to confine a man in the penitentiary? It does no good to the man. It does no good to his family. It does no good to the community except in the one case—that of the habitual criminal.

What has been the result of this idea that has been growing in the public mind in the past twenty years?

First, we have established the parole or conditional pardon. Some of the states call it conditional pardon. We started with parole. That is so well known that it would be an insult to the intelligence of this audience to discuss it. It simply sends the man out of prison after he has been there a little while. That is good just to the extent of the little while it keeps him in prison, because it is a little while. The longer he is kept there, if he is a man who should be discharged, the worse it is for the state that keeps him there. Conditional pardon is the same thing. Governor Atkinson, of West Virginia, wrote to me that he never granted a full pardon ; that he always gave a conditional pardon. If the man remained a good citizen, all was well. If he failed to observe the conditions of his pardon he could be remanded to prison to serve out his term. He found that it had resulted in great good.

Different criminals must be differently treated. The man that I am most interested in is the first offender, taken at the very beginning of crime. He may be brought there through hereditary influences, for which he is not responsible, and which came to him through the order of nature, but he stands on the threshold of crime and at the doorway of the penitentiary. That man at that point is the problem of the criminology of the age. What would you do with him? Would you put him in prison for a little while and then parole him? If not, what can you do? The only remedy that seems available is probation. Probation started in Massachusetts for juveniles about twenty years ago. They applied it to adults in 1891. Vermont followed two or three years after that. A few other states have adopted it in a modified way. New Jersey followed in 1900, and I want to say that we adopted in this state the most liberal law on the subject of probation that exists in any state in the Union. Our law is practically without restriction on the judge. It does not apply to any who are not under an indictment or accusation for crime.

A young man comes before the judge for the first time to be sentenced, and the judge can inquire about him, ascertain what his habits of life have been, what his associations have been, who his ancestors were—what kind of people—and then say, "Here is a young man facing crime for the first time, a man who can be saved." Probation, like anything else, is of no force and value unless the machinery that operates it be good

If it is turned over to manipulation, to political control, then it will be an utter failure. But if it is left in the hands of the judges and of men appointed by the judges, subject to instantaneous removal if they abuse it, then it is safe and invaluable.

One step further. The probation officer himself must be a man of the highest personal character, a man whom every man placed under his control will respect, who, as he goes through the streets where he is seen by the men under his charge and is talking with those men, will be exemplary in life and habit. If he is, he will mould largely the character of those men during the time they are under his control. They are committed to him for three years, under our law, and are liable to be re-arrested during that period by a system that is simple and effective. Nothing but the act of the judge and the probation officer, who has the power of a constable, is needed to take the man at any time. The man realizes this, and goes about with that knowledge.

What is the effect of this? The prisoner, or the man charged with crime—I hate to use the word prisoner for a young man—goes out. He knows that, so long as he does well, he will be free, but if he goes back to his old associations, to his bad habits, he will be taken again and may be punished. There is no judgment that can be used against him in court—no judgment in the sense of a conviction, that is. He is committed to the probation officer in lieu of judgment. I drew the statute and meant just that, so that no man, ever in the future, should be able to say of anyone who had been lifted up by this law, that he had been convicted of crime. The man goes forth and he must keep free from evil association. If he is a married man he will be found home evenings. That is the safest place for any married man, whether he is under the probation officer or not. I do not know but it is the safest place for boys, *not* married. I believe it is. He will be found there and he will see the needs of that home and his money will be kept there. Send the man to prison for six months and what would be the result? The man may be poor, but he has earned money to support himself and family. When he goes to the penitentiary, he leaves his family a public charge for the time he is there, and he becomes a criminal through the associations he has there. When he comes out he has lost his place and he cannot prob-

ably get work, so he is almost sure to remain a criminal. Everything tends to make him so.

Probation comes in, and the judge says to this man, "None of these things shall occur to you. You shall not go to the penitentiary and you shall support your family; and so long as you do that and behave yourself, you shall not be regarded as a criminal, and the court will protect you. Keep away from your evil associations, attend to your duties, live as you ought to live, and you can be a man. Do not lose courage and hope." Half the battle of this life, especially for those men who have the most to do to bear the burden of this life, is won if you give them hope. Give them hope. Hope is the guiding star of humanity; always has been, always will be. Crush it and any man will go down. Let the light of hope illuminate the man's whole being, and the man will go up and stay up, and be able to face the world and do for himself and others.

Now, as to another subject incidentally connected with this. I know that my distinguished friend who sits behind me [Dr. Lewis] is a firm believer in the indeterminate sentence. If I am a convert to indeterminate sentences, it is of late origin, but I confess I am beginning to be a convert to indeterminate sentences. I was half converted a year ago, and I am not sure but that I am all the way over to-night, because of the fact that the indeterminate sentence should apply, not so much to the man I have been talking about as to the habitual criminal. Probation is no method for him and should never be employed in his case. His condition is just as much a disease as is insanity; and the man who is a confirmed criminal, bred in the bone, so to speak, from heredity, if you will, with many convictions against him, with a tendency to return to crime every time he has the chance, that man has no place in modern society and he should not be allowed at large. If it be true that men, in propagating their species, hand down to their offspring the criminal tendencies which inhered in them, then such men should be taken and confined, not permitted to marry, but kept precisely as we keep a lunatic—as a dangerous man. So the indeterminate sentence—that is an inexpressive word for it; I do not know who started it—applies to such men. Statutes, which they call interminate sentence acts, usually determine the sentence very definitely. They say "not less than one nor more than ten years." My rule would be no

minimum and no maximum for professional criminals. They should be committed to an institution under the charge and government of men who are beyond the influences of political control, expert men, such as should govern such institutions. They should remain in penal institutions until cured. And when they are cured, some one must determine it. The doctors tell you when you are well, and the man who is skilled in criminology—who has studied it a lifetime, who is kept at the head of a penal institution all his life, as he should be—such a man can say when these habitual criminals are cured and when they shall go. We have reached that time.

You say that treatment is harsh ; that you are kindly to first offenders, but severe toward a man who is an habitual offender. Yes, that is true and that is the correct rule. That is the modern idea and that is the proper thing to do. The man who is a criminal by profession, who lives by crime, has no right to be at large, to prey upon the community in which we live, or to bring into the world other criminals to prey upon society.

I understand that you had an address this afternoon, in which some reference was made to juvenile offenders. We have not applied the probation system to them in this state except when indicted for crime. The time has come when we should face this problem. To make good men we must make good boys. If you want to prevent a man from being a criminal, you must start with him as a boy and educate him in the right way. In Indiana they have adopted, lately, a law upon this subject, and I notice in the current number of the "Forum" [February, 1902] an article by Mr. Wm. B. Streeter, on the care of children, the most valuable thing I have read for a long time upon this subject. He says that, under this law, they are not only caring for the blind, the mute, the insane dependents, and the epileptics, but are caring for the child that has no care at home. Taking the children who have no care and putting them into separate county institutions, under county officers, with authority to put them out in homes all over the State. That is a magnificent work. They provide in the law that you cannot put a boy under sixteen in the almshouse for more than sixty days without that being a public offense, and that is right. You ought not to put one into an almshouse, or a lock-up, or a penal institution, under any circumstances. You, who are

fathers and mothers, know that almost a straw will turn your boy from rectitude to wrong action. You have seen it a thousand times in your own children—their need of advice and control and direction in helping them to distinguish right from wrong. The best boy will get under bad influence at times—and the young life responds to influences as the open flower drinks in the dew. He must be helped to distinguish between right and wrong, and when the parent fails—when the mother is a drunkard, and the father a criminal—the State should step in and be a father to that child. That is the Indiana system. Just how many children there are of that class in the different cities of this state, I have no way of knowing. I have learned more about statistics with reference to criminals and charitable institutions in this state from the admirable report of the secretary of this association—which he sent to me three days ago—than I ever knew before. It may be that in that long report there is something on this subject of the fugitive child—shall I call him that?—just floating around through the streets, no home at night, no mother to care for him, just that wandering boy we used to hear sung about—no mother to ask where he is. I want the state to find out where that boy is and to put him in a home that he may be cared for, educated, brought up morally and saved from a life of crime.

Two or three things must be done. First, there should never be any possibility that a boy under sixteen would be put behind bars. He should never be permitted to look through the bars of any prison, or any cell, or any place of that kind. In the cities where they are arrested they should be kept in a room, with screens, if you think necessary, strong enough to keep them, but no bars—nothing to indicate a prison, nothing to humiliate the boy, nothing to stamp upon him a condition which, when he goes out upon the street, will make the other boys say, “Johnny, you have been in jail.” Do not do that. This human nature is a wonderful thing. It is moulded and controlled by unseen influences and things that we know little about.

The boys then, if they must be arrested, should be put in some place that is not a prison. Never let them come in contact with a prisoner. If they are to be punished; if they must be sentenced, then never let them come before the judge when anybody is there who is a criminal—*never*. We must have a

separate court for the trial of juvenile offenders, some say. I do not care for that. It may be done by the judge in his office. Let him leave the court-room to try the boy. Let him hear the boy in an informal way. Let him put his arm around him and say, "Here is a charge against you, Johnny; what is it that you have done?" And in many cases the boy will break down and cry as if his little heart would break, and will tell all about it. Then, if you must send him away, send him to such an institution as the City Home, at Verona, Essex county. Such an institution should exist in every city wherever it is necessary. Keep him from criminal influences; bring him up in the right way, and he will be able to hold his head up and make his way through life.

We have reached a time where the problem is, not how to punish men, but how to save them.

Perhaps I ought to say something about the cost of the probation system. It is a system that cares for itself. It pays its own way. It does not cost the taxpayer a dollar. It turns money into the treasury of Essex county, and it does another thing—it saves the man. It is a very good thing from an economic standpoint, irrespective of the moral side. We have another statute, drawn with the idea that it should be a counterpart—to run alongside the probation law. This act provides that the judge, in imposing a fine, may provide that it be paid in installments, and that the costs may be paid in the same way. We have acted upon this rule in Essex county. The judge sentences a man to pay a fine, with permission to pay it by fifty cents or a dollar a week, just as he can manage to pay it. That is far better than to have him work it out in the penitentiary at fifty cents a day. These fines and costs, thus collected by the probation officer, which were never collected before, more than pay his cost to the county.

I saw in the paper that Judge Strong, of Middlesex, had sentenced a man to pay \$250 and costs, and had taken his note for the amount. That was exactly right. He was criticised all over the state, but he did right. He need not have taken the note, because he could bring the man back, if necessary, under the statute. That is better security than the note. He could pay one or two dollars a week. Suppose he had fined this man \$250 and sent him to the county jail to work it out at fifty cents a day; that is five hundred days. That would have been

his punishment and the county would have supported him for five hundred days. His family might have been a charge upon the poormaster for five hundred days. As it was, he went home, cared for his family, paid the fine in installments, and was punished more than if he had been sent to jail; and he did not lose his self-respect and was not made a criminal by staying in jail for five hundred days. That law should be used all over the state. I am one of those who believe that fines against people are a debt they owe to the county or state. They are inflicted for punishment. That is the idea of the statute, and you expect the man to pay the fine. He pays it just as much out of jail, at fifty cents a day, as if he paid the whole amount at once. The best statement of this subject is in a report made by a committee to Mayor Quincy, of Boston. The question was what to do with the men sent to the penal institutions for drunkenness and disorderly conduct. They reported that at times the arrests for drunkenness in Boston equal each year seventy-five out of every thousand, and that they could not account for it except upon the theory that the same person is arrested over and over again. I do not think that helps them any, but they recognize the problem. It is an enormous expense upon the poor fund to support the families of men sent to prison ten times a year, and they ask, how shall we stop it? The man should be sent home to his family and allowed to pay his fine at a dollar a week, and anyone selling such a one liquor should be held responsible in damages. This report says that of those paying 90 per cent. are women, the wives of these men, the money being earned by washing and other hard work, starving themselves to pay their husbands' fines to get them out of jail. Any system of law that does that sort of thing is cruel and wrong, and I do not wonder that these gentlemen reported another system. The New Jersey Fines Act of 1900 was drawn from that report. I hope that the judges of this state, in the various courts, will discover the benefit of this statute.

In the counties and cities wherever probation has been tried it has worked well. In the county of Essex, of the 193 men committed to the probation officer during twenty months, only fifteen broke probation. But for this act, many of these men might have been in the penitentiary, and thus sent on the road to crime by contact with the criminal.

The probation system takes the young man at the threshold of crime and leads him into a better and more ennobling life and to more honorable action. It is a grand law. The greatest problem of the age is how to care for the young man. The probation law is the one thing to lift them up by right influences and right control. Shall we not enter into that with a hearty spirit? Shall not all the judges of the state, with all the humanity that must be in their hearts, carry its spirit into court in dealing with the boy? What an awful thing it is of a Monday morning—a sentence day in Essex county—to see ten young men, under nineteen years of age, standing in the dock together. They have never been there before. I used to say to myself, “Shall I send them to the penitentiary?” and I answered “No.” I usually suspended sentence upon the first offender. I used to say to them, “Go, but if you come back again, you cannot count upon another chance.” I felt, as a criminal judge, that, in committing to prison for a first offence, I was committing a greater crime against the youth than the crime for which he stood charged was against society. To put such a man in association with men hardened in crime, to send him among habitual criminals, I would not do it, and I did not do it. I would sooner resign a judicial position than commit the ordinary youthful first offender to the penitentiary. Let us take hold of these boys, the first offenders, and put them in homes or on probation as far as we can. If the law needs additions, go to the Legislature. Only one vote was cast in either house against our probation law, though the proposition was new. The question was whether they would vote against the boys, and they would not vote against the boys. I believe in the Legislature. I am not one of those who think that you cannot get anything there. If you make them see that what you want is right, you can get it; and if you want legislation, draft your bill, show that it is right, advocate it with earnestness, and you will accomplish your purpose. May God speed you in all the good work that you have before you.

TWENTY-FIVE YEARS OF PROGRESS IN NEW
JERSEY CHARITIES AND CORRECTIONS.

MRS. E. E. WILLIAMSON.

Mrs. Williamson's proposed address on "Twenty-five Years of Progress in New Jersey Charities and Corrections" was unavoidably crowded out of the program for the evening session. It had been her intention to sketch, briefly, the early history of New Jersey's charitable and penal system in colonial days and during the first fifty years of its wonderful progress as a state, outlining the gradual development of its public institutions up to the period of the Civil war, and then tracing more in detail the reforms which marked the general awakening of the social conscience during the last quarter of the nineteenth century. In view, however, of the pressing importance of the probation question, Mrs. Williamson relinquished her position on the program in order that probation might be fully discussed. Before the close of the meeting, however, Mrs. Williamson spoke for a few minutes, calling attention to the following interesting facts in connection with her subject:

In 1745 New Jersey had a population of 61,000, which was more than trebled within the next fifty years, growing to 321,000 by 1830, and reaching in 1900 a total of 1,883,669. Gordon's History and Encyclopædia of New Jersey reports that "as early as 1789 New Jersey had adopted the humane principles which now characterize the criminal laws of the Union; abolishing the punishment of death in all cases, save treason and murder, and applying imprisonment and hard labour to the correction of other offences in proportion to their enormity, and seeking to reclaim the offender from the evil of his ways." In 1832 Governor DeVroom said, in his message to the Legislature: "The situation of our prisons is such as to invite to the commission of crime. It offers to offenders all the allurements of that kind of society which they have long been accustomed to, freed from the restraints to which they would be obliged to submit in other places of confinement. The remedy for these evils is the adoption of a system of penitentiary discipline, combining solitary confinement at labor, with instruction in labor, in morals and religion." As the result of this message a new state prison was built the following year and provision made for separate cells for prisoners.

The State Insane Hospital at Trenton was built in 1848, at the instance of Dorothea Dix, and it is interesting to note that she spent her feeble old age there as an honored guest.

The Reform School for Boys at Jamesburg—our present State Home for Boys—was established in 1865. It was built on the now generally approved cottage system, in accordance with the recommendations of the managers, on which board our present Governor later served for three terms.

In this connection it was stated that the first public school was started by the Humane Society, in Elizabeth, in 1780, and also that at this period the newspapers were referred to as "Literary Institutions." The fact was recalled that as far back as 1812 the tramp evil was a live problem, and tramps were passed on from place to place in much the same shiftless way that they are now—only that it was an offense, punishable by a fine, for any person to harbor a tramp.

In conclusion, Mrs. Williamson called attention to the notable list of men and women who have been identified with the conduct of New Jersey's penal and charitable institutions, indicating that the best and ablest citizens have been drafted into the service of the state from earliest times, in the interest of their unfortunate and erring brothers and for the welfare of the community.

Charlton T. Lewis, LL.D.—I commend you all to the benediction of the work which is before us. There is no more profound truth in the philosophy of human nature than the saying of Paul, which he took from the lips of his Divine Master, "It is more blessed to give than to receive."

Adjourned at 10:15 P. M.

THIRD SESSION.

FRIDAY MORNING, February 1st, 1902.

The conference was called to order at 9:25 A. M. by F. B. Lee, who called for the report of the Committee on Organization. The report was presented by Mr Hugh F. Fox, and, on motion, the by-laws were adopted and the officers nominated were declared elected.

Mr. Fox called attention to the fact that no membership fee was to be made, but he asked for contributions to meet the expenses of the conference and of printing the proceedings.

Mr Fox—In behalf of the committee I offer the following resolutions of thanks: To the press of Trenton and New Jersey for the full notices of this conference, both before and during the proceedings; to the Trenton committee for its hospitality; to the State House Commission for the use of the Assembly Room, and to Custodian Weseman and his associates for preparing the room and keeping it in order.

The resolutions were unanimously adopted.

It was suggested by Supt. McConnell that the program for the coming year should provide for section meetings.

Mr. F. B. Lee—[I desire to extend my thanks for the courtesy you have given me, as your officer of yesterday and this morning, and to reiterate the words of kindness which have been extended to your presiding officer for the rest of the morning, Mrs. Williamson, whose work for the charities of this state has raised her to a position of honor as one of the most noble women of the twentieth century. I now resign my chair to Mrs. Williamson, your president.

Mrs. Williamson (on taking the chair)—I want to express my thanks to you all for putting me in this position, and to promise you that during the coming year I shall do my very best to make the next conference a success. It has been my dream for many years that we should assemble in this State Capitol to work along these lines, and I feel more than gratified that there has been such a magnificent attendance of representative people of all the charities of the state. I hope that the enterprise which has been shown in coming here will be extended through the coming year, and if you do not have a good program it will not be the fault of your officers. I shall be delighted to have you send communications to the secretary, Mr. Allen, in regard to the way in which you would like your conference divided for the next year. I think it is an admirable suggestion that we divide ourselves into sections for discussing certain questions.

The program continued under the presidency of Mrs. Williamson.

THE RELATION OF THE CHURCH TO ORGANIZED CHARITY.

REV. E. L. STODDARD, D.D.

The average clergyman is overburdened by the demands which are made on him for financial aid. He must raise money for his church, his school, his many parochial enterprises and his own poor. He must beg it for diocesan, domestic and foreign missions, for aged clergy and for young men studying for the ministry. He receives at least three letters a week, asking him to help a broken-down friend in Kalamazoo, to assist in shingling a rectory in Colorado, and to contribute a dollar toward burying a cow for a clergyman's widow in the wilds of southern New Jersey.

A constant procession of worthy and unworthy poor stops at his door. Tramps seek him out with that unerring instinct which leads rats to cheese. Impoverished females, endeavoring to retrieve their fortunes, beg him to go shares in the doubtful ventures of their preposterous entertainments.

He is known to be a guileless and sympathetic creature, who has no use for money except to get rid of it, and impecuniosity makes the same sort of run upon him that frightened depositors make upon a suspected bank.

It is, therefore, no wonder, when a new movement like the Organized Aid is born and asks a little more of his time and cash, that he looks upon it as the proverbial last straw, which will surely make an end of him.

In many respects I sympathize with my clerical brethren in their refusal to take upon themselves burdens outside their parishes. Indeed, I feel that the support of many of our charities should not fall upon church-going people at all. These have not only their churches to sustain, but are called on to contribute to a host of charities directly connected with these churches.

A HINT TO SKEPTICS.

From all such expenditures a non-church-going man is saved. It is money in his pocket to break the fourth commandment. When, therefore, I am approached and asked to use my influ-

ence in getting money from my congregation for hospitals, children's homes and all that sort of thing, I say: "No, gentlemen, these are human institutions; they are such as should appeal to non-church-goers, skeptics, heathen, Turks, infidels and heretics as much as to Christians, and since the former-named gentlemen do not support, and are not called upon to support, parochial charities, I feel that they should bear the larger part of these extra-parochial and humane charities."

In fact, I do not see that there is any other way for them to save their souls. If, therefore, the Organized Aid were a hospital, I should be tempted to say to its agent: "Don't come to me, a clergyman. Go to the liquor dealers; they do more in the way of filling hospitals than any one else; begin your subscription book there." If it were an old ladies' home, I should say: "In canvassing for this charity, why don't you begin among the rich, heretical spinsters; or, if you wish to build an orphanage, make out a list of infidel bachelors and call on them."

But the Organized Aid is not only very largely a Christian charity in that through its system of friendly visiting it attempts to bring to the degraded the uplifting power of Christ, but it is also the very handmaid of the church. "O Charity! how many crimes have been committed in thy name!" For generations, because we knew no other way—because we had no time to invent another way, we clergymen have gone on blundering, stupidly, criminally dispensing what we called charity, and a large part of the time we were encouraging imposture, manufacturing paupers, feeling that we were being deceived, bestowing our alms grudgingly because of this feeling, yet powerless to help ourselves.

METHODS OF AIDING.

Until the Organized Aid arose there were only two known methods of helping the poor. One way was through a paid official. This way does, indeed, prevent fraud, but it takes from charity its most blessed character—the personal sympathy and help of the giver. Hence, official charity, however well meant, tends to harden if not to degrade the recipient; and even if it does not perpetuate, it does little to render less permanent the conditions which foster worthy poverty. On the other hand, we had the method of indiscriminate, sentimental, unscientific

charity, the parent of fraud and imposture, under which knaves thrive while modest virtue starved.

Then this modern system came. Under it each case is investigated, fraud is eliminated, and yet, in the track of the investigating official goes the friendly visitor, the personal sympathizer, the kindly helper. So the system, while it ameliorates the immediate sufferings of poverty, goes further and deeper and strikes at the root of the disease. Its final endeavor is not simply to relieve distress, but to save the distressed man, to get him out of the condition of poverty, to set him on his feet, to give him confidence and hope, and so to change his environment as to make his struggle for life a possible success.

We appeal to the intelligent clergy to sustain this movement, first, because it comes with the prestige of success. It has been put in practice in a hundred cities and has the endorsement of leading philanthropists on two continents and in half a dozen nations. No Rip Van Winkle objectors to it, therefore, are in order. It is too late for antiquated fossils to roll themselves into its path of progress.

The sentimentalist, who would rather fling a dollar to a probable knave than spend half an hour's time in giving hope to a submerged unfortunate, has utterly failed to grasp the situation, and needs to be gently told that his sentimentality is selfishness in himself and a curse to the one he aids.

A CURE FOR EVILS.

The system is born as a necessary cure of those evils which indiscriminate giving on one side and official relief on the other had created. It has, therefore, a reason behind it, to which we respectfully call the attention of both enemies and friends. It has also literature behind it, and we submit that no man who has not mastered the principles embodied in that literature can have any opinions on the subject which are necessary for us to consider.

Undoubtedly, in the ages to come something far better than the Organized Aid will be born. But up to this time it seems to be the wisest and most efficient method of dealing with poverty, because it not only relieves it in a way which reduces fraud to a minimum, but follows up its official relief with personal help and sympathy, and so lifts the moral nature of

the poor man, restores his hope, provides not only relief, but employment, curing, as we have said, not the symptoms only, but the disease.

I claim that no church can afford to be out of touch and sympathy with such an association. To be so is to cut itself off from the rest of the enlightened world. But I also claim the support of the church for this movement, because it is, as we have already said, the handmaid of the church. It is doing well that which most churches are doing badly.

No men ought to be as careful as Christians how they give away such money as they believe God has entrusted to them. Yet how careless, how helpless, even, we clergymen are ! How many of us have the time, even if we had the will, to thoroughly investigate the numberless cases which come to us for relief ? How many of us know to how many churches our Widow Jones belongs, or from how many friends Major Ford is drawing a pension ? Who has not in his experience had this incident repeated :

“Run, mother, run !” cried a little girl ; “the Sisters of Charity are coming, and the baby has got on the Protestant linen.”

ADVICE TO PASTORS.

If we pastors insist on perpetuating the mistakes of the past ; if we try, first to ignore and then to dodge the great waves of reform which roll over the land, these laymen on whom we have to depend will find out that they know more than we do. Then they will not come to church, and then our salaries will all be reduced and we shall have to work ten hours a day instead of eight, and by and by be forced to apply to this very Organized Aid for support.

When a good thing comes out there is only one thing for a clergyman to do, and that is to head it. As for a bad thing, he ought to stop it if he can. If he can't, let him head that and run it off the track or into a ditch. At least, he must be thoroughly informed in regard to improvements that are going on in his own sphere, and of these the Organized Aid is one.

It will not only save him from mistakes, but give him direct and positive assistance. In fact, there is hardly one out of the hundred churches of my city whose poor, in direct or indirect ways, have not come under the investigation of this organization,

and thereby some amazing truths have been revealed which the pastors did not know. One such has just come to light, where a chronic family, known to the Aid to be worthless, lived for three months on three different churches, all of whom had refused to join the Aid or give it support.

In another case, four of our ministers, one bright morning, some years ago, gave a consumptive clergyman, who coughed his fraudulent head almost off in their studies, money to help him to a warmer climate. The Aid at once discovered that long before he had been given a ticket, with sleeper and meals, to go to Texas. But he had made sure of going to a much warmer climate still by begging and lying through the land until a little investigation by the Aid found him out.

CO-OPERATION NEEDED.

Armed with a few such facts, we addressed a circular to every clergyman in Jersey City, giving reasons why we counted on his help, and asking three things :

If he would give us moral and intelligent support.

If he would unite to form a sort of clearing-house of all the churches, so that we might prevent repeaters and rounders from thriving at our expense, and make the work of investigation more easy.

In view of what the Aid had done, and would do for him if he would give an offering a year from some church society, or a part of his poor fund, as a subscription to this Aid.

This seemed simple enough for a beginning. But, from nearly one hundred clergymen, we had only fifteen responses to a stamped envelope, only five subscribers, and only two who were willing to go into the clearing-house scheme. Of the other thirteen who responded, some said that they were doing well enough, some had no poor (God help them !), and some seemed to think the clearing-house proposition a sort of Jesuitical arrangement for stealing some of their sheep.

This makes one think that the higher criticism should be applied, not only to the Scriptures, but to the clergy. They certainly ought to come down here to Trenton and learn that the sun no longer moves, but that the world does. We are not, however, discouraged, but are still laboring to win church support in these three directions : moral aid based, upon intelli-

gence, a clearing-house system and a yearly subscription. Year after year we expect to keep at it, and believe that in time we shall win.

Our plan now is to throw every case which has any affiliation with a church, directly upon that church, telling the pastor that we expect to hold him responsible for the care of that particular individual or family, furnishing, meanwhile, whatever information he may require. This plan, in the main, works well. It at least brings us into touch with clergymen with whom, but for this, we might find it difficult to have any relations.

I trust that our next step will be an attempt at a unification of all the charities of the city, beginning, perhaps, with an advisory board of one delegate from each charity, to discuss how best to work in harmony and for the general good. Meanwhile, we are slowly winning the laymen, and if we can only convert the laity from the errors of their ways, we shall have some hopes of the clergy.

CO-OPERATION : THE CATHOLIC FACTOR IN NEW JERSEY CHARITIES.

REV. FRANCIS A. FOY.

Mr. Chairman, Ladies and Gentlemen—Following the reverend gentlemen who has just addressed you in such an interesting way, I feel that it will not be difficult to get on speaking terms with this conference. His presence here as a churchman and citizen, addressing this large number of men and women of various persuasions, religious and economic, but all interested in the one great cause of charity, emphasizes and concedes, as it were, the very argument I would make for co-operation. And yet I am sure you will bear with me if I say something on the subject. The State Charities Aid Association was not the first to conceive this idea of co-operation. It lies at the very foundation of all modern progress, and so penetrating a mind as John Stuart Mill long ago perceived its true value when he said :

“There is no more certain incident of the progressive change taking place in society than the continued growth of the practice of co-operation.”

Every state, Mr. Chairman, and the citizens of every state,

are confronted with the question how to deal with the dependent classes so as best to conserve the interests of the state and of these unfortunates. This is the problem of charity, and it is a very old one.

It was long ago learned that indiscriminate relief to the poor was unwise, and that only by intelligent organization could such relief be given to advantage. If we go back into history we find that organizations of the laity were established by St. Vincent De Paul as far back as the year 1617 ; and we even find in the principles and methods of these early founders of organized charities some of the very features of the great modern non-Catholic organization which is doing such effective work at the present day.

Now, the work and system of St. Vincent De Paul (modified to meet modern conditions) continues through what is known as the St. Vincent De Paul Society, which is spread over the civilized world ; and this same society has many active working conferences in our own state. As a matter of fact, then, we have two great organizations in our midst having in view one common end, and trying to accomplish that end by similar methods. Does not this fact suggest co-operation ?

It does, Mr. Chairman ; and where the subject has been seriously treated it has produced the happiest results to the cause of charity. There is no time for details now, but, if you will examine into the work of co-operation between these two organizations in the city of New York for the past fifteen years, you will say that such co-operation is not only practicable but desirable in the State of New Jersey.

So much for the form of charity represented by these two societies. Now, if I raise my eyes and look around, I see a vast system of institutions, which are properly designated as Roman Catholic, because they are operated and conducted by members of that religion. They consist of hospitals and asylums, industrial schools and homes of various kinds. They are doing a great work for charity. But at the same time I see a large number of similar institutions, belonging to other denominations, and some to the state. They also are doing a great work for charity. And have we not here also a suggestion for co-operation ? These institutions are dealing with the dependent, the defective and the delinquent classes, and it does seem that some good might result from comparison of methods, from exchange

of favors, from systematic collecting and furnishing of data, and by other means that would readily suggest themselves if more open and cordial relations existed.

As the matter stands, we are bound to admit that we have two great bodies of men and women engaged in a common cause, the cause of charity, but who (barring the few who have strayed across the lines) are working independently of each other. I plead, Mr. Chairman, for co-operation ; for a system of mutual and co-ordinate action, whereby the common end may be better served than at present. The purpose of this address is not so much to suggest practical measures as to try and generate a spirit. If we can once come to an understanding that we ought to co-operate, the measures will follow. And I want to put on record what I believe to be the sentiment of the great body of Catholics in New Jersey, and that is one of appreciation for the work that is being done by non-Catholics and by our state and municipal charities. I am mindful of the objection that is sometimes heard against *secular* charity, but I believe that we must have secular charity, just as we have secular justice and secular patriotism. And if to call in the assistance of the state, or of men and women without regard to creed, in order to lift up our unfortunate brethren, is to secularize charity, then secular it must be. But let us remember that, in any work of charity, it is not the act itself, but it is the man back of the act that gives it character, and as a rule it is only spiritually-minded, God-fearing men and women that devote themselves to this work.

Until a comparatively recent period, Mr. Chairman, the charities of this state were of a heterogeneous character, and if order has come out of chaos and better conditions prevail among our public charges ; if there is a fuller knowledge of the dependent and delinquent classes and their needs ; if we have made very material progress in grappling with the problems of poverty and crime, it is, in a very large measure, due to the work of the State Board of Children's Guardians and the State Charities Aid Association. Take the matter of dependent children. There were hundreds of them in our county almshouses, belonging to shiftless parents, who were amply able to provide for them, and the State Board remanded them to their rightful homes. The initial work of this Board in clearing the almshouses of their youthful inmates, in rescuing others from

cruel and immoral guardians under the old indenture system, and in placing out all of these wards into good family or institutional homes of the same religious faith of the parents, where such faith could be ascertained—all this forms a chapter in the history of New Jersey charities most interesting and stimulating. And in this initial work, as well as in the subsequent work of the State Board of Guardians, I am glad to be able to say that they have had the co-operation of their Catholic fellow-citizens and institutions, and from the present outlook I believe that such co-operation will increase in the future.

But, in order to such further co-operation, I would suggest a representation of Catholic citizens in the various local boards, or Children's Aid Societies, which are scattered throughout the state. These local societies are on the ground whence come dependent children, and they form, as it were, the tentacles through which the central organization, or State Board, is reaching out and extending its good influence into all parts of the state; and if citizens of all classes would co-operate with them the problem of caring for the dependent, abandoned and destitute children of our state would soon reach a very happy state of development. And this means, Mr. Chairman and friends, that we shall have advanced a long way towards diminishing the ranks of poverty and delinquency in the future; for, under proper Christian training and influence, these poor charges may become self-respecting and useful citizens. Neglect this work, and you increase poverty and crime; give it your strong, unanimous support, and you build up the commonwealth.

But we have another organization, Mr. Chairman, towards which we may look for even larger and more far-reaching results; that is our State Charities Aid Association. There is no problem of deeper interest to the state than that which is concerned with the dependent, defective and delinquent classes, and thoughtful men all over the world are addressing themselves to it. By reason of this widespread study, certain principles may become established, but in the last analysis each state must settle the problem for itself. To this end it must, first of all, seek to understand the conditions existing within its own borders; these conditions being ascertained, the public conscience must be enlightened and aroused to action, so as to promote suitable legislation when required. Now, all the pre-

paratory work of collecting and collating data, suggesting remedies and of organizing public opinion in matters of charities and corrections, has been committed in this state to the body of public-spirited citizens who constitute our State Charities Aid Association.

The portion of this work to which I would especially allude in urging co-operation is the collecting of data. There can be no entirely satisfactory results in this work until there is free and open access to every repository of facts, or at least a generous co-operation on the part of those who control such repositories when the facts are wanted. As the matter stands, the State Charities Aid Association has the right of visitation to only such institutions as are under public surveillance, and to information of the greatest value which is contained in the books and records and archives of many other institutions—*e. g.*, homes and asylums, industrial and reformatory schools and hospitals—there is no access except through the co-operation of those in charge. Perhaps the necessity of such co-operation has not been fully understood heretofore, but it is most important if the work of the State Charities Aid is to be full and permanently useful; and there is little doubt, I think, that when this becomes clear to the management of these institutions, and as they realize the close relationship of their work with that of the State Charities Aid, they will extend the willing hand of co-operation.

As for our Catholic institutions, I think I can predict cordial relationship in this regard. We have nothing to hide. And if heretofore there has not been sufficient reciprocity between us, it may be because the drift of your work was not so clear as it has now become. It was also due, in large part, to the retiring life of many of those who are in charge of our institutions, by which they give themselves up to their work through a purely religious spirit, and do not seek relations with the outside world until it is deemed necessary for the good of their cause. The conditions are changing, and we are moving on. As the Catholic Church has, in the past, adapted herself to every stage in the true progress of humanity, you may be very certain that she will recognize and adopt all the commendable features of the present developing systems of charities and corrections.

Certain it is, that our charities are established on a higher

plane than ever before, and certain it is that those who have been chosen to guide and direct their administration on the part of the state have proven their ability and disposition to handle the complex problems involved in their work, in due regard to true progress and the religious interests of all concerned. We Catholics ask for nothing more, and the people of this state can ask for nothing more. Let us, then, co-operate; let us join forces, among ourselves and with the state,

And let the watchword of the future be—
For God, our fellow-man and Charity!

Mr. Devine asked permission of Dr. Stoddard and the conference to print Dr. Stoddard's paper on "Charities." Permission was granted.

Mr. Van Wagenen moved that some arrangement be made for printing a special edition of Father Foy's paper, for distribution in New Jersey. The Chair said that this would be done.

DISCUSSION ON CO-OPERATION.

REV. HENRY ELLIOTT MOTT, D.D. (ELIZABETH.)

It is rather trying to take papers so full of thought and eloquence, of wit and wisdom, and attempt to discuss them in so short a time. But since we have heard from an Episcopalian divine and from a Catholic divine, I suppose that I, as a Presbyterian divine, must feel that from all eternity I was foreordained to just this position. I feel deeply on this subject of co-operation. In his most admirable address, last night, Justice Fort spoke about the various classes of criminals, and told us that it was desirable that those who could, should be allowed to go their homes, and in some way become good citizens once more. The men who break the laws of the land presumably do so for some reason, and the only conceivable reason why a man should break the law, for instance with regard to theft, is because he does not know exactly how to live. He appears before the court, and the court suspends sentence and lets him go free. What for? What to? To just the same conditions he was in before. It gives him a chance to become again a criminal. That reminds me of the answer of a countryman in England, to some one who said to him, "You are a long way from any town; where do you get a doctor?" "We don't have no doctor; we just die a natural death," was the reply. The fact is that when you allow people to be turned loose again, with no other thing being done, you have started them on the road to permanent criminality. Perhaps there may be a means of covering this ground.

I lived in Buffalo some years, and there we had an admirable and well-organized charitable system. The city was districted among the churches. My church was responsible for one district. My church found sixteen families requiring its care. Each one was known to my workers, and provision was made for them. I have been into some of their homes, or the places where they herded, and I have seen a family of seven or eight in one

room. Dr. Stoddard wants to bring in the infidels and agnostics and Mohammedans. We shall be glad of their support, but we have discovered, as a rule, that the people who do the work are those inside the churches and connected with them. Suppose you district the whole of New Jersey as Buffalo is districted—each parish contiguous to another—would that not do a great deal to solve the problem stated by Judge Fort?

Father Foy (Jersey City)—In Buffalo, as I understand the matter, all the churches, irrespective of denomination, have organized themselves into a Charity Organization Society, and each church dispenses charity in its own parish. They confine themselves to the temporal needs of those who appeal to them. For spiritual help they are turned over to their own proper churches. It has been working well. There are eleven churches of my communion in that combination, in Buffalo.

Mr. Van Wagenen (Orange)—The subject has interested me because it is a vital one in Orange. Our works fail of the best results from lack of co-operation with our Roman Catholic friends and fellow-citizens. We look forward with great anticipation to the time when we can get upon a basis of mutual co-operation between the Roman Catholic and Protestant churches through the medium of the Associated Charities. I am, therefore, very anxious that this word which our friend Father Foy has given us to-day shall be disseminated, as far as possible, throughout the state, for I believe it will tend to develop a sentiment in that direction which will have great results.

Mr. H. F. Fox—I want to emphasize one thought in connection with this work—the value of preventive and constructive work. We have been dealing with individual causes of distress; we want to consider the social causes. There are excellent provisions on our local and general statute-books with regard to the enforcement of health laws, for instance, for the proper inspection of tenements, the condemnation of unfit places, provision with regard to school attendance, &c. There is plenty of law, but it is not enforced, for lack of public sentiment. You cannot do good work of this kind without public sentiment back of it.

One of the most useful things that can be done is to create public sentiment, through which we can deal with the social causes.

Mr. F. L. Hoffman—I wish to endorse what Mr. Fox has said. If we were to give more attention to local causes we should find that the fault is more with society. Take a town of some size—Orange. We have conditions there which are as abominable, as atrocious, as contemptible, as anything you can find in the East Side of New York. We send for a specialist to New York, to tell us what we ought to do! We would better clean our own streets, where the children play on dumps of filth. I do not believe we shall ever get to the root of the matter till we clean our own towns and streets and houses, before we set up any elaborate theories.

Rev G. C. Maddock, D.D. (Trenton)—Without being egotistic, I might say that we have a perfect illustration of co-operation in the State Prison, in the work of Father Fish and myself. We co-operate to such an extent that we see very encouraging results. If we can get that spirit out of the prison and into the state, and into all these organizations, I think the effect on both Catholic and Protestant churches would be good, and we should reach results that are desirable.

Mayor Norman Fox (Morristown)—There is no point in which co-operation is more important than in the dispensation of public funds. The mayor has to sign orders for relief. They come to my office but I have to leave them to the superintendent of the poor to look into, and I do not think he has means for thorough investigation, and in almost every order that I sign I have an instinctive feeling that the town funds have been to an extent wasted. In looking over the reports from the different cities in the comptroller's report, I can see many cities where the funds are wasted in a lamentable way. It seems to me important that there should be co-operation between the civic authorities and the churches and the various charitable organizations of a community.

THE NEED OF ACCURATE AND UNIFORM SOCIAL STATISTICS.

F. L. HOFFMAN.

It seems hardly necessary to say another word on the need of accuracy and uniformity in social statistics, particularly that branch of statistical inquiry which relates to paupers and criminals, yet I am afraid that, for many years to come, the most strenuous efforts will be required to bring about a reform in public sentiment regarding the utility of social statistics and the need of painstaking care in their compilation and publication. For, while the need of accuracy and uniformity is fully recognized by experts in municipal or state administration, the general public and its representatives have not as yet come to similar conclusions. As a result, taking an extreme case, while I could give you, without difficulty, a faithful and trustworthy description of the condition and progress of the people of New Zealand or of some far-away province of India, I could not do so for New Jersey. There is no general compilation of statistical information for the state as a whole, and such data as are published are subject to much criticism as to accuracy, and especially as regards uniformity.

When I state that it seems hardly necessary to say another word on this subject, I have in mind the active efforts of trained experts in different branches of industry or social science, interested in reforms necessary for the improvement of statistical accounts. A special committee of the American Economic Association made a comprehensive report on the subject, under date of February, 1901, which is evidence that, while good work is being done in this direction, practically no attempt has yet

been made to bring about a much-to-be-desired change in the reports on charities and pauperism in the different states. Mr. Allan R. Foote, in his paper, "Public Policy," has for a number of years agitated for a reform of municipal and state accounting. The American Gas Light Association has been quite successful in this direction, as has a committee of the American Society of Civil Engineers. The American Public Health Association has been able to bring about the adoption of the Bertillon classification of causes of death by numerous cities and states, although most of the hard work was done by one enthusiastic worker, Mr. Wilbur, of Lansing, Michigan. Few men have done better work in this direction than Mr. M. N. Baker, who is also a member of the committee organized for this purpose by the New Jersey Sanitary Association. But, as far as I can learn, there have been no well-directed efforts to bring about the necessary reform in the compilation and publication of statistics of the dependent, defective and delinquent classes.

For this state we have next to no information as to the real extent of dependency or of public aid in different municipalities or rural communities. What little we know about the subject is practically limited to the meagre data contained in the annual reports of the comptroller, but no analysis of the returns is attempted, nor are they brought together in such a manner that they can be readily compared with similar returns for previous years. With much labor, I have compiled from the reports of the comptroller for five years a statement of the amounts expended for pauperism and crime in this state, and while, as a result, I am able to state that in 1897 New Jersey spent \$2,331,000 for pauperism and crime, against \$2,763,000 during the year ending September, 1901, we have not, in this statement, an accurate measure of the existing amount of social misery, since the return is limited to state aid and does not include the aid given through private charitable enterprises. If the result obtained is divided roughly into three parts, I may add that, during the last year, \$738,000 was spent on dependents, \$1,444,000 was spent on defectives and \$580,000 was spent on delinquents, but I am very well aware that the amounts given understate, considerably, the actual cost of pauperism and crime to the people of this state.

Practically no information can be given as to the *number* of persons classed as dependent, defective and delinquent. Such

a statement can only be obtained by direct correspondence with state, municipal and private institutions, many of which, at present, publish no annual reports useful for such an investigation. Yet it is manifest that no more important information could be placed before the people of this state than the actual extent of pauperism and crime as represented by the numbers of persons forming these groups of unfortunates. It is clear that there ought to be some central authority, with sufficient power to obtain accurate information on essential matters connected with unfortunate social conditions in this state. That it is not difficult to obtain this information is illustrated in the experience of numerous states, which annually publish fairly satisfactory reports. For this state, practically no information of this kind is published, and the people, as a whole, are in ignorance and in darkness as regards the real extent of pauperism and crime in the respective communities in which they live. Now and then an effort is made to collect data of this kind, but the efforts are spasmodic and of small value.

It is curious to observe how one municipality, like Montclair, for instance, will publish a most useful report on health and sanitary progress, while an adjoining community, like Orange, will publish nothing. No city can be considered a well-governed community or an honestly-governed community which does not annually place before the citizens and voters a plain statement of the cost of administration, together with other important data. I do not hesitate to commit myself definitely to the point of view that just in proportion as the facts of pauperism and crime, as the facts of health and well-being, or ill-being, are honestly made public, a community will be governed honestly or otherwise. Wherever you find communities unwilling to give publicity to the facts in the case, you, as a rule, find a community which is badly governed, where public health matters are neglected, where jails and almshouses are in bad condition, and where, of the annual revenue, but a portion is honestly expended for public needs. I believe that Massachusetts owes its commanding position as a well-governed state, and that the city of Boston owes its position as a well-governed, if not, perhaps, the best-governed municipality in this country, to the fact that from almost time immemorial, commencing with the annual reports of town officers at town meetings, a precise account of the state of

public affairs has been required of public officers in charge of public trusts.

It would take me a long while to deal with the elementary principles which should govern the collection and publication of data pertaining to pauperism and crime in this state. Those who have studied the subject know very well that almost every special branch of this subject is fully and accurately and intelligently reported upon in some one particular state or city. Thus, for example, the annual report of the State Board of Charities of Massachusetts contains all the information necessary for an intelligent understanding of the extent and cost of pauperism in that state. An unfortunate omission from the Massachusetts reports, however, is a statement of the age distribution of the dependent and defective elements, which omission, however, is made good in part by the detailed census, which is taken in that state every ten years, at a period half way between the national censuses. Another excellent illustration of the information required and the possibility of its collection is shown by the reports of the Prison Commission in Massachusetts, which are superior to any other similar documents published in this country. For single institutions we have a good illustration in the annual reports of the State Penitentiary of the Eastern District of Pennsylvania, a model report, which, in a large measure, ought to be adopted by our State Penitentiary at Trenton. The report of the Penal Institution Commission of Boston is an excellent document, limited to essential facts with which the public ought to be familiar, and which could, to much advantage, be adopted by the large cities of this state. The State Board of Charities in New York gives publicity to a vast amount of information in a special statistical appendix, which is defective only in that no summary of the information for previous years is given. In this manner, without going into further details, we can learn from different states, from different cities, and for that matter from European countries, how best to improve the collection of social statistics in New Jersey. Statistics of this kind should issue from a board of experts, specially formed for the purpose, and to my way of thinking there is no more urgent need in making the work in which the Sanitary Association of this state is engaged truly effective than that of supplementing its work by efforts in the direction indicated. While the extremely valuable suggestions

of the board of health have the support of outside evidence, they would be more readily accepted by the Legislature if supported by intelligent statistical evidence, derived from the experience of our own state.

I see no reason why accurate statistics as to the extent of pauperism and crime could not be collected through the Bureau of Labor Statistics. Of course the Legislature would have to grant additional powers, and a larger appropriation for clerical assistance would be necessary. Good results have been accomplished in the direction of collecting statistics of wages and employment, but we require supplementary information as to the non-productive classes, the support of which is, indeed, a heavy burden upon the people. At least one important side of the question should be reported upon, and that is the actual number of people who, as dependents, defectives and delinquents, are supported and taken care of by the state. We ought to have a clear conception as to these elements of the population, which it is our duty to treat with pity and consideration, but also, with the necessary discriminating care, to avoid undue multiplication and an undue increase in pauperism by granting a better mode of life, more wholesome food and better housing to the men who eat their bread in idleness than it is possible to obtain by honest industry. It is important to know the age, sex, color, nativity and occupation distribution of those who are a charge upon the people of the state. We ought to have this information from year to year, and published in a clear and precise manner, so that a definite and accurate conclusion can be arrived at as to the real social progress of the people of New Jersey. It is not so much that we need this information to compare the social status of New Jersey with other states, desirable as such comparisons are, as that there is need of comparing the condition of this state from year to year. At present we do not know, with any degree of reasonable certainty, whether we are actually making progress in the direction of diminishing pauperism and crime or whether we are going backwards. Thus, the often-asserted increase in insanity, which may or may not have taken place during recent years, could not be proven on the basis of such statistics as are now available. Good work has been done in other states, indicating the road which we ought to follow. Of course, the subject demands thorough investigation before the necessary

reform could be inaugurated, but no investigation is needed for the declaration of a new policy, to the effect that the people of New Jersey are determined to know more about the state they live in, and that light should come to those who now sit in darkness and act in darkness, in their attempt to help the unfortunates and make the state a better place to live in.

In conclusion, let me quote from an excellent article on the subject by Mr. Foote : " In our day we see the need of a fourth independent department of the state government—a department of statistics and public audit. This department should be organized similar to the judiciary. Its officers should be appointed or elected in the same manner. They should enjoy the same tenure of office and receive the same compensation. The functions of this department should be to report facts and prevent waste and fraud, in absolute independence of the political, administrative or commerical exigencies of any body, officeholder or corporation." To these remarks I have very little to add. It is useless to plead for uniformity and accuracy in statistics unless there is first a general recognition of the value of such statistics. Unfortunately, the limited amount of time at my command has not enabled me to do justice to a strong plea for the necessity of accurate data pertaining to the unfortunate classes in whose interests this conference has been called together. If there is an earnest desire to do justice to this subject there will be no difficulty in arriving at an understanding on the basis of successful attempts to solve this problem. We must recognize the need of accuracy even before we recognize the need of uniformity. We must recognize the need of detail and do away with general statements, which count for nothing and serve no purpose except to mislead. We must recognize certain fundamental essentials and make a small beginning before the more elaborate plan will be operative. We must realize the necessity of dealing with persons and not with cases, and this in itself forms a most important part of the general problem. We must bring together the men and women interested in this work, and the most competent must explain the necessity of reform. The sooner this duty is realized the better, since delay means the loss of valuable material, which, in the nature of things, no future remedial measures can replace. I trust that the few remarks which I have made will serve the purpose of pointing out the necessity of a material improve-

ment in the collection, analysis and publication of social statistics in this state.

A Delegate—I would like to ask the name of the book on poverty to which Mr. Hoffman has referred.

Mr. Hoffman—It is called "Poverty" and is published by McMillan. The writer, Mr. Roundtree, went to work in a town of 75,000 people, to find out the causes of poverty by a house to house visitation. He shows that the average English laborer does not, the year round, get half enough to eat, as compared with the pauper in the almshouse, who is well fed and taken care of. That is not an encouragement for honest industry. He measured the children, and found that the children of the poor were inferior in weight to the children of the well-to-do; that the poor are subject to a mortality twice as high as the children of the rich, especially in the case of little children.

DISCUSSION.

CHARLTON T. LEWIS.

If this conference results in producing an intelligent enthusiasm on the part of its members for the cause of uniform and accurate statistics upon these subjects, it will far more than justify all the labor it has given those engaged in it. It is very little appreciated to what extent an accurate knowledge of the facts with regard to pauperism and crime is essential to a wise distribution of effort, and to avoid waste of every kind in our endeavors. The very detection of the social tendencies and conditions, against which all our efforts are directed, is only possible by means of a degree of accuracy and completeness in the relation of these facts and statistics, such as has never yet been attained by our state, and with all respect to Mr. Hoffman's opinion, has never been attained in any country, not even in New Zealand and Japan. The fact is that every institution—and we are civilized and very nearly abreast with the times; not quite with Massachusetts and England or New Zealand (for New Zealand is in the forefront)—every institution keeps its records on its own basis. We have not any intelligent law dictating the method by which the reports of institutions shall be kept. The same was the case three hundred years ago with regard to all social institutions, before the science of statistics was founded and had its gradual growth. I might illustrate the result of the work of this science by the history of insurance. You all know that insurance is a business which in its infancy grew out of the charitable impulses of men. When a house was burned down the neighbors used to contribute to pay for the loss. When a man died in the prime of life the neighbors contributed to the care of his family. And so out of that impulse has grown the whole great insurance system, which is nothing but a business organization, based on the principle—bear ye one another's burdens. But that has only been made possible by the scientific collection of exact statistics in the most intelligent way and their application to business. If we are to insure humanity against the evils which arise from pauperism and crime, if we are to reach correctly and scientifically the great social effects which arise from the bad conduct of citizens, from errors of social organization, from poverty and offences against the law, it must be done by the comprehensive collection of facts and intelligent treatment of them.

THE NEED AND PRACTICABILITY OF A STATE
HOSPITAL FOR CONSUMPTIVES.

BY H. C. MITCHELL, M. D., SECRETARY OF STATE BOARD OF HEALTH.

The purpose of a state sanatorium is to prevent the spread of pulmonary tuberculosis. Since 1882, when Dr. Koch first announced the cause of the disease, that has been the effort of every physician who is alive to his duty to the public. The study of the subject has developed the fact that this is a household disease; that it is a disease of crowded communities, of factories, of shops and homes, of every place where people live in close proximity, where the air is vitiated, food poor, and where natural immunity is diminished by improper methods of life.

The loss to the state from untimely deaths—for you know that under the view that now prevails the death of any individual from consumption is regarded as needless—is very great. While tuberculosis is not contagious, it is communicable in so many ways that are preventable that it may be classed with all the other preventable diseases; and it is not too much to say that every case of tuberculosis *is preventable*. If we understood the methods by which this is to be secured; if the 3,500 persons who die from consumption every year in New Jersey should be valued at the minimum sum of \$1,000 each for persons 28 years old—which is the average age at which the larger number of consumptives die—the total loss to the state per year would be about three and a half million dollars. Admit that we are extreme in saying that every one could be prevented; suppose we say that only fifty per cent. of the cases could be prevented, under the knowledge we possess, even then it is easy to see that the saving to the state would be an enormous sum.

The individual man afflicted with consumption is incapacitated for labor, is sick and suffering. Until a few years ago he was admitted to general hospitals, which were crowded with these cases. In Jersey City, where for ten years I was in attendance on the medical side of one of the institutions, to get rid of consumptives, to cheat them out of what was considered their right, was part of the business of the institution. It was impossible to render the public proper service for emergency

cases on account of the great number of consumptives. Within the last few years it has become a recognized and proper procedure to exclude consumptives, because they are dangerous to other patients. What is the consequence? They are suffering at home. They are shunned by their neighbors. They are in the way among their fellow employes. This condition of things is increasing every day, and the urgency for some step for the relief of this class is every day growing more important.

The purpose of the sanatorium has been expressed, perhaps, more correctly when we say that it is an institution for the instruction of consumptives. It is not the purpose, in asking the state to establish this institution, to provide a home, not even a haven, for those people, but to provide a short course of instruction which will enable them to understand the methods by which they can prevent the contamination of those whom they meet. This suggestion was one of the earliest made in connection with an institution of this kind, and incidentally the care and comfort which can be provided by intelligent supervision of ventilation, heating, clothing and food. But the original thought was only of education, of instruction, through object lessons, to show these infected people how to prevent infection, how to secure the most important of all things, pure air; how they can live at home.

I should say with reference to this institution, that it is not designed for the care of cases of other than pulmonary tuberculosis. The great number of deaths which are recorded every year in this state from tuberculosis is from the pulmonary form of the disease, from the fact that bacilli find entrance through breathing passages rather than elsewhere. Those suffering from intestinal or other forms of tuberculosis are not included among those who can be helped in an institution of this sort.

The most important thing for these infected persons to learn is the method of receiving and depositing the sputa. That is the means by which the disease is conveyed to such an extent that all other methods of preventing tuberculosis are of comparatively small importance. The management is so simple that intelligent persons and those who are right-minded, whose desire is to care for the interests of others, can acquire this knowledge in a few days. The only reason for detaining them longer, say for the usual period of three months, is that they may acquire not only the knowledge, but the *habit*, of caring for

the sputa, receiving and destroying it in such a way that it shall be innocuous.

It has been shown by the records from Rutland, Massachusetts, that not less than 75 per cent. of all who are received there are benefited. Possibly all of the 75 per cent. are not cured, but the records are most encouraging as to absolute cure. The investigations made by some German laboratory workers show that of five hundred autopsies made at the age of thirty-six or over, 99 per cent. had at some period been infected by tuberculosis. The probabilities are that no one of us escapes. It is probably not too sweeping to say that no human being in civilization escapes the infection. When we speak of being *immune* we mean good health and good digestion and the vigor that comes from good food and right living.

In New Jersey, in twenty years, deaths from consumption have diminished, owing to general improvement in sanitary conditions. It is risky to make claims as to the causes of this diminution of deaths, but when we consider that scarlet fever and diphtheria have diminished, and that all communicable diseases which are known as contagious, with the exception of two, have diminished in twenty-two years, it is not strange that this has diminished with the rest.

Question—Has the board of health issued any printed directions in regard to the care of the sputa, which can be distributed?

Dr. Mitchell—Five years ago it issued a circular on the subject, which has been generally distributed. About 3,000 copies were distributed. Other copies can be had if desired in reasonable quantity.

THE NEED OF TRAINED NURSING IN HOSPITALS FOR THE INSANE.

SUPERINTENDENT D. M. DILL, M.D.

The training school for nurses at the Essex County Hospital for the Insane was established in November, 1886. It was believed that a course of systematic instruction in the care of the insane would improve the personnel of the staff of attendants, elevate the standard of service, improve the medical work on the wards and stimulate a desire for more accurate and complete clinical records.

Applicants for the position of attendant were required to

present a certificate of recommendation as to health, character and habits; as to educational qualifications and capacity for work. The applicant was then placed on a month's probation, after which time he or she signed an agreement to remain under instruction for two years, the time required to complete their studies, subject, of course, to dismissal at any time for violation of the rules of the hospital.

The plan of instruction embraced a course of two years, from October 15th to June 15th, and consists of lectures and clinical teaching on all subjects required to render efficiency in the nursing of the sick and care of the insane. From the opening of the training school to its close, two lectures a week are delivered to each class. Attendants are required to pass satisfactory examination at the end of the first year before beginning the second year's course. At the end of the second year's course and upon passing the required examinations they are granted certificates by the committee on lunacy and the medical instructors as qualified nurses and attendants upon the insane. After passing the examination for the Junior year the salary of female attendants is advanced \$3 per month, that of male attendants \$4. Graduates are advanced by the same amounts upon receiving their certificates.

The training school has been in operation sixteen years. From it 125 nurses have graduated, 38 males and 87 females; 30 of these trained nurses still retain their positions at the hospital of their graduation; the male and female supervisors at the home institution and at the branch hospital are graduates of the training school and have had many years' experience in hospital work; 2 young women from this school are matrons of hospitals; 2 are serving at contagious hospitals; 8 are attendants in other hospitals for the insane; 3 have studied medicine and become physicians; 3 served their country in the capacity of Red Cross nurses during the war with Spain; 10 male and 3 female graduates have abandoned nursing; 4 have died; 39 of the young women have married.

Since the training school was founded 223 males and 173 females, 396 in all, have been employed as attendants. The male attendants are more transient and uncertain than the female, 17 per cent. of the former to 50 per cent. of the latter having passed through the school.

The advantages of the training school for nurses are many and

varied, and have been so clearly and impressively pointed out in numberless instances, by men of wide experience and eminent repute, that I hesitate to consume your time in restating facts with which you are already conversant, or of enumerating advantages of the school to nurses, patients and hospital, which are already sufficiently apparent to you all.

The course of instruction, being compulsory and covering two years, tends to attract a class of attendants who are qualified by education and intelligence for the work to which they are assigned, and to dissuade the illiterate and incompetent from attempting the responsibilities of a position for which they are unfitted, thus discouraging the more transient adventurer who is out of work and who too often presumes upon some sort of influence or "pull."

The fact that 60 per cent. of all the attendants employed at the Essex County Hospital during the past sixteen years have become graduates in nursing, a large majority of whom are still plying their profession either to the sick and insane, or as mothers, is sufficient evidence of the quality of the material employed and of the commendable utility of the training school.

In the 170 lectures and demonstrations, the nurses receive instructions respecting their hospital and ward duties, the rules and regulations of the hospital are explained and their importance emphasized; methods of managing patients who are depressed, excited, violent or timid, suicidal or homicidal, are presented; hygiene, ventilation and diet receives attention; the various clinical procedures are demonstrated and elucidated; the nurse becomes proficient in bed-making, dressing and undressing insane patients, bathing, taking of pulse and temperature, bandaging, disinfection and the keeping of a clinical chart—indeed, the practical utility of such details in general nursing as a requisite for the intelligent nurse, in order that she may carry out medical direction promptly and skilfully.

The training school in hospitals for the insane has come to stay.

WHY AND HOW EPILEPTICS SHOULD BE SEGREGATED.

H. M. WEEKS, M.D.

Epilepsy has been known from the earliest antiquity, being regarded by the ancients with superstitious awe. It was the malady which was made the foundation of the doctrine of possession of evil spirits, alike in the Jewish, Grecian and Roman philosophy, while the Egyptians and Romans worshiped epileptics as the possessors of supernatural powers.

The prevalence of the disease in the beginning of the Christian era is well known, and it has continued all along down the centuries since, and thousands are beseeching us to-day, as did that father in Holy Writ, who besought the Master on behalf of his son, who was "ofttimes cast into the fire and oft into the waters," to have compassion on them and help them.

This mysterious disease is no respecter of persons; it claims its victims alike from the ranks of the intellectual and the ignorant, the high and the low, the rich and the poor, the strong and the weak, and although a disease of early life, the aged are not spared. Enrolled among its victims are many prominent literary and historical characters. The late Pope Pius IX., Mahomet, St. Paul, Cæsar, Napoleon, Byron, Handel, Molier and Petrarch, were subject to the "falling sickness."

The object of this paper is to call attention to the great number of these unfortunate sufferers, so long neglected, with the hope of securing for them that special care which an enlightened civilization demands. The delinquent and destitute are well cared for, and much has been done for the care and improvement of the insane, the deaf mute, the feeble-minded, the blind, the crippled and the paralyzed. The epileptic alone has been left, ignored by the expanding philanthropy and enlarged sphere of the charities of the day.

The epileptic holds an anomalous position in society. At home he is an object of solicitude to his parents, a menace to the comfort and welfare of the family and a grievous burden in the home of poverty. In the street, danger confronts him on every side, and he is a source of untold annoyance to the public. In childhood he is unable to obtain an education, because his attacks in the school-room terrify his fellows and create con-

fusion. The church and places of amusement are closed against him. Society will not receive him lest he offend or be offended. If he succeeds in learning a trade he fails to secure or hold a position, because others refuse to work with him, or, perhaps, the risks to life and limb are greater than the employer is willing to assume. There is no place for him in the counting-room or behind the counter, and thus, in consequence of his affliction, he grows up in idleness and ignorance. Companionless and friendless, he broods over his isolated and helpless condition until, hope and ambition gone, he sinks into a condition of public dependence. The female epileptic is not only liable to all the sufferings and dangers of the opposite sex, but, on account of her helplessness, she is exposed to the immodest gaze and licentious advances of the unprincipled.

The convulsion does not constitute all of the malady, it being but one of the manifestations of this deplorable disease. Epileptics are subject to more or less acute mental disturbances, the most important of which is a sub-conscious or dream-like state, a condition of mental automatism, varying in duration and form, in which there may or may not be delusions—memory may be entirely lost or only clouded. These acute mental disturbances may follow the convulsions or occur in their stead, and are always to be feared, because, during their continuance, the patient frequently commits the most violent, heinous and diabolical acts and crimes. In some cases these attacks are the only manifestations of the disease. There are many strange experiences recorded that have occurred during these attacks of psychical epilepsy. Men who have been arrested, hurried to the police station and locked in a cell, charged with intoxication and disorderly conduct, a whisky-like odor upon their breath, imparted by medicines taken for the disease, and their peculiar and quarrelsome conduct, lending color to the charge, have, after release, had no recollection whatever of their doings, the arrest or subsequent proceedings. Patients have suddenly left their homes or places of business, traveled long distances to strange places, forgotten their names and all former associations, and, under other names, lived and worked for varying periods of time, and as suddenly returned home, wholly unable to give any account of their whereabouts or doings while absent. I have no doubt that many of the apparently motiveless atrocious assaults and homicides committed by persons supposed

to be insane are done by persons suffering from attacks of this form of epilepsy.

The attacks of epilepsy occur without warning in a majority of cases, and hence no preparation can be made for them. This uncertainty, together with the apprehension of what an epileptic may do and the necessity of restraining him at times for the safety of himself and of others about him, constitutes one of the most trying features of the malady.

Epilepsy, in the majority of cases, terminates in permanent mental degeneration, varying from slight diminution of mental power to complete idiocy; frequently the change is accompanied by morbid changes of character or great moral perversion. So, one entirely familiar with his subject thus forcibly speaks: "Throughout the whole range of human misfortune we know of nothing that can equal, in its abject wretchedness, the lot of the neglected and confirmed epileptic, whose intellectual light is being continually diminished by the terror-full seizures, and whose physical existence is being steadily sapped and blighted by this curse of our age—the insidious character of its inception, the multitudinous causes from which it may have its origin, the subtle character of its progress, the thousand deceiving phases of its treatment and the horrible consequences of its unchecked ravages."

The reasons for separate provision for epileptics are so obvious that it would seem that no argument is needed to sustain them. Eminent writers and speakers, regarded as authorities upon the subject, have forcibly set them forth on numerous occasions. In the establishment of institutions for epileptics the classification of the dependent classes is extended, and institutions organized for other purposes not adapted to the care of epileptics are relieved of an incongruous element.

Epileptics have long been regarded as most unsuitable and undesirable in the various institutions which have heretofore been caring for them in default of other provisions. The late Dr. Richard Gundry, an eminent specialist, speaking in regard to epileptics in insane asylums, said: "However mild their forms of insanity generally, they are liable to explosive paroxysms of fury; and their epileptic attacks are shocking to witness. There can be no question that their frequent fits exercise a very unfavorable influence upon other patients of an impressionable nature. For this reason, doubtless, many who

should be under hospital care are refused admittance, and drift into various nooks and corners, where God alone knows how they subsist."

Medical directors of both hospitals for the insane in this state have again and again expressed the same sentiments.

Dr. John Morris, of Maryland, says: "One-half of the applicants for admission to the Home for Feeble-minded in Maryland are victims of epilepsy. These unfortunates cannot be admitted to the institution for the reason that they are a disturbing element, and would exercise an injurious influence on the inmates, and thus retard their recovery. To treat epilepsy you must have an institution solely devoted to their care. The younger epileptics particularly require separate conditions and treatment." The same views are held by those in charge of like institutions in our own state.

Dr. Powell, of Iowa, says: "Of all hereditary factors, except feeble-mindedness, none are so prolific in entailing a blight upon succeeding generations as epilepsy. I earnestly coincide with the opinion of those who are seeking to establish separate institutions or colonies for them, feeling that this mild imprisonment would prove a humane and effectual means of cutting off another source of the production of, not only feeble-mindedness, but other forms of mental and physical degeneracy."

The duty of the state to this class is set forth by Dr. Jules Morel, of Belgium, in the following language: "It is necessary to consider that epileptics, for the most part, are born of parents who transmit an hereditary taint to their offspring, who later on tend to degeneracy under the influence of other causes, especially alcoholism. The parents of epileptic children, for lack of facilities or for other cause, may be considered as incapable of caring for their education and training, and it becomes the duty of the state, both for the sake of humanity and for reasons of economy, to take the children from them and properly care for them. The epileptic uncared for is exposed to all sorts of excesses. As he grows older he is likely to give way to habits of intemperance, to immorality, to violent acts; or, as is not unfrequently the case, to all of these at once. The state must protect its citizens by removing the sickly and injurious elements from society and providing for them in the interests of the public and those requiring protection."

The most practical and the most economical plan of caring for this class of people is to place them in colonies. By this plan of segregation better opportunity is afforded for the scientific study of the disease and its causes, and in a colony where the patient is under constant observation and supervision, better and more systematic treatment can be carried out than under any other conditions. Society is relieved of a dangerous element, the public safety is promoted and the procreation of degenerative offspring restricted. Under this system means are employed to cure, to educate morally, intellectually and industrially. So far as possible each one is made a useful factor in colony life, contributing by his labor to the support of himself and the colony, and fitted to earn a support after leaving the colony should he be cured or so far restored to health as to render further stay unnecessary. Under this system from 7 to 10 per cent. of epileptics are cured, and from 70 to 80 per cent. are greatly improved.

New Jersey was the fourth state in the Union to establish a separate institution for the care and treatment of epileptics. The New Jersey State Village for Epileptics, located at Skillman, was established in November, 1898. Since that time every effort on the part of those interested has been made to push forward the work. Had adequate appropriations been made, much greater progress would have been made and a larger number of afflicted ones would have been received than is possible to care for under existing circumstances. Until the completion of the two new cottages, in the latter part of 1901, no classification of patients whatever could be made; therefore, a large number of applications for admission have of necessity been declined. An earnest appeal will be made to the present Legislature for an appropriation to provide for further classification, which, if secured, will enable us to admit many worthy cases whose applications are now on file.

The results of our efforts to obtain statistics in regard to the number of epileptics in the state have been very unsatisfactory; nevertheless, from such data as we have been able to obtain, we feel justified in placing the number at more than 2,500, including those at present in other institutions.

If the plans adopted by the managers are carried out, an agricultural and industrial community, living in plain, inexpensive dwellings, and as far as possible becoming self-support-

ing, will gradually rise, with only a moderate expense to the state in any one year.

It is urgently desired that all who are interested in caring for the defective and dependent classes in this state will lend their influence in behalf of this, the youngest of the state institutions—one we hope we have been able to show has a just claim for the support of the state and for the sympathy and co-operation of those composing this conference.

A cordial invitation is hereby extended to all who are interested in caring for the afflicted and dependent to visit the village.

CHILD-CARING WORK IN NEW JERSEY.

HUGH F. FOX.

Mr. Stone has explained the system adopted by the State Board of Children's Guardians. The creation of this board would not have been possible without the support of the persons who have been the active leaders in child-caring work in their various localities, and its history registers the interest and sympathy of the private societies. In the short time at my disposal I can only hope to state very briefly the purposes which influenced the commission on dependent children to adopt the particular plan according to which the Board of Guardians was created, and to suggest the possibilities of increasing its usefulness, in co-operation with the private societies.

This is evidenced by the gradual accumulation of the defective and unattractive children, who are not available for placing in free homes. Mr. Homer Folks, who is perhaps the greatest authority on this department of work in this country, declares that "no evidence has been adduced indicating that any state, or any locality in any state, has reached the limit of its natural capacity for absorbing orphan and homeless children into its normal population by placing-out methods."

First, as to the placing-out system in general, it is not experimental. The commission found that the plan of placing children in families was established in Europe long ago. The Local Government Board of England endorses it thoroughly. In France it is the government system, a striking feature of

which is the plan of apprenticing children over ten years of age to trades. In Sweden and the Netherlands children are boarded with peasant families. In Scotland and Ireland the success of the plan is largely due to the practice of placing children in families of the same faith as that of their parents. The plan in Germany fell into disfavor for a time, owing to the want of proper supervision. A number of asylums were, therefore, started, but their shortcomings soon became apparent, and recourse was taken to the old system under better safeguards. In Australia and New Zealand, the most progressive of the new nations, the plan has been carried out enthusiastically.

I want here to make the distinction clear between the placing of children in free homes and the system of boarding children. There is a constant demand for two classes of children—*first*, attractive and healthy little children from one to five years of age, by people of the very highest motives and of impulses natural and beautiful; *second*, children who are old enough to give their labor in exchange for board. There is no reason why the child should not be expected to help its foster parents in all of the little acts of service which the children of the poor, who live with their parents, would naturally perform. The danger is that such children, while not worked to death, and while, perhaps, getting as much schooling as the law requires, may be deprived of play, which is just as necessary to the development of the child as study.

These two classes will, on the average, comprise about 30 per cent. of the children who come under the care of a public board. Of course I am speaking now of a board which assumes the guardianship of all dependent children who become public charges. In Michigan and Minnesota, where the plan of using a central institution for the temporary care of the children is used, from which the children are placed in free homes exclusively, the plan of placing children without payment for board is already finding its limitation.

Among the special advantages of the placing-out method under state guardianship are these:

First. It is a natural method. It secures to the child the advantage of family life and training.

Second. It discourages the parents from parting with their children unnecessarily. At the same time the relinquishing of the paternal rights is not really a hardship, under the flexible

plan of placing children by mere agreement, as the State Board can, and does, give the children back to their parents if desirable.

Third. The system affords a logical and altogether satisfactory division of the field of charitable work, as between the state and private agencies. It is natural and proper that the private institutions should receive children for whom only temporary care is needed.

Fourth. The plan is much more economical than that of placing children either in public institutions or in subsidized private institutions. This is particularly the case in New Jersey, because, as the cost of maintenance falls on the county from which the child came, the county authorities watch the cost very closely, and there could be no more effective check on extravagant methods. Some of the states have established a system of county children's homes, which have proved to be very expensive and have led to all sorts of evils. The literature of the subject is full of the doleful experiences of the states which have tried the system, and there is hardly one of them which is not now trying to rid itself of these institutions.

New Jersey is the first state to require that its wards shall be placed according to the religious belief of their parents. This provision has proved to be the greatest possible benefit, and is, no doubt, largely responsible for the success of the system. It has enabled the Board of Guardians to enlist the active interest of the clergy of all denominations, both in getting good homes for our children and in furthering their welfare in the homes. It virtually means that we have secured a local priest or minister as a friendly visitor for every child.

I find that all the recognized authorities in child-caring work lay stress upon the great importance of public oversight of all children who are placed in families, whether by public or private agencies, and whether by indenture, or at board, or in free homes; especially the latter. Opinions are divided as to whether the oversight of children placed by private societies should involve their actual visitation by the agent of the state. Personally, I do not consider this necessary. I do feel, however, that the state ought not to shift its responsibility for the welfare of its dependent children by conferring powers of guardianship upon private corporations and abandoning knowledge of the results of such grant of authority.

The state ought to know and register the whereabouts of every child placed out by private agencies. (I am not including, of course, children who have been legally adopted.) Suppose, for instance, that a private society quits the field or fails and abandons its business? Such things have happened in a great many cases. Who looks after the children which the society has distributed? This is not merely a matter of sentiment for the child; it is a matter of self-interest for the state.

This is the children's age, and the outlook for the children of misfortune was never so full of hope as it is now. The danger is that there may be duplication and overlapping in the work of the child-caring agencies just as in the benevolence of the churches! As the business of caring for destitute children becomes thoroughly systematized by the state, it should be the aim of the people who are engaged in this work to adapt themselves to the new conditions, extending their work in some directions and contracting it perhaps in others, and, where possible or desirable, specializing their work in some particular manner. This is being done by a number of the child-caring agencies in New Jersey, such as the day nurseries and the children's aid societies, the Babies' Hospital of Newark and the hospitals for crippled children.

May I now ask you to consider a few pressing problems, in the solution of which your efforts are needed?

First. Educational. It is a national maxim that free education is the birthright of every child. The State of New Jersey, in its free school system, makes it an obligation upon all children between the ages of five and thirteen to attend school. Under the school laws, children who are wilful truants shall be deemed as juvenile disorderly persons. The public authorities are required to put truant officers at the disposal of the school authorities or the inspectors of factories and workshops. But this law is nullified by the provision that it is not effective in school districts where there are not sufficient seating accommodations for the children, and by the further fact that the provision for factory inspection in New Jersey is entirely inadequate. In most of the cities of the state there are not enough schools, and consequently the truancy law is disregarded, and the very children who constitute the greatest menace to society are growing up in vicious idleness.

Second. Educational, again. If any city provides for manual

training the state contributes an equal amount for the same purpose. It seems unfair that, as a general rule, the only provision for trade teaching and manual training are to be found in reform schools and institutions for children. Such training ought to be within the reach of all children, and it should be made available generally.

Third. Recreation. Comparatively little is being done in the way of systematized play for children. There is room for unlimited development of this most useful field of work in connection with the schools, churches, charitable institutions, boys' and girls' clubs and the like.

Fourth. The extension of the probation system of dealing with juvenile delinquents and the necessity of establishing juvenile courts. By the combination of private effort and public aid, the cities of Boston and Chicago have developed a probation system, which has been of the utmost value and is saving the taxpayers a large sum of money. The St. Vincent De Paul Societies and the Children's Aid Society furnish probation officers, who act in co-operation with the officers appointed by the court.

Fifth. Home libraries. The Children's Aid Society of Boston maintains a system of "home libraries," which are sent to the homes of the children themselves, little groups being established at each center, where the children are visited and read to by some good woman, who devotes an hour or two each week to this work. The possibilities for usefulness in this field are unlimited.

I venture to offer these suggestions, to indicate the vast amount of work which it is possible to do for the neglected children of the community, and which can best be done by private societies.

An ideal State Board of Children's Guardians ought to be in constant co-operation with all the child-caring agencies in the state. It should occupy the position of a skillful and magnetic leader in its field of work, and it ought to be a consulting bureau of practical information on all the complex problems which arise in dealing with destitute, neglected and delinquent children. It ought, also, to be thoroughly informed in regard to the constructive work which is done by the churches, social settlements, juvenile clubs and the like. It should have a complete understanding of the preventive methods of organized charitable

associations, relief agencies, children's aid societies, day nurseries, &c. It should familiarize itself with educational questions—particularly the best methods of teaching backward and defective children—and it ought to have at least a speaking acquaintance with physiology and hygiene.

In conclusion, let me add that it should impress all the benevolent activities of the community into the work of keeping families together. No home should be broken up unless a child's very destiny is imperiled. All the social forces of reconstruction must work side by side, to keep the family together so long as there is any hope of its salvation.

I have set a high standard for the Board of Guardians to attain. It can never reach it without the co-operation of the private societies, but with their help New Jersey ought soon to lead the whole country in effective work for the children of the poor.

DISCUSSION.

Mr. A. W. Abbott (Orange)—The natural place for the child is in the home. It takes a good deal of love on the part of foster parents to equal the love of a child's own parents, however poor they may be. In this work of child-saving the parents must be educated. In the Oranges the most effective work has been in the compelling of willful and vicious parents to take proper care of their children. Out of 160 cases it was necessary to bring only 20 into the courts to compel the parents to care properly for the children. That has been a means of keeping the children in their own homes. We have an excellent justice of the peace in Orange, who takes hold of these cases carefully, and he desires and secures as much information with relation to the parents of these children as the society can give. We work in harmony with him.

Rev. W. W. Knox, D.D. (New Brunswick)—I heartily commend the work that has been presented. There was a place for the Board of Children's Guardians. There were children whom we could not touch—children of Catholic parentage and some other cases. We found it a difficult matter to handle certain children. We are willing to contrast our methods, or to compare our methods, with any others. We have worked seven years. God's institution is the home, and almost all of our children, if not actually adopted, are placed where they receive a child's care and a parent's love. I am very sorry that emphasis has been placed on the matter of economy. The Board of Children's Guardians brought out the fact that they place children for \$1.29 a week. Follow that sum up till the child attains majority! Economy is the last thing to merit praise in that board, because, when any one takes a child to board for \$1.29, God help the child that has got to feed off that!

Mr. Peter Backes (Trenton)—I wish to refute a statement that has been made against the Catholics—that they institutionize children. That may have been true under certain circumstances. They were compelled to build institutions, of which we are proud. I am sorry to say that our institutions are filled

with children. They are constantly crowded. But we have also adopted this plan that has been suggested by the Board of Children's Guardians and the plan that has been followed by other societies for the placing out of children. We have in our little home at Hopewell about 160 inmates, ranging from 6 to 15 years of age. Within the last year we have succeeded in placing 12 children a month in homes, and we have established, in connection with the Hopewell Home, a parish board system. That parish board is incorporated in every Catholic parish in the Trenton diocese. It consists of five or more members, and on this membership is cast the duty of finding homes for children in the Hopewell Home. We have found that that system works well. So, for the time being, the stigma that has been cast on us—that we are institutionizing children—has been removed. We have seen the right way and purpose carrying it out, and only use the institution for temporary purposes.

Mr. Ira Otterson (Jamesburg)—I want to speak of two points dealt with by Mr. Fox. One was with reference to the truant officer. It is a nice point to have a truant officer, to compel the children to attend school—to take them by the arm and bring them to the door of the school-house, where they will not be received for lack of room! Those children, if they are to go to school, are fated to go to the reform school. The second point is in connection with manual training. The complaint is often made that the children in public institutions were better provided with training in educational and industrial ways than the children of ordinary parents outside. Therefore, I would heartily commend the idea of industrial teaching in the state schools and in the public schools, and enlarging the public schools until there is a seat and instruction for every child of school age.

Mr. Mahan (Trenton)—Temptation should be kept out of the way of children. Gambling slot machines demoralize our youth, as do the saloons. In educating youth, co-operation should be had with temperance organizations.

Mr. H. F. Fox—I want to correct the false impression that Mr. Knox made. He assumed that, because in a certain county the per capita cost was but \$1.29 for the county, the child was boarded at a cost of \$1.29 and fed according to the amount paid. The fact is that, in computing the cost to the county, we took the total number of children belonging to that county. If the county of Hudson has 300 children under our care, there may be 100 in free homes, 150 in boarding homes and 50 in special institutions, receiving medical treatment. The total cost may be reduced to \$1.29 per capita because of the number placed in free homes.

I want to correct another impression. We have not accepted homes where people have taken children for mercenary reasons. I suppose that, out of all the applications, probably 70 per cent. are refused after investigation. We take very great pains to see that no child is placed in a home where it is wanted simply for work. The system of following up the children and seeing that they go to school, requiring the teacher to give us a monthly report on the physical appearance and general condition of the child, requiring a quarterly report from the minister or clergyman, requiring our agent to put herself in confidential relations with the foster parent and with the child, and encouraging correspondence, enables us to insure pretty well that the child's happiness and health are looked after.

IMPRISONMENT FOR DEBT AND CHATTEL MORTGAGE LOAN FRAUDS.

MARY PHILBROOK.

Two of the greatest problems which are troubling those who are interested in the legal welfare of the poor are the purchasing of goods upon the installment plan and the borrowing of money on household furniture from chattel mortgage loan concerns.

The purchase of goods upon the installment plan means that persons desirous of purchasing goods for which they cannot pay down the whole price are enabled to secure possession of the goods by making a small payment and agreeing to make weekly or monthly payments thereafter. This agreement is in writing and termed a lease. It contains a provision that the purchaser shall not become the owner of the goods until the full amount is paid, and that during this time the title shall remain in the dealer. In other words, it is simply a loan of goods until the whole price is paid. All kinds of goods, such as furniture, household utensils and clothing, are leased in this manner.

If a party should make default in his payment, even after a large amount has been paid, demand is made upon him for the return of the goods. If refused, or if the party, through ignorance, does not return them, suit may be brought charging the party with conversion, judgment rendered, and the party may be sent to prison until the judgment is paid. Cases of arrest, however, have been rare where household furniture has been purchased, because dealers have a legal remedy whereby they can secure the goods.

But during the past few years a number of houses have offered clothing for sale upon the installment plan, giving leases for the clothing. This has been a comparatively easy method of purchasing clothing, and clothing which is unnecessary. Such houses do not want the clothing back when default is made in payment, and while a demand is made for the return of the goods, it is only a bare pretense, and often a demand, which the parties do not understand; often the clothing has been worn out and disused. But the dealer wants his money, and suit is brought for the unlawful conversion of the clothing,

judgment is rendered and the man arrested or threatened with arrest.

There have been a thousand such cases in Essex county. The prisoner cannot be released until the judgment is paid, or unless he is released under the Insolvent Debtors' law, which is often more expensive than to pay the judgment. In no case has the amount involved exceeded \$30 for which a man has been arrested.

Many public-spirited citizens have interested themselves in this matter, and we hope to secure legislation this winter which will carry into full effect the full spirit of our constitution, which declares that there shall be no imprisonment for debt except in cases of fraud.

Another great source of oppression springs from the borrowing of money upon household furniture from chattel mortgage loan concerns. These concerns hold themselves out to the public as loaning money upon household furniture. When one applies for a loan he signs a note and a chattel mortgage, and is handed the amount asked for, less fee for drawing papers. It is agreed between the parties that the loan shall be paid off in monthly payments, and it is generally understood by the borrower that he has a year in which to do it. For a loan of \$25 the payments are \$2.65 a month. After the borrower has paid in what he thinks is enough to cover the loan, he is informed that only a portion of the monthly payments has been credited on the loan and that the balance has been retained by the concern for brokerage fees and interest. It is then that the borrower learns that the note is made to a third party, and is for a much larger sum than actually borrowed. In this way the ignorant are forced to pay nearly double the amount borrowed. Hundreds of these cases have found their way to the Legal Aid Association, and in every instance we have compelled the loan concern to accept the actual amount borrowed, with only the legal interest. But the cases which have come to us are few compared to the vast number who borrow of these concerns, and are either forced to pay the large sum, or suffer the loss of their furniture, or face the exposure which a fight would mean.

Some provision for state supervision of these concerns would relieve much of the oppression.

On motion it was voted that Miss Philbrook should be asked to extend her paper for publication.

RELIGIOUS INSTRUCTION OF PRISONERS.

REV. G. C. MADDOCK, D.D., CHAPLAIN STATE PRISON.

St. Paul speaks of certain people as a peculiar people, zealous of good works. My people are a peculiar people, but not, in the main, zealous of good works. How are we to reach this peculiar people to do them good, to lift them into a new and better life, and to secure their highest welfare and prevent them from being a menace to the community at large? Many people, not acquainted with prison management, make lamentable errors about this. They think that these men and women need a great many things which we, who are brought in daily contact with them, know they do not need. We find that certain fruits and flowers and other delicacies are sent, but the men in the New Jersey State Prison do not get them. The fruits are sent to the hospital for the benefit of the sick.

The well must be kept to the diet which the physician and superintendent think necessary for perfect health. The men do not get the unwise reading that their friends send. I mean the vapid, trashy, silly and weak dime novels. They do not get them. Father Fish has Catholic literature and I have Protestant literature, which is distributed. We send all poor reading to the crematory and consign it to the flames. The kind of reading that I think best subserves the interests of these unfortunate men and women is religious reading. I do not mean by that, the peculiar ideas of churches in their peculiar creeds. I do not mean to interfere with the religious ideas fostered by early education or by the environment of years. What I mean by religious instruction is just the plain, emphatic, direct teachings of the Gospel of Jesus Christ. It is the effort of Father Fish and myself, in daily contact with the prisoners and in the chapel, on the Sabbath, to enforce those lessons of the Gospel. Over and above all is the need of looking after the safety of these men and women for time and for eternity.

THE INTERNATIONAL PRISON COMMISSION.

HON. SAMUEL J. BARROWS, COMMISSIONER FOR THE UNITED STATES.

The organization of this conference is a gratifying evidence that, within the political boundaries of the State of New Jersey, men and women interested in philanthropic problems recognize the need of interchanging thought and of co-operative effort. Every state of our forty-five has its own special local problems, differing often in character and magnitude from those of other states. But there is hardly a problem on the program of this conference which is not also a problem of the country as a whole, which is not also a problem of modern civilization; and if we are to cope with these problems successfully we must invoke something more than local experience. It is quite evident that many of these questions, especially the problems of crime and vagrancy, cannot be satisfactorily dealt with by local remedies. They need the combined action and centralized authority of the state or the nation, and, for their illumination, they need international experience.

The International Prison Congress was organized under this conviction. The impulse came from the United States. The moving spirit was the late Dr. E. C. Wines. Certain European conferences on penological questions had been held, at long intervals, at Frankfort and elsewhere, some years before; but they had not the influence of governmental patronage. It was the government of the United States which issued first, in 1870, an invitation to the nations of the world to send official delegates to an international conference, to discuss the great problems of crime and its treatment. Dr. Wines was sent abroad for a year, to awaken the interest of European countries. His mission was eminently successful. The first congress was held in London, under the presidency of Dr. Wines; the second, in 1878, in Stockholm, under the patronage of King Oscar I., who took a lively interest in its success. A permanent organization was then formed, and the International Commission, composed of one representative from each of the adhering nations, was constituted. This committee, now consisting of about fifteen members, is charged with the work of organizing the international congresses, which are held at intervals of five years. It prepares the program and submits

questions to experts in all the countries, represented a year or more in advance of the congress. The body of reports thus obtained throws a varied light and information upon the same themes and problems. When experts in France, England, Germany, Russia, Italy, the Scandinavian countries, the United States and Japan discuss the same questions, it is evident that we may get the local aspect, the international aspect and the consensus of opinion of trained men and women, all focalized on the given problem. These voluminous reports are printed in advance of the congress and distributed to delegates. It is made the task of some designated person to take these varied reports and make a digest of them, to serve as a base of discussion at the congress.

The congress is divided into four sections. One, dealing with criminal law, includes in its membership many of the most prominent jurists in Europe; the second, dealing with questions of prison administration, is attended by national prison directors and by prison wardens and physicians; the third section deals with preventive measures; the fourth relates to minors and children. The members of the commission are appointed by each of the adhering governments, and represent their countries in an official capacity; but the quinquennial congresses are made up, not only of government officials, but of representatives of philanthropic and sociological organizations, as well as private individuals. Beginning in 1872, six of these congresses have been held, namely, in London, Stockholm, Rome, St. Petersburg, Paris and Brussels. The proceedings are published in French. Those of the last congress, in 1900, form five volumes, containing in all some 3,292 pages.

While the congress is deliberative in its character, it has, without undertaking a propaganda, exerted a powerful influence in modifying and improving the penal systems of the world. In the field of criminal law, prison construction and sanitation, the identification of criminals, and in the application of wise, progressive, and preventive measures, the influence of the congress has been widespread and profound.

TRUANCY LEGISLATION.

H. M. MAXSON, SUPERINTENDENT OF SCHOOLS, PLAINFIELD.

The problem of crime and of destitution has two phases—first, alleviation of evils now present; second, prevention of similar evils in the future. Of these two phases, prevention is by far the most important. It is much wiser to prevent the development of criminals than to build prisons in which to confine and reform them. In this work of prevention, whether in the field of crime or of pauperism, the public school is a most efficient instrument. I speak, not as one who believes that education is a panacea for all social evils, but as one who believes that the habits of regularity, industry, self-control and regard for authority formed by the public schools, if the child can be kept under their influence, are well nigh fatal to the cultivation of the germ of juvenile crime and of pauperism. There is not time to argue the question here. I will simply support it by the statement of one of the eminent judges of New Jersey, who had to pass upon nearly a thousand juveniles cases a year, that it was rare that he found among them one who had come up through the public schools: "Contrast the cost and pleasure of training a child into reputable manhood and citizenship with the cost and pain of having police to watch and arrest him, courts to try and convict him, and prisons to hold and support him."

Assuming the great value of the school, the question before us is not simply a question of "truancy." It is much broader. "How much schooling shall we give to those that do not seek it, and how shall we secure its application?" As a matter of brevity, I simply affirm that the child should attend school every day that school is in session until he is thirteen; that he may be absent to work half the time in his fourteenth and fifteenth years, but that up to his sixteenth year he must be in school all the time that he is not at work.

Who is responsible for the child not being in school, as prescribed by our present law? I enumerate the points briefly, without argument.

1. *The Child Himself.*—He does not enroll; when enrolled

he plays truant; he is incorrigible and cannot be retained in school.

2. *The Parent*.—He cannot control the child; he does not support the school authorities; he is antagonistic to the school; he is indifferent.

3. *Employers* of labor, who employ children under age, or those who have not complied with the law.

4. *The Local Authority*.—It does not look after truants closely; it does not investigate the children at work in factories; it fails to provide enough accommodations, and then makes lack of accommodations an excuse for not enforcing attendance; it does not insist upon and compel the daily attendance of every child while school is in session.

How shall these various parties be compelled to keep the child in school, and how shall the present law be amended to aid in this work?

1. *The Child*.—The present law is good so far as concerns the ages of 7 and 12; but there ought to be two or more state or county truant schools, to which truants and incorrigibles may be sentenced. The reform school is not a proper place for children who have not committed a crime, and judges will not send ordinary truants there. There is need of a school to which children may be committed where they will be under control and instruction, and under a helpful environment day and night. The mere existence of such a school, with the knowledge that truants would be sent there, would have a strongly deterrent effect on truancy. Smaller cities and towns cannot provide a parental school, where the child shall be under control day and night. The present law gives permission to send to a parental school maintained by another city, but to meet adequately the needs of the smaller cities and do the work efficiently, there should be a union school, supported by some authority broader than that of a city.

2. *The Parent*.—In treating absenteeism and truancy, the first point of attack ought to be the father. Threats of arrest should be sent to *him*, and the warrant issued for *him* rather than the child. If he makes affidavit that the child is beyond his control, then the child can be dealt with. The present law compels attendance up to the age of 12, but between the years 12 and 16 the child is simply prohibited from working the whole year without being compelled to attend school. The law should

require the parent to keep the child in school unless he is at work.

3. *Employers* should be required by law to keep on file, for inspection by truant officers, a list of all employes under the age of 15, with a certificate for each child, stating age and attendance in school for the time required by law. There should also be a penalty for employers not complying with the law. The present law forbids employment except under certain conditions, but there is no penalty, and employers are not compelled even to require certificates of age and attendance for each child employed, to say nothing of filing such certificates. Truant officers should be required to inspect such lists frequently and to see the children personally, that they may know that the lists are true. Some parents lie as to their children's ages, an offense condoned if not welcomed by some employers.

4. *The Local Authority*.—One of the great evils of present conditions is the lax enforcement of the laws by local authorities. They appoint poor truant officers, do not insist on the performance of duty, do not follow up the work, have no systematic plan, are indifferent because of the crowded condition of the schools, perhaps because there is no penalty for not enforcing the law. No city, probably, fails in all these particulars; but there are few cities that act as vigorously as they would if there was a compelling power behind them in the state department. It should be the business of the state department to see that the compulsory law is enforced, and it should be supplied with an appropriation adequate for the employment of state agents, who shall enter every community from time to time and investigate the working of the law, and, whenever it may be necessary, secure its enforcement. There should be authority in the state school department to penalize cities and towns that do not enforce attendance of all children at some school.

The new method of apportionment of school money according to attendance is an improvement in this direction, exerting a mild compulsion, but it is not enough. There should be a positive central force, that would be felt in every city and town, compelling full enforcement of the whole law. Only by such state authority can the right of six years' schooling be secured to all the children in the state.

To summarize—the present law is defective, mainly, in four particulars:

1. A child over 12 years of age cannot be compelled to attend school, even though he is not at work.
2. Employers cannot be punished for employing children unlawfully, and there is not even a method provided to see whether they do or do not obey the law.
3. There is no way provided to supervise the enforcement of the law by cities.
4. There is no penalty for cities that do not enforce the school law.

1. THE NEED OF A STATE REFORMATORY FOR WOMEN.

MRS. SARAH S. PADDOCK.

In order to secure the requisite information about the women committed to our county jails and what is being done for them, the following questions have been sent to several people in each county throughout the state interested in jail and prison work, and whose observation and judgment is reliable: 1. What percentage of female convicts are young women or girls under age? 2. Are those newly committed allowed to mingle with old offenders? 3. Do you find the prisoners benefited or hardened by their prison experience? 4. Is there any attempt by the prison authorities to reform the inmates? 5. What is done to help a woman or girl when discharged? 6. Do the majority drift back into their former lives of sin? 7. Is any track kept of the prisoners after they are discharged? 8. Are the men and women committed to the same jail in your county? 9. If so, are they kept entirely separate? 10. Where are your jails and prisons located? 11. Is any punishment inflicted upon incorrigible cases? 12. Do prisoners have any industries to occupy their time, and what are they? 13. What offenses do you find most frequent? 14. What religious influence is brought to bear upon the prisoners?

In summarizing the answers to these questions we have to acknowledge: 1. The entire lack of classification, which appears to be the most serious failure in the present system. 2. A large percentage of the prisoners are young women and girls under age. 3. There is no separation of old convicts from the young and those first committed. 4. No cumulative sentences

for habitual drunkards and other misdemeanants, and consequently many rounders. 5. With a few exceptions, no effort is made on the part of the authorities to effect reformation, further than the weekly services of chaplains in the penitentiaries and the permission given to voluntary Christian ministry and religious societies. 6. Men and women are housed under the same roof, although in separate apartments. 7. No official provision is made to help or to encourage discharged prisoners to forsake their former ways, the frequent result being a return to the prison walls. 8. No training or industrial education is given to inmates which would enable them to earn an honest livelihood when discharged. 9. Idleness prevails and opportunity given for degrading conversation. 10. The suggestion is frequently made that the drifting back into lives of sin would be greatly lessened if, when discharged, the young women were placed in homes similiar to the Hopper Home, in New York City, or under a woman probation officer, who would exercise a supervising care, and seeing that they were given a chance to do better, and receiving from the women regular reports. 11. Our correspondents are of the general opinion that there is a great need of a State Reformatory for Women in New Jersey. All are agreed that such an institution would meet the requirements and be a great blessing if under the management of women especially qualified and adapted to this most difficult and important work.

To define the difference between a prison and a reformatory, it is only necessary to state what each stands for, *i. e.*, the prison for punishment and the reformatory for reformation, or re-formation, which is a thoroughly redemptive process. Let us note what the elements are in this process. Mrs. Charles Russell Lowell, than whom we have no better authority, insists that in a reformatory the character and capacity of the officers in charge are of paramount importance. She says: "They must be women who can inspire respect and affection and who will place the highest ideals before the inmates. There can be no success unless the right kind of officers are chosen. They must be women of the highest type themselves if they are to lift the inmates to a higher plane. The life of confinement, irksome at best, should be relieved by occupations which will develop the body and mind, making both body and mind healthy. There should be schooling, made so interesting that the thoughts may

be really occupied and turned from the contemplation of evil, either past or future. Manual training, as a means of education and technical training, under efficient teachers, should be given, to fit the inmates for future support and self-respect. Teach the girls every kind of healthy, natural, household, country work, both for the influence upon them while in the reformatory and for the healthy, safe life it would make possible for them on leaving. Life in the country, in domestic service, is the safest and best in which to place a girl when discharged."

Mrs. Lowell does not stop with this training, excellent and essential as it is. She says: "The only thing that can really save these young women is to help them develop their souls, to teach them that physical good and ill are as nothing, and that spiritual good and ill are what human beings should care about. The first thing to do is to teach them to care about them, to convert them, to make them take an entirely different view of life, of themselves and of the world—in a word, to give them religion. That, of course, is a difficult task, but there is no other way to reform them. Furthermore," she continues, "they are probably in a perverted state of body and mind, and therefore a reformatory, whether it be a voluntary home or a state institution, should retain its inmates long enough to really cure them and develop them and form habits of good living—that is, for at least two years, and probably five years, more."

Dr. Stoddard, vice president of the New York State Board of Charities, defines the reformatory idea as "the making over of the individual." He lays stress upon the importance of maintaining the life and suggestions of the home, with its relations to the life of the world outside, in its duties and cares, its altruistic efforts and its principles of self-support.

The Hon. George McLaughlin, secretary of the New York State Commission of Prisons, in an address before the State Conference of Charities, said it was his conviction that every prison, from a jail up, should be in a measure a reformatory—an institution where the inmates receive instruction, and compulsory instruction, if necessary, in industrial pursuits, in wage-earning labor, in letters and in moral precepts.

All authorities are agreed that classification is indispensable. It is acknowledged that "this has, in the past, proved to be one of the most difficult problems and serious failures. The separation of the wayward or undisciplined from the vicious

and those of criminal tendencies and habits has not been sufficiently observed, and mainly from our very inadequate and improper architecture, which, not recognizing this necessity, has made little or no provision for such separation. While such classification presents many difficulties, it is none the less imperatively important."

The elimination of punitive measures and the establishment of encouraging features in reform work are strongly urged. "All disciplinary resources should be shorn of any seemingly vindictive character and should appear as the natural sequence of the transgression of established rules of conduct, and thus appeal to the transgressor as the result of her own failure, and not an infliction of penalty by those under whose disciplinary care she is placed."

We need not further enlarge upon the essential characteristics of a true reformatory, but rather condense the opinions of authorities and quote a summary of the main points of importance for consideration in connection with reformatories for women.

SUMMARY.

1. The recognition of the fact that the inmates of such institutions are not a distinct class, but are rather the unfortunates of society, and are defectives from lack of early development and training, and not the victims solely of an unfortunate and criminal heredity.
2. That our reformatory system for women should be based on this idea and that of development by a proper physical and moral environment.
3. That admission to such institutions should be governed by a careful and discriminate classification, under which a separation of the comparatively innocent from the vicious and criminal could be ensured.
4. That as much as possible of the life of the family and the home should be provided for.
5. That the technical instruction should be regulated by the consideration of preparation of the individual for self-maintenance in the relations of domestic life, rather than for the office, workshop or factory.
6. That a greater amount of occupation and relaxation be provided for in the open air.

7. That provisions for punishment and deprivation of liberty be kept in the background as completely as possible, and, in their stead, hopeful and encouraging suggestions be substituted.

8. That the architecture of the reformatory bear no aspect of the prison or house of punishment, but rather the encouraging features of the educational institution.

If time permitted it would be well to show in detail how admirably these principles are carried out in our sister states.

New York has two reformatories for men and three houses of refuge (or reformatories) for women. The latter are at Hudson, Albion and Bedford. These houses of refuge are for young women between the ages of 15 and 30 years, convicted either for misdemeanors or felonies and sentenced thereto for a term of three years, unless sooner discharged by the board of managers. They are each under the control of a board of managers appointed by the governor. The State Charities law governing these institutions provides that "a female between the ages of 15 and 30 years, convicted by any magistrate of petit larceny, habitual drunkenness, of being a common prostitute, of frequenting disorderly houses or houses of prostitution, or of misdemeanor, or who is not insane nor mentally or physically incapable of being substantially benefited, may be committed." The term of commitment was at first five years, but a bill passed in 1899 reduced it to three years. The managers have the power to discharge inmates before the expiration of sentence, so that the indeterminate sentence, with a three-year maximum, is the principle governing detention.

The House of Refuge for Women at Hudson, N. Y., was opened in 1877. The grounds are pleasantly situated on an elevation south of the city, and include 90 acres. There is a fine administration building, a chapel and 7 cottages, a prison, a hospital building, storehouse, barn and cold storage building and an industrial building. Each cottage has three floors and contains from 20 to 35 inmates. Each woman is assigned a separate room. Every cottage is a separate housekeeping establishment, so that as many as possible may learn housekeeping.

The two new and important advances about to be made here are the employment of a woman parole officer and a woman marshal, to convey those sentenced from the court or jail to the refuge, both of which cannot be too highly commended.

The Western House of Refuge for Women was opened Decem-

ber 18th, 1893. It is located on a farm of 97 acres, on the outskirts of the village of Albion. This institution is established on the cottage or family plan, and has a capacity of 160 inmates. The buildings are 10 in number. The 4 cottages contain 22 inmates and 2 matrons. The regulations governing these households are those of any well-regulated family of young people. The keynote of the methods used seems to be "to drive out fear and establish confidence in its place." Even the prison is so bright and kindly managed that, while the security of the inmates is ensured, the gloom and heartless life of the ordinary prison is wholly absent.

The Bedford Reformatory for Women, in Westchester county, New York, is comparatively new, having been opened in 1901. The construction, administration and atmosphere of the place are nearer the ideal than anything we have ever known. It is built on the cottage plan, with a view to classifying the inmates according to age and character. In selecting the officers great care has been taken to secure the services of dignified, refined, intelligent and highly-educated women. It is believed their influence will be far more potent than force. The whole object of the institution seems to be to transplant these women to an entirely different atmosphere from that which has hitherto surrounded them, and to strive, through refining influences, to awaken them to the beauties and benefits of higher aims and ideals.

The Sherborne Reformatory for Women is located in South Framingham, Mass. It was established in 1877, and is therefore one of the earliest reformatories in this country. During the past year 240 prisoners have been admitted to this widely-known and successful institution. The industrious spirit that prevails in this reformatory is remarkable. They are thoroughly interested in their work and take hold with a zest that is noteworthy. The outdoor work is the most eagerly sought for by the women. Stock-raising is a prominent feature of this farm. The idea of the farm work is to train the women so that they can enter farm life when they leave and make it profitable, and at the same time be away from the temptations of the city. No reformatory has been more fortunate in that it possessed for so many years a superintendent who had, to a marked degree, all the qualifications requisite for such a difficult position. Mrs. Johnson's address, delivered before the Woman's Congress in

London, on the underlying principles of prison reform, breathes an inspiration of the purest and loftiest type, and without which any methods, however admirable, would fail in the accomplishment of their purpose. The closing words of her address give the secret of her wonderful success in reform work. She said, "To sum up briefly, the spirit and methods of the Massachusetts Reformatory are these: 'A criminal reformed is a citizen gained.' 'No criminal is incorrigible.' 'Love rules better than fear.'"

She, as scarcely another on this side of the water, was imbued with the spirit of the noblest of prison reformers, Elizabeth Fry, who, in speaking of prison reform, said, "The spirit must be the spirit, not of judgement, but of mercy."

And now, fellow-workers, we have noted the conditions as we find them in our state. We recognize our needs; we have seen them met in other states; we have heard the principles which underlie the successful reformatory, and we have recounted some of the methods and measures of reform which have been tested, and now it remains for us to urge upon our people and legislators the necessity of having, without unnecessary delay, a State Reformatory for Women in New Jersey.

ADJOURNMENT.

Mrs. Williamson—This is our first meeting. It has been one of great usefulness and of great pleasure. We have certainly been inspired by the words from all, and we feel that the result will be a great uplifting in the state during the coming year. The spirit of peace and harmony must prevail. We are all working for one end. If we do not work in the same lines we may still have the spirit of co-operation. Let co-operation be our watchword—co-operation with peace and harmony.

Mr. Fox—In putting the motion to adjourn I want to move a vote of thanks to our presiding officer and to our secretary. This conference would not have been possible but for their work.

Mr. Van Wagenen put the motion, which was adopted unanimously.

Adjourned at 1 P. M., *sine die*.

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