

to the sum above named, may in fact be much less, the company being bound to pay only an amount proportioned to such an extent of the premises leased as may come into their actual possession. Again, there is to be in such lease no provision that in case said premises do not belong exclusively to the State, the lease shall be void; but the State undertakes to lease the premises and by such undertaking makes an implied warranty of its title. And lastly, the fact that all excepting the corporators may be excluded from participation in the enterprise; the uncertainty as to the period when the term of sixty years begins to run; the question as to when the State might be called upon to make compensation for improvements; the prohibition as to creating streets or other improvements on or over the premises, and the fact that the State may be called upon after permitting a public corporation which it has hitherto fostered to enjoy and improve the premises in question, to put the grantors in possession of the premises without the adjudication and process of the law in breach of good faith, are certainly questionable and objectionable provisions of the bill.

The reasons above stated and others not mentioned have constrained me to withhold my signature from this bill.

MARCUS L. WARD.

---

REPORT  
OF THE  
STATE SANITARY COMMISSION  
TO THE  
GOVERNOR OF NEW JERSEY.

---

974.90  
H434  
1867

## REPORT OF THE STATE SANITARY COMMISSION.

*To His Excellency, Marcus L. Ward :*

In accordance with the provisions of the act of the last Legislature of this State, authorizing the appointment of a Sanitary Commission, we now have the honor of submitting to you our report.

The general subject commended to us for consideration in said bill is that of the public health. None has to do more intimately with the welfare of the citizen or the prosperity of the State. It is a vital and material interest in the highest definition of those terms—it relates to the personal concerns of every family to an extent which may well bespeak for it the attention of all intelligent legislation.

The prevention of disease is a grander and nobler thing than its alleviation or cure; and one of the highest functions of government is to secure the health of its constituency. Labor and capital not less than intelligence and virtue are dependent upon health—for all the causes that deteriorate the physical strength, or lower the robust life of communities, strike death-blows at political economy and national progress. It is only the assertion of a self-evident truth to say that it is the part of true wisdom to legislate in this behalf, so far as may be necessary to remove recognized sources of disease; to mitigate the power of contagion; to enforce such laws of health as are fully settled; to give information as to existing evils and the methods of abatement, and to secure such statistical information as will instruct as to the origin and prevalence of influences prejudicial to vigorous vitality. Could we arrange all the favorable and unfavorable forces bearing upon a city or State—so far as its prosperity and the happiness of the citizen are concerned—in an account of credit and debit as in a ledger, not only would the sick man always fall on the debtor side; but to this must be added the demand made on the time of others, the unprofitable expenditures of disease, and besides this, all those results of diminished vitality which, while they may not confine to the sick bed, yet diminish and restrict the capabilities of production and endurance.

Independent, then, of those philanthropic impulses and benevolent sympathies of human nature which should lead governments, not less than individuals to alleviate suffering, just because it is suffering even in a more civic aspect, and as a question of legislative policy and ma-



terial wealth—the public health requires to be dealt with by the governing powers as a great and weighty public interest. With pleasure as citizens, no less than as physicians, that, in the act appointing us there was recognition of the fact, we have turned our attention to the general subject referred to us for brief report, and to the special inquiries suggested in connection therewith.

As by the act our duties were not meant to be final, but introductory to and suggestive of "future enlightened action for the promotion of the public health," we need notice only a few leading facts as illustrated, and allow these to serve as pointers in reference to what is desirable to be done hereafter.

#### I.—CHOLERA.

As the Commission was requested to furnish to the Governor at as early a day as practicable such information and advice as they might deem important in reference to Asiatic cholera, our first attention was directed to this subject. After availing ourselves of the best sources of information, we addressed to your Excellency a letter embodying such precautionary advice and suggestion as seemed to us most expedient to be given to the public. It was voluntarily published by the entire press of the State, and thus served to direct the popular mind to the most reliable sanitary antidotes to the prevalence and extension of this epidemic. An important suggestion as to hygienic improvement on lines of public travel, was not responded to with desirable promptness, but a second reminder secured the desired result.

With thanks to a kind providence and to the Metropolitan board of health, we are able to rejoice, that cholera did not become a widespread disease in our State. We have, however, reliable reports as to over two hundred fatal cases. Hudson City, Hoboken, Burlington and Camden suffered most severely, while several other places on lines of public travel numbered from one to fifteen cases. The detailed history of the disease as manifested in each locality is of much interest, but too extended for the limits of this report.—Its history, its mode of invasion and its fatality were demonstrative enough to teach us salutary lessons, if we will but heed them.—Where it did occur it was as virulent as in the more crowded haunts of the metropolis. In nearly all cases it was directly traceable to some nestling point in New York or Philadelphia, and in many instances the first case in a town would be in the person of a stranger or visitor recently arrived from one of these cities. The portability of the disease is fully established, and yet we are not prepared to say that ever and only thus it is propagated. Its history, however, has shown beyond the possibility of doubt, the power which sanitary law possesses to stay its advance, and by parity of reasoning, it teaches us the control that states and cities may exercise over other epidemic influences. In New York city there were not five cases through all the year, which

did not occur in over-crowded tenement houses or were not traceable to some such incubating and propagating point. The same fact was illustrated when it raged with greatest intensity in our own State, and in every case where prompt and well directed sanitary police was exercised, the disease was promptly limited. We can scarcely insist too much upon the power which effectual laws and prompt sanitary regulations have over its propagation. Where the disease invaded incorporated cities it was generally thus promptly met by the municipal authorities, and as in Elizabeth, Newark, Jersey City, &c., promptly controlled. This was not universally the case, and in some instances much disadvantage resulted and expense was greatly enhanced by the want of antecedent organization. On this account alone thousands of dollars were expended where hundreds would have sufficed under an established health system, and none felt this more than those who by their promptness and efficiency incurred the outlay. Besides in thus getting ready just when the enemy has invaded and the attack commenced, some lives were sacrificed.

Where cholera or any epidemic occurs outside the limits of municipal authority, there are still greater embarrassments. It occurred, for instance, to the President of our Commission to be summoned by telegraph to a country village in which several cases of Asiatic cholera had occurred, and yet in which for the want of any health officer there was undoubted neglect of hygienic measures. Disinfectants were not at hand, sanitary requirements could find no officer with the proper authority and the very couch and furniture of the dead was sold within twenty-four hours at auction. We believe it was only the prompt action of physicians sustained by your Commission and the ready aid of a prominent railroad company of the State in supplying disinfecting material that checked the spread of the disease. In other country places where isolated cases occurred precisely the same felt want was experienced.

The reasons we had for expecting cholera the past year are as potent for the coming one. It is not exceptional for the second year to be more fearful than the first. It still lingers about New York city, and is prevailing at foreign ports. Every precaution of the past needs to be used, while now is the time by law to correct any mistakes that have occurred. This is more practicable, because measures thus adopted are such as are indicated on grounds of general hygiene, and are no less essential and operative in the diminution of typhoid fever, cholera infantum, and gymotic diseases generally. We believe that, as a settled principle, every city should be required by legislative enactment to have its permanent board of health, and every township its health officer, with power sufficient to decide the conditions of nuisance, and promptly to apply the needed cleansing.



## II.—THE GENERAL SANITARY CONDITION OF THE STATE.

As to other items alluded to in the act creating this Commission, we beg leave to note them in the order they are referred to in said act.

In reference to "the general sanitary condition of the State," we need only say that, while we can claim for it some of the best natural advantages, it is not exempt from those prevalent influences which in all rapidly growing States need intelligent attention. As a great thoroughfare State, it calls for all that health-fostering and health-protecting guardianship required on great lines of public travel and mart. As everywhere dotted with towns and cities rapidly filling with a mixed population, it is unavoidably subjected to those influences modifying natural healthfulness with which all cities, and especially all manufacturing cities, abound, while its variety of climate, of elevation and of soil, its sea and mountain surroundings, its diversities of geological formation and of hygrometrical exposure, all make it important that these be recognized and investigated in their relations to public health.

The same intelligent care which seeks to educate the masses should do all in its power to secure the health of the body while attempting to develop the resources of the mind.

That appreciation of practical science which sends forth the geologist to define the basic structure of the State, and locate the wealth of its deposits, should not overlook the relations of structure, drainage, &c., to health, and should be on the alert to secure such definite knowledge as will not fail to tell practically on the welfare of the citizen by the limitation and diminution of disease.

## III.—EPIDEMIC AND CONTAGIOUS DISEASES.

As to "the prevention and curative treatment of epidemic and contagious diseases," what has already been said in regard to cholera applies to these. There is but little difference of opinion as to the availability of well-settled hygienic precautions; and physicians of every grade, and sanitary philanthropists in every calling, feel more sensibly each succeeding year how much of disease might be prevented and controlled. This result can only be secured when the governing powers encourage and provide for the diffusion of sanitary knowledge among the people, and enact such laws as will secure conformity to the plain necessities of the public good in this regard.

In a medical report for 1864, a physician of a village in a north-western county of our State, whose opinion is most reliable, says: "By observation it convinces me that typhoid fever, for the last twenty years in this locality, has been chiefly traceable to animal putrefaction, the result of the vicinity of slaughter-houses or obstructed drains." This is but one of a host of illustrations of what in other instances and in other diseases is often recognized by medical men, and yet, practically, there is the greatest difficulty in abating the

evil—except in the exercise of power conferred by law. Wise legislative action should make it possible to spread before the people the plain facts of public hygiene, and in city or country promptly to abate any disease-exciting nuisance.

## IV.—VACCINATION.

The subject of "vaccination" is another of the points alluded to in the act. From the report of Dr. Cooper, to whom this item was referred and as adopted by the Commission, we make brief abstract. We are deeply impressed with the importance of making some provision whereby the entire population of our State, may be enabled to secure for themselves the benefits of this protection.

The lapse of three-fourths of a century since its discovery has but served to confirm the opinion at first entertained of it, as being one of the greatest boons ever conferred upon the human family. It has been the means of saving millions of human lives, as well as mitigating the suffering from one of the most loathsome diseases to which mankind is liable. Yet strange as it may seem, the great value of this discovery is still unappreciated by numbers of our citizens. Its very simplicity, as well as safety, seems to have rendered many persons indifferent to its great value. Nor does this neglect prevail only among the indigent or ignorant; for wherever the disease appears in an epidemic form, as it seems to do every few years, it is well known to physicians that many families of children are found entirely unprotected by vaccination.

The Commission do not hesitate to recommend that some legislative action should be had to make attention to this subject obligatory upon the whole population of the State, as has been done in most of the European countries, as well as in several States of the Union.

The most feasible way seems to us, to make it obligatory that all children entering schools in this State should be vaccinated and at the same time provide, as is done in most large cities, for the gratuitous vaccination of the indigent. In the rural districts of our State no provision is made and whole families of children are met with, none of whom have been vaccinated. Were some plan like this adopted throughout the State and faithfully carried out, all would in due time be reached and the general mortality be sensibly diminished. That it would not happen as it did some two years since, that in six counties and three large cities of our State, small-pox was epidemic, while in Boston by virtue of their perfected system of vaccination but one case occurred. In fact Massachusetts, Rhode Island and Connecticut boast that no cases now originate in these States. The past year we have been more exempt than usual, and yet one city reports one hundred and sixty-five cases. The public good requires that the people should not be exposed to so loathsome a disease when an effective, cheap and simple remedy is so easily placed within the reach of all.



## V.—THE INSANE.

"The treatment of the insane in county and township poor-houses" is another subject specified, and one by every argument of philanthropy and christian charity claiming your distinguished consideration. This matter was especially referred to Dr. Ryerson for report, and from said report we beg leave in its language or substance to make brief extracts.

The Commission in order to learn the number of the insane in county and township poor-houses and their treatment, issued blanks to the proper local officers, to be filled up and returned to us. But as this was no part of their legally assigned duties, general returns from the whole State were not secured, and the Commission is consequently without full statistics upon these subjects. But from a considerable number received and from other sources of information, the members of the Commission feel authorized to report, that the care of the insane and idiotic in the almshouses of the State while better than it once was, is yet far behind the demands of public sentiment. The admirable arrangements and happy working of the asylum have so educated the citizens of the State, that there is very general and just dissatisfaction with the provision made for the insane in poor-houses, and as deep sympathy for the indigent but not pauper class of these unfortunates, who either have never been to the asylum, or whose time there having expired, have been returned.

We beg leave to assert that this public dissatisfaction must always exist from the nature of the case. At the township or county houses, if the insane are in close confinement, their place of seclusion is generally some dark, unhealthy cell, or if not, they are placed where they can not but be subjected to the gaze and torment of others, and to the injury as well as discomfort of all. Even the insane and the idiotic should not thus be mingled. These two classes react injuriously upon each other, and require totally different methods of training and treatment. The idiots are disgusting to the insane, and often excite them to phrenzied outrages, and this excitement tends to render the cases of the insane still more hopeless. In some of the poor-houses the idiots are sometimes employed, or at least allowed, to take care of the young children, or to mingle indiscriminately with them. One member of this Commission is thoroughly convinced from personal observation, that this intercourse has a most disastrous effect upon their young minds, and impressions are made of lasting injury to them and to society—morally, socially and economically. From the census of 1860, and the partial returns made to your Commission, we believe that the number of insane and idiotic persons in the State, who cannot be accommodated at the asylum when its extension is completed, will be greater than the number in it; and it will then be as large as any one such institution should be.

But while your Commission is satisfied that the people of New Jersey will be fully prepared to sanction any provision that the legis-

lature may make or that your Excellency may recommend or approve for these unfortunates, it is convinced that further preliminary investigations should be made, because

First—No appropriate legislation can be had until accurate statistics are obtained as to the numbers of the insane and idiotic separately, with a full statement of age, sex, condition, and an accurate history of the causes of their insanity or idiocy, that thus the kind and amount of provision required may be more apparent. These statistics cannot be gathered without an organized effort and discriminating classification, such as after the experience of the past we might be able to suggest.

Secondly—While recent and chronic cases of insanity are frequently associated in treatment, and in one institution with advantage, the management of the insane or idiotic is so entirely different, we feel that the fullest information is desirable as to the most approved and practical methods by which the demented and feeble minded may be cared for or improved. It has been suggested to the Commission that it might be practicable to include, under one general supervision within our limits, this class, and those who are now supported by New Jersey, in the institutions of adjacent States. There can be no doubt as to the need of some provisions; and just what it should be all will be more fully able to judge when the proper facts are elicited. Either by a Commission—or better still, by the provisions of some general sanitary and statistical law, there should be no delay in securing these.

Thirdly—Measures for a different disposal of the idiotic or insane scattered throughout our State, cannot now perhaps be prosecuted without embarrassing the authorized improvements now in progress at the asylum, which when completed will accommodate as many as should assemble in one institution, and will make it so commodious as to provide for nearly all needing such care, if the idiotic are elsewhere sustained. Your Commission has visited the asylum and conferred with the Superintendent, and believe that an entire accordance of view exists on the subject. When the improvements, now rapidly advancing, shall be fully completed, the asylum will require only such appropriations as may be needed for current expenses. By that time, it can be ascertained precisely what further provision may be needed. Until then we hope it may not be necessary to return any of those at present in the asylum for care or treatment to county or township houses, as the enlargement will for a little time relieve this well conducted, model institution from a felt embarrassment. In the meantime the State should perfect its plans as to other unfortunates.

## VI.—CONDITION OF POOR HOUSES.

In connection with our attempted investigations as to the insane and idiotic in county and township poor houses, we instituted some inquiries in reference to these institutions, and it has become quite



apparent to us that in parts of our State "the poor asylum" is essentially defective; while in some parts the poor are farmed out to the lowest bidder, in others they are congregated together without sufficient regard to the use of those means which prevent pauperism as well as provide for it.

On the other hand we are not without models in our own State, which other towns and townships might imitate, and our error is in having no public officer whose duty it is to regard these and other interests of public hygiene, and to bring them to the attention of those who are themselves conscious of defects, but for the want of such correspondence and information know not how best to remedy existing evils.

It is noble to provide for the afflicted and the destitute, and right to punish the criminal, but the philanthropist who sees one generation of paupers providing the next, who beholds insanity too often transmitted or originated as a result of errors in marriage or habits, and who sees vice spring out of the filth and bad air and unfit homes, and then subjected to punishment, not reformatory, cannot but inquire if it would not be wiser and more economical legislation, by sanitary regulation and information, to dry up the sources of degradation as well as to make provision therefor. Ounces of such prevention are better than manifold pounds for cure.

#### VII.—VITAL STATISTICS.

Your Commission would desire to call executive attention to the matter of vital statistics. Their importance like that of a census in other affairs has long been recognized. Their important bearing on questions of human health and vitality as in the records of births, marriages, deaths, and the causes and character of diseases, has been appreciated as furnishing important indications as to influences operative upon the conditions of life, besides their value for reference as records. Our own State in common with most others, has long regarded this fact, but these statistics, as at present obtained, at large expense, are of little consequence. The last report of the State Secretary deplors this fact, and we do not know of a single physician or public statistician who ever refers to them as evidence, or regards them of any value. This does not arise from the unfaithfulness of the chief officers, but from obsolete forms of classification, incomplete returns, and from their being merely an appendage to weightier official duties. These should be procured and arranged according to uniform and scientific schedules under the superintendence of a medical or expert statistician, and this could be done with economy to the State, and so as to render them valuable and instructive in matters relating to the common weal.

#### VIII.—WORKSHOPS AND LABORERS.

The matter of workshops and in general the exposure of the working classes in their employments has attracted the attention of your Commission and from a report by Dr. Coleman, we subjoin as follows:

"If it were necessary at this time, material, is at hand to make a detailed report on this as well as the other subjects, but as the Sanitary Commission at this early stage is expected merely to advise the public of its wants, the following brief report is given.

Whether in the workshop or the field, the time of the laborer is at the disposal of the employer, and men who by their wealth command the labor of the poor, too often take from them in a great degree, the means of protecting themselves against the injurious agents that have to be encountered in their occupations. To reach these difficulties that may arise to secure the employer from the reproach of inhumanity, and to do justice to the workmen, there should be some provision to make the employer protect to a greater degree than now obtains the comfort and health of the employed. So little is this important matter regarded, that in almost every establishment where men are congregated, ventilation is neglected, machinery is not properly fenced or guarded to prevent accidents, the proper degree of heat is not attended to, and deleterious materials used in the arts are not carefully managed, when science and attention would make them comparatively harmless.

To secure these ends, a careful examination should be made of all manufactories where gases, vapour, or effluvia of a noxious character are evolved; of establishments where poisonous chemicals are used in the processes of their art; of rooms where many are crowded to work at some branch of business that requires but little muscular exertion and as a consequence making the need for fresh air less recognized; of schools, the worst of all places for undermining the health of the young, if not most carefully warmed and thoroughly ventilated; of popular churches with large congregations where each individual must remain for a time exposed to an unusual temperature and vitiated atmosphere, and also of districts of country and localities where malaria is known to prevail.

These investigations made by competent persons would show conclusively that a great amount of sickness and death could be prevented, if a little intelligent humanity were exercised by proprietors or those having these matters in charge. The necessity for this is so obvious that these brief references are sufficient. It is for a wise legislation to work it to a proper conclusion."

There are various other practical subjects that, even in a casual inquiry, have suggested themselves to your Commission as of great sanitary importance in their bearing on the welfare of the citizen and the prosperity of the State, and as worthy of being presented from time to time to the people, in order to preserve them from avoidable causes of depression and disease, and to secure that prevalent, vigor-

ous vitality conducive of prosperity and wealth, and to unimpeded labor—the joyousness of health—the greatest happiness of the masses.

But the subjects already so briefly alluded to must suffice as specimens of many others having to do with the material interests of all classes.

Every physician can recount cases of disease and death directly resultant from prevalent morbid influences, which might easily be abated by proper sanitary provision; and the intelligent man, in any calling, who marks the more declarative course of epidemics, becomes no less enthusiastic in support of this department of reformatory law.

We believe great advantage would accrue to the people of the State from the enactment of a general health code, which would define more accurately the powers of local health authorities, and require them where none exist to secure the diffusion of proper information, search out and remedy prevalent mortific influences, secure accuracy and uniformity as to statistics, and, in general conserve the greatest physical and personal, social and moral interests of the public. By such a method all the various suggestions made in this report could be carried out, and such others as a wise legislation might devise. This report is but an abstract or synopsis of views and facts which the Commission are ready to present to your Excellency, or to the honorable legislature, when desired.

We feel that we need not now say more on a subject which speaks for itself in language as importunate as the pleadings of suffering which can be relieved can make it, and in tones as startling and thrilling as the groans of death, which might be averted, can utter it.

It is our pleasure in this service to know that they will reach the ears of an executive so keenly sensitive to every call of human suffering that his heart only needs the logic of facts to move it to responsive and effective action, and that through him we address a Legislature which showed a unanimous interest in the objects of this act and which by its past beneficent provisions has honored us among the sisterhood of States. We only ask that you devise and execute such laws in these regards as shall better protect us all as citizens; as shall make our highways free from the contagions of disease; our workshops, places where labor and capital may be aglow with health, and the homes of the people where the women and the children are freer from those vitiated influences which now enfeeble, endanger and destroy.

We have the honor as a State Sanitary Commission thus to respond in accordance with the act and design of our appointment.

EZRA M. HUNT, Metuchen,  
*President.*

S. B. COLEMAN, Trenton,  
*Secretary.*

R. N. COOPER, Camden,  
THOMAS RYERSON, Newark,  
ISAAC A. NICHOLS, Newark,  
*Sanitary Commission.*

---

---

## REPORT

OF THE

## TRUSTEES OF RUTGERS COLLEGE

TO THE GOVERNOR OF NEW JERSEY,

FOR

THE YEAR 1866.

---

---