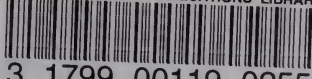


IN 1.1/1893-94

C. 2

Colorado. Board of Charities and  
Corrections.  
Biennial Report, 1893-94

COLORADO STATE PUBLICATIONS LIBRARY



3 1799 00119 0255

RECEIVED

FEB 07 1995

STATE PUBLICATIONS  
Colorado State Library

COMPLIMENTS OF

State Board of  
Charities and Corrections



Digitized by the Internet Archive  
in 2015

5-C37  
11894

UNIVERSITY OF COLORADO  
GOVERNMENT DOCUMENTS DIVISION  
UNIVERSITY OF COLORADO LIBRARIES  
BOULDER, COLORADO

SECOND BIENNIAL REPORT

OF THE

STATE BOARD OF

Charities and Corrections

OF

COLORADO.

---

November 30, 1894.

U18300 9841893



# Table of Contents.

---

	Page
I. Members and Committees of the Board.....	5
II. General Report of the Board.....	7
Investigations .....	13
National and State Conferences.....	23
Officering Institutions.....	24
Industrial School for Boys.....	28
Industrial School for Girls.....	42
Insane Asylum .....	45
Mute and Blind Institute.....	48
Penitentiary .....	52
Reformatory .....	60
Soldiers' and Sailors' Home.....	65
Appropriations .....	72
III. Report of the Secretary.....	75
Expenses .....	78
Officers of Institutions.....	83
Boards of County Visitors.....	85
Reports of Boards of County Visitors.....	92
Table of Statistics of County Jails, etc.....	102
IV. Proceedings of State Conference of Charities and Cor- rections .....	105
V. Recommendations .....	291





Office of  
State Board of Charities and Corrections.

---

*To His Excellency,*

*DAVIS H. WAITE,*

*Governor of Colorado:*

SIR—We have the honor to transmit herewith the Second Biennial Report of the State Board of Charities and Corrections, together with the report of the secretary, in accordance with law. (Laws 1891, page 327, section 6).

Very respectfully,

WM. F. SLOCUM, JR., *President.*

JOHN H. GABRIEL, *Secretary.*



## Members of the Board.

---

GOVERNOR DAVIS H. WAITE, *ex-Officio*.

	RESIDENCE.	TERM EXPIRES.
WM. F. SLOCUM, JR., Pres't., .	Colorado Springs, .	April, 1897
J. WARNER MILLS, Vice Pres't,	Denver, . . .	April, 1899
J. S. APPEL, . . . . .	Denver, . . .	April, 1895
DR. MINNIE C. T. LOVE,	Denver, . . .	April, 1895
DR. B. A. WHEELER, . . .	Denver, . . .	April, 1897
MRS. FRANCES BELFORD,	Denver, . . .	April, 1899

Office of the Board,

STATE CAPITOL.

JOHN H. GABRIEL, Secretary.

---

## Standing Committees of the Board.

---

Industrial School for Boys, . . . . .	J. WARNER MILLS
Industrial School for Girls, . . . . .	MRS. FRANCES BELFORD
Insane Asylum, . . . . .	DR. B. A. WHEELER
Mute and Blind Institute, . . . . .	DR. MINNIE C. T. LOVE
Penitentiary, . . . . .	J. S. APPEL
Reformatory, . . . . .	WM. F. SLOCUM, JR.
Soldiers' and Sailors' Home, . . . . .	J. H. GABRIEL
Auditing Committee, . . . . .	{ WM. F. SLOCUM, JR. J. WARNER MILLS



## General Report of the Board.

---

The personnel of the State Board of Charities and Corrections has undergone almost a complete change during the past two years. Bruce F. Johnson, of Greeley, and Dennis Sheedy, of Denver, whose terms of office expired April 3, 1892, were succeeded by J. Warner Mills and Dennis Mullins. Mr. Mullins afterwards resigned on the 10th day of April, 1894, and was succeeded by Mrs. Frances Belford of this city. Rev. Myron W. Reed resigned on the 19th day of September, 1893, and Dr. B. A. Wheeler was appointed as his successor. Rev. J. C. Hay, of Pueblo, resigned on the 9th day of October, 1893, and Dr. Minnie C. T. Love was appointed. On July 28, 1893, W. H. Brodhead tendered his resignation as secretary to take effect on September 1. John H. Gabriel was chosen his successor.

The duties of the Board of Pardons have become so arduous in their requirements, both upon the members of the board and upon their secretary, as to prevent the performance of the duties required and the accomplishment of the results hoped for by the State Board of Charities and Corrections during the past two years. Since September 1, 1893, more than half of the time of the secretary and almost the entire time of the stenographer has been devoted to the work of the board of pardons. Even this amount of labor has not sufficed to perform more than the absolutely necessary duties. The Board of Pardons has held an average of two meetings per month since

its organization. The members of the board have been compelled to make many trips to the penitentiary and various parts of the state on behalf of applicants.

President Slocum and Messrs. Mills, Appel, Dr. Wheeler and Dr. Love, with Secretary Gabriel visited each of the institutions of the state during the month of November, 1893, and carefully inspected the buildings and grounds, the government and finances and the entire workings of each of the institutions, while the secretary has visited each of them at least once in each two months.

Messrs. Reed, Appel, Mills and the secretary attended the National Conference of Charities and Corrections, the National Prison Association Congress and the International Conference of Charities and Corrections at Chicago, in June of 1893. Messrs. Mills, Wheeler and Secretary Gabriel attended the National Conference of Charities and Corrections, at Nashville, May 23-26, 1894. Messrs. Mills, Appel, Dr. Love and Secretary Gabriel attended the National Prison Association Congress held in St. Paul, June 16-20, 1894.

#### MEETINGS.

The meetings of the Board of Charities and Corrections for the two years last past have been as follows: January 16, April 20, May 24, July 5, July 20, July 28, October 10, November 21, December 1, December 2, December 18, 1893; January 26, February 3, March 2, March 9, April 10, April 17, May 7, May 14, June 8, July 10, July 17, October 12 and November 10, 1894.

The most important business transacted at these meetings was as follows:

April 20, 1893—

A communication was received from Governor Waite requesting the board to make an official investigation of charges preferred against Mr. F. A. Reynolds, one of the commissioners of the penitentiary. Mr. Mills and Rev. J. C. Hay were appointed a committee to make such investigation.

May 24, 1893—

The following resolutions were adopted:

Resolved, That the secretary inform the board of county commissioners of the object and purpose of the new law for the care and treatment of the insane, and to ask them to provide a temporary place of detention of lunatics until committed to the State Insane Asylum.

Messrs. Reed, Slocum, Appel, Mills, Hay, Mullins and the secretary were appointed delegates to the Prison Congress, the National Convention of Charities and Corrections and the International Congress of Charities, Corrections and Philanthropy, to be held at Chicago in June, 1893.

July 5, 1893—

A committee was appointed to initiate measures for the relief of the large number of the unemployed in the city.

July 28, 1893—

The report of the committee to see that the insane were removed from Arapahoe county jail, reported that all the insane had been removed to the Arapahoe county hospital.

The resignation of W. H. Brodhead, as secretary, was accepted to take effect September 1, and J. H. Gabriel was elected to succeed him on that day.

October 10, 1893---

The committee to whom was referred the question of the advisability of establishing a workhouse for Arapahoe county reported in favor of a workhouse and Mr. Appel and the secretary were appointed a committee to visit the workhouse and house of correction in Chicago.

Blanks for the reports from the various institutions were ordered prepared.

October 18, 1893—

The members of the board with the governor, visited the State Industrial School at Golden.

November 21, 1893—

The members of the board visited the Soldiers' and Sailors' Home and recommended better ventilation in the hospital and power house now used for a sleeping room, and some changes in the new building being constructed. The board called for a detailed financial statement of the home, criticising the management of the finances and the manner of purchasing supplies. It further recommended that inmates of the home receiving pensions, pay over to the home a certain part of the pensions so received. The too free use of liquors was condemned and the recommendation that no liquors be given out except on order of the physician was made and further, that the governor appoint a committee to fully investigate all charges against the home.

November 22, 1893—

A visit was made to the reformatory and much satisfaction expressed at the progress made in improvements and more especially in the cell house. A visit was made to the penitentiary which was thoroughly looked over and a public meeting addressed by the members of the board in the evening.

November 23, 1893—

The Insane Asylum was visited in the forenoon and the Mute and Blind Institute in the afternoon and a public meeting addressed in the evening by the members of the board.

December 1, 1893—

Arrangements were made for a State Conference of Charities and Corrections, to be held in February.

A communication was received from the county commissioners of Jefferson county, reporting an appropriation for the changes in the county jail recommended by this board.

Blanks for the reports of the state institutions were provided for.



The report of the special committee to investigate the charges against Commissioner Reynolds was made and ordered transmitted to the governor with the resolution which was adopted, as follows:

Whereas, It appears in the report of the special committee that certain irregularities are possible in letting contracts to the penitentiary for supplies, and

Whereas, This board has recently inspected the penitentiary and its management and the excellent discipline maintained and its general administration,

Therefore, Be it resolved, That we recommend that in future all contracts be so let as to better protect the interests of the state as contemplated in the statutes; and in view of the present great public interest in this institution and the continuance of the present good discipline, we most earnestly recommend that until further investigation is had the present management be unchanged.

March 3, 1894—

The Ninth General Assembly in special session was requested to memorialize Congress to cede to the state of Colorado, the lands and buildings known as Ft. Lyons reservation, near Las Animas, Colorado, for the purpose of a state institution, to be named later.

Plans for the industrial building at the Mute and Blind Institute were examined and some slight changes in the details were recommended.

March 19, 1894—

The report of the special committee appointed to investigate the charges preferred by Mr. O. O. Kennedy against the superintendent of the Industrial School for Boys and of officers of the school against W. J. Jackson, then a member of the Board of Control, was presented, received, adopted and ordered transmitted with the full testimony to the

governor and a copy of the report was ordered sent to the Board of Control, with the following resolution:

Resolved, That we recommend to the Board of Control of the Industrial School at Golden, that they do remove R. W. Morris from the position of superintendent of the said Industrial School.

The special committee appointed to confer with the Board of Trustees of the Mute and Blind Institute relative to the location of the new industrial building, reported that the location of the building had been changed upon the recommendation of this board.

April 10, 1894—

President Slocum, Mr. Mills, Mr. Appel, Drs. Love and Wheeler, Mrs. Belford and the secretary were appointed by the governor delegates to the National Conference of Charities and Corrections at Nashville, Tenn., and the National Prison Congress to be held at St. Paul.

A committee was appointed to secure the meeting of the National Prison Association at Denver, in 1895.

William F. Slocum, Jr., was elected president and J. Warner Mills vice president of the board.

The following resolution was passed and ordered transmitted to the board of control of the State Industrial School for Boys:

Resolved, That it is the sense of this board, in order that Mr. Garard, the newly selected superintendent of the State Industrial School for Boys may be held to full responsibility in the management of the school, that the board of control should so far defer to the situation as to delegate to the superintendent of the State Industrial School power to employ and discharge employes of the school as he may think the necessities of the case require.

May 7, 1894—

The report of the board in the investigation of the Soldiers' and Sailors' Home was prepared, read, adopted and ordered transmitted to the governor, with a full stenographic report of the testimony taken.

July 19, 1894—

The secretary reported the result of his correspondence with institutions for the care of feeble minded; but owing to the high terms offered, it was thought best to try to secure a state home for Colorado.

October 12, 1894—

The Soldiers' and Sailors' Home Commission were requested to see that the sewer connections for the new building be perfected, and to try to obtain the \$350 from George W. Cook.

It was decided to recommend to the legislature a new jail register, to be kept by the sheriffs.

A meeting of the board with the judges of the state, to confer upon an indeterminate sentence law, was ordered called for November 10, 1894.

## INVESTIGATIONS.

Three investigations have been made by the board or a committee thereof, during the biennial period.

### CASE OF MR. F. A. RAYNOLDS, COMMISSIONER OF THE PENITENTIARY.

On April 22, 1893, at the request of the governor, a committee consisting of the Rev. J. C. Hay and Mr. J. Warner Mills, was appointed to investigate charges preferred against Mr. F. A. Reynolds, a member of the Board of Penitentiary Commissioners, by Mr. J. A. McCandless, in substance as follows:

1. That a large amount of penitentiary money which should have been turned over to the state treasurer had been deposited in the Fremont County Bank, which is owned by Mr. Raynolds.

2. That the flour furnished to the penitentiary is from the Canon City Mills, in which Mr. Raynolds is one of the heaviest stockholders.

3. That the land leased by the penitentiary for gardens is largely owned by Mr. Raynolds, upon which large amounts of money have been expended for the benefit of the owners.

4. Flagging the sidewalk around Mr. Raynolds' premises at the expense of the state.

The committee met at the penitentiary April 28, 1893, and held a session of one day, taking the testimony of H. C. Webster, clerk; Commissioner D. H. Nichols, Ex-Warden W. M. Smith, Judge C. E. Waldo and Commissioner F. A. Raynolds. The person making the charges did not appear, but requested the opportunity of presenting testimony. The committee thereupon adjourned for two weeks, but later, by stipulation, to September 11, 1893. No testimony being presented at this time, the committee adjourned to make up its report. Meanwhile, Rev. J. C. Hay resigned, and was succeeded by Dr. B. A. Wheeler, both upon the board and upon the committee. Notice was served upon each party, that they might produce the books of the bank to sustain or controvert the testimony already taken, which might be presented when arguments by counsel were heard, on October 30. No further testimony being presented by either side, the report of the committee was based upon the testimony already taken, and was in its conclusions as follows:

1. About \$14,000 was kept constantly in Mr. Raynolds' bank, for the use of which no interest was paid.

2. That flour was often furnished the penitentiary by the Canon City Mills in which Mr. Raynolds is a stockholder, but not the manager. The contracts were always let by the other two commissioners, but they were the lowest bidders with one exception, and then, upon testing the flour, it was found to be of superior quality, and made a greater quantity of bread.

3. Mr. Raynolds does own a one-third interest in the lands rented by the penitentiary for farm purposes. This land was leased during his absence, and has been very profitable, and brought large returns to the prison.

The propriety, however, of one member abdicating his duties while the other two alone are left to pass the measure upon which some benefit, direct or indirect, is conferred upon the absent member, might certainly be questioned, and seems to be in conflict with the decisions of the courts. (See *Pickett vs. School District, Town of Wiotia*, 25 Wis., 551, S. C. 3 Am. Rep., 105).

4. The fourth charge is not sustained.

Whether the conclusions arrived at are violations of the statutes (sections 3410 and 3416, Mills' Annotated Statutes), is a question for the proper legal adviser of the state.

This report was adopted by the full board, and ordered transmitted to the governor with the full testimony taken, accompanied by the following resolutions adopted by the board on December 1, 1893:

"Whereas, It appears in the report of the special committee that certain irregularities are possible in letting contracts to the penitentiary for supplies; and

"Whereas, This board has recently inspected the penitentiary and its management, and the excellent discipline maintained, and its general administration; therefore, be it

"Resolved, That we recommend that in future all contracts be so let as to better protect the inter-

ests of the state, as contemplated in the statutes; and in view of the present great public interest in this institution, and the continuance of the present good discipline, we most earnestly recommend that until further investigation is had, the present management be unchanged."

This report was transmitted to the governor on December 2, 1893.

CASE OF R. W. MORRIS, SUPERINTENDENT OF THE STATE INDUSTRIAL SCHOOL FOR BOYS, AND OTHERS.

On January 23, 1894, charges were preferred against R. W. Morris, superintendent of the State Industrial School for Boys, alleging:

1. Incompetency, immorality, and that he had made a lady the object of special attack.

2. Inefficiency, and a lack of discipline in allowing the practice of certain abuses among the boys.

3. Incompetency in allowing the spread of dangerous diseases among the boys; the unrestrained use of tobacco; and permitting boys to remain away from school.

4. Improper conduct in associating with the matron.

5. Permitting and ordering cruel punishments.

6. A lack of proper care of the boys' money.

7. A misuse of the appropriations made by the Legislature.

On February 3, 1894, an investigation of the charges preferred and of the whole institution was ordered to be made by a committee consisting of Dr. B. A. Wheeler, Mr. J. S. Appel and the secretary in connection with the Board of Control of the school who were present and asked the fullest investigation at the hands of this board.

On February 13, 1894, charges were preferred by the officers of the school against Mr. W. J. Jack-

son, formerly a member of the Board of Control, but whose appointment the Senate refused to confirm on the 27th day of January, 1894, alleging:

1. That W. J. Jackson did by virtue of his position as member of the Board of Control, obtain by using improper influences, various sums of money from the employes of the school.

2. That some of these loans were obtained under false pretenses.

3. That W. J. Jackson is a man of loose morals; that he has attempted to take improper liberties with several of the lady employes of the school, and these ladies remained silent through fear of losing their positions.

4. That W. J. Jackson had retained his son, Victor Jackson, as bookkeeper of the school and declared that it was useless to make complaint against him.

The evening of February 15, 1894, was set for a hearing at the office of the board in Denver, and notices were sent to Mr. Morris and Mr. Jackson, containing copies of the charges, informing them of the date of the hearing and requesting their presence. Mr. Morris appeared in person and was ably represented by counsel, as he was throughout the entire hearing. Mr. Jackson did not appear at any time. On February 16 he sent a communication denying the charges in a general way and asking a full investigation.

The hearing continued throughout the evening in the presence of Mr. B. F. Williams and Hon. Joseph Mann, members of the Board of Control, who were present at all the hearings and at the presentation of the report. Thereafter six meetings were held at the school and at the office of the board. All of the officers of the school and many others testified. A careful investigation in detail was made so far as it was possible in the time at the disposal of the committee and all the testimony was taken that was

presented. The testimony was transcribed and arguments made thereon by counsel for Mr. Morris on March 10, 1894. The report of the committee was thereupon made up and presented to the board at its meeting held March 10, 1894.

The conclusions of the report made were as follows:

1. That the first specification against Mr. Morris is sustained in this that he was guilty of making undue, improper and insulting advances and proposals to certain lady employes of the school who resented those advances but were compelled to endure the same in order that they might continue in their positions and thus obtain the means to support themselves and dependent relatives.

2. That although the discipline of the school has not been of a high standard, yet it does not justify severe criticism; it is not possible, however, to maintain a high standard of discipline in such an institution without the observance of a high moral standard by all the officers and employes.

3. The charges of allowing the spread of dangerous disease and permitting the boys to remain from school were not sustained, but the use of tobacco is great and can only be prevented by the officers refraining from using the same upon the grounds.

Charges four, five, six and seven were not sustained.

As to W. J. Jackson, the committee finds:

1. That W. J. Jackson was guilty of obtaining large sums of money from a large number of the employes of the institution, using his position to exert an undue influence upon them, and thus induce them to make him certain loans without security.

2. That he was guilty of most gross and insulting advances to a number of the lady officers of the



school who endured the same and kept silent for the same reason that prevented complaint being made against the superintendent.

3. As to the second and fourth charges sufficient testimony was not adduced to make an answer to them.

This report was adopted by the board and ordered transmitted to the governor with the full testimony.

The following resolution was passed and ordered transmitted to the Board of Control of the Industrial School, with a copy of the report of investigation.

Resolved, That we recommend to the Board of Control of the State Industrial School for Boys at Golden, that they remove R. W. Morris from the position of superintendent of the said State Industrial School for Boys.

The report was transmitted to the governor, March 10, 1894.

#### CASE OF THE SOLDIERS' AND SAILORS' HOME.

On March 23, 1894, the legislative committee of the Grand Army Memorial Executive Association filed with the governor charges and specifications, numbering nineteen, against the commissioners and commander of the Soldiers' and Sailors' Home, and on April 10, 1894, the same committee filed further charges, numbering two, against the commissioners.

The first communication was addressed to this board, and was by the governor referred to this board for investigation. The second was addressed to the governor, and was referred with the first for investigation. The charges were in general as follows:

1. A very deplorable condition of affairs at the home.
2. Incompetency and immoral conduct on the part of the commander.

3. That a new commander had been chosen, but was not allowed to assume command.

4. The six following specifications, and Nos. 16 and 19, refer to the fact that an incomplete report was made to the governor when a full and complete report might have been made, although the commissioners said it could not be made.

5. That the whisky and tobacco bill be itemized and shown to whom paid.

6. That a state warrant for \$20,000 was discounted \$600, for cash.

7. Specifications 12 of the first communication, and one of the second charge, that members of the board, acting in other capacities for the board, received large compensation for their services.

8. Specifications 13, 14 and 15 charge irregularity and fraud in letting contracts for the building.

9. That a high rental is paid for a room in Denver, to be used once a month.

10. Specification 18, and 2 of the second letter charge, that the son of one of the commissioners was quartered at the home during his sickness, without expense, although not entitled to admission.

The board concluded to investigate these charges and the affairs of the home, sitting as a body, at the office of the board in Denver, and witnesses were notified to appear on April 10, 1894. The first session was held on that day, at which the commissioners were present, and were represented by counsel. This session continued for three days and evenings. All the commissioners but one, the commander and adjutant were sworn, and all other testimony taken that could be secured. Then the secretary, with power to choose an assistant, was appointed to make a special studied investigation of the books and financial transactions of the home from its inception. Mr. Warner A. Root was chosen, and after three weeks consecutive labor, the special committee made an

itemized report of all transactions to this board, on May 14, 1894. A copy of the same, with the specifications, had previously been furnished counsel for the commissioners, who appeared before the board with Commissioner Browning, and took exception only to the phraseology of two sections of the report of the committee. The entire report was adopted by the board as a part of its report, which was made on the 20th day of May, 1894, and transmitted with the testimony taken to the governor. The conclusions of the report were as follows:

1. The first specification was too general to require attention.

2. No evidence was introduced to sustain the second specification.

3. A quorum of members met in Denver, in August, 1893; an informal vote was taken upon the election of a commander; three votes were for Capt. Youngston, of Aspen, and one for Commander Coats. Commissioner Bonner, who voted for Coats, upon a formal vote being taken, withdrew from the meeting for the purpose of breaking a quorum, and preventing the election of Capt. Youngston. Later, however, he returned to make a quorum to vote expenses to himself and the other attending commissioners.

4. A full report could have been made, and is included in the report of the special committee, hereto attached, but the books, papers and accounts of the commissioners were kept in such a way that it was very difficult to make the same.

5. Sufficient facts could not be obtained to include a complete reply, but there was sufficient to show that liquor should not be given except upon the physician's prescription.

6. The Soldiers' and Sailors' Home Commission has a separate treasurer. A warrant for \$20,000 was issued them by the state auditor on April 20, 1893; a discount of \$600 was paid Mr. Frank Church

to have the same cashed, and almost the entire amount of the moneys thus received was used in paying past indebtedness of the home.

7. Commissioner Coulter received \$225 as attorney's fees for prosecuting a mandamus suit against the state auditor, and Commissioner Browning received \$357 as secretary of the commission, \$250 of which was paid at one time in advance. The commissioners also traveled upon passes and charged mileage for the same. (See section 4107, Mills' Annotated Statutes.) George W. Cook, a former member of the commission, received \$350 with which to purchase a team, but never made any accounting of the same.

8. All contracts for buildings appear to have been let very irregularly and with reprehensible looseness; the details of the same are contained in the report.

9. An office is kept at the Equitable building, but at no expense to the commission.

10. Little definite proof could be obtained concerning this specification; but there seems to have been no violation of propriety in the commander entertaining a son of the commissioner as his guest at the home; but this matter should not be carried too far.

A word of censure must be given to those members of the commission who were chiefly responsible for the unfortunate and unsatisfactory condition of the management and finances of the home, which were Commissioners Browning, Coulter and Bonner.

No recommendation of removal is made; but if such is necessary or proper, the same is made manifest in this report.

The report was transmitted to the governor May 21, 1894.

## NATIONAL CONFERENCES.

Three members of this board attended the National Conference of Charities and Corrections and the National Prison Congress held at Chicago in June, 1893, and also the sessions of the International Conference of Charities and Corrections which were held during the week following, thus permitting the members who attended the one to be present at the sessions of the other.

Two members of the board and the secretary attended the National Conference of Charities and Corrections at Nashville in May, 1894. Three members and the secretary attended the National Prison Association Congress at St. Paul in June, 1894. The greatest good is derived from attending these conferences, and from associating with those who have devoted years of energy and study to the questions daily to be considered by this board. The best that is known in the management of these institutions is given in the interchange of opinions at these conferences. The benefits to be derived from visiting the institutions of other states where these conferences are held are also very great. The members thus become familiar with every known kind of an institution and can adapt the knowledge thus gained to the use of their own institutions.

## STATE CONFERENCE.

The second annual State Conference of Charities and Corrections was held in Denver, March 21, 1894. A most excellent program was given and very valuable papers were read.

Many Boards of County Visitors were in attendance as well as sheriffs, superintendents and matrons of county jails, hospitals, orphan asylums and other public and private charitable and reformatory institutions. It is hoped that county commissioners may see the necessity of attending these con-

ferences themselves and also the benefits to be derived by jailers, superintendents of poor farms and hospitals, as well as Boards of County Visitors, who give so freely of their time and energy to assist not only in conducting our institutions economically and well but also to create a more enlightened and progressive spirit in their management.

The third annual conference will be held early in the year of 1895, and yearly thereafter, and every effort will be made that it shall be as successful as the past.

### OFFICERING INSTITUTIONS.

Much difficulty has been experienced in establishing uniform rules for the management of the institutions of this state, because of the different methods of selecting the officers and employes for each of them. These institutions were established at different times and the laws governing them passed under different influences. It is proper to point out specifically how the law now stands in reference to institutions in the state in whose welfare we are interested, that they, where weak or short, may be amended. Section 2171, Mills' Annotated Statutes, provides for a Board of Control for the Industrial School for Boys who shall appoint a superintendent and such other officers, agents and servants as they may consider necessary to transact the business of said school and may designate their duties and salaries. This section should be so amended as to give the Board of Control power to appoint and remove the superintendent who, in turn, should appoint and remove his subordinates. With this change in the law, the Board of Control would look wholly and only to the superintendent for the conduct, discipline and management of the institution, under their general advice and direction. Then when anything went wrong, the superintendent could be held to strict personal accountability and he would be unable, as at present, to shift the re-

sponsibility upon some of his subordinates, unacceptable and uncongenial to him but forced upon him outside and beyond his own will, and by the very power to which he himself is indebted for his own appointment.

The members of a Board of Control may have a friend or relative who needs a situation and of course it must be given, and given too, by those who can hardly be impartial judges as to the fitness or competency of such relative or friend, when a political debt or debt of kinship can be paid as a public charge. And so it happens that an efficient superintendent may come to grief through a cause that would only bring him to grief the sooner perhaps, if he were to attempt to remove it. This has already happened again and again at the Industrial School at Golden, and will continue to happen unless the law is changed as above suggested so as to prevent it.

The statute which provides for the Industrial School for Girls at Denver, has a provision for a general superintendent to be appointed by the Board of Control, who is to have general supervision under the direction and management of the board. (Mills' Annotated Statutes, section 2188.) This is all right as far as it goes, but it should specifically give the superintendent the power to appoint and remove all subordinates.

The Mute and Blind Institute at Colorado Springs has a superintendent appointed by the trustees, who, with the approval of the trustees, may appoint and fix the compensation of all other officers and employes, discharging any or all of them at his own will except teachers. (Mills' Annotated Statutes, section 3266.) This exception, within the last year and a half led to a very unpleasant contest between Superintendent Ray and the Board of Trustees who insisted on keeping a teacher between whom and the superintendent there was a constant jar. It is idle to expect good work from a superinten-

dent under such conditions and the statute, in this form relieves him of the very responsibility to which the trustees so hopelessly, yet unfairly, seek to hold him. If the head of an institution does not know how to build up and keep up the support necessary for his work, he then is not the man for the place, and the board properly exercises the full limit of its hiring and discharging function in supplanting him by some one who has such knowledge or tact.

The Soldiers' and Sailors' Home at Monte Vista, has a commission of six citizens in control, who appoint and in their discretion remove, any and all persons employed therein. (Mills' Annotated Statutes, section 4105.) The commander is the chief officer at this institution, and with his appointment and removal, the function of the commission in the premises should end. Had such been the case, some of the friction, at least, that was disclosed last summer by our investigation of this institution, would certainly never have occurred.

The Penitentiary at Canon City has a warden appointed by the governor and the warden in turn appoints and removes the guards, turnkeys and overseers. But the Penitentiary Commissioners may *demand* the removal of any such appointees. (Mills' Annotated Statutes, section 3407.)

The same course is pursued at the Reformatory at Buena Vista, except that here the appointments are made by the warden with the approval of the commissioners, and all removals are at his own pleasure. (Mills' Annotated Statutes, section 4142.)

If the warden at these institutions were appointed by the commissioners and not changed by party vicissitudes or political necessities, these sections would contain the nearest approach to statutory perfection in officering the several institutions of the state that we could reasonably desire. But, even as it is there seems never to have been at either the reformatory or at the penitentiary any noticeable friction between the wardens and their subordin-



ates, which was not immediately removed; and this in our judgment amply fortifies and confirms the propriety of the change which we here most earnestly endorse and recommend.

## Institutions.

---

### INDUSTRIAL SCHOOL FOR BOYS.

This institution is situated at Golden, in Jefferson county, about fifteen miles from Denver. It is under the supervision of a Board of Control appointed by the governor, consisting of three members, whose term is six years and each of whom receive an annual salary of three hundred dollars (\$300) and mileage at ten cents a mile. They are required to hold quarterly meetings at the institution on the third Wednesday of March, June, September and December, and may hold such other meetings and at such places as they may deem advisable. They elect a president and secretary from their own body at the regular meeting in March. They have no treasurer for the school, and in this particular the law gives us a model that might well be followed by the Soldiers' and Sailors' Home, and some other state institutions. It provides that all vouchers for the purchase of supplies or other indebtedness of the Industrial School shall be signed by the president and secretary of the Board of Control and certified by the superintendent; and upon presentation of the same to the auditor of the state, he shall draw his warrant upon the state treasurer in favor of the claimant out of any moneys appropriated for the care and support of the Industrial School. (Mills' Annotated Statutes, section 2170).

The superintendent is by the same section required to keep all moneys received from the sale of articles manufactured at the institution and to report the same monthly to the state treasurer and to pay them over to him, who deposits them to the credit of the Industrial School fund.

The Board of Control are required "to prepare and carefully digest and mature a system of government for said Industrial School, embracing such rules and regulations as may be deemed necessary for preserving order, for enforcing discipline, for imparting instruction, for preserving health, and generally for the proper physical, intellectual and moral training of the youth committed to said school. And they may appoint a superintendent and such other officers, agents and servants as they may consider necessary to transact the business of said school, and may designate their duties and salaries." (Id., section 2171).

The Board of Control is permitted to send one of their number at public expense to visit similar institutions of high repute and by personal inspection acquire useful knowledge for the information and benefit of the board. (Id., section 2172).

A feature in the framework of this school, worthy of remark and of frequent imitation, is the requirement that the institution must be run on a strictly cash basis, and the denial to the Board of Control of power or authority to create debts against the school, or to incur any expense beyond its ability to pay from the appropriations made therefor. (Id., section 2173.)

#### CHANGES IN MANAGEMENT.

With provisions such as the above on which to anchor the management of the institution, it would apparently seem improbable that there should ever be any jars or discords. But the public has from time to time, for many years past, been surprised

and shocked by the tales of mismanagement, in one form or another, associated with the name of this institution. The last two years, the period covered by this report, seems to bear along the line of this undesirable reputation, and during this time the school has had a number of unfortunate ups and downs.

This period began with Mr. Hatch as superintendent, who remained to July 1, 1893, and then, for reasons not disclosed to this board, he was removed by the Board of Control, who appointed R. W. Morris, of Pueblo, to succeed him. Mr. Morris remained in charge from July 1, 1893, to March 10, 1894, when he was removed by the board and Mr. W. M. Tudor, assistant superintendent at the institution, was made superintendent temporarily until a permanent superintendent could be secured. Such permanent officer was found in the person of Mr. G. A. Garard, a prominent member of the bar at Fort Morgan, and who has had a large and comparatively recent school experience in Iowa. He has been in charge since April 5, 1894, and appears to be giving eminent satisfaction.

The law contemplates that in the usual course but one member of the Board of Control will be appointed at a time, two years apart; still there has been in the last two years an unparalleled mutation in the personnel of this board. The period in question began by the appointment of B. F. Williams, of Denver, and W. J. Jackson, of Pueblo, to fill vacancies then existing. Joseph Mann, of Golden, an old and respected citizen, was early appointed to fill the vacancy occurring by the resignation of James M. Morris, also of Golden. By reason of facts involved in an investigation, conducted last spring by this State Board of Charities and Corrections, Mr. Jackson, of Pueblo, failed of confirmation as a member of the Board of Control by the senate, and was succeeded by Mrs. Emma Ghent Curtis, of Canon City, a lady highly qualified for the

place, both by intellect and zeal, and who has the honor to be the first lady in the state ever appointed to such a position.

The same investigation above referred to resulted, also, in the removal by the Board of Control of Superintendent R. W. Morris. The occasion and general character of this investigation is sufficiently set out and elaborated on another page of this volume; for that reason the matter requires no detailed or specific attention here.

Most investigations are attended with more or less scandal and excitement, and the one in question was no exception to the rule. With this scandal filling the air, and feuds and hate rankling in the hearts of some of the subordinate officers, with the personnel of the board changed once throughout, and almost twice in a year and a half; with the superintendent changed four times in less than a year, it cannot be otherwise than that the discipline of the school has been much disturbed, and favorable results most seriously impaired.

One of the points of friction leading to these frequent changes of the superintendent requires special attention. It is the chasm too often existing between the superintendent and his subordinates. A retrospect of the two last years as to the point in question leads us to the fixed conclusion that the superintendent should be allowed to select and retain at his pleasure his own support, unembarrassed by any appointments or pressure coming from the Board of Control. We have elaborated this point on another page under the head of Officering Institutions, and to that the reader is especially referred.

#### FINANCES.

The finances of the Industrial School for Boys seem to have been well managed by the officers and State Board of Control. The Ninth General Assembly appropriated \$75,000, together with the cash receipts, for general maintenance; \$12,500 for a new

cottage, and \$800 to furnish it; \$1,000 for a hospital; \$1,500 for cabinet and blacksmith shop; \$2,000 for steam heat; \$1,500 for insurance; \$400 for iron fence to keep out stock; \$150 for library, and \$150 for school apparatus, a total appropriation from the state treasury of \$95,000. The cash receipts from November 15, 1892, to November 1, 1894, were \$2,803, of which sum \$2,282.35 was from the board of boys paid by guardians or parents. There was a large sum—\$5,676.67—received from an insurance policy on the administration building burned in February, 1892, turned into the state treasury.

The total expenditures for the last two years to November 1, 1894, were.....		\$ 95,937 60
Amount appropriated.....	\$95,000 00	
Amount deposited with State Treasurer.....	8,502 25	
Total appropriation available.....		\$103,502 25
Balance left with State Treasurer.....		\$ 7,564 65

The superintendent estimates that for the next two years the General Assembly should appropriate for this school not less than \$86,400. (See page —).

#### STATISTICS.

November 1, 1894, there were 127 boys in this school. During the two years ending with the date last named there were received at the school 147 boys. Of these sixty-one are committed during their minority, forty-one for three years, ten for two years, eighteen for one year, seven for nine months, and the remaining ten for odd terms ranging from one year and three months to seven years and six months.

The offenses for which these 147 boys were committed arrest our attention, and are as follows:

Arson .....	2
Assault.....	6
Burglary .....	15
Carrying weapons.....	1
Disturbing peace.....	2
Forgery .....	3
False pretenses.....	1

Incorrigible .....	18
Larceny .....	29
Petit larceny .....	28
Grand larceny .....	12
Malicious mischief .....	7
Vagrancy .....	19
No offense .....	1
Boarders .....	3
<b>Total</b> .....	<b>147</b>

It is also interesting to know the ages of these boys at the time they were received.

Eight years .....	3
Nine years .....	3
Ten years .....	9
Eleven years .....	16
Twelve years .....	28
Thirteen years .....	20
Fourteen years .....	24
Fifteen years .....	22
Sixteen years .....	22
<b>Total</b> .....	<b>147</b>

Of these 147 boys, Arapahoe county has a quota of forty; Boulder, seven; El Paso, nine; Jefferson, five; Lake, twelve; La Plata, five; Otero, ten; Pueblo, seventeen—the other counties represented have less than five.

The nativity of these 147 children is largely in our own state and its close neighbors.

Colorado .....	39
Illinois .....	4
Iowa .....	4
Kansas .....	15
Missouri .....	14
New York .....	9
Pennsylvania .....	4
Utah .....	4
Unknown .....	15

All other states so far as represented have less than four.

The only foreign country in which more than one of these boys was born is Italy, which has contributed four.

Both parents of twenty-nine of these boys were born in our country, both parents of three in Ireland, both parents of one boy only were born in other foreign countries. Forty-nine of the boys have one foreign parent.

Of these 147 boys sixty-seven have both parents living, sixty-four have but one parent living, forty have both parents dead, and six are unfortunate waifs whose parentage is unknown. The parents of nine of these boys have separated. The parents of fifty of them have property; the parents of ninety-seven have no real estate. Only four of the boys had ever been inmates of other institutions, but fifty of them had been arrested previous to the arrest that ended in their present commitment.

During the two years last passed the whole number that have been in the school is.....	303
The number received during this time .....	147
Total number that have left .....	276
Discharged.....	266
Escaped.....	9
Died.....	1
Boarders .....	6

COMMITMENTS ARE TO A SCHOOL, NOT TO A PRISON.

The law, previous to 1893, made the age of commitment to this school not less than seven nor more than sixteen. (Mills' Annotated Statutes, section 2176). In 1893 this age was changed from ten to sixteen. (Laws 1893, page 294, section 1). This change was likely made to conform to the criminal code that provides, "An infant under the age of 10 years shall not be found guilty of any crime or misdemeanor." (Mills' Annotated Statutes, section



1159). At common law the minimum age of crime is 7 years, with the burden on the prosecutor to prove mental capacity and understanding to commit the act charged in all cases where the age is between 7 and 14.

We are for the statute as it now is if the Industrial School at Golden is to be run in the future, as it has so long in the past, not as a school, but as a juvenile prison. But the management now seems fully imbued with the humane spirit in which the institution was originally conceived and created. It is understood now that it is no longer to be a prison but a school for these unfortunate and neglected little children. With this aim in view the Legislature should require all the teachers employed by the school to pass the examination made a prerequisite to teachers in our public schools. With this change, too, the age of admission might properly be fixed where it formerly was, at eight, to give these school advantages to some of the pitiable little nomads that roam so heedlessly among the pitfalls of our streets. But we do not believe that childhood is capable of crime where there is proper guidance; and if the State Public School for which we so earnestly strive, is to be created by the Tenth General Assembly, then we say, by all means let the minimum age of commitment to the Industrial School remain as it is, and admit, not commit, the little erring waifs under 10 years old to the State Public School.

#### "INCORRIGIBILITY."

The law at present provides that commitments at Golden shall extend to boys between 10 and 16 years, "convicted of any offense known to the laws of this state and punishable by fine and imprisonment, or both, except such as may be punishable by death or imprisonment for life." (Laws 1893, page 294, section 1). There is no crime or misdemeanor known to the laws of this state as "incorrigibility," yet eighteen boys out of 147 seem to have been com-

mitted for such an offense ! How readily a writ of habeas corpus would turn them loose ! And strange to relate, "incurrigibility" is the one express, specific thing for which a boy of the school may be sent away in disgrace. By section 2180, Mills' Annotated Statutes, the Board of Control has power, "and it shall be their duty to return any boy to the authorities of the county or city from which he shall have been received whom said board may deem to be an improper subject for their care or management, or who shall be found incurrigible, or whose continuance in the school they may deem prejudicial to the management or discipline thereof, or who ought in their judgment for any other cause to be returned from said school." This provision teems with the spirit of a discarded philosophy. Modern thought refuses to ascribe incurrigibility to youth. With the right instructor, full of sympathy and skill, energy and tact, the door to the heart of youth will always open, and the young life will burst forth and unfold with its environment in harmonious accord. A teacher may fail to interest or reclaim the erring boy; but the more is the reason why the boy should not be abandoned. Back of the teacher is the state, and the state cannot, must not, flinch or fail. Our problem is with children—nonage, and not with adults, and it is the duty of the state to see that competent adults are engaged to handle the problem. It is lack of tact or incompetency alone that will stoop to hide its failures in the unqualified charge of human depravity.

In this connection we desire also to point out that the section quoted last above is substantially reproduced in the act establishing the Industrial School for Girls. (Mills' Annotated Statutes, section 2196). Our girls, too, are to be committed for "incurrigibility" and then sent back to the committing court when found "incurrigible!" Both these sections should be speedily amended and the power or authority to return either girl or boy of Industrial

School age to the committing magistrate for any cause whatever, should be absolutely repealed. The statute should be further amended, too, by specifically defining the misdemeanors that by past experience have been found to be those ordinarily referred to by the catch-all appellation of incorrigibility. The discretion that is now reposed in the magistrate of committing to the Industrial Schools or not as may suit his pleasure, the children brought before him has become an impediment rather than an aid in dealing with these erring youths. The tender heart of the judge is often touched, and a fine or sentence in jail imposed. The lad or lass, however, sooner or later find their way to the Industrial Schools, and it would be much better that it were sooner than that it were later. In this connection it would be well for us all to remember—judges, parents, citizens and children—that these Industrial Schools are now schools, as their names imply, and no longer juvenile prisons. The law requires the Board of Control to report to the state superintendent of Public Instruction (Mills' Annotated Statutes, section 2169), and this officer is expected to exercise a watchful care over the entire educational course of the school and its standard of proficiency.

#### TERM OF COMMITMENT.

Commitments now to the Industrial School are all required to be for the period of the boys' minority, unless he is sooner discharged by the Board of Control. (Laws 1893, page 294, section 1). This is as it should be, as the boys kept at the school are there for a period sufficient to mould their character and to give them a useful command of their natural and developed talents and abilities. The law provides as to any boy committed to this school that "he shall be clothed, fed and disciplined, instructed, employed and governed under the direction of the Board of Control of said School, until he shall be either re-

formed and discharged or until he shall have arrived at the age of 21 years." (Mills' Annotated Statutes, section 2180).

The Board of Control, too, are given the discretion to discharge a boy when so far reformed as to justify the same; or to bind him out by articles of indenture to any suitable person (but not a saloon keeper or habitual drunkard), who will engage to instruct such boy in some proper art or trade. (Mills' Annotated Statutes, sections 2180, 2182). Such bounden custodian receives \$50 for the first year and \$50 at the end of two years and the further sum of \$100 when the boy is 21, provided the boy has received each year not less than three months of schooling. (Mills' Annotated Statutes, section 2183).

If the State Public School is established, the state agent that would then be required to look up homes for the children, and place and visit them, could perform the same service for both the Industrial School for Girls and for Boys. There can be no doubt that any child when well placed with proper home surroundings is much better cared for than he possibly can be in any institution provided for him by the state. We would therefore earnestly recommend that the placing out system be followed energetically but with care and prudence, in all the schools last above named. Regular and frequent official visits should be made to the families, in which the children are so placed and a watchful, sympathetic supervision maintained.

The parole system is extended to the school at Golden (Mills' Annotated Statutes, section 2180), and the Board of Control may, in their discretion, give boys leave of absence in writing, with conditions therein expressed, for a limited time or during good behavior. This is a wholesome provision and should be extended to the Industrial School for girls; and

where the home surroundings and temperament and conduct of the child inspire the board to look for favorable results, this parole system should be intelligently invoked, to teach and arouse self control and restraint and, through the lessons thus learned, to enable the pupil to earn and deserve unrestricted freedom.

#### CONCLUSION.

In concluding this report it is pleasant to recall that the fullest sympathy and good will now exist between our board and the board and officers of the Golden Industrial School. We are glad that the duties and functions of each are mutually appreciated by all; and that we can all, to the great advantage of each, advise and plan, confer and suggest. When we hold our next State Conference of Charities and Corrections we hope that every member of the Board of Control and every officer of the school who can conveniently be spared will attend every session and feel free to participate in the discussions.

Our last word in this report must go to the boys who, as a whole, have earned the respect and encouragement of all the good citizens of the state. They have managed successfully the work of a farm of forty acres, attended to the stock, including cows and horses, 195 hogs and twenty calves, besides doing all the cooking, washing, mending and baking and general house work in the several buildings; the work of the tailor shop, the shoe shop and printing office, digging trenches for water works and making several hundred thousand brick and doing many other things in the way of permanent improvements and repairs; and in addition to all this, devoting half a day to their studies in school.

It is worth while that the reader of this report should know something in detail of the work of these industrious boys, and something, too, of what our state farm will produce. Some of this information is as follows:

Work done in shoe shop from October 23, 1893 to November 8, 1894.

Boys shoes made.....	582 pair
Boys shoes repaired .....	1,040 pair
Citizen shoes repaired.....	69 pair
Harness repaired .....	44
Suspenders repaired .....	127 pair
Tinware .....	44

No account kept prior to October 23, 1893.

Work done in tailor shop, 1893 and 1894 :

Uniform coats.....	322
Uniform pants .....	408
Uniform caps .....	365
Overalls .....	1,181
Flannel shirts .....	393
Hickory shirts .....	339
Undershirts .....	327
Drawers .....	400
Citizen suits.....	28
Rugby suits .....	13
Ticking uniform suits .....	6
Blouse waists.....	5
Waiters' jackets.....	68
Aprons .....	196
Sheets .....	117
Pillow slips.....	57
Pillow ticks .....	43
Bed ticks .....	17
Bed spreads .....	18
Roller towels.....	57
Window shades hemmed .....	52
Napkins hemmed.....	96
Table cloths.....	7
Canvas cover for hay .....	1
Canvas cover for brick-kiln .....	1
Machine covers .....	3
Flags .....	4
Sewed library catalogues .....	535

Total list of articles repaired, 13,273

The class in printing print a newspaper for the school and the annual reports, and all required job work.

## Fruit, etc. put up:

Currants.....	60 quarts
Rhubarb.....	116 quarts
Tomatoes.....	251 quarts
Strawberry preserves.....	38 quarts
Blackberry ".....	65 quarts
Plum ".....	8 quarts
Crab apple ".....	6 quarts
Tomato ".....	23 quarts
Catsup.....	33 quarts
Pickle tomato.....	60 quarts
Jellies.....	115 glasses
Pickle cucumber.....	6 barrels
Sauerkraut.....	5 barrels

No record kept of 1893.

---

 Farm products for 1893 and 1894:

Alfalfa.....	50 tons
Asparagus.....	2,400 bunches
Beans.....	1,600 gallons
Beets.....	270 bushels
Blackberries.....	90 gallons
Cabbage.....	6,000 heads
Carrots.....	210 bushels
Corn.....	2,000 dozen
Cucumbers.....	150 bushels
Currants.....	75 gallons
Grapes.....	18 bushels
Muskmelons.....	2,800
Watermelons.....	2,000
Onions, green.....	4,000 bunches
Onions, dry.....	500 bushels
Oyster plant.....	43 bushels
Pumpkins.....	8 tons
Radishes.....	4,000 bunches
Raspberries.....	250 gallons
Spinach.....	2,000 pounds
Squash.....	2 tons
Strawberries.....	12,000 quarts
Tomatoes.....	4,000 pounds
Turnips.....	150 bushels
Parsuips.....	300 bushels

We are proud of this record, boys; and want you to repeat it and want to see by another year the best you can do in the school room and the most you can accomplish with the Sloyd or Swedish manual training now at your service, not in reference to learning a trade, for that is not its purpose, but in drawing out and developing the brain and thought with every stroke of the tool and hand. We shall want to know, too, that with all your acquirements, song and music are not the least, not mechanical singing, but the spontaneous outburst of harmonious sound in a melody of feeling and soul. And most of all we shall expect to find you a happy family of growing boys, unfolding with all the joys of youth, appreciating all that the superintendent, Board of Control and officers have done for you as the representatives of the state, ready in turn on your part to show that you have learned the great lesson of life which is DUTY, duty, duty—duty to yourselves, duty to society and duty to God.

---

### INDUSTRIAL SCHOOL FOR GIRLS.

The Sixth General Assembly of this state, recognizing the great need for an Industrial School for Girls, separate from, but conducted in the same manner, as, the Industrial School for Boys, repealed the law providing for the care of girls and boys together at Golden, and passed an act creating The State Home and Industrial School for Girls. This law provides that a Board of Control, consisting of five members, four of whom shall be women, who shall be appointed by the governor and hold their office for five years, shall have the management and sole control of the school.

That all girls under the age of 18 years convicted under the laws of this state or the ordinances of any city or town, of any offense not punishable by imprisonment for life; or any girl who has no proper



means of support or is growing up in habits of vice and immorality may be committed to said school. Girls without homes or means of support may, upon their own application, or that of their parents or guardians, be admitted to the home and school.

Rules shall be adopted for the government of the school and for the moral, physical, intellectual, social and industrial training of the inmates. Domestic industries shall take precedence of trades and there shall be a thorough education in every branch of household work.

For some reason, probably economy, no appropriation was made for this school, so that, to-day, nearly ten years having elapsed, the institution as such has no existence except as to commitments.

The law, however, provided for the custody of all girls committed by giving power to the Board of Control, with the consent and approval of the governor, to contract with one or more reformatory institutions for females in the state for the safe keeping, care, maintenance and instruction of such girls so committed. A limit to the amount to be paid was made at 50 cents per day for each girl over 13 years of age and 25 cents per day for each girl under 13 years of age. The county from which any girl is committed is by the act made liable for the expense thus incurred.

In accordance with the above provisions of law a contract was entered into July 21, 1887, by the Board of Control, under the approval of Governor Adams, with the Sisters of the House of the Good Shepherd in the city of Denver. By such contract the Sisters receive 50 cents each per day for girls over 13 years of age and 25 cents each per day for all girls under 13 years of age, the Sisters to safely keep, care for, maintain and instruct the girls so received.

During the past two years an average of the girls confined has been as follows: 1893, fifty-two; 1894,

fifty; for which the counties have generally paid, except Boulder county, which has refused to pay anything, and the Sisters of the House of the Good Shepherd claim is owing them now \$2,247.25.

During the year 1894 Arapahoe county refused to pay for the support of the girls in this manner, claiming that the act which requires the counties to pay for keeping the wards of the state is unconstitutional. Other counties have since done likewise. In addition to the refusal to pay for their care, courts have not, during the past two years, in many counties, committed any girls to the House of the Good Shepherd, so that the number has been greatly reduced, leaving November 30, 1894, only thirty-seven.

No doubt there are just as many wayward, incorrigible and perhaps homeless girls in Colorado to-day as ever before, but the feeling is very strong among all classes of people that the state should care for its wards and give to the wayward girls the best care possible with the view of complete reformation and thus saving them from a degraded or criminal life. The state should not place this responsibility upon any private institution, much less one purely sectarian.

It must be said, however, that the Sisters of the House of Good Shepherd have throughout all these years kept the terms of their contract and have not returned the girls to their respective counties nor refused to receive them when sent, notwithstanding they knew they would not receive any compensation from the county. It is because of this truly deplorable state of affairs that the Legislature should make an appropriation sufficient to enable the Board of Control to secure a proper house for these girls and to give such education, such moral, intellectual and industrial training, as will help them to lead lives of usefulness and honor. Much has been done in the past and much is being done to-day for the

boys of the state who become subject to its restraining influence, but Colorado has thus far been very negligent in making provision for its girls.

---

### INSANE ASYLUM.

On November 30, 1894, the total number of insane at the asylum at Pueblo was 366. The total number in the various county institutions of the state, pending their transfer to the state asylum is impossible to ascertain.

The Ninth General Assembly passed a carefully prepared statute regarding the care, custody and treatment of the insane. Many abuses in reference to the commitment and detention of lunatics have since been remedied. We believe where it is possible, insane patients in the counties of the state have been cared for at public hospitals instead of in jails as has heretofore been the custom. The prompt method of adjudging patients has also had a very beneficial effect, and the many other excellent features of the law have served the purpose of providing proper, humane and modern treatment for the care of this large class of unfortunates.

It is a matter of very serious regret to the board that the benefits expected to have been derived from the establishment of the cottage system, viz: the facility for the prompt reception of patients from the various counties as soon as they are ordered to be committed, has been a serious disappointment, owing to the failure to finish the cottage as provided by statute, and for which \$25,000 was appropriated by the Ninth General Assembly. The result is the asylum has been overcrowded as it has been since its establishment, and there are now many patients in various counties (notably Arapahoe), awaiting a vacancy. The new cottage has the roof completed and most of the plastering. A small ex-

penditure will enable the commissioners to open the cottage at once for the accommodation of at least fifty additional cases. This would relieve the overcrowded condition of the asylum and secure the transfer from county hospitals of such inmates as are now temporarily cared for at such institutions.

A new cottage for female patients is greatly needed. With the completion of the cottage for males and an additional cottage for females, sufficient accommodation for all patients for the next two years can be secured.

The establishment of a School for Feeble Minded and Epileptics would also relieve the asylum of a number of patients.

The present Board of Commissioners and superintendent greatly desire the construction of an additional wing to the main building. This would be an architectural desideratum, but, such a wing would cost about \$75,000, while the construction of a cottage for female patients at a cost of about one-third that of the proposed wing and the completion of the present cottage for males will probably furnish all necessary accommodations for the next two years. The board therefore re-endorses the "Cottage Plan" as the law at present requires. Its continuance is earnestly recommended.

In the care of the insane, Colorado has not been as fully abreast with other states as we could wish. The Superintendent is not altogether to blame for this condition. His ability as a physician, and his devotion to the institution, as well as his careful and economical management, are not overlooked. He has not had a sufficiently strong corps of assistants to enable him to institute many reforms. The responsibility of the management should be so fixed as to secure the greatest efficiency in administration.

We recommend the establishment of a State Board of Lunacy Commissioners, in lieu of the pres-

ent Board of Commissioners of the Insane Asylum. It should consist of five persons, who should serve without compensation, except actual expenses. One member should be chosen from each of the three leading schools of medicine, and at least one from the legal profession. The duties of the board should be clearly defined by statute, and the board should be vested with the necessary powers to protect fully the insane and further their interests.

The superintendent should be appointed by the commissioners, and need not be a physician. He, in turn, should appoint all subordinate officers. The physicians should be appointed by the lunacy commissioners, and they should appoint their assistants. The present method of granting unlimited authority to the superintendent, who is in no wise responsible to the commissioners for his management, and receives his appointment for a long specified term from the governor, is objectionable. A power and discretion is thus vested in a superintendent which it is improper that any one person should exercise in a matter so important as the care, custody and treatment of the insane.

The question of supplies for the asylum should be carefully attended to. The whole subject of treatment, reception, discharge and transfer either from or to other institutions, or from the asylum to family care should be under the control of a lunacy commission. In the formation of such a commission, the system in vogue in other states furnishes profitable suggestion. The state of New York has recently provided by constitutional amendment for the creation of a commission of lunacy, which, up to the present time, has existed by virtue of statutory enactments. Such a law would speedily place our State Insane Asylum in a more advanced position. The sooner such a course is adopted in this state, the sooner we will reap the advantage of a more economical as well as a more humane method in the care of the insane.

The recovery of any insane person should not be hindered by dismal surroundings, a just sense of wrong inflicted nor by avoidable distasteful associations. Amusements and employments should be provided for all capable of receiving benefit from them. Proper occupation can be made of great value in the treatment of nervous and mental diseases.

We recommend, therefore, the erection of an amusement hall for the benefit of patients. The highest authorities regard amusement and employment as "next to and supplementary to good food, cheerful quarters and kind treatment."

Special provision should be made for a hospital at the asylum.

We would further recommend the selection of a woman physician upon the medical staff.

We recommend the establishment by the state of a hospital for the acute insane, where patients may be received upon the certificate of attending physicians, and from which they may be discharged upon recovery, without further process of law.

We renew our recommendation made to the Ninth General Assembly for the establishment of a training school for nurses in connection with the State Asylum. By careful selection of attendants, who are well adapted to the work, and providing a course of lectures and instructions in the practical work of caring for the insane, we would develop a body of efficient and intelligent attendants, who would greatly facilitate recovery by their skillful nursing.

---

## MUTE AND BLIND INSTITUTE.

### HISTORY.

The Colorado School for the Mute and Blind, located at Colorado Springs, was organized in the territorial days, during the spring of 1874. The orig-

inal bill provided only for deaf mutes, but in 1877 the General Assembly passed a law admitting the blind to the school. The site consisted originally of ten acres of land just east of the city, donated by The Colorado Springs Land Company, to which the same company subsequently added three acres to the original gift, and again in 1888 about one and one-half acres. This site, while ample for mere school purposes, is all too small for the growing needs of a school which must embrace all manner of industrial training for both girls and boys. The play grounds are inadequate, and there is no opportunity afforded for training in horticulture and floriculture, which would prove so valuable an addition to the practical training of the pupils.

The original appropriation of \$5,000 and one-fifth mill tax proved fully adequate to the needs of the school, except for permanent improvements, the appropriations for which from 1879 to 1893, inclusive, have amounted to \$162,000. The total value of the present buildings and grounds is \$200,000. The original law provided a board of trustees consisting of seven members, but without clearly defining the respective duties of the superintendent and principal of the school, which led to such clashing of authority that in 1885 a bill was passed by the General Assembly, providing that the board should consist of five members, whose terms of office should expire at different times, so that no more than two members could be appointed at any one time. It also specified that the direct management of the school be vested in a superintendent, who should have thorough knowledge of the methods of teaching the deaf. acquired by actual school experience, and that he should appoint, with the approval of the board of trustees, his subordinate officers, and that he should not be subject to removal during his term of office, except for cause. This arrangement has proved of great benefit to the school, by removing it almost wholly from political domination. A high standard

of merit is required of all the teachers and employes of the school, and no effort is spared to place it at the head of kindred institutions.

The school, which was opened in 1874, in a small frame building with seven pupils and three teachers, has been steady in its growth, the number of pupils enrolled during the past year being 147. Of deaf males there were forty-seven, deaf females forty-four, blind males thirty-one, and blind females thirty-five; average, about 130; number of officers and teachers, resident and non-resident, twenty-nine; number of servants employed, twelve; expenditures for salaries and wages for fiscal year ending October, 1894, \$21,020; estimated maintenance for same period, \$43,094.47; official receipts for same period, \$5,737.37; net expense, \$37,357.10. The average attendance being 130, the per capita cost is \$287.36.

In considering the expense per capita of these pupils, it must be remembered that more is done for them than for the wards of any other state institution. A home is provided, with all that the word implies, besides instruction in the various arts and industries thus far established. The teachers are specially trained for their work. This school, as organized, really embraces two separate and distinct institutions, which, in most other states, are entirely separate from each other, viz: for the deaf, and for the blind, requiring, as they do, totally different methods of instruction. While undoubtedly under the present arrangement the school can be more economically administered than two institutions would be, the plan is not considered to be productive of the highest results. The trades now taught are printing, carpentry, baking, broom making, mattress making, piano tuning and cane seating. Shoemaking and saddlemaking are in contemplation. The girls are instructed in dressmaking, hammock weaving, bead work, needlework and general housekeeping. Owing to the large amount of mending neces-



sary to be done, the girls are not given as thorough instruction in dressmaking as they should have. In the steam laundry they are only required to feed the mangle, whereas they should be taught to do all of the fine hand work necessary to become practical laundresses. The music and art classes are well equipped, and many of the pupils give promise of more than fair achievement.

Except for the blind, the different departments are fairly well equipped with necessary appliances. The teachers of the blind are much hampered for want of proper maps and other apparatus.

#### BUILDINGS.

A fine industrial building has been constructed during the present year, which adds greatly to the facilities of the school. Also an adequate boiler house for supplying all the buildings with steam. Steam cookers have been placed in the kitchen, and a rotary oven in the new industrial building. The old main building, which was considered unsafe, has been strengthened so as to be rendered quite secure.

The present buildings are more than sufficient to accommodate the school, and at least one hundred more pupils could be cared for without greatly increasing the running expenses, except for maintenance, as the classes which are now small, by reason of necessary grading, may be considerably increased without detriment.

#### FUNDS.

While the original tax levy of one-fifth of one mill was sufficient for the maintenance of this school, the present levy of three-twentieths of one mill is wholly inadequate to preserve its present high standard. An appropriation of probably \$15,000 will be required to meet the deficit in current expenses of this year, and \$10,000 a year supplemental to the income from three-twentieths of a mill will be necessary to meet running expenses for the next two years.

All deaf and blind persons of sound mind and body, between the ages of six and twenty-two years, actual residents of Colorado, are entitled to admission to this school free of charge. Each county assumes the clothing and traveling expenses of those who are county charges. The school opens on the first Wednesday of September and closes the first Wednesday of the following June.

#### GOVERNMENT.

The treatment of pupils is uniformly kind, and their government that of moral suasion rather than force. Corporal punishment can only be administered in extreme cases, and then by the superintendent in the presence of some other officer. The early friction between officers has entirely passed away, and harmony reigns. The pupils are well fed, warmly clothed, and, withal, contented and industrious. An excellent average of health is maintained. The results attained in all the departments are so gratifying as to deserve special mention. The progress of the deaf in the art of articulation is particularly so, demonstrating most forcibly what can be accomplished by patient and scientific training, for the removal of one of the results of their affliction. Too much praise cannot be given to the able superintendent, Mr. Dudley, and his corps of trained assistants, for their conscientious, faithful and loving devotion to the duties assigned them. And your board feel sure that the taxpayers of Colorado may justly be proud of their State School for the Mute and Blind.

---

#### PENITENTIARY.

Prison government, like all government, should have for its object the greatest good of the governed. The highest good of the criminal is his reformation. We must, if possible, return him to soci-

ety, a man. The whole problem of prison discipline and prison management revolves about the two points, "The protection of society from the wrong-doer, and transforming the criminal into a law-abiding citizen."

The Colorado State Penitentiary, while in many respects an excellent institution, has for various reasons never risen to the standard of prisons of many of the other states. Nothing but praise can be given to the administration of Warden McLister, who has faithfully co-operated with the State Board of Charities and Corrections in introducing such system as is approved by modern penologists for the treatment of convicts. The fault is mainly due to the law, and also to the political control of the penitentiary management since its establishment. The Board of Commissioners should be an entirely non-political body, to serve both the interests of the state and the prisoners. With such a Board of Commissioners in charge it would be both wise and proper to confer upon it the authority of the appointment of a warden who shall hold his office during good behavior, and who should be the chief executive of the prison. The warden should appoint all the subordinate officers, for good discipline in the officers of a prison is indispensable to good prison management.

#### DISCIPLINE.

The system of grading the prisoners based on their conduct is attempted at the State Penitentiary, and, while the system is, as yet, incomplete, it has been successful in promoting good conduct. We would recommend that the system of grading in use at the Minnesota State Prison at Stillwater be introduced, and we believe that the best element of the prison will thus be brought out and the effect upon the whole will be beneficial not only as a reformatory measure but in the maintenance of strict discipline with very little severe punishment.

The grading system as maintained at the Stillwater prison is as follows: The prisoners are divided into three grades, each grade distinctly uniformed, and marked by privileges and immunities proportionate to their grade standing. The first and second grade have a double dining room in which they are separated during meal time. The food of the first is more varied than that of the second, that of the second than that of the third grade. The third grade men are obliged to take their food in their cells. We find that this distinction in the food and dining room service has contributed in no small degree to keeping up an interest in the grading system. It demonstrates to a man by very powerful argument (an appeal to his stomach), that it pays to behave himself as he goes along.

#### LIBRARY AND SCHOOL.

The prison library now contains 3,000 volumes, about 500 books being read each week. Exchanges are made weekly, a large number of weekly papers are subscribed for by the prisoners, the prisoners themselves paying for the same. A night school is conducted by the chaplain and the attendance and the progress made by the prisoners is encouraging.

The Sunday chapel services is voluntary but is attended by a large percentage of the prisoners.

#### HEALTH.

The health of the prisoners is remarkably good and the food furnished is all that it should be.

#### FEMALE PRISONERS.

The early completion of the new cell house will enable the female prisoners to receive the same care and attention that is bestowed on the males. The matron in charge is a very efficient and competent officer.

#### EMPLOYMENT.

The question of the proper employment of prisoners has been the cause of much earnest discussion,

often with considerable feeling, where the interests of different industries have been affected. The most rational view to be taken of this important subject is the one that may be based upon the significant motto "That the injury of one is the concern of all." No system of labor will be tolerated by the community to-day which may destroy the earning power of honest working men and women. On the other hand it is a recognized fact that the prisoner should have such employment that when discharged from prison he may have the means of earning an honest livelihood and not be compelled to return to a career of crime. The prisoner should have every opportunity for improvement in his condition in any honest effort he puts forth to raise himself in the scale of manhood. What such particular labor shall be is a delicate task which the commissioners and warden have to determine, but the present methods of working the prisoners in gangs away from the prison gives them opportunity for degrading, boastful prison talk and should be discouraged, provided other employment can be obtained which will not be objectionable to the industrial and labor interests of the state; such employment should be shop work and educational work; work for which some compensation should be allowed the prisoner and such a sum as may be in excess of the cost of his maintenance should be placed to his credit for his own use.

#### CELL HOUSE.

About 300 prisoners are doubled up in cells, an arrangement which cannot be too strongly condemned. Single cells for all prisoners should be provided and another cell house would afford ample facilities for carrying out the single cell idea.

#### PRISON POPULATION.

From statements made by the prisoners, verified as far as possible from other sources of information, a majority of all the prisoners belong to other states of the Union.

Only two prisoners in each one hundred were born in Colorado.

One-third of all the prisoners were born in the five states having large cities, viz: New York, Pennsylvania, Ohio, Illinois, Missouri.

One-sixth of the prisoners are of foreign birth.

Only one-fifth of all the prisoners have homes in Colorado, either married or living with relatives. We believe this fact accounts to a great extent for our large prison population.

Two-thirds of the prisoners should be classed as unskilled laborers.

#### PRISON CENSUS.

The number of prisoners on November 30, 1894, was 621. The average number of prisoners for the years 1893-94, was 601 310-730.

#### PRISON HOSPITAL.

We recommend the erection of a cottage which shall be used as a hospital.

#### RECIDIVISTS.

We recommend to the Legislature that some means of identification be established to enable the courts to ascertain who are recidivists.

#### DISCHARGED PRISONERS.

Our statutes concerning discharged prisoners require amendment. The present law gives to each prisoner as he leaves the prison door after serving his time or receiving pardon, \$5 in cash, a suit of clothes and a ticket back to the county from which he was sentenced, about the worst place usually to send him back to. The law should empower the warden, under proper restrictions, to furnish a discharged prisoner with transportation to any part of the state or elsewhere where he may have friends, as this would be one of the safest methods of aiding him to a renewed and better life. A state agent is

an important officer that should be provided for by the General Assembly, as the temporary care of a prisoner without home or friends pending the time of his securing honest employment is as urgent as the careful nursing of a convalescent fever patient, else the lapsing of such an ex-convict back again into a career of crime is almost a certainty. In no other state is a Prisoners' Aid Society of more importance than in Colorado. Our prison population is large, recruited mostly from homeless and friendless young men, who have fallen victims to the vicious influence of the saloon, gambling and other evils, and a helping hand extended them when they are facing once more the serious problem of honest livelihood, would be a potent factor in saving them from a further life of disgrace and dishonor.

AVERAGE NUMBER OF PRISONERS.

1889-90.....	477 <sup>55</sup> / <sub>35</sub>
1891-92.....	566 <sup>31</sup> / <sub>31</sub>
1893-94.....	601 <sup>13</sup> / <sub>38</sub>

TOTAL NUMBER OF EMPLOYEES.

1889-90.....	51
1891-92.....	54
1893-94.....	44

SALARIES OF EMPLOYEES.

1889-90.

1 Employee, at per month.....	\$125 00
1 Employee, " ".....	110 00
1 Employee, " ".....	85 00
9 Employees, " ".....	75 00
3 Employees, " ".....	70 00
17 Employees, " ".....	60 00
19 Employees, " ".....	50 00

1891-92.

1 Employee, at per month.....	\$125 00
1 Employee, " ".....	110 00
1 Employee, " ".....	85 00
8 Employees, " ".....	75 00
18 Employees, " ".....	60 00
2 Employees, " ".....	55 00
23 Employees, " ".....	50 00

## SECOND BIENNIAL REPORT

## 1893-94.

1	Employe, at per month	.....	\$125 00
1	Employe, " "	.....	110 00
1	Employe, " "	.....	90 00
9	Employes, " "	.....	75 00
16	Employes, " "	.....	60 00
2	Employes, " "	.....	55 00
14	Employes, " "	.....	50 00

## TOTAL RECEIPTS OF PENITENTIARY.

## 1889-90.

Appropriation	.....	\$175,000 00
Lime kilns	.....	31,196 11
Quarries	.....	5,532 86
Miscellaneous	.....	17,107 64

## 1891-92.

Appropriation	.....	\$175,000 00
Lime kilns	.....	31,800 47
Quarries	.....	4,287 76
Miscellaneous	.....	23,150 24

## 1893-94.

Appropriation	.....	\$170,000 00
Lime kilns	.....	14,250 31
Quarries	.....	2,373 98
Miscellaneous	.....	12,980 26

## TOTAL COST OF MAINTENANCE.

## 1889-90.

Total for maintenance	.....	\$216,865 52
-----------------------	-------	--------------

## 1891-92.

Total for maintenance	.....	228,354 52
-----------------------	-------	------------

## 1893-94.

Total for maintenance	.....	215,000 00
-----------------------	-------	------------

## TOTAL COST OF MAINTENANCE PER CAPITA PRISONERS.

## 1889-90.

Per annum	.....	\$227 53.21
Per diem	.....	47.70

## 1891-92.

Per annum	.....	231 02.59
Per diem	.....	40.75

## 1893-94.

Per annum	.....	279 00.00
Per diem	.....	40.97



TABLE SHOWING INFRACTION OF RULES DURING THE YEARS 1890-1894.

TIME	Average No. of Prisoners	Number of Infractions
From Dec. 1, 1890 to Dec. 1, 1891.....	566 $\frac{4}{31}$	571
From Dec. 1, 1891 to Dec. 1, 1892.....		678—1,249
From Dec. 1, 1892 to Dec. 1, 1893.....	601 $\frac{7}{38}$	500
From Dec. 1, 1893 to Dec. 1, 1894.....		361— 861

The above Table of Infractions of Rules for 1893-94. The punishment consisted as follows:

Almost exclusively of dark cell from 1 to 3 days on bread and water, or in light cell not to exceed 5 days on bread and water, or loss of writing or school privileges, also good time, clipped and shaved close for a fixed time or reduced in grade. Corporal punishment is absolutely abolished. It seems the prison can now be managed, and discipline maintained without resorting to it. From figures given above it shows punishment has been greatly reduced. At no time during this administration has hoseing of prisoners been resorted to. The post used for that purpose was cut down shortly after the beginning of the present administration.

RECEIVED DURING THE TWO YEARS ENDING NOV. 30, 1894.

Prisoners under 21 years of age .....	73
Repeaters .....	68

CLASSIFICATION OF PRISONERS IN COLORADO STATE PENITENTIARY NOV. 30, 1894.

Prisoners in the 1st Grade.....	505
Prisoners in the 2d Grade.....	89
Prisoners in the 3d Grade.....	6

The number of 2d class prisoners, as noted above, includes those received in the past 90 days 74, who enter as 2d class prisoners, being 90 days on probation before they reach the 1st grade.

TABLE SHOWING THE COST OF MAINTENANCE OF PRISON PROPER DURING THE PAST 16 YEARS.

YEAR	Number of Prisoners	Prison proper Cost per Year	Prison Proper. Cost per Diem	Prison proper Total Cost	*Total amount of vouchers drawn—all included
1877-78	112.66	\$ 78 99.71	\$ 70.12	\$ 47,398 52	\$ 58,348 26
1879-80	164.40	97 05.8	59.02	70,949 85	92,809 19
1881-82	251.00	192 25.0	76.50	140,343 34	204,736 04
1883-84	340.68	229 08.0	69.20	167,464 23	223,154 89
1885-86	356.465	240 33.50	67.33	175 456 70	226,486 44
1887-88	357 <sup>7</sup> / <sub>31</sub>	234 81.94	65.59	171,653 14	219,841 48
1889-90	477 <sup>55</sup> / <sub>30</sub>	227 53.21	47.70	166,098 44	216,865 52
1891-92	566 <sup>4</sup> / <sub>31</sub>	231 02.59	40.75	168,880 60	228,354 52
1893-94	601 <sup>7</sup> / <sub>30</sub>	271 60.00	45.20	182,274 00	207,000 00

\*This includes maintenance, lime kilns and quarries, stoneyard, brickyard, ranch and garden and general expenses.

## REFORMATORY.

The Colorado State Reformatory was established by an act introduced by Senator Charles Abbott during the seventh session of the General Assembly. The site of the institution was to be in Chaffee county and the sum of \$100,000 was appropriated for the erection of buildings, the improvement of the premises and the maintenance of the convicts employed in the erection of the buildings. The bill further provided that persons between the age of 16 and 30 years, convicted and sentenced, shall be securely confined, employed at labor and disciplined for the purpose of punishment and reformation. The bill also provides that the courts shall not fix or limit the sentence of any person who shall be convicted of an offense punishable by imprisonment in the State Reformatory, but such im-

prisonment shall not exceed the maximum term for which he could have been sentenced under the laws of the commonwealth.

#### GOVERNMENT.

The government of the State Reformatory is vested in the Board of Penitentiary Commissioners, who must meet at the institution not less than once in three months and oftener, if proper control and management shall require.

The Board of Commissioners are given power to transfer temporarily, with the written consent of the governor, to the state penitentiary or, in case any prisoner shall become insane, to the State Insane asylum, any prisoner who subsequent to his committal, shall be shown to have been, at the time of his conviction, more than thirty years of age, or to have been previously convicted of crime, and may also transfer to the penitentiary any apparently incorrigible prisoner, or they may require the return to the reformatory of any person who may have been so transferred. The act further specifies that whenever there is an unoccupied room at the reformatory, the commissioners may make requisition upon the warden of the penitentiary who shall select such number as is required by such requisition from among the youthful, well behaved and most promising convicts and transfer them to the reformatory for education and treatment under the rules and regulations of the reformatory; and the board is authorized to secure and detain during the term of their sentence at the penitentiary such prisoners so transferred, and the laws applicable to convicts in the penitentiary, as far as they relate to the commutation of prisoners for good conduct, shall be applicable to these convicts when transferred under this section. The commissioners are also given power to establish rules and regulations under which prisoners may be allowed to go on parole, subject at any time to be taken back within the enclosure of the reformatory. When it appears to the commissioners

that there is a strong and reasonable probability that any prisoner will live and remain at liberty without violating the law, and that his release is not incompatible with the welfare of society, then they shall issue to each prisoner an absolute release. This does not, however, impair the power of the governor to grant a pardon or commutation in any case. The bill also provides that the warden, with the approval of the commissioners, shall appoint a teacher whose duty it shall be to instruct the inmates in such branches of English education as the commissioners shall designate. The bill also specifies that a chaplain shall be appointed among whose duties it shall be to visit the inmates in their cells for the purpose of giving moral and religious instruction; to take charge of the library; to visit daily the sick in the hospital and to attend to the spiritual wants of the inmates.

All inmates, except such as are confined in solitude for misconduct, unless incapable of labor by reason of sickness or infirmity, must be kept constantly employed at some labor at an average of not to exceed ten hours per day, and an accurate account must be kept of the cost of keeping each inmate and of the sum derived from the proceeds of his labor, and at the date of the final release of each inmate, one-half of the sum is to be paid to the person earning the same, and the other half is to be placed to the credit of the penitentiary fund of the state.

The commissioners are also instructed, under a system of marks or otherwise, to fix upon a uniform plan under which they shall determine what number of marks or credits shall be earned by each prisoner as the condition of increased privileges or of release. Each prisoner is to be credited for good personal demeanor, diligence in labor and study, and for results accomplished, and to be charged for dereliction, negligence and offenses.

Every proper means is to be used to furnish employment to the inmates, both beneficial to the state and best suited to the several capacities of the prisoners.

#### BUILDINGS.

Up to the present time temporary buildings of a very inferior nature have been erected.

One wing of the new cell house is in process of construction and will be completed some time next year.

#### INDUSTRIES.

The present facilities for the prisoners learning or working at any trade are nothing, but a machine shop is now being erected which provides for the following trades: Carpentry, blacksmithing, tailoring and shoemaking. This will be, however, an adequate provision for only the number of prisoners at present in the institution which is about seventy-five. The appropriation for the purpose of erecting the building and supplying with tools and other supplies was \$25,000.

The farm selected for the reformatory is so situated and has such shallow and unproductive soil that very little can be done to give the prisoners instruction in agricultural pursuits that will be of benefit to them when they are released or paroled. A greater necessity, therefore, appears for a more complete provision for industrial education and training.

#### IMPROVEMENTS.

This board would respectfully suggest that a great deal still remains to be done before the institution will fulfill the purpose for which it was established. Increased appropriations must be had and the detailed management needs to be developed as it has not yet been done.

The cell house should be extended and provision made for at least 100, so that all first offenders under the age fixed by law may be accommodated at the reformatory. This class of prisoners should

not be sent to the penitentiary as they are at the present time. Seventy-three prisoners under the age of 21 years have been sent to the penitentiary during the past two years.

#### SCHOOL.

Facilities should be made for a school as provided by statute, as the attendance upon school by the persons of this age will be as beneficial in the work of reformation as any other single agency. Warden Berry stated that out of forty of the younger prisoners only four could solve the simplest problem in arithmetic.

#### REFORMATION.

A system of marks should be established as provided by statute, so there would be an incentive to honest effort. The one idea that should pervade the whole institution should be personal worth, credit for good personal demeanor, diligence in labor and study and for results accomplished.

It is difficult to accomplish much in this line so long as all the energies of the prisoners are required to push the construction of buildings necessary for their safe keeping, but such a system should be established and put in force as soon as possible. Much has been done during the past two years towards putting the premises in condition for use; the cell-house is nearly constructed, the machine shop almost finished, a warden's house has been erected, ditches have been built which furnish a abundant supply of water for all purposes, the soil has been enriched and improved and the grounds beautified. All the work enumerated and all other work upon the premises has been done by less than eighty prisoners in the reformatory. These efforts are deserving of great praise and commendation. While much has been done in the way of material improvement of the premises, little has been accomplished in the establishment of a true reformatory. Larger appropriations are needed, a more true reformatory spirit

should be initiated. This, however, cannot be done until there is some relief from the great amount of building to be done.

PAROLES.

The parole feature of the law governing the reformatory is the underlying principle of reformation; therefore, a more stringent enforcement of the parole provisions of this law should be required. The following table is taken from the records kept at the reformatory and show the great and pressing need for a state agent:

Number paroled prior to January 1, 1893.....	52
Number of these of which there is no record.....	31
Number never reported .....	5
Number reported a part of the time .....	3
Number reported regularly to time of discharge .....	13
	— 52
Number paroled from January 1, 1893 to November 1, 1894.....	79
Number still reporting .....	25
Number never reported.....	6
Number reported to the expiration of their sentence.....	15
Number reporting one or more times but stopped reporting before expiration of sentence or discharge.....	30
Number returned to reformatory .....	3
	— 79

Of this number, 33 were serving an indefinite sentence, the remainder were for a fixed term by the courts.

---

SOLDIERS' AND SAILORS' HOME.

LOCATION.

The Soldiers' and Sailors' Home is located in the San Luis Valley, three miles from Monte Vista, a town of 1,200 inhabitants. A farm of more than 150 acres belongs to the home. The soil of the farm is fertile when irrigated; but there seems to be no use to which so much land can be put with an institution where the inmates are of the class of those who do,

and who naturally would, live at a Soldiers' and Sailors' Home. Fully 95 per cent. of the members are so worn with disease, so aged and feeble, that manual labor is impossible. In fact, such labor should not be required except, perhaps, light duties around the premises by all who are able to perform them. The home should be a quiet resting place for these last years.

The location of the home is very unfortunate. The climate of the San Luis Valley for the greater part of the year is all that could be desired; but, especially, during the winter season, so fierce winds sweep through the valley, that the life of the old soldier at the home is not pleasant.

#### DIFFICULTY OF ACCESS.

Very few persons who have any means ask admission to such institutions and seek the care furnished therein. The cost of transportation from Denver, for example, to the home, unless special rates are obtained, is \$12.20, while a round trip rate, with meals, would cost \$25.90, without any sleeping accommodations. This cost, and the length of time required to reach the place is so great, that the old soldier is often compelled, for lack of means, to depend upon friends for transportation, or to seek the uninviting surroundings of the county poor house.

The home should be located nearer the centers of population, since fully 70 per cent. of the members come from the eastern slope of the mountains, and the centers of transportation. As it is now, he who takes up his abode at the home, except he have a pension, is practically ostracised from friends and relatives.

#### WIVES AND WIDOWS.

It would be indeed generous on the part of the state, not only to provide a home at some place convenient of access, but also to provide a place at that home to care for the wife of the old soldier who



wishes to spend the few remaining years of her life in giving what comfort she may to the companion of her earlier years, as well as to the widow of him who gave his service and perhaps his life in the defense of his country.

#### BUILDINGS.

The plans originally intended for the home were upon an elaborate scale, and would require the expenditure of very large amounts of money to perfect them. However, the amount appropriated was not large, and the amount secured only a part of that appropriated, and even this was used in a reckless manner. The first building, a hospital, was erected in 1891, at great expense (see table annexed for cost of buildings), and immediately thereafter a cottage for the home of the commander, now used for the officers and offices. Within the first two years a power house was built without any means in sight to furnish either heat or light power, and a large amount of money was expended in constructing a dike for the purpose of making an artificial lake in a natural depression, which, owing to the porous condition of the soil, is nothing more than a stagnant pool.

The hospital was for a long time the only place that was provided for the members, either sick or well; then, in 1893, bunks were placed in the power house and provision made for twenty men to sleep therein. Two years after the opening of the home a wing to the prospective large building was built. This building accommodates fifty men; but even in its location is not reasonably adapted for living purposes, while its sanitary arrangements are poor, requiring the occupants to use two flights of stairs, one of which is on the outside of the building, to reach the closet.

#### MEMBERS.

At present but seventy-five persons can be reasonably well cared for, although during the quarter ending March 31, 1894, there was an average of

eighty-nine, with at one time ninety-one members. The average number per year since its opening has been:

1891 .....	15
1892 .....	27
1893 .....	50
1894 (to November 10).....	77

Provision should be made for at least 110 during the winter of 1894-1895, and for 140 during the winter of 1895-1896. The number of members during the summer months is somewhat smaller, so that the average number to be cared for will be less than the above estimate.

#### OFFICERS.

The number of officers and employes in the home seems large; but since only members of the home are thus employed, it is conducted fully as economically in this respect as any other home. This item of expense will not materially increase with the increase in membership of the home.

#### APPROPRIATIONS.

The cost of maintenance of the home is large, necessarily, but the average cost will decrease with the increase in membership, and provision must be made this year for the liquidation of the present indebtedness. The funds furnished by the state have been so limited that it has been impossible to do more than to furnish food, clothing and a place to live. The distance from any town of size where a variety of entertainment might be furnished free, and the apparent lack of system in times past in the use of the moneys received, as well as the great distance from the centers of population and transportation, has made the life of the old soldier very monotonous. There has been much discussion over the advisability of removing the home to a place more suitable, preferably at Colorado Springs or Denver.

Much may be said in favor of this move at the present time before any other permanent improvements are made. Knowing well the financial condition of the state, our estimate is made as economically as is consistent with good management, and we deem it best to make the recommendations with the home situated as at present.

A part only of the appropriations made by the legislature has been received. (See table.) The expenditures have been greatly in excess of the receipts. Nearly one-half of all moneys received have been used in making permanent improvements, so that the funds actually used for the maintenance of the home have been very small. Of the appropriation of \$40,000, made by the last legislature, a warrant for \$20,000 was received by the commissioners April 21, 1893; \$600 was paid to have the same cashed, and about \$17,500 was immediately applied to the liquidation of past indebtedness for maintenance and improvements, leaving only about \$1,900, besides what has been received from the United States government for the maintenance of the home since that time. The present Board of Commissioners, four members of which have been appointed since April 10, 1894, found on April 30 an indebtedness of \$18,951, which has now increased to about \$25,500. They have had only \$4,110 to meet the indebtedness and pay the running expenses of the home since April, so that for the past five months the home has had no credit, and has been maintained upon the credit of the individual members of the commission.

#### MANDAMUS PROCEEDINGS.

Mandamus proceedings were begun July 14, 1894, against the state auditor, for the issuance of warrants for the remainder of the appropriation of 1893, amounting to \$20,000; the state auditor refusing to issue the warrants, claiming that there are no funds from which they could be paid. This suit

was decided in favor of the auditor early in December, and another mandamus proceeding for the \$20,000, was begun by the commissioners against the auditor at once.

#### APPLICATIONS FOR ADMISSION.

Heretofore the home has received all honorably discharged soldiers and sailors applying for admission. It is not possible to state whether it has been because of the ease of admission that applications have been so numerous, or whether there be other causes. Certain it is, the applications have been much greater than the accommodations, and are constantly increasing. Such being the case, the present Board of Commissioners have established rules requiring all applicants to present, from some reputable physician, a certificate of general inability to earn a livelihood owing to physical ailments, before he is entitled to the privileges of the home.

#### RECOMMENDATIONS.

1. We would recommend the repeal of the present law providing for the home and the enactment of a more specific and adequate measure.

2. We would recommend that small cottages be erected, accommodating from eighteen to twenty-five members; not at great expense, but as economically as possible. At least three will be needed for this year, so that the power house need not be used, and one for the year 1895-1896.

3. A complete record of all business done for the home, and more especially of all financial transactions, should be kept, books of entry being provided, and a person suitable to keep the same, employed. If it be not possible to find such a person who would be entitled to admission to the home, then other provision should be made therefor, and reasonable compensation paid him.

4. All bills should be audited by the state auditor, warrants drawn for the individual amounts, and paid from the state treasury, as bills of other institutions are now paid.

\*COST OF BUILDINGS AND IMPROVEMENTS.

Hospital .....	\$ 12,224 70	
Power house .....	2,383 00	
Cottage.....	5,210 00	
Root house.....	240 00	
Wing.....	5,300 00	
		\$ 25,357 70
Dyke and lake.....	\$ 2,369 62	
Sewer .....	2,220 97	
Plumbing .....	1,059 85	
Heating, mantels, etc.....	606 35	
		6,256 79
		\$ 31,614 49

APPROPRIATIONS.

	MADE.	RECEIVED.
1889.....	\$ 40,000 00	\$ 1,000 00
1891.....	20,000 00	20,000 00
1893.....	40,000 00	20,000 00
	\$ 100,000 00	\$ 41,000 00

RECEIPTS.

State of Colorado.....	\$ 41,000 00	
U. S. Government .....	11,732 51	
Citizens of Monte Vista .....	5,900 00	
Donations from other sources, including a loan of \$5,000 from Major Lennon .....	6,936 65	
		\$ 65,569 16
Less \$5,000 loaned by Major Lennon, afterward repaid .....		5,000 00
		\$ 60,569 16

This amount is the total, so far as can be ascertained from the records kept.

\*Figures obtained April 30, 1894.

## APPROPRIATIONS.

We shall not at this time make any recommendations upon the subject of specific appropriations for the institutions, as it is our desire at the proper time to aid both the legislative committees on appropriations and the boards of the several institutions, in ascertaining the imperative wants and necessities of each, and help secure the same. We recognize, of course, the great financial depression that now rests upon the whole country, and shall insist that in this emergency the burdened taxpayer shall always be remembered, and the strictest economy practiced consistent with our full duty to the defective, dependent and delinquent classes with which we have to deal.

WM. F. SLOCUM, JR.,  
President

J. WARNER MILLS,  
Vice-President.

J. S. APPEL,  
FRANCES BELFORD,  
MINNIE C. T. LOVE,  
B. A. WHEELER.

---

---

SECRETARY'S REPORT.

---

---





## Report of the Secretary.

---

To the State Board of Charities and Corrections:

I herewith transmit the second biennial report of the secretary of your board. This report is necessarily limited because of the fact that my connection with the board as secretary has been but fifteen months. Upon my assuming the duties of this position on September 1, 1893, inexperienced in this work, I found no records of any kind in the office except a journal of the minutes of the meetings of the board, a very few unclassified jail reports and a few cards showing the inmates of a part of the institutions of the state.

In addition there was a large number of unclassified applications for pardon.

The secretary of the Board of Charities and Corrections was made secretary of the Board of Pardons.

The work of that board has been very great, sufficient, if properly performed, to fully occupy the entire time at my disposal. Scarcely a day during the entire period has passed without inquiries concerning pardons or visits from friends of applicants ranging from ten to forty in number. These demands, with the vast amount of correspondence and the time devoted to making investigations and seeking information concerning applications, has been sufficient to prevent the performance of satisfactory work, and the accomplishment of satisfactory results for this board.

However, your secretary has assisted in two investigations covering a period of nearly six weeks, made forty visits to the state institutions, fourteen visits to county jails, hospitals and poor houses outside of Arapahoe county, almost weekly visits to the Arapahoe county jail and a number to the Arapahoe county hospital, attended the National Conference of Charities and Corrections at Nashville, Tennessee, and the National Prison Association at St. Paul, Minnesota, visited nearly all the state institutions of Minnesota and many of Wisconsin and Tennessee as well as the work house at Chicago.

#### STATISTICS.

It has not been an easy matter to gather such statistics as have been necessary to use in the work of the board; however, I am happy to say that much more prompt, complete and accurate replies to inquiries for information have been received during the past six months than at any time during the year preceding, and I feel safe in saying that another year will give us complete data concerning our county jails, poor houses and hospitals.

No effort has thus far been made to secure information concerning the outdoor and indoor relief furnished, but I hope during the next year to obtain a complete record of the amounts thus expended.

#### COUNTY JAILS.

Little has been done towards improvement in our county jail system. Two counties, however, have improved their accommodations and others have promised improvement at the suggestion of this board, in the way of more light, better ventilation and greater cleanliness.

#### BOARDS OF COUNTY VISITORS.

In accordance with the law passed by the last legislature (Laws 1893, page 75), Boards of County Visitors have been appointed in twenty-eight counties. In many other counties there are no county

institutions and there has seemed to be little work for such a board to do. Many of these boards have taken an active interest in the conduct and management of their county institutions. Improvements have been suggested by them for the county jails, poor houses and hospitals. Children confined in poor houses have, through their interest, been provided with homes in families or in other and more suitable institutions. A lively interest has been taken in the welfare of the boys charged with offenses upon which they might be committed to the industrial school. Heretofore a willing parent might, through the good offices of a justice of the peace, be relieved of the burden of caring for his son. Now the county judge summons the friendly and broad-minded county visitor and counsels with him for the boy's future welfare. Members of the Board of County Visitors are willing to give their time freely to this work, but many of them, poor in this world's goods, do not feel that they can pay money from their own pocket for actual expenses. I would therefore recommend that the legislature provide that the county commissioners pay the actual expenses incurred in the performance of such duties as are required by law or as may be asked by this board.

I cannot close without a fitting recognition of the many courtesies and kind words of advice and assistance from each member of this board, also my indebtedness to the various state officers with whom I have come in contact for the many courtesies extended to me, and to Mrs. L. I. Harrington, my competent stenographer, for her faithful and untiring efforts to assist in the performance of the duties of this office.

To the railroad companies who, in recognition of the good work of this board, have furnished free transportation for visits to the institutions.

## SECOND BIENNIAL REPORT

## ITEMIZED ACCOUNT OF EXPENDITURES.

1893.

## Secretary.

Salary from December 1, 1892, to November 30, 1893--		\$ 1,999 94
Apr. 21 Travelling expenses, December to April....	\$ 7 00	
June 24 Chicago and return.....	37 50	
Sleeper .....	12 00	
Board .....	40 00	
July 18 Canon and Pueblo.....	3 00	
Sept. 11 Canon City and return .....	9 60	
		<u>109 10</u>

## J. C. Hay.

Apr. 21 Pueblo and return.....	\$ 6 00	
May 25 Expenses .....	10 55	
June 1 Travelling expenses.....	9 95	
Sept. 11 Pueblo and return.....	2 00	
		<u>\$28 50</u>

## B. F. Johnson.

Apr. 21 Greeley and return.....	\$ 2 80	
		<u>\$ 2 80</u>

## J. S. Appel.

July 15 Chicago and return, National Conference...	\$60 00	
		<u>\$60 00</u>

## J. Warner Mills.

May 1 To Canon City, National Conference.....	\$ 5 00	
July 15 Trips Chicago, Pueblo and Colorado Sp'gs..	98 15	
Sept. 11 Canon City and return .....	9 60	
		<u>\$112 75</u>

## Myron W. Reed.

June 24 Chicago, National Conference.....	\$37 50	
June 24 Sleeper .....	12 00	
June 24 Board .....	40 00	
		<u>\$89 50</u>

## Dennis Mullins.

Oct. 14 Canon City and return .....	\$12 00	
		<u>\$12 00</u>

## Stamps.

Apr. 21	Stamps and Cards	.....	\$ 5 00
May 31	"	" .....	5 00
July 18	"	" .....	2 00
Sept. 2	"	" .....	1 00
Sept. 10	"	" .....	1 00
Sept. 21	"	" .....	2 00
			<hr/>
			\$ 16 00

## Telegrams.

Apr. 21	Telegrams	.....	\$ 5 45
July 14	Telegrams	.....	3 70
Sept. 6	Rev. J. C. Hay	.....	25
Oct. 9	Pres. Slocum	.....	25
			<hr/>
			\$ 9 65

## Telephone.

Oct. 9	J. C. Hay	.....	\$ 1 10
--------	-----------	-------	---------

## Printing and Stationery.

Apr. 21	Stationery	.....	\$ 8 75
Apr. 21	Printing	.....	3 85
July 2	100 Postals and Printing	.....	3 85
July 5	Printing, May 8, S. & H. Bills	.....	23 90
July 18	Stationery, (W. T. Van Culin)	.....	2 35
Sept. 29	Typewriting supplies (W. S. and Benedict)	.....	1 80
Nov. 6	Printing, (J. S. Bartow)	.....	11 70
			<hr/>
			\$ 56 20

## MISCELLANEOUS.

Apr. 21	Rubber stamps and pad	.....	\$ 2 10
	50 Vol. 20th National Conference Reports	.....	64 94
	H. S. Babb (services of attorney)	.....	25 00
	A. W. Gillett (stenographer)	.....	5 00
June 1	To Nelson O. McClees:		
	Certified copy H. B.	.....	5 00
	" " S. B.	.....	2 00
	" " S. B.	.....	2 50
July 5	Secretary of State, to copy S. B.	.....	2 00
Oct. 2	Typewriting (Anna L. Briggs)	.....	2 00
Oct. 14	Typewriting (John S. Kinkaid)	.....	10 00
Nov. 24	Special train (D. and R. G.)	.....	250 00
	Sleeper	.....	122 50
	Twelve meals at Salida	.....	9 00
			<hr/>
			\$ 502 24
	Total	.....	\$2,999 58

## SECOND BIENNIAL REPORT

1894.

## EXPENSE OF MEMBERS.

J. S. Appel.

Oct. 30, 1893	Chicago, work house.....	\$ 50 55
June 16, 1894	St. Paul, National Prison Association..	55 10

\$105 65

J. Warner Mills,

Dec. 28, 1893	St. Louis, work house.....	5 50
May 30, 1894	Nashville, National Conference of Charities and Corrections .....	86 01
June 16, 1894	St. Paul, National Prison Association..	81 90

173 41

Dr. Minnie C. T. Love.

June 1, 1894	Canon City.....	10 60
June 16, 1894	St. Paul, National Prison Association..	74 66
June 10, 1894	Colorado Springs.....	4 50

89 66

Wm. F. Slocum, Jr.

Dec. 1, 1893	Denver.....	3 25
Dec. 18, 1893	Denver.....	3 25
Jan. 25, 1894	Denver.....	3 25
Feb. 22, 1894	Denver.....	3 25
Mch. 2, 1894	Denver.....	3 25
Mch. 9, 1894	Denver.....	3 25
Apr. 6, 1894	Denver.....	3 25
Apr. 10, 1894	Denver.....	3 25
Apr. 17, 1894	Denver.....	9 75
May 7, 1894	Denver.....	3 25
June 1, 1894	Denver.....	3 25

42 25

Dr. B. A. Wheeler.

May 20, 1894	Nashville, National Conference of Charities and Corrections .....	86 01
July 10, 1894	Canon City .....	11 35
July 15, 1894	Golden.....	90

98 26

Dennis Mullins.

Feb. 8, 1894	Colorado Springs.....	5 50
--------------	-----------------------	------

5 50

## SECRETARY.

Salary, December 1, 1893 to November 30, 1894..... \$1,903 64 \$1,903 64

## Traveling expenses.

Oct. 24, 1893	Chicago work-house.....	\$60 70
Dec. 2, 1893	Canon City.....	10 00
Feb. 8, 1894	Colorado Springs.....	5 00
May 14, 1894	Monte Vista and Buena Vista.....	48 85
May 20, 1894	Nashville, National Conference of Charities and Corrections.....	86 01
June 16, 1894	St. Paul, National Prison Association..	112 26
June 29, 1894	Golden.....	90
July 4, 1894	Colorado Springs.....	1 75
July 4, 1894	Golden.....	65
July 6, 1893	Colorado Springs.....	2 90
July 15, 1894	Canon City.....	80
July 20, 1894	Monte Vista.....	17 30

\$ 347 12

## Stamps.

Feb. 1, 1894	.....	\$ 5 00
May 14, 1894	.....	21 96
July 17, 1894	.....	5 00

\$ 31 96

## Telegrams.

Dec. 26, 1893	.....	\$ 1 80
Feb. 4, 1894	Aspen.....	60
Feb. 4, 1894	Colorado Springs.....	25
Feb. 17, 1894	Colorado Springs.....	25
Feb. 18, 1894	Colorado Springs.....	25
May 14, 1894	.....	5 65
July 17, 1894	.....	2 45
Sept. 1, 1894	San Francisco.....	60

\$ 11 85

## TELEPHONES.

Dec. 26, 1894	Telephones.....	\$ 4 40
Jan. 29, 1894	Rental for quarter ending Merch 31, '94	22 50
Feb. 2, 1894	Colorado Springs.....	25
Feb. 6, 1894	Canon City.....	65
May 1, 1894	Rental for quarter ending June 30, 1894	22 50
May 14, 1894	Canon City.....	85
July 17, 1894	Canon City, twice.....	1 65
Aug. 2, 1894	Rental for quarter ending September 30, 1894.....	22 50

\$ 75 30

## EXPRESSAGE.

Feb. 3, 1894	Canon City .....	\$ 25
Feb. 5, 1894	Canon City .....	25
Feb. 13, 1894	Canon City .....	25
May 14, 1894	Messenger .....	1 15
May 15, 1894	Express .....	1 55
July 11, 1894	Express .....	2 05
July 11, 1894	Messenger .....	4 00
		<hr/>
		\$ 9 50

## PRINTING.

Mch. 2, 1894	Letterheads and envelopes .....	\$ 14 50
May 14, 1894	Letterheads and envelopes .....	6 50
		<hr/>
		\$ 21 00

## STATIONERY AND SUPPLIES.

Jan. 20, 1894	Supplies .....	\$ 8 60
Jan. 29, 1894	Blank book .....	3 75
Feb. 1, 1894	Blank book .....	3 75
Feb. 6, 1894	Letter file .....	35
Feb. 6, 1894	Memorandum books .....	90
Feb. 6, 1894	Pencils .....	75
Apr. 1, 1894	Letter books .....	3 02
	Letter file .....	30
	Pencils and fasteners .....	1 15
June 1, 1894	Pins .....	25
July 17, 1894	Typewriting supplies .....	6 55
Aug. 10, 1894	Pins, mucilage, blotters .....	1 65
Oct. 15, 1894	Typewriting supplies .....	6 30
		<hr/>
		\$ 37 32

## MISCELLANEOUS.

Dec. 26, 1893	Charities, Review .....	\$ 1 00
May 1, 1894	Five reports International Conference of Charities and Corrections .....	37 50
May 14, 1894	Repairs in office .....	2 50
Aug. 6, 1894	Typewriting report of committee of in- vestigation .....	6 00
Oct. 30, 1894	Charities, Review .....	1 00
		<hr/>
		\$ 48 00
	Total expenses .....	\$3,000 42
		<hr/>
	Total expenses for two years .....	\$6,000 00



List of members of the Governing Boards of state institutions and officers appointed by the governor, with date of expiration of their terms of office, and officers in charge of the institutions.

INDUSTRIAL SCHOOL FOR BOYS.

Board of Control.

B. F. Williams, president, Denver . . . . . March, 1899.  
 Joseph Mann, secretary, Golden . . . . . March, 1895.  
 Emma G. Curtis, Canon City . . . . . March, 1897.  
 G. A. Garard, superintendent.

INDUSTRIAL SCHOOL FOR GIRLS.

Board of Control.

Rev. Myron W. Reed, president, Denver . . April, 1897.  
 Ione T. Hanna, vice-president, Denver . . . April, 1895.  
 Catherine Crabbs, secretary, Denver . . . . April, 1896.  
 Harriett M. Shattuck, Denver, . . . . . April, 1898.  
 Mrs. S. J. Toy, Denver . . . . . April, 1899.

INSANE ASYLUM.

Board of Commissioners.

Dr. L. E. Lemen, president, Denver . . . . April, 1895  
 L. W. Walker, secretary, Pueblo . . . . . April, 1899  
 Jose B. Romero, Conejos . . . . . April, 1897  
 Dr. P. R. Thombs, sup't, Pueblo . . . . . March 27, 1897

MUTE AND BLIND INSTITUTE.

Board of Trustees.

Daniel Hawkes, president, Greeley . . . . April, 1895  
 Dr. W. R. Sinton, sec'y, Colorado Springs, April, 1897  
 Joseph A. Davis, Silver Cliff . . . . . April, 1895  
 J. H. Bowman, Idaho Springs . . . . . April, 1897  
 Ella L. C. Dwinell, Colorado Springs . . . . April, 1899  
 D. C. Dudley, superintendent.

## PENITENTIARY.

## Board of Commissioners.

C. Boettcher, president, Denver.....	April, 1897
F. A. Reynolds, secretary, Canon City....	April, 1895
I. D. Chamberlain, Pueblo.....	April, 1899
F. A. McLister, warden, Leadville.....	April, 1895
L. J. Hall, chaplain, Canon City.....	April, 1895

## REFORMATORY.

## Board of Commissioners.

Same as Penitentiary Commissioners.

Jennie M. Berry, warden, Montrose.....	April, 1895
--	-------------

## SOLDIERS' AND SAILORS' HOME.

## Board of Commissioners.

Warner A. Root, president, Denver.....	April, 1897
Patrick Stanley, vice-president, Silverton.	April, 1895
Janette L. Todd, secretary, Denver, .....	April, 1895
W. P. Harbottle, Salida.....	April, 1897
A. M. Sawyer, Boulder.....	April, 1899
John D. Lewis, Monte Vista.....	April, 1899
Nathan Rollins, Department Commander, Leadville.	
Major Andrew Coates, Commander.	

## STATE BOARD OF CHARITIES AND CORRECTIONS.

Governor Davis H. Waite, ex-officio, Denver.

Wm. F. Slocum, Jr., pres., Colorado Spgs.	April, 1897
J. Warner Mills, vice-president, Denver..	April, 1899
J. S. Appel, Denver.....	April, 1895
Minnie C. T. Love, M. D., Denver.....	April, 1895
Dr. B. A. Wheeler, Denver.....	April, 1897
Frances Belford, Denver.....	April, 1899

BOARDS OF COUNTY VISITORS.

ARAPAHOE COUNTY.

Mr. A. B. McGaffey, President, Denver.....	1897
Mrs. Julia Kilham, Secretary, Denver.....	1897
Mrs. L. B. France, Denver.....	
Mrs. Carrie Benjamin, Denver.....	
Mr. O. S. Storrs, Denver.....	
Mr. A. B. Sullivan, Denver.....	

BOULDER COUNTY.

Dr. E. B. Queal, president.....	1895
Mrs. Harriett E. Williams, secretary, Boulder..	1895
Mrs. Theresa Weisenhorn, Boulder.....	1896
Mr. Guy A. Adams, Boulder.....	1896
Rev. Frederick F. Kramer, Boulder.....	1897
Mrs. Sarah E. North, Boulder.....	1897

CHAFFEE COUNTY.

Mrs. M. Gafford, President, Buena Vista.....	1895
Mr. Henry Logan, Secretary, Buena Vista.....	1896
E. H. Smith, Buena Vista.....	1895
Minnie Brown, Buena Vista.....	1896
Rev. F. P. Cook, Buena Vista.....	1897
Pearl Lewis, Buena Vista.....	1897

CHEYENNE COUNTY.

Hiram Balow, Cheyenne Wells.....	1895
Mrs. John Daly, Cheyenne Wells.....	1895
John Farnsworth, Cheyenne Wells.....	1896
Mrs. O. J. Green, Cheyenne Wells.....	1896
C. A. Parker, Cheyenne Wells.....	1897
Mrs. S. C. Perry, Cheyenne Wells.....	1897

## CONEJOS COUNTY.

Joseph B. Ferbes, Sanford.....	1895
Mrs. Palester Shorer, Manassa.....	1895
Mrs. Mary J. Blake, La Jara.....	1896
Ernest A. Newton, Alamosa.....	1896
Mrs. Minnie Johnson, Antonito.....	1897
Crescencio Valdez, Antonito.....	1897

## COSTILLA COUNTY.

Mrs. F. L. Crandell, Garrison.....	1895
Mrs. S. N. R. Jenkins, Mosca.....	1895
R. L. Liggitt, Mosca.....	1896
Mrs. L. M. Watson, Mosca.....	1896
A. A. Salazar, San Luis.....	1897
M. A. Sanchez, San Luis.....	1897

## EAGLE COUNTY.

H. W. Goodrich, President, Red Cliff.....	1896
Mrs. A. G. Mays, Secretary, Red Cliff.....	1896
Mrs. G. A. Townsend, Minturn.....	1895
Thomas Howard, Gilman.....	1895
John Love, Eagle.....	1897
Mrs. Chas. F. Nogal, Eagle.....	1897

## EL PASO COUNTY.

Hon. J. P. Severy, President, Colorado Springs.....	1896
Mrs. E. Cass Goddard, Sec'y, Colorado Springs..	1897
Dr. J. T. Estill, Colorado Springs.....	1895
Mrs. Mary G. Slocum, Colorado Springs.....	1895
Harriet P. Campbell, Colorado Springs.....	1896
Gen. Addison Danford, Colorado Springs.....	1897

FREMONT COUNTY.

C. J. Frederickson, President, Canon City.....	1897
Mrs. Matilda Blake, Secretary, Canon City.....	1897
N. F. Handy, Canon City.....	1895
Mrs. Maria M. Sheets, Canon City.....	1895
Dr. T. H. Craven, Canon City.....	1896
Mrs. Carrie P. Dawson, Canon City.....	1896

GUNNISON COUNTY.

John Gordon, President, Gunnison.....	1897
Mrs. Madeline Porter, Gunnison.....	1895
John Rogers, Gunnison.....	1895
Walker Burnett, Gunnison.....	1896
Mrs. Jessie S. Purrier, Gunnison.....	1896
Mrs. Maria La Count, Gunnison.....	1897

JEFFERSON COUNTY.

O. W. Garrison, President, Golden.....	1896
Hon. Joseph Mann, Secretary, Golden.....	1897
Mrs. Lenora Barnes, Golden.....	1895
John H. Parker, Golden.....	1895
Mrs. Emma D. Brown, Golden.....	1896
Mrs. Althea Dier, Golden.....	1897

LAKE COUNTY.

Mrs. A. E. Johnson, President, Leadville.....	1896
Mrs. Jane Auld, Leadville.....	1895
J. B. Whalen, Leadville.....	1895
E. E. Williams, Leadville.....	1896
John Alderson, Leadville.....	1897
Mrs. Hermine Kahn, Leadville.....	1897

## LA PLATA COUNTY.

T. C. Gradin, President, Durango.....	1896
Mrs. O. F. Boyle, Vice-President, Durango.....	1895
Mr. T. C. Perkins, Durango.....	1895
Mrs. O. S. Galbraith, Durango.....	1896
Rev. Wm. Morris, Durango.....	1897
Mrs. Geo. T. Sumner, Durango.....	1897

## LARIMER COUNTY.

Andrew Armstrong, President, Fort Collins....	1897
Rev. J. A. Ferguson, Secretary, Loveland.....	
Mrs. Emma Hosteel, Fort Collins.....	1897
Mrs. Judith K. Blinn, Berthoud.....	
Mrs. Maggie Coffman, Fort Collins.....	
Mrs. S. J. Corbin, Fort Collins.....	

## LAS ANIMAS COUNTY.

Rev. B. F. Lawler, President, Trinidad.....	1895
Rev. H. E. Peabody, Trinidad.....	1895
Mrs. S. T. Brown, Trinidad.....	1896
Mrs. E. J. Hubbard, Trinidad.....	1896
Miss Jersey Moore, Trinidad.....	1897
L. W. Babcock, Hoehne.....	1897

## LINCOLN COUNTY.

Dr. Wm. J. McDonald, Hugo.....	1895
Mrs. Katherine M. McDonald, Hugo.....	1895
Mrs. Emma B. Henry, Hugo.....	1896
William S. Pershing, Hugo.....	1896
Mrs. Elizabeth Will, Hugo.....	1897
J. Wilson Gardner, Hugo.....	1897

LOGAN COUNTY.

Hugh Davis, President, Merino.....	1896
Mrs. E. G. Stanton, Secretary, Sterling.....	1895
Mrs. C. L. Lake, Sterling.....	1896
James Monroe, Sterling.....	1896
F. M. Phillips, Crook.....	1897
Mrs. S. A. Burke, Sterling.....	1897

MESA COUNTY.

Mrs. H. G. Dunlap, Colbran.....	1895
B. F. Kiefer, Fruita.....	1895
Frank Leach, Grand Junction.....	1896
Mrs. S. L. Lewis, Grand Junction.....	1896
Mrs. G. W. Armstrong, De Beque.....	1897
William A. Marsh, Grand Junction.....	1897

MINERAL COUNTY.

Mrs. John Gould, Bachelor.....	1895
T. W. Vincent, Bachelor.....	1895
Mrs. J. I. Howard, Amethyst.....	1896
Curtis J. Smith, Amethyst.....	1896
J. H. Brammeier, Wason.....	1897
Mrs. M. V. B. Wason, Wason.....	1897

MONTEZUMA COUNTY.

William M. May, Dolores.....	1895
Mrs. L. G. Seabury, Mancos.....	1895
N. G. Fields, Mancos.....	1896
Miss Jessie I. Hanna, Cortez.....	1896
H. M. Guillet, Cortez.....	1897
Mrs. O. D. Pyle, Dolores.....	1897

MONTROSE COUNTY.

Dr. A. Johnson, President, Montrose.....1896  
 Mrs. T. J. Black, Secretary, Montrose.....1897  
 H. M. Corey, Brown.....1895  
 Mrs. S. N. Hitchcock, Montrose.....1895  
 Mrs. J. F. Heath, Montrose.....1896  
 J. L. Atkinson, Montrose.....1897

MORGAN COUNTY.

Arabella C. Johnson, President, Fort Morgan...1896  
 Edward E. Williams, Secretary, Fort Morgan...1897  
 James T. Devine, Fort Morgan.....1895  
 Louis H. Rutledge, Brush.....1895  
 James G. Roberts, Brush.....1896  
 Josie C. Putnam, Fort Morgan.....1897

OURAY COUNTY.

Frank Carney, Ouray.....  
 Mrs. Hinsley, Ouray.....  
 Mrs. J. J. Mayers, Ouray.....  
 Dr. W. W. Rowan, Ouray.....  
 Mrs. C. A. Sperber, Ouray.....  
 Hon. William Storey, Ouray.....

PUEBLO COUNTY.

Dr. E. M. Marburg, Pueblo.....1895  
 Mrs. J. S. Sperry, Pueblo.....1895  
 Rev. E. T. Lee, Pueblo.....1896  
 Mrs. M. A. Patterson, Pueblo.....1896  
 Mrs. C. M. Noble, Pueblo.....1897  
 John Kelker, Pueblo.....1897



ROUTT COUNTY.

Mrs. Flora Tucker, Pres't., Steamboat Springs..1895  
 James H. Crawford, Steamboat Springs.....1895  
 W. H. Rose, Steamboat Springs.....1896  
 Mrs. Miranda Voice, Steamboat Springs.....1896  
 Mrs. Agnes Sturdevant, Steamboat Springs....1897  
 James Whetstone, Steamboat Springs.....1897

SAGUACHE COUNTY.

Nathan Russell, President, Saguache.....1896  
 Lee Fairbanks, Secretary, Saguache.....1897  
 Mrs. William J. Bennett, Saguache.....1895  
 George Kelsey, Saguache.....1895  
 Mrs. George Ellis, Saguache.....1896  
 Mrs. Mary Hamilton, Saguache.....1897

WASHINGTON COUNTY.

Mrs. Ella Ballard, Akron.....1895  
 C. F. Middlecoff, Akron.....1895  
 John R. Barnhart, Akron.....1896  
 Mrs. Nola Bee, Akron.....1896  
 I. N. McLue, Akron.....1897  
 Mrs. H. F. Randolph, Otis.....1897

WELD COUNTY.

Mrs. Clementina Hawes, Greeley.....  
 Mrs. Jennie C. Hornish, Fort Lupton.....  
 Rev. J. A. Long, Evans.....  
 Mrs. Louisa J. Plumb, Erie.....  
 Rev. John G. Reid, Greeley.....  
 Rev. James Stanton, Eaton.....

## REPORTS OF BOARDS OF COUNTY VISITORS.

## ARAPAHOE COUNTY.

March 4, 1894.

County Jail—Has good discipline; order and cleanliness is predominant.

Recommends—The discontinuance of the use of tobacco and cigarettes by the women.

The appointment of a woman attendant to accompany women prisoners to the penitentiary.

That arrangements be made with some of the homes for boys to which small boys may be committed in case of misdemeanor, instead of to the county jail.

That the woman's department be supplied with sewing—such as making garments for the inmates of the county farm, and bedding and clothing for the inmates of the county hospital.

The establishment of a workhouse.

County Hospital—Has excellent management and control, but needs the administration building to utilize the other buildings to best advantage.

Recommends—The removal of all women and children not invalids to the county farm.

The erection of suitable buildings for the care of the insane awaiting admission to the State Insane Asylum.

The use of china cups and glasses for drinking purposes instead of tin.

County Farm—Is in excellent order and cleanly. Is used for men only.

Recommends—The exchange of the present site for another of less acreage, and the erection of more buildings to make provision for women and children that may be removed from the hospital.

House of the Good Shepherd—Cleanliness and good control.

Recommends—The erection of fire escapes in accordance with the city ordinances.

The establishment of an Industrial School for Girls.

Denver Orphans' Home—Is in excellent order, and has good health.

Recommends—A change in the method of lighting the building, to do away with lamps, and thus remove the possibility of fire by accident, and the employment of a kindergartner for children not sent to public schools.

St. Vincent's Orphans' Home—Has excellent management, cleanliness and comfort.

Ladies' Relief Home—Has most excellent management of a beautiful work.

Recommends—Changing the method of lighting the building, as in Denver Orphans' Home.

Day Nursery—Lacks good and efficient help.

Recommends—The employment of competent nurse girls and kindergartners, as well as other help.

Working Boys' Home—Has excellent management and good results. The boys have a good home, and are given work as far as possible.

#### BOULDER COUNTY.

November 11, 1893.

County Jail—Is in good condition; sanitary arrangements are good.

County Poor Farm with Hospital Annex—Conduct of the poor farm is excellent, but a hospital is needed.

City Jail—Is in very bad condition. Has dark cells, no ventilation, and no sanitary arrangements.

Recommends replacing the cells by new ones, new sewerage system, and connection with city water works.

Attended one commitment of a boy to the Industrial School.

November 1, 1894.

County Jail—Is kept clean and in good order.

Recommends a new system of sewerage to do away with the cess-pools in use.

County Farm and Hospital—Has excellent management. Commissioners provide liberally.

Recommends a wash house and bath room.

City Jail of Boulder—Is in cleanly condition; heated by stove.

Recommends provision for actual expenses of boards of county visitors.

#### CHAFFEE COUNTY.

November 1, 1894.

County Jail—Clean, and seemed healthy.

Recommends whitewashing the cells of the jail, and enlarging the cell for women, and furnishing it so that women may be kept therein.

Calaboose at Buena Vista—In fair condition.

Board has not visited poor farm of county hospital at Salida, nor city jail at Salida, because of no means to pay expenses.

#### EAGLE COUNTY.

Has no county jail, poor farm or hospital. The county has a contract with Lake county to keep prisoners, and with St. Luke's Hospital at Leadville for the care of patients of the county.

Board ready and willing to work.

#### EL PASO COUNTY.

December 10, 1893.

City Jail at Colorado Springs has one room 30x50 feet, with six windows, heated by stove, lighted

by electric lights; in second story of city hall. Has steel cage with four cells for men, a room for women and boys; well lighted and ventilated; connection with city sewer.

Prisoners must work from 9 to 12 a. m., and from 1 to 4 p. m., which is counted at \$2 per day; average detention, two weeks; two meals per day, at 8 p. m. and 4 p. m.; cost to city, 14 cents per meal.

Recommends that jail be kept cleaner, and new mattresses be provided.

#### FREMONT COUNTY.

November 1, 1893.

County Jail is in the basement of the court house; has four apartments, the center one used for a stove; has a closet, and is connected with two other rooms used for sleeping—one has bunk for beds; the other one has two steel cages, 8x8 feet. Ventilation and light are very bad—both are supplied from windows, two in each room, ten feet from the cement floor, that are about fourteen inches by two and one-half feet, covered with sheet iron with few and small perforations, as well as steel bars. Lamps must be kept burning all day. The fourth apartment is better lighted and better ventilated, and is used for the insane and for women.

Food good and plenty of it.

County Poor Farm—Has forty-seven acres of ground used as a farm, garden and orchard. The superintendent, his wife and a hired man constitute the help. The superintendent's wife should have help. There are nine inmates. The poor house is used as a hospital and is not kept clean.

Patients do not have proper medical attendance.

Physician should be required to attend more regularly.

Sewer system is in a very unsanitary condition.

November 1, 1894.

County Jail in same condition as former report. Jail is not a fit place to incarcerate human beings, and is especially bad, as it is dangerous for the officers to enter the jail.

County Poor Farm—A girl has been furnished the superintendent's wife, and everything is much cleaner and better. There are thirteen inmates about 50 years of age—one feeble-minded. There have been ten insane confined during the year.

No insane should be sent to the poor farm without a special attendant to give proper care.

City Jail, Canon City, has three cells and is in bad condition.

Have secured a home for a boy who was kept at the poor farm, at the Working Boys' Home in Denver; the expenses of keeping him are paid by the county commissioners.

#### GUNNISON COUNTY,

December 5, 1893.

County Jail is poorly ventilated and is not a safe place to keep prisoners except they be locked in the cells.

County Hospital has a poor roof; very leaky. City water works should be put in and a bath room built.

Board attended the hearing of two boys for commitment to the Industrial School.

#### JEFFERSON COUNTY,

November 1, 1894.

County Jail, in basement of the court house, is well lighted and well ventilated; heated by stove. Prisoners are fed by the jailer. Used for city prisoners also.

Two insane persons have been confined during the year, and then only pending a hearing.

County Poor House has an average number of six inmates, two at time of visitation. Average age, 45 years.

## LAKE COUNTY.

December 22, 1893.

County Jail is kept well and is clean. Used as a city jail. A separate room should be provided for female prisoners.

County Poor House and Hospital is a frame one story building, poorly ventilated. The building is in very bad shape. An average of twenty inmates. Is conducted by a family under the supervision of the county physician. It should be kept warmer and better ventilated and better quarters provided for the sick in winter.

November 1, 1894—There have been six insane confined during the year. Ventilation not good.

There should be a separate room for women and bath for both men and women.

## LA PLATA COUNTY.

November 11, 1893.

County jail is in fairly good condition but some recommendations will be made to the county commissioners.

Hospital in charge of the Sisters of Mercy is in good condition; average of eleven inmates.

City Jail of Durango is in very bad condition but upon our recommendation to the city council a new jail was ordered built.

November 11, 1894—County Jail is in the basement of the court house. It has but a single large room within which is a steel cage with two cells. It is on the north side of the building into which the sun never shines. The ventilation is bad. The plan of the structure is bad. Desperate characters must be

kept in the steel cells. Boys and persons detained for preliminary examination must be confined with hardened criminals.

County Poor Farm is nine miles from town, has an average of two or three inmates and they are well cared for.

County Hospital is a large stone structure conducted by the Sisters of Charity. It is kept clean and neat and everything is well cared for.

City Jail is a new structure and well adapted. It is well kept.

#### LARIMER COUNTY;

November 1, 1893.

County Jail clean and well kept and the prisoners well fed.

County Poor House has two acres of ground and is neatly and cleanly kept. Inmates are securing proper food and care. No water is provided for the land and an inadequate supply for domestic purposes. The cellar is suitable for keeping vegetables but unfit for butter and milk; a suitable place should be provided.

County Hospital is composed of a single building set apart from the poor house and is used as a pest house. It should be plastered.

November 1, 1894—The Jail is kept well as before. Six prisoners at time of visitation. One insane has been confined during the past year for two days only. There should be more private quarters for the insane and they should have a woman attendant. There should be some papers purchased to come regularly to jail.

County Poor House is well kept by a steward, but there should be more land and water secured. There are four children under 10 years of age, three of them children of an insane person.



County Hospital is conducted by the steward of the poor house who is a trained nurse, who has the privilege of taking in pay patients. There were two inmates. There should be more rooms for patients and they should be properly plastered.

City Jail at Loveland has one cell and is in fair condition. The same at Ft. Collins.

#### LAS ANIMAS COUNTY,

October 17, 1893.

County Jail is a two story brick with fifteen cells, twelve of them are steel. Prisoners have good food and plenty of it; kept clean, except that spittoons are too often left uncleaned. Religious services are held every week.

County Poor Farm has 340 acres of land. Visited September 4, 1893. Found it neat and clean and the inmates supplied with plenty of wholesome, nourishing food, well cooked. The cistern needed thorough cleansing and the building needed washing.

County Hospital, one large building, will accommodate fifty.

October 30, 1894.

County Jail cleaner and much improved. The sewerage is insufficient. There is a separate cell for women. There are two females in jail; also two boys.

County Poor Farm—Fourteen men were employed on the farm and two women in the house. There were eleven inmates; two feeble-minded.

The entire premises are in a filthy condition, floors and beds dirty. County physician has not been at the farm for more than a month, although two inmates were sick.

October 17, 1893—City Jail, Trinidad, has one cage with three cells in basement; not kept clean.

October 13, 1894—Jail is in poor condition. Sewerage is very poor and jail not well kept. Women are separated from the men by an iron bar door.

## LINCOLN COUNTY.

November 1, 1894.

There are no prisoners in the county jail. Insane have not been confined in the jail. It is used for all imprisonments in the county.

## MONTROSE COUNTY.

November 1, 1894.

County Jail is in good condition but the city jail needs more bedding and some means of heating.

November 1, 1894—County Jail is in good condition; one insane person was confined until trial.

City Jail in good condition.

## MORGAN COUNTY.

Has no jail, but the board advises building one.

Private parties are employed to care for the poor sick.

There are several feeble-minded in the county.

## PUEBLO COUNTY.

April 19, 1894.

County and City Jails, Home of the Friendless, Ladies' Benevolent Union Home, Josephine Home, Women's Hospital and Sisters' Hospital all visited and all found in good condition.

## ROUTT COUNTY.

March 5, 1894.

County Jail is new but unoccupied. There are no other institutions.

## SAGUACHE COUNTY.

November 1, 1893.

County Jail is well kept. There are three prisoners who are well fed and clothed.

There are only five indigent persons in the county, cared for by the county commissioners.

November 1, 1894—County Jail has no prisoners, heated by stove, lighted by candles. Has a separate cell for women.

#### WELD COUNTY,

November 1, 1894.

County Jail is well kept; prisoners are well fed; there are eleven prisoners. One insane has been confined during the year awaiting investigation.

County Poor Farm is in connection with the hospital. It has ten acres of land used for hay. There are eight inmates, one feeble-minded. It should have a garden in connection.

County Hospital has three buildings; one main building; one for small pox and one for diphtheria. Pay patients are taken in. Has nine inmates.

Should have better water which could be obtained by a deep well.

City Jail has one cell, poorly lighted.

---

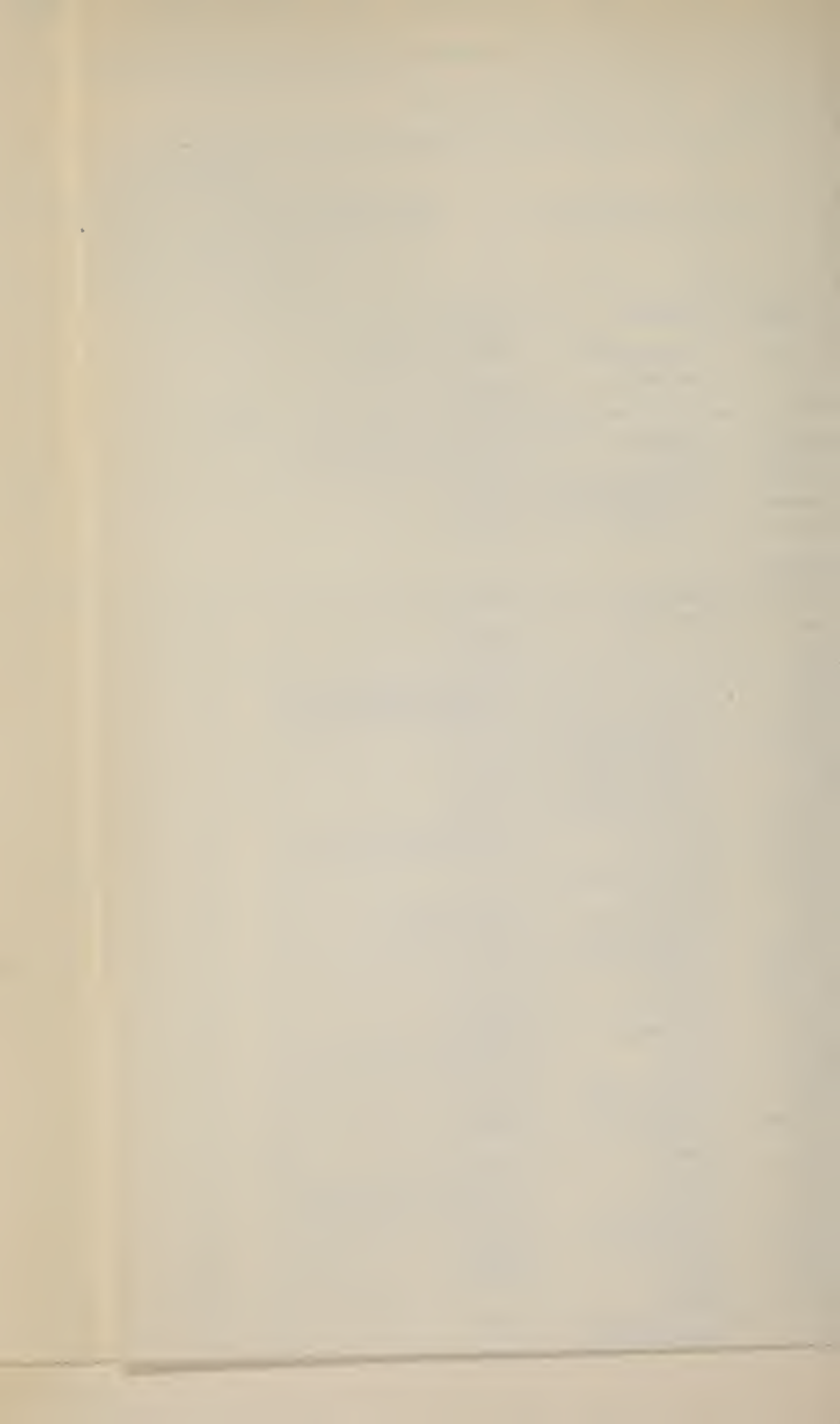
#### RECOMMENDATIONS.

I cannot close this part of this report without a word of praise to the men and women who compose the Boards of County Visitors in the greater part of the counties of the state where appointed. Ever ready to respond to duty's call and active in the performance of their labors, they have already done much to improve the conditions of the jails, poor houses and hospitals, as well as city jails and other places of detention. In other counties their influence for good has also been manifest in their attendance upon the hearings for commitment of boys to the Industrial School and the advice thus given to

the committing magistrate. This board should recommend that the Board of County Visitors be paid the actual expenses incurred in the performance of their duties. This should be paid by the county commissioners of their respective counties as expenses of other county officers are paid.

JOHN H. GABRIEL,  
Secretary.





---

---

PROCEEDINGS

OF THE

State Conference of Charities and Corrections

March 21, 22 and 23, 1894.

---

OFFICERS OF THE STATE CONFERENCE:

PRESIDENT, - - - - WM. F. SLOCUM, JR.  
SECRETARY, - - - - JOHN H. GABRIEL.

---

---





# PROCEEDINGS.

---

The conference was called to order by Mr. J. S. Appel, chairman of the Local Committee, at Unity church at 8 p. m., March 21, 1894, after prayer and a musical number. Mr. Appel gave the following address:

## ADDRESS.

“It is related that some thirty years ago, on a cold, raw day, a sad-faced woman left the door of the Albany Almshouse. As she directed her steps towards the city, and drew her fluttering garments more closely about her, she thought that the piercing winds from the Helderberg Mountains were not more chilling than the administration of public charity. This woman was not a pauper, but was of good family, and possessed of some means with which she freely aided others. For years her energy had been especially directed to saving the sinful and sorrowing that had drifted into the forlorn places of this country. In pursuing this benevolent work she visited the Albany Almshouse, and was shocked at the state of things she found there. It was the old story, utter indifference to sanitary laws, promiscuous association of young and old of both sexes, disregard of the rules of common decency, brutal treatment, dirt, cold, foul air, putrid meat, insufficient clothing, etc. Miss Elizabeth Knapp (for that

was the visitor's name) remonstrated earnestly with the keeper against these abuses. He responded by shutting the door in her face, and forbidding her ever to enter the place again. She appealed for aid to her friend, Miss Anna Parker, an accomplished young lady, and a favorite of Albany society. Miss Parker carried the complaint to a leading magistrate of the city, and implored his interposition. To her astonishment and chagrin, instead of taking some considerate action in the matter, he rebuked her, for interfering with county officials, and for listening to tell-tale busybodies. He directly intimated that a young lady of wealth, occupying a high social position, could better employ her time than by meddling with the administration of public relief to paupers. In spite of every discouragement, Miss Knapp continued firm in her determination to protect the poor creatures at the almshouse; and as she could gain admission there in no other way, she formed the heroic resolution of entering the place as a pauper, which she soon did under commitment obtained on her own application. Miss Knapp was upheld by Miss Parker, who enlisted other friends in the cause; and a reformation was soon begun at the county house, which was followed, at the next election, by the choice of officials favorable to reform.

“Among the gentlemen who had taken part in this struggle was the Hon. John V. L. Pruyn, a prominent lawyer of Albany, who was convinced by this circumstance of the necessity of a system of state supervision over public charities, and at once set about making a frame-work of law for this object. This was before any State Board of Charities was established in this country. The time had not come, however, for the acceptance of so novel a proposition. It was not until 1866 that an incident occurred that ripened public sentiment, and opened the way for favorable legislation. At a late hour of the night in the year named, there was taken to the door of one of the great hospitals in the city of New

York, a poor man whose critical position required immediate hospital aid. The hour for admission of patients had passed and he could not be received without an order from one of the governors of the institution, which could not then be obtained. In consequence, the man died in great suffering, and under sorrowful circumstances. Mr. Pruyn, who was acquainted with some of the hospital managers, petitioned the Board of Management for a change of rules; but the red-tapeism and the official importance were impregnable, and the petition was treated with contempt. Mr. Pruyn then laid his proposition for a State Supervising Board before Governor Fenton, who indorsed it and recommended it in his annual message to the Legislature in 1867. It was taken up by the chairman of the Committee on State Charitable Institutions, Dr. Charles S. Hoyt, who introduced a bill for the organization of a State Board of Charities, as recommended by Governor Fenton, which became a law during that session. Mr. Pruyn, whose zeal and philanthropy contributed in so large a measure to the establishment of this supervising agency in New York state, at the urgent request of the governor, consented to act as president of the board. He occupied the position upwards of ten years, and was its president at the time of his death in 1877."

I have repeated this incident, so beautifully told by Mr. Letchworth, of New York, in his address before the National Conference of Charities, held in Denver in 1892, as showing one of the causes that led to the formation of the Board of Charities in the state of New York, twenty-seven years ago, and which has been wisely followed by nineteen other states of the Union. Several years ago it was my pleasure to be in attendance at the National Conference of Charities at San Francisco, and in reviewing the report I there made for Colorado, I realize the advance in our state since 1887. The establishment of a Central Supervisory Board to examine

into the condition of our state, county and municipal institutions was promptly recognized by our legislators and the attitude towards our board since its inception, by the people as well as by public officers and the press, has been such as to greatly encourage us in the work we have undertaken. Professor Chase, of New York, has well said that the members of a State Board of Charities "should be such men as are willing to spend and be spent in the service, with no other reward than the good they may hope to accomplish—men who are sought for the service on account of their fitness for it, and not those who seek it for personal ends, or who are appointed to it as a reward for political service, or through favoritism."

Recently we had a woman appointed to our board, and we cheerfully recognize what we have thus gained. When the late Governor Tilden, of New York, was asked at an after-dinner table talk, how he came to appoint a woman on the State Commission, he replied that he did so "In order to plant a sprig of grace in the barren wastes of the State Board of Charities."

Those who know the intelligent and estimable lady who sits now on our board will realize how appropriate the reference is to us.

Since the last regular session of the Ninth General Assembly, we have added to our list of voluntary co-workers in behalf of the unfortunates of this state, Boards of County Visitors, three men and three women, appointed by the county judge in each county. Their duties apply to the various county institutions, and they likewise act as county agents for the State Board.

Thus, by a gradual and progressive method, the work of caring for the dependent, defective, and delinquent classes in our state is being undertaken by improved and systematic systems, and the improvement is clearly visible.

The Public Kindergarten System; The most approved modern method in the care of the insane,

in fact, a radical change in our lunacy laws; The establishment of a State Reformatory; The enactment of proper laws for the commitment of juvenile delinquents; are only a few of many new laws which have been adopted, the results of our efforts in legislative work. But this is not the most important. It is the great influence for the best results from our state institutions, in the cheerful and gratifying co-operation of the officers and managers in the work of reform that has been of great benefit to the taxpayers of the state, as well to those for whose benefit these institutions are established. But much, dear friends, is left undone, and to discover how we can intelligently go forward to our tasks for the future, we have called you here in conference, to counsel and advise with us, in consideration of the great problems that confront us. How shall crime be eradicated and poverty abolished? The question is a very old one, and neither modern professional labor reformers, nor philanthropists, nor criminologists nor penologists have any patents on the theme. Probably the most correct definition of poverty is that which Victor Hugo wrote of when he said: "Poverty is that wonderful and terrible trial from which the feeble come out infamous; from which the strong come out sublime; the crucible into which destiny casts a man whenever she desires a scoundrel or a demigod." A very high authority, Mr. Carrol D. Wright, United States Labor Commissioner, in an address before the National Prison Association at Baltimore, on the "Relation of Economic Conditions to the Causes of Crime," says "that employment of the unemployed will not crush pauperism and crime, not even if every able-bodied man in the country could be furnished with work to-morrow. Universal education will not; the realization of the highest hopes of the temperance and labor reformers will not; the general adoption of the Christian religion will not. But all these grand and divine agencies combined and working together will reduce them to a minimum." Phy-

sical agencies without all the higher elements, can do but little. The early history of this country and of all countries where civilization has made any headway teach this truth.

I have quoted thus liberally from Mr. Wright's address, to emphasize that those who are earnestly endeavoring to rescue the unfortunate and aid the fallen, do not propose doing so by some supernatural methods, some Utopian systems, or by overturning the natural and social laws on which the safety of society so sacredly leans for support. We must study facts as they exist here on earth, not on the planet Jupiter. Human nature is watched and investigated in action, and no ideal theories of man, as pure angel, or as pure devil, are allowed to come in and disturb the play of economic and social forces. We need only to turn to the modern methods of Charity Organization, which, if properly carried out, are fruitful of the best results in arresting demoralization and weakening of self-dependence. Yet, how often has this work been characterized as being cold and calculating, and wanting in every element of true charity? The emotional critic is influenced by the impression made on him by what he sees and feels—the visible, the palpable, the direct. The practical student of true charity looks beyond not at the present only, but at the future, and is swayed not only by the visible and direct, but by the invisible, and the more remote. He is, therefore, not less philanthropic, not less altruistic, nor less concerned for the greatest good of the greatest number.

These facts must be insisted upon in dealing with the problems that confront us. No patent panacea, no overturning of laws of political economy or social revolutions can produce that day of great rejoicing when such conferences as the one assembled here this evening, will find its labors completed. In the treatment of the classes here referred to, we must apply the scientific knowledge that past experiences place within our reach, and avoid the mistakes of our predecessors. Tens of thousands of poor are

less miserable to-day because of the work of Oscar McCulloch and his associates. Thousands of unfortunate children have had their lives turned into safer and happier channels through the efforts of Dr. Wines and Loring Brace. Thousands of the insane and feeble-minded have been lifted into the plane of human beings through the exertions of William Tuke, Dorothea Dix and Dr. Sequin. Hundreds of criminals have been aided to better lives since the days of John Howard. And thus the work of caring for those whom it is our duty to care for, must be administered with a conscientious regard for the welfare of the state and society, as well as for the recipient of such care. The stream of human wickedness we have to encounter, we must deal with as humanely, as wisely, and as economically as we can. We are here, therefore, to learn wisdom of one another, and if every one will contribute as well as receive, our conference together cannot be otherwise than profitable.

The importance of the interests involved are very large indeed. I have prepared a careful estimate, based upon the most reliable statistics available, of the amount of public money expended annually by our state, counties, and cities in the care of the dependent, defective and delinquent classes, as follows:

County Poorhouses.....	\$ 50,000
Public outdoor relief.....	50,000
County jails.....	300,000
Penitentiary.....	100,000
Insane Asylum.....	75,000
Boy's Industrial School.....	40,000
Girls' commitment to House of Good Shepherd.....	10,000
Soldiers and Sailor's Home.....	20,000
Mute and Blind Institute.....	50,000
Reformatory.....	30,000
Municipal appropriations.....	200,000
Total.....	<hr/> \$925,000

This enormous sum of money (nearly \$1,000,000) represents taxes gathered from the people, and their disbursement demands the highest integrity and wisdom, and is worthy of the best thought of the best men and women in the state. For the first time in the history of the state, all our institutions, educational and reformatory, meet here in a united movement to make common cause against the partisan and political domination that has in the past been the controlling and dictatorial power in the management of our state institutions. If this conference should stand for anything, it should be as an emphatic protest against the further invasion, by any political organization, of such unjust and unwarranted interference against the best interests of the people. Aptly has the president of the National Prison Association, General Brinkerhoff, said that 'As a hospital flag on every battle field of civilized warfare is an emblem of neutrality, and a sacred guarantee of protection to sick or wounded men, so, and more so in political warfare, the asylum for our dependent and defective classes should be as sacred from the attack of contending parties.'

### SOME OF OUR NEEDS.

We need more free kindergartens, manual training and industrial schools, evening schools, museums, libraries and free school books. We need a school for feeble-minded, a girl's industrial school, and a state school for dependent children. There should be supervision of private institutions for children and the sick and dependent classes. The work-house system should be introduced into our cities. Inspection of factories, the enforcement of laws against child labor, the regulation of female labor, and the prohibition of tenement-house manufacture are matters that should not be neglected; a positive programme will harmonize the reformatory, and progressive elements of all classes, parties and



organizations in a united movement. We do not need so much the perfection of existing reform organizations, nor the creation of new reformatory machinery, as we need the unifying influence of a great ideal.

In the programme we have prepared, we have endeavored to present such topics as require the most earnest consideration at the present time. We are aware that the subjects could be many times multiplied, but if this conference will endeavor to successfully cultivate the great field it is asked to occupy, it will establish in Colorado a system of charitable and correctional methods which will prove indeed a blessing for generations.

And I know of no more worthy ambition for any lover of humanity than to have some share, however humble, in organizing forces that shall operate for the blessings of the human race for ages to come.

Mr. J. Warner Mills welcomed the conference.

Friends, this is an unexpected pleasure, but I am glad to be here, and am glad to have an opportunity to see all who are assembled on this occasion, which I think will mark an epoch in the history of our state. We have, in the name of the State Board of Charities and Corrections of the state, endeavored to bring together, for mutual conversation, for fellowship, and for the purpose of becoming better acquainted with the reformatory forces of our state, this assemblage. We have welcomed and have invited every officer, and the head of every penal and reformatory institution of the state. We have also invited every man and woman who is interested in the affairs of the state institutions, and all who have interest in the problems of the state, of which you will hear in the course of this session. We have also invited—and I am glad to see that we have with us—some attorneys and honored judges of our state—those who have taken deep interest in the matters of the conference. We have prepared for

our little children of the kindergarten to take part in the course of the programme. We find that it is necessary to have something that will fill the space between the kindergarten and the manual training. We have noticed in our state normal school, that there has been introduced the system known as the Sloyd system, which is intended to fill the gap. In the course of this programme you will find that this subject will be treated, and also find papers touching on the subjects which will produce higher and better results after we get out of the school. We are not here to discuss what we know of the work of charity, but to discuss the matters which lead to the best management and advancement of our schools; and in order to solve these great problems, we have endeavored to secure the best minds of which our state is possessed, and who are best equipped with the knowledge to solve these problems. We have three sessions—one in the morning, one in the afternoon, and one in the evening. We want you to bring your friends, and we want you to tell your friends that we are here for business, and if they want to know what business we are here for, we want them to come and find out. We want all to feel free, if they know anything about the subjects, that they will not be diffident, but that they will rise in their places and give us the benefit of what they know. We have prepared to have all of the proceedings printed in pamphlet form, which will contain all of the papers which are read before you, and all of the discussions which follow these papers, so that you will see that we have come here to make a history of our schools, both state and private, of all of the forces which we can bring together to accomplish this end, and we want to make this book a book that will have in it information that will be valuable.

Now, if you will accept from the State Board of Charities and Corrections a most hearty invitation, and will also accept the invitation which I have extended to come to the three sessions, I welcome you all most heartily.

Chancellor McDowell said, in substance, in response:

In behalf of those who are here, and who may be here, and in behalf of that large class of our fellow-citizens known as 'dependents, defectives and delinquents'—those who struggle with poverty, are crushed by disease, or disgraced by crime—I thank the State Board for this cordial welcome—this welcome to a share in this noble work for the unfortunate and the bad.

A very striking thing occurs in Motley's "Dutch Republic," where, describing the effect of the death of William the Silent, he says: "And when he died the little children wept in the streets." Something like that happens whenever a true man or woman goes away. For the true man or woman lives not for self, but lives to bring heart to the hopeless, hope to the unfortunate, and the love of God to all. This, I understand, is the purpose which leads us to leave our comfortable homes to-night, to come through the storm for this meeting. We who are here want to send and carry aid and hope and cheer to the unfortunate, the helpless and the criminal. There is, believe me, in the midst of much indifference, a very large body of men and women who sincerely desire to touch these with the hand of help and sympathy and brotherhood. I think I never had so sad an experience as came to me one Sunday morning in our state penitentiary. I have preached to many congregations, but never to one that pulled upon my heart-strings as did that great audience gathered there. It seemed to me then, it seems to me now that we must always remember that every one of these belongs to humanity, and that no case is hopeless. I am glad for the turn religious thinking is taking these days. A dear friend of mine has spent fifty years trying to adjust an apparent difficulty between two of God's attributes. It is all very interesting, but not half so interesting nor so noble as the splendid efforts now being made by so many to

adjust the difficulties between God's children. We are coming to have rather more of what Horace Bushnell called 'religion below the elbows.' Dr. Parkhurst, of New York, said: 'God and one man might make any other religion; but it takes God and two men to make Christianity.' It does. There is the reach upward, and there is the reach outward. We are here, having looked upward, to look outward; having laid hold upon God's hand, to lay hold, also, upon our brother's hand. It is not amusing. It is serious business for which we are here. And because it is serious—because it is noble—I accept for myself, and for us all, this welcome to your deliberations."

Wm. F. Slocum—I do not think that it is necessary for me to add any words to those just given here, except this, I have taken a very great interest in the work of the conference. I think it is a great idea in a new state like our own, where there is so much to be done in the way of perfecting charitable, reformatory and penal work. We must consider this work carefully, and in order that the best results can be obtained, we have gathered here to hear the reading of papers, and to discuss them, and by so doing come in contact with those who have had actual experience in this work. Therefore, I take pleasure in seconding any movement concerning this conference and in carrying out this program.

The manuscript of the next papers, upon "How Shall We Care for the Dependent and Delinquent," by Hon. Platt Rogers; and "The Opportunity of Women in the Management of Our Institutions," by Dr. Minnie C. T. Love, were mislaid by the stenographer, and cannot be replaced.

## PRACTICAL SUGGESTIONS.

By President James H. Baker, of the State University.

The theme assigned to me is practical suggestion. I must avoid taking this too literally, since it has not chanced that I have been practically connected with the work of the organization. Perhaps this may be excused on the ground of service in helping to train the youth to be self-restrained and self-supporting, and hence free from the nees of penal, correction and charitable contribution. I desire to be identified in sympathy, and, so far as may be, with the duties of your noble work which should be an interest of every citizen.

Since Cain asked, "Am I my brother's keeper," the world has been trying to reply in the affirmative, but it has taken all the thousands of years since the early history of man, for him to begin to understand the meaning of the answer. It has taken two thousand years for the principles of the Christian religion to teach men the true spirit of Christian benevolence. It has taken the whole history of philosophy and ethics to bring to self-consciousness the meaning of altruism. We have before us many centuries of effort to find the ideal practical solution of many social problems.

Whether we accept the evolution of Darwin, the unfolding logical process of Hegel, the unlettered common-sense conception of progress or the religious notion of realization of God's wise purposes, it is certain that the world-spirit is developing, through the aggregate of individual free wills, to self-consciousness, and a higher realization of all the best human possibilities; and that this development comes through social organization and is revealed progressively in the institutions of man. It is almost certain that the final goal is that perfect adaptation to environment and that perfect correlation of the elements of society which make ideal ethical conditions.

Within the past fifty years there has been much in proof of the theory of ethical progress and in promise of future realization, the church of to-day finds its usefulness not so much in doctrinal controversy, as in practical effort for the development of human well being. The principle of benevolence has become an essential part of the moral code, whether modern evolution and utilitarian or of later transcendentalism. The spirit of Christian socialism—I mean this in the best sense—pervades the thought of society, and human endeavor reaches out to all classes needing the influence of the wise and the aid of the strong. The last fifty years has seen the development of most of the humane and charitable organizations. To-day every city counts them by the dozen.

The near future will make contributions to the progress of humanity important, if not startling in their nature. The physiological and psychological conditions of crime, the reformation of criminal tendencies, the causes of poverty, the uses and limits of charity, the moral effects of industrial training, the influence of women as an independent and legislative factor, with equal rights and equal demands in the political and social realms, the education of the physically defective and the mentally weak are but a small and suggestive list of subjects that are inviting scientific investigation with a view to minimizing human evil. The political science and the ethics of to-day reach out to all problems of government, society and individual well-being, and their investigations are supplemented by thousands of active workers and substantial contributors.

Education, the education that is by the people, for the people, which recognizes the principle of universal benevolence, which indexes the development of the free spirit of the community, as to its public interests and institutions, which levels unnecessary distinctions, which, on a broad platform of ideas, trains mind and heart, which gives to the poor the

right to the fullest development of his powers, as well as to the rich, which is a constant object lesson in benevolence and welds together the community by common interest and pride—this is a most potent factor in the solution of our problems. Education, the education of the masses, tends to make intelligence, honesty, independence and power. It stimulates all scientific endeavor and the application of principles to the material welfare of mankind. The education by the people of young men and women from among the people will make no exclusive class, but will make leaders of thought who will consider the interests of the people, and there is more philosophy in this than appears at first sight.

Here is my practical suggestion: So talk, so write and legislate that the children who are now reared in ignorance, vice and uselessness, through no fault of their own, may, in the coming good time, be the care of society and the state so far as to insure a modicum of formal education and the acquaintance with some useful occupation. The great problem in all work of corrections is to foster the useful activity that gives proper employment to the powers; to foster pride and ambition.

The perverted nature cannot be reclaimed by forced inaction and punishment, but by the aid of employment, courage and sympathy.

Charity is in constant danger of diminishing independence of character and self-effort. It robs one of personality and manhood to lean unnecessarily on the efforts of others. Charity would better open the way to earn a dollar than give a dollar.

The good of man lies in his self-activity. Kent properly held that man is an end in himself, that the development of his powers through his own effort contributes to his well being. While charity should constantly keep these principles in mind, she must not forget the ever present need of misfortune and helplessness.

We read of a mythical golden age, when men voluntarily recognized natural law and were governed by it; when there were peace and plenty, an ideal state of man. This was a dream of early tradition. But we may reasonably look forward to an age, when ignorance, suffering and vice will be lessened, when the relations of all classes will be harmoniously adjusted, when the germs of good and of usefulness in every human being will be largely developed. This will be the golden age of the realization of ideals through the conscious aspiration of humanity.

---

## THE SPIRITUAL BASIS AND VALUE OF CHARITABLE AND CORRECTIONAL WORK.

By Rev. W. C. Selleck.

The sessions of this conference are to be occupied with practical questions. The desire is earnest that some positive good shall be the outcome of its labors. We meet here to awaken thought, arouse feeling, interchange views, clarify judgment, form wise resolutions, and band ourselves together for enlightened, continuous co-operation in behalf of the interests which claim our attention; and we do all this in order that such improvements as are seen to be feasible may be carried out by united, aggressive efforts, with as little delay as possible. In accordance with the spirit and tendency of the age, we want results—actual achievements—rather than mere talk, theory or sentiment. The problems confronting us are mainly those of methods of administration in the institutions and agencies of charitable and correctional work; and regarding these, it is probable that the considerations uppermost in the public mind are those of a true economy, a just and prudent management, a conservation of social energy in the form of money saved and evils mitigated, rather than aggravated.



In the face of matters of so much practical importance, we may not be disposed to spend a great deal of time in thinking about the spiritual basis and value of charitable and correctional work. It may seem like stepping aside into the realm of the ideal, the theoretical, the sentimental. Yet, it is well to remind ourselves of the fact that it is the presence of the ideal—a new ideal—that brings us together here. There has dawned upon the world a new conception of the supreme object of charity and punishment; and it is a conscious disparity between this new conception and the old that renders us unsatisfied with the old methods, and sets us about seeking their improvement. This new conception has entered a few minds, and is gradually passing to others; but it has not yet become known to the multitudes, and has found embodiment in better laws, institutions and instrumentalities to only a slight extent.

What is this new conception? It is that which puts charity, punishment, and all other forms of philanthropy at the service of manhood. The old conception of charity was, or is, that the object in view should be the relief of immediate distress. The old conception of punishment was, or is, that the object in view should be the expression of revenge, the ridding of the community of offending members, and the protection thereby of society. The new conception of both charity and punishment is, that the main object in view should be the recovery or attainment of manhood by the dependent and delinquent. The true charity worker does not minister to people's necessities merely to make them comfortable for the time being, like so many cattle, but rather to help them to be men and women. The true penal system does not aim to wreak vengeance upon a criminal, or merely to get rid of him, or even to protect society alone; but it seeks, with wisdom and love, the reformation of the wrong-doer—the making of a good man out of a bad one.

This higher object is much more difficult of attainment than the lower, but it is worth vastly more every way. There is no help possible that is of so much value to any unfortunate human being as that which enables him to become a man; and assuredly there is no protection to society which can be at all commensurate with that secured by the genuine reformation of offenders. Thus the higher object includes the merits of the lower, and at the same time super-adds to them.

I should say, then, that the spiritual basis of our improved charitable and correctional work is the true appreciation of man as man. A larger thought of man's intrinsic worth, coming with the ages of progress, and more exalted now than ever, as we find him the denizen of a vaster, more wonderful, more glorious universe, makes us feel more deeply the importance of every good work that may enhance his individual welfare. Especially must the believer in the Divine Fatherhood think so highly of every human being, of his capacities and possibilities, as to cherish his attainment of a full manhood as the supreme good; and the ideal of that goodness must be ever present to inspire and lure him in all his labors in behalf of the unfortunate and the erring.

I know how difficult it is, in the presence of the discouraging realities of human life, to retain these ideal conceptions, much less to incorporate them into our work; and yet this is precisely our task. Just as the preacher, the teacher, the missionary, or the statesman must import into his work the ideals that haunt him with their summons to something better, and must invoke their aid oftentimes to sustain his flagging spirits when confronted with obstinate evils in the lives and characters of those with whom he deals; so must we do, who would bring about any improvement in existing methods or mechanisms in charitable and correctional work. The ideal worth of man as man, and the ideal pattern upon which all

institutions that undertake to minister to him should be builded, must be ever present to inspire and guide us, to fortify us against that failure to be high-minded which is essential defeat, as we stand face to face with the appalling and seemingly unyielding mass of human misfortune and perversity.

Our problem thus appears to be that of co-ordinating our charitable sentiments, our humane feelings, our benevolent impulses with the new and larger knowledge which the progress of the world has put at our service in the present age; and then the carrying out of this enlightened sentiment into such improved laws, methods and institutions as are found to be desirable and practicable. In other words, it is that of readjusting existing instrumentalities which have come down from the past, to the new ideals that have dawned upon us in the present.

And where can such a co-ordination, such a readjustment, take place more easily or appropriately than in this bright, new land of the new west? For surely this is the land of promise, of opportunity, of a virgin soil awaiting skillful cultivation; and we have the experience of older communities, of all the past, in fact, to guide us. If we shall be careful, we may not have to undo, but may build right from the bottom. And here, by judicious, consecrated toil, may rise the fabric of a nobler civilization than has ever existed elsewhere, securing the rights, promoting the interests and elevating the manhood of the lowly as well as the exalted; of the weak as well as the strong; of the dependent, defective and delinquent, as well as the independent, sound and virtuous. "Behold, now is the accepted time; behold, now is the day of salvation!"

I need scarcely add that this is true Christian work—the actual and practical fulfillment of the mission of Him who said: "The spirit of the Lord God is upon me, because He hath annointed me to preach the gospel to the poor; He hath sent me to

heal the broken-hearted; to preach deliverance to the captive, and recovering of sight to the blind; to set at liberty them that are bruised; to preach the acceptable year of the Lord." And when we shall have done our full duty in this respect, laying the strong, kind hand of an enlightened and humane society upon the lives of its weaker members, to redeem them out of every form of evil, we shall be able to show the true glory of Christianity by pointing to the living proofs of our achievements and saying:

"The blind receive their sight, and the lame walk; the lepers are cleansed, and the deaf hear; the dead are raised up, and the poor have the gospel preached to them!"

---

Morning Session.

## THE PAROLE LAW AND INDETERMINATE SENTENCE AS A DETERRENT FOR CRIMINALS.

By Mr. F. A. Reynolds.

In venturing an opinion upon the effects of parole law and indeterminate sentences as a deterrent for criminals, I cannot sufficiently deplore my lack of wisdom and clearness of understanding.

Could I tell you in forcible and vivid words just how far this question would reach and where its terminals lie I should feel I had a gospel sermon for every nation on the earth.

When we contrast the modern idea of gentleness to every living being, with the idea it has taken twenty centuries to eliminate from the mind of man, that methods of torture by fire, water, wheel, rack, lash, starvation, prisons, hanging and every device suggested by savage cruelty are the only fit instruments to use in the punishment designed chiefly for the reformation of evil doers, we

may well stand aghast before the task of securing the gracious ends of kindness and deterreny of crime combined.

But how great so e'er the task, it must be done. No matter how many times we make mistakes nor how often we have to retrace our steps, the work is before us and we cannot turn back to the methods and experiences of past centuries.

Puritanism in Old England attempted to build a kingdom of God by force and violence and failed and then fell backward on the truer work of building up a kingdom of righteousness in the hearts and consciences of men.

This fact may be at once a lesson and a text for our present use. Can we do better than learn by the experience of others, avoiding their failures and adopting their successes and adding to this the weight of continued conscientious effort, and latest invention in reformatories for ourselves.

In America we have, so far, no established system of penal treatment of law breakers.

We have never tried Russia's exile and transportation method; we have no need to; her experiment is enough for the world.

We are beyond trying the continuous and complete isolation of the inmates of the prisons of France and some other European countries, with a result of insanity or death as the end of even a moderate term of solitary confinement.

There is not enough of St. John's gospel in it to stand the test. Prisons should not be so much designed to punish, as to cure and prevent crime; hence the need of experiments from the humane standpoint, but not the sentimental, unhealthy sympathy that destroys the efficiency of justice.

Restraint from accustomed lines of activity and thought and nothing given to fill their places,

a moral, mental and physical deadness results. There is nothing in this method to excite or incite to better deeds or better thoughts.

Such have been the proven results of prolonged or solitary confinement. It does not mean reformation, but only an enforced inability.

England to-day comes nearer our plane and we may scan her methods with profit; but we need not stop with her.

If I say I fully endorse and concur in the wholesome and intelligent experiment of the parole system, I voice my inclinations and my convictions. But while I say this, it is not because I have had large experience, nor wide observation; and if this method under consideration were not in its infancy in our country, I could say but little from my own knowledge.

In an indeterminate sentence a man has his advancement and cure in his own hands.

The sentence is an unwritten law, bearing upon him heavy or light, as he wills.

It may extend from less than a year to ten years or more, only ending when his cure is evidenced by his conduct.

This is humanity without sentimentality.

Many men are born into the world under such clouds of moral darkness, in such an environment of discord and strife, that the first gleam of latent possibilities strikes them when the prison door has shut them in.

Many a youth, whose neglected childhood has made him rebellious to all law and restraint, first learns to respect the persons and property of others when he is enduring the penalties of prison life.

To such and many more, the reformatory presents the only open door I know of to the best opportunities for future well doing.

Self-reliance, self-command, perhaps hitherto stagnant and untried within him, is brought to the

surface and a vigor and manhood unknown to himself is brought to light. The bright winged spirit of a new ambition has burst the chrysalis of dull ignorance and stolid sinfulness and hope and a new life looks out on a world with new aspects.

The trust in a man implied by parole—the sense of honor he is invested with—and a pride in his own ability to be what others credit him with, are qualities that bring to the surface all the manliness he possesses.

Under the tutelage of a reformatory properly equipped, individuals subjected to its treatment are under a course of education, intellectual, physical and technical.

The intellectual covers a broad area from primary lessons upward.

The physical training fits him for the trade and handicraft that he must learn, and to which his intellectual training is adapting him.

In short and in fact, it amounts to an enforced manual training school, where the penalties inflicted and rigidly enforced are obedience, discipline and industry until the current of former tendencies has been turned toward a different channel.

It is just at this point the “parole and indeterminate sentence” law begins, and the inmate has reached the point at which he may be recommended as a subject for parole. With newly acquired habits of thought and industry, a workman in some chosen direction, he has a new lease of hope and life.

Should incorrigibles be among the condemned, and there are such in all prisons, by the law I advocate, they simply sentence themselves to longer servitude under strict surveillance without amelioration; and for such, a continued incarceration seems to be the only remedy.

Reformatories have nothing in them that acts as a general restraint to the commitment of crime;

and statistics, as far as I have observed, do not attribute such results to the severest of penal servitudes.

Crimes are not modified by heavy or light penalties, nor are they lessened because of the barbaric punishments of some nations.

We do not claim the reformatory system has anything to do with the extent of original crime, but is a preventive to a repetition; its direct influence is upon the offender, its indirect upon society.

At the reformatory of Colorado in Buena Vista, which as yet is so crude and unfinished as not to deserve the name, the inmates have almost wholly been culled from the prisoners in the penitentiary at Canon City, either on account of youth, less important crime, good behavior or for their mechanical ability for work on the new buildings. Out of these over fifty per cent. paroled have done well.

Number paroled .....	95
Number discharged by expiration of sentence.....	51
Number returned to Canon.....	13
Number pardoned.....	7
Number escaped and not captured.....	3
Count March 17, 1894.....	87

256

Of the paroled.....	51	have a good record.
Of the paroled.....	14	have a fair record.
Of the paroled.....	30	have a bad record.

95

From a previous warden of the State Penitentiary, I learn that of one hundred of the most likely men who had served a sentence he tried to keep track of their subsequent career, and though he lost sight of some of them, only three that he knew of did well.

As 51 is to 3 so are reformatory methods better than penitentiary.



I extract a few words from a letter just received, written by one interested in the reformatory at Buena Vista:

“Permit me to suggest that the text of reformation has not been properly applied to the ‘direct sentence’ inmates in consequence of bad surroundings and lack of machinery to carry out the intent of the law makers.

“These men from Canon were mostly old offenders, and the idea of reforming never entered their brains. They learned under the ‘old school’ the idea that they were confined as a protection to society, and not for any benefit to themselves. And when they were released they considered the debt paid.

“I am a strong believer in the modern methods and think that when a man feels that he has not a friend on earth he is liable to do most anything.

“If there is ever a time when a man needs encouragement it is when he is in trouble, and whatever society can offer to one in prison, in this line, I consider a good investment.”

My last word is to wish you may give this matter some careful consideration, and I hope you may not deem it visionary and impracticable, nor judge wholly of its merits from this imperfect presentation.

If, out of the past and into the present, there have been evolved better things for the unfortunate, no matter what the cause of the misfortune, the future must evolve from the present still better. And whether a hundred or thousand years elapse and intervene, all shackles will be broken and we must stretch forth a helping hand “to loose the bonds of wickedness, to undo the bands of the yoke and let the oppressed go free.”

J. Warner Mills—I think that the results that come from an investigation of this subject should awaken the interest of every man and woman, whether they have given it study or not. We have

a penal code which is one of the most valuable of reports on the matter of penalties. If you will turn to the statutes of Colorado you will find instances where the punishments prescribed for some crimes are the most inhuman, while for some other crimes the penalties are much milder. This indeterminate sentence that has been spoken of was introduced by penologists with the express regard to fixing these penalties. In our penitentiaries and reformatories we have a system of education. Our law so requires, and our wardens are getting that up as soon as it can be done, so that we propose that all persons who are confined there to receive the full advantage. There are all kinds of abuse of power. There is an abuse which we are daily witnessing in our households. You can go into many a home and you will find the parents unfit to govern the child. You will find most always the will of the child is broken. The kindergarten is doing much to show that the will power must not be broken. The same principle applies to the penitentiary—the will of the prisoner, in a man of strong individuality, must not be broken. If a man of strong individuality was put into the state reformatory of New York, they would likely keep that man for any length of time, simply because he may not see fit to have his will broken.

There is another question that deserves our attention. No provisions are made in our statutes for women between the ages of sixteen and thirty, giving them the advantage of being transferred from the penitentiary to the reformatory, and I think that law should be speedily changed.

Chaplain Hall—We have lately started a school in which the prisoners take a great interest. There were persons who could not read or write, and could not speak the English language. We have 87 in school, and of these I do not think that 13 per cent. can be called illiterate; 80 per cent. can read and write. We have had some lawyers; we have had

doctors, and some ministers. We do not think once a convict always a convict. No greater mistake was ever made. It is on the same plan, once a sinner always a sinner; once shut up in prison always shut up in prison. I have carefully looked up this question. I have been closely confined to the prison business, and I understand them very well; and I find that 85 per cent. do not return to prison life, and 10 per cent. find prison life in another prison. I know that 80 per cent. that come inside the prison walls never come back.

Warden Berry—Out of forty of the youngest men that we had at the reformatory, there were but five that could do the simplest sum in addition, and there were but three that could do the simplest problem in subtraction. There was one that could do the simplest problem in division. Education is what we need more than anything else; and I feel that there is something wrong with those who had charge of these men when they were children. They ought to be taught; and it is a shame, when there is such a condition, that there is not a public school on every street corner. I think so far as our reformatory is concerned, the school should be made one of the principal features, and as soon as we can get things to make it so, to provide books and all things that are necessary.

Mr. Thompson—I would like to ask for information. The chaplain said that there was 15 per cent. returned to penitentiary life. Could not there be some way to prevent a portion of that per cent. from getting back there? I fear, as the chaplain has already stated, that the remark is too much looked upon, as once a convict always a convict. They have come to my office and said that they could not get work because they were branded.

Mrs. Likens—In speaking of what they shall do when they get out, I feel a very great interest. Of course those under my charge are only temporarily

so. They get back so many times, I ask them why they get back. Generally they say, "I have no employment, and I had no place to go, and I fell in with my old associates." I think the question of what we shall do with them after they leave is of the greatest importance.

Mr. Selleck—I have not had any personal experience in dealing with prisoners; but it seems to me that this last phase of the question is extremely important, and I wish that some steps should be taken, and that a prisoners' aid society should be established. I had some personal knowledge some few years ago in the prisons of Massachusetts, and I only wish that the public sentiment was as strong here as it is there. Its work is that of helping men who come out from the prison—and I believe there are enough men and women in this city who would take hold of this work. It surely is one of the steps that can be taken, and I hope this meeting will take this under consideration. When a man comes out of prison and has no friends, he does need aid.

---

## BOARD OF COUNTY VISITORS—HOW THEY CAN BE MADE USEFUL.

By Mrs. Carrie Shevelson Benjamin.

If we could follow the law of the early Swedes, who solemnly knocked their old people on the head with a club to get rid of them, or if we could employ the method of the ancient Spartans, who destroyed all their deformed infants; if we could thus easily dispose of our defective, delinquent and dependent classes, boards of county visitors would then be made useful, as well as converted into clubs. In fact, if there were any single mode of action which would tend to abolish at once the causes of poverty, and its inevitable companion, crime, the problem of

charities and corrections would be a very simple one. Or even if to do were as easy as to suggest what were good to do, poverty and crime would be found only in museums, labeled as relics of an imperfect civilization.

Dr. Harper, of Chicago University, in his address at the recent dedication of the Coburn library, of Colorado College, said: "The fault of our educational plan is to be found in an entire lack of system." This being pre-eminently an age of machinery, invention, system, organization, perhaps the same fault can be found with our charity plan.

Doubtless, many a benevolent brain has been racked with pain in the effort to produce a system of charitable relief and prevention, but no Vulcan has been found, who, with one blow shall call forth from that brain a Minerva-like plan, full-fledged, full-armed, completely and wisely equipped. "'Tis a consummation devoutly to be wished." To be born in this manner means to avoid teething, measles and the thousand ills childish flesh is heir to. But our present schemes of charity, it is to be feared, must go through all these ills and many more. Yet if the result shall be a strong and vigorous physique, we need not be discouraged.

Because no system of prevention of evils has yet been perfected, human endeavor in this direction cannot be stopped. If it is true that "By studying little things, we attain the art of having as little misery and as much happiness as possible," no one can be excused from adding his mite toward such an attainment.

And the most hopeful sign of this march toward perfection is, that no matter what has been gained or lost in civilization, no matter how some hearts may be blocked and barred with system, there is no decadence in sympathy for suffering, but more and more desire to redress the miseries of the poor, and a greater readiness to right wrongs.

To the child, "Love thy neighbor as thyself" may be but empty sound. He may repeat the words mechanically, while he envies his brother the possession of an apple. But then there are many things we eat mechanically that help build up our physical constitutions, and there are many things we learn mechanically that help build up our mental constitution. So it must follow that if all men love their brother even in theory, their moral constitution must be benefitted and the practical result will be felt somehow, somewhere, somewhen.

"Diversity of religion," said the Persian, "has divided the human race into seventy-two religions. From all their dogmas, I have selected one—Divine Love." This is the key-note of the new religion of humanity, the brotherhood of right giving and receiving, consonant with every wholesome creed. It is in existence, is advancing, has taken such a hold that to preach it is a blessed privilege, to practice it, a sacred duty.

However, man's usefulness in any direction is in proportion, not to his privilege and duties, but to his wisdom and zeal. What is true of the individual should be true of an association of individuals. For any body, whether social, political, philanthropic, educational, to become an effective agency, it must draw to itself intelligent and active minds. Therefore, the essential in the usefulness of a Board of County Visitors is the proper personnel composing such a board. It should call into its service the most competent, the most responsible, the most trustworthy citizens, who must have integrity, broad intelligence, discriminating sympathy, courage. They must further be non-partisan, unbigoted.

The Elberfeld system of Germany is, in some respects, ideal. It recruits its army of charity workers as it does its army of fighting men—by actual draft and selection. And surely it is more worthy to fight evils than to fight men. Such an army should

be trained in the best tactics of social usefulness, on the principle of "a life for a life," not to be taken, but to be given.

What deters benevolent work is the vagueness, the generality, the over-comprehensiveness, arising from a lack of proper training for the work. Were all general movements for the relief of pauperism and elevation of the race turned into a reasonable and definite work in a precisely defined and practical way, many difficulties would be overcome. In other words, the real success of philanthropic work depends on the time intelligently devoted to it.

When this need is fully recognized, our schools and colleges will have special departments, where the subject of charity reform, or whatever you may call it, shall be studied as seriously as any scientific study. The amelioration of humanity under its varied phases, is a science, the appliances of which must be carefully and seriously studied. The needs of our county institutions require a thorough knowledge of every subject such institutions call for, and besides a knowledge of the special needs of the inmates. This means a great deal. The members of the board really need to be political economists, physicians, lawyers, philanthropists, practical citizens, social reformers; at least they must know something of law, medicine, morals, finance, arts, science, theoretical and practical politics, social economics and ethics. They must know something of public life and be deeply interested in the public welfare. They must instruct themselves on questions concerning prison labor, alms houses, reformatories, industrial schools, etc. They must educate themselves in the multiform ways of public and private relief, must deal with the personalities of dependent and outcast classes. They must have foundations for opinions and then set these in motion. They must know how to firmly condemn the bad and recommend the good. They must be acquainted with the best methods of charitable and correctionable re-

forms in institutions similar to their own. They must keep in touch with all persons interested and actively engaged in this work. They must study improved methods of classification of prisoners, of the needs of the sick and insane, of separating those who can work, or ought to work, and those who cannot, and provide work as far as possible. And especially do the needs of the children in the schools, asylums, nurseries, kindergartens, call for special efforts and study. "If the fathers eat sour grapes, the childrens' teeth are set on edge," and it is necessary to use antidotes to overcome this hereditary poison. How can all this be done without proper study and training, devotion and zeal?

Do you not see that this is really a profession, a life work that demands the utmost skill, tact and knowledge?

And yet the work is often relegated to those who are busy with everything else, and never give the institutions a proper thought. Ought the work to be left to our legislators? They are too busy with tariff and tax, silver and coinage, to take thought of the higher objects of legislation, which tend to a perfected humanity. Shall we leave it to our men? Well, there are men who are not afraid to stretch out their hands to their suffering and sinful fellow creatures for fear of being called womanish, and more than those women who strive to redress wrongs are afraid of being called mannish. In truth we need "the man to be more of woman, she of man. He gain in sweetness and in moral height, she in mental breadth." There is only one conclusion in the matter. If the new religion is humanity, its prophet is surely woman. If the results of the equal suffrage movement are yet to be pronounced upon, woman's success in the philanthropic direction is fully recognized. And if the women desirous of suffrage, would have in view only the increased power it would give her to reform the evils of poverty and crime, she would disarm the opponent of equal suffrage of his



keenest weapon. For no matter to what independence women may reach, or to what intellectual heights she may climb, no grander work can be hers than that for which she is so pre-eminently fitted, the work of overcoming vice, exalting virtue, "the center of order, the balm of distress, the mirror of beauty."

A glance at our county institutions shows the absolute need of women on our Boards of Visitors. In the county jails, alas, there are female prisoners, with whom women alone can exchange such confidences as shall draw forth the latent capacities that lie hidden in the breasts of even outcasts and sinners. And as for the male prisoners who do absolutely nothing, a woman is too good a housekeeper to allow such baneful idleness to exist in a household under her management. Mother Havens manages to employ the women in her charge after a fashion, but the men are dangerously idle. In our county hospitals, the woman is the ministering angel. In homes for incorrigible girls, who is better able to contend with their peculiar difficulties than woman? And when we come to refuges for children, the motherly instinct is almost infallible. Woman brings to this work an enthusiasm and hopefulness as well as knowledge, at which some may sneer, but without which, as some one has said, our Augean stables will never be cleaned.

To be sure, there is the danger of the hysterical and sentimental. But against this we have the presence on the boards, as a counter-irritant, of the non-hysterical, non-sentimental man, who are right in saying, we want no sentimental alms giving, nor sentimental institutions that are comfortable refuges, and not places of discipline. We want no model prisons that destroy self-respect, and increase a liking for evil. We do not want the encouraging of crime by supporting the criminal in idleness, and, may I be permitted to say it, we want no smiling upon the criminal by the sentimental girl of the

Flower Mission. We need earnest men and women who do not prattle charity and reform, but see that it is a herculean task to grapple.

Another essential of a Board of County Visitors is that it should visit. It may have all knowledge and understand the best methods; if it does not apply this knowledge, it profiteth nothing. The committee should visit in divisions, as a whole and individually. In this way only can they become acquainted with everything and everybody connected with the various institutions under their control. They must come into personal contact with the inner and outer needs of the institutions and their inmates. They cannot perform their duties vicariously.

Another essential of a Board of County Visitors' usefulness is that it shall be executive as well as advisory. For though it may have all knowledge and visit often and advise oftener, if it has no executive power, it still profiteth little.

Suppose an institution, say the county jail, is visited by the wisest visitor. A boy is found there, a first offender, exposed to all the evil influences of the more hardened criminal, what good is it to advise a change, if there is no power vested in the board to execute such a change? Until the case is carried along the labyrinthine red tape that leads, or rather, misleads, to political, I mean legislative, authority, the boy may be hopelessly corrupted.

An executive board can act decisively on cases which now are left to commissioners usually unacquainted with the needs or unfitted to deal with them.

With earnest effort, with knowledge, subjective and objective, with such knowledge based on a sympathetic, not merely mechanical utility, with a loftiness of purpose and honest determination on the part of the board, public opinion could be readily influenced to induce a legislature to invest a board of visitors with executive authority, and thus take

their institutions out of political control. Another essential in the usefulness of a Board of County Visitors is that when competent and experienced, their office shall be continued for a length of time consistent with institutions that ought to be kept, not only out of politics, but above a political basis, of office appointment. A Board of County Visitors can then go to the county jail and compel the idle criminal to work for his own welfare, and the benefit of the institution, can remove the first offender from contaminating influences; can go to the county hospital and separate the insane from the sick; can find homes instead of institutions for incorrigible girls, and even for orphans; can go to the county farm and provide separate quarters for the men and women; can go to the day nurseries and orphan asylums, and see that proper food, both mental and physical is supplied. Working thus with a properly trained and authoritative board, continually, zealously, within as well as without, supplementing, not supplanting, organized efforts with individual efforts, our county institutions will in time depend for their success, not on the number of inmates within, but on the number of good citizens sent out, and this should be the standard by which to work.

I believe it was a British philanthropist who boasted that the prison and pauper population in England actually declines in numbers, and they have made money for the exchequer by selling prisons for which they had no use. We may readily believe this, knowing that the people who are not in their prisons are probably in ours.

With increased difficulties, such as our American institutions are called upon to contend, our efforts have to be redoubled. These attempts may be spasmodic and discouraging, but they are not wholly in vain. The growlers may point to statistics to show that the number of the poor and criminal classes is not lessened, but they do not show that their number would be increased did such efforts cease.

Something has been done but there is much more left undone. But because we reap our little corner, and see the wide fields stretch beyond unsown and unplowed, shall we neglect our little corner? No. It may prove the Archimedes lever to uplift the world.

“Enough if something from our hand have power,  
To live and move and serve the future hour.”

Mr. Storrs—I want to thank Mrs. Benjamin for that paper. Our committee has visited every institution a number of times, and have made reports a number of times, and advising what we would like to have done; but we cannot say that it must be done. Mrs. Benjamin and others of our committee have visited where it is absolutely necessary that improvements should be made. What shall we do? Shall we call upon your board and insist that improvements should be perfected?

Mrs. Sperry—As far as I have been able to learn since I have been in Denver, all the authority that we have is simply to visit and suggest; and I do not see the advantage of the visiting board, as far as I am able to do anything. We were appointed, and we could simply visit and suggest, just as we can do now.

Mrs. Blake—My report, as I understand, comes to-morrow; I think that the board of county visitors has done good in our county. It has caused cleanliness in our institutions, and has caused more care to be taken in the cleanliness of the institutions, and I think that the power now invested in this board is a move in the right direction, and has resulted in good; but I would like to have more power.

Mrs. North—As to what we can do, we feel that we have no power to say that things must be done, we simply have the power to advise. We have had a great deal of work in our county; but we would like to have more light on the subject.

Mr. Appel—Being somewhat responsible for the establishing of that law in Colorado, I think that the very stronghold is that we have no executive power, but our power is simply advising. I want to say, if there is any institution in which there is anything that is not properly done according to the statutes of the state, anything that is against decency, that cannot be obtained from the commissioners, then simply go to the grand jury. I would be glad to hear from Mr. Mills on this subject.

J. Warner Mills—The want of executive power, of which the board of county visitors complains, is the same disadvantage which you will find in the State Board of Charities and Corrections. It is a question as to whether it is a defect or a condition. The reader of the paper seems to think it is a great disadvantage. We have no power to remove anybody, or make any appointment; we can only inquire into and investigate the nature of any institution. From this investigation we will see that nothing is done that will require investigation. It seems to me that the law establishing the boards of county visitors should be so amended as to permit them to say that this thing or that thing should be done; and they should have the same power of investigation that the State Board of Charities has. It is a very costly thing for us to go out of the city of Denver to make an investigation, and they should have the power to make the investigation and return their report to the state board. It seems to me, what is wanted is not executive power, but larger authority; and I think the next legislature will make that reform. Let each board make investigations in its own county; put the witnesses under oath, and make its reports and send them to the state board. In that way I think we can get our institutions in proper shape.

## Reports from State Institutions.

---

### INSANE ASYLUM.

By Dr. P. R. Thombs, Superintendent.

Quoting from the annual report submitted December 20, 1893:

There were present at the date of our last biennial report of December 20, 1892, 296 inmates, of whom 194 were males and 102 were females; 157 were admitted during the year 1893, of whom 101 were males and 56 were females. The whole number under treatment during the year 1893 was 453. From this number there were discharged as recovered, 65—45 males and 20 females; 12 were discharged improved—8 males and 4 females; there were 35 deaths—21 males and 14 females, and four males eloped, leaving present in the asylum, on December 20, 1893, 337—219 men and 118 women. The mortality has been greater than common, owing to the large number of old and decrepit patients. Aside from two deaths resulting from la grippe, none were due to epidemic cause.

The daily cost per capita for maintenance, exclusive of improvements and repairs, was 45 2-3 cents.

The general health of the house has been good, and it can be claimed that our inmates have been comfortably housed, well fed, well nursed and well clad, and none have fared illy.

In addition to the numerous repairs incidental to the unavoidable destruction by patients, there have been improvements made which were necessary for the preservation of the buildings and property, and to improve and insure the health and comfort of the inmates. A great amount of grading has been done—lawns made, trees planted, and enlargement and changes in irrigating ditches, which is still in progress.

During the year we have received visits from the governor, from the State Board of Charities and Corrections, from the Board of County Visitors, from the secretary of the Humane Society, and from strangers who were engaged in asylum work elsewhere.

With regard to the visits of the general public: It has been the custom since the organization of the institution to permit the general public to visit our wards on Thursday of each week; on these days male visitors have been admitted to the wards of the female department, and ladies to the wards of the male department. From careful observation I am satisfied that the indiscriminate visiting of the general public to asylums for the insane is productive of harm to the inmates. The majority of visitors are mere sightseers and curiosity hunters, and do not appreciate the object the state has in view in supporting such institutions.

There is always a large number of patients who are keenly sensitive to the humiliation of being regarded as objects of curiosity, and such frequent annoyance aggravates their symptoms and retards recovery. Many patients require but little treatment, other than absolute rest and seclusion. The public would not think of intruding upon the wards of a hospital designed for the treatment of physical diseases, and there are far greater reasons which should be apparent to every one, why the rights of those confined in hospitals for mental diseases should not be invaded by the morbidly curious. Our doors

are always open to public officials, the press, the clergy, the medical profession, and to relatives and friends of patients, but the wholesale admission of sightseers and curiosity hunters to the wards is harmful and should be restricted.

To outline the immediate needs of the institution and give preference to the most pressing, is somewhat difficult. In our last biennial report to the legislature, under heading of "New Boilers and Boiler House," appears the following:

"Although our male department has doubled its size in the past six years, no addition has been made to the heating capacity; two boilers are doing the work. When either of the boilers requires cleaning, or anything occurs to either, the service of heat and water to a portion of the building must be stopped—a source of great discomfort in cold weather. An additional boiler is an urgent necessity. Our boiler house, laundry and kitchen, all under one roof, are entirely too small. The present boiler house and kitchen should be thrown together and used as a boiler house, and an addition for a new kitchen built on. To build this and make all necessary attachments of service and waste pipes, and purchase and set a new boiler in place, will cost \$7,585, which amount was asked for the purpose, but no notice was taken of the request, and no appropriation made, although the same General Assembly appropriated \$25,000 for additional room for male patients, making no further appropriation for the purpose of heating the additional building. It is difficult to conceive that a magnanimous legislature would for a moment permit a number of helpless unfortunates to suffer from cold for the want of a few hundred dollars, or that they would overlook or neglect so important a matter after having attention called to it. Such is the unpleasant situation in this respect at the asylum at Pueblo, with the new building nearing completion, in fact only awaiting the money ap-



propriated to be paid, in order that it may be finished; and it would be occupied very soon, for the demand for room is again upon us; but I imagine your board would not sanction its occupancy under such conditions.

Another want making itself felt more and more, is that of more land. It is claimed by those who, from long experience are best qualified to say, that there should be secured for every asylum site not less than one acre for every prospective inmate. At the Colorado State Insane Asylum there are at present four inmates to each acre of ground possessed. The encroachments upon available land continue; but it can still be had at a reasonable price, and its possession opens up one of the best avenues for employment for almost all classes of insane.

It is not too soon for those interested, to consider regarding additional room for the female insane. There is room and accommodation at the asylum at Pueblo for 150 female insane. At the present time there are 133 female patients lodged there; it cannot be long until the remaining available space will be occupied.

From December 20 up to March 20, 1894, there has been received into the asylum 55 patients; of this number 7 were men and 18 women. At this rate, three months would suffice for the occupation of present available space—deducting, of course, what discharges may occur during the time.

At this present time there are in the asylum 356 patients; of this number 223 are males, and 133 females. Nearly all are in good physical health and enjoying all the privileges and comforts that the means at our disposal afford.

## MUTE AND BLIND INSTITUTE.

By Prof. Ray, Superintendent.

To make a general report of our institution in the brief time allotted me will be exceedingly difficult.

Our work is three-fold—intellectual, industrial, moral. I shall speak of the intellectual features more in detail later. Our industrial efforts cover music, art and handicraft. Under this latter we teach cabinet making, carpentry, printing and baking to our deaf boys; and house-keeping, needle work and culinary avocations to our deaf girls. To our blind boys we teach broom making, mattress making and cane seating; and to the blind girls, hammock weaving, lace making, various kinds of needle work and bead work.

We do not teach any sectarianism in our school. We could not if we so desired, for we have among us Africans, Indians, Mexicans, Hebrews, Catholics and Protestants of every name and from every nation under heaven. But we do teach a clear cut code of morals. We teach that the good are happy in this life and that to come, while the wicked are unhappy here and hereafter. We try to teach them to do right simply because it is right.

The progress of the school has been most encouraging and even remarkable during recent years. Five years ago we had one old building. We now have six occupied and the seventh in process of construction. Seven years ago we had only about fifty pupils in attendance. This session we have 136. Then we had seven teachers; now we have twelve. Our school house, one of the very best in the state, is the handsomest and most convenient of its kind owned by any similar institution in this country. Much of the interior wood-work was done by our deaf boys, and all under the care of the foreman of the carpenter shop. We thus saved the state several thousand dollars in its erection. Two of our

graduates last June made their own graduating dresses. For two years we have baked all the bread used in the school.

At the Paris Exposition in 1889, we had on exhibition some of our art work, school work and handiwork, and though many other and older schools of the kind made exhibits, ours took the first prize and our diploma hangs upon the walls of our handsome new assembly hall.

At the World's Fair recently held in Chicago, the articles we had on exhibition received as favorable mention and as much attention as any from similar institutions and we received as high award of merit as any other like school.

At the National College for the Deaf, at Washington, D. C., the only college for the deaf in the world, our graduates stand as high as those from any other school and their number is greater in proportion to our population and the size of our school than that of any other school in America. I might add that the attendance upon our school is greater in proportion to our population than that of any other school in the United States.

The object of our school is to make of every child who enters it a self-supporting, independent, self-respecting, wealth-producing citizen, capable of making a living at an honest trade, after leaving us, worthy of the confidence and respect of every other citizen of our land. I am told that among the graduates of schools like ours, less than two per cent. turn out badly. May I not then challenge comparison with any other kind of schools in the broad land? land?

I was asked to state some of the most pressing needs of our school. We need more money. And we need it for the following purposes: We most seriously need proper school appliances. We are now almost totally without such apparatus as is needed in teaching even the plainer and more simple branches. One can readily see the absolute necessity

of furnishing our pupils who are deprived of one or more of their faculties, with such things as will enable them to grasp the subjects taught and comprehend the aims of the teacher. I often wonder that our success has been as great as it has. It is most largely due to the efficient, earnest, enthusiastic, consecrated labors of the men and women who share the toils of the work with me.

We need very much to introduce more trades. At this time we need in a peculiar manner the means with which to instruct our blind boys in piano tuning and our deaf boys in shoe and harness making, and mending and tailoring. We have deaf and blind boys who will graduate from our school very soon who could earn a livelihood much more easily after being taught these things. We should have at once a Sloyd department in our school. The little ones need to have their hands trained, and especially the blind children. They need the habits of industry there inculcated. They need to have their little, active minds turned in the right direction and their energies bent towards the right principles of life. "An idle brain is the devil's work-shop" is no less true of a child than of a man.

A gymnasium is needed worse than any other thing which has not been named. It is a necessity in any school. It is far more so in a school like this, where many of the pupils suffer from the effects of the diseases which produce deafness or blindness, in a deteriorated physical being, in a weakened body, in a deranged system and organism. It is impossible to keep them well with the best appliances. It is more so with none. We have not even the beginning of a gymnasium.

And may I be pardoned for stating one or two of our wants? We want it understood that we are a school—not an asylum. We have a full course of study, as well defined as any college or university in this land. We graduate students, just as our university does. We are technically known as an institu-

tion "for the education of the mute and blind." We want a fair chance. We do not ask for sympathy nor for charity, except in its broadest sense, in which it means love. If the people of Colorado will give us the proper appliances and sufficient means, we will take care of the rest; and our boys and girls will go out from our walls as well prepared to earn an honest living as their more favored brethren and sisters.

---

### PENITENTIARY.

[The report for the penitentiary was read by Warden McLister, but has been mislaid in preparing for print.]

---

### REFORMATORY.

By I. G. Berry, Warden.

I can only just report progress at present, owing to my long and serious illness.

As is well known to the majority of this board, our institution is a new one, and consequently is not supplied with suitable buildings. Our accommodations at present consist of three wooden bunk houses. In each house we have about thirty men. This, of course, is directly contrary to all prison and sanitary laws; but our cell-house, which is now nearing completion, and, I hope, will be ready for the men to occupy in a few months, will furnish ample accommodation for our inmates. This cell-house will have three tiers of cells, and we expect to grade our men into three grades. This will enable us to emphasize a promotion or retrogression, and by this means better to carry out the reformatory plan.

We have recently established a school, as required by the laws of this institution. At present

we are using the dining room for a school room, as our accommodations are limited. We now have in school only about forty pupils, selecting the youngest and the most ignorant. The boys take great interest in their studies. Mr. Coe, our book-keeper, is at present acting as teacher. When we have the proper buildings, it will be compulsory on all inmates to attend school. When we get our men in the cell-house, one of the bunk-houses will be fitted up for this purpose. It is also our intention, as soon as we get our machine shops completed, to teach our boys some useful trade, and to fit them on leaving this place to be useful citizens. We had absolutely nothing to work with in the way of buildings. This difficulty we are overcoming as fast as circumstances will allow.

Our population at present is about 92; about 45 of these men were sentenced direct from the courts; the balance have been sent from the penitentiary. It has been the custom heretofore to select the youngest and best men from that institution and send them to the reformatory.

The results of the parole system, so far as I have been able to learn, are very gratifying; and I think it is a very great advantage to the men themselves, and also to the management in enabling them to put prison discipline on a higher plane than the fear of punishment. From the reports of our paroled men, and their letters to their former companions who are still here, there seems to be a very great difference in the tone of the letters of a man who has gained his freedom under this system, and one who has served out his full sentence. The latter has paid the penalty of the law; while the former by his own good conduct has gained the respect and confidence of the officers to such an extent that they feel that a moral cure has been effected; and having gained this confidence and respect, it gives him confidence and self respect—in other words, he feels that he is

trusted, and this in itself goes far to make him an honest man. I think that a much larger majority of those who are released on parole are striving to be true and honest men than those who served out their sentence and were discharged. Some of those men who have served out their time are now back again at Canon City on a second sentence; having no restraint put upon them, they immediately go back to their old haunts and are soon in trouble again.

Of course, as we are now situated, it is not an easy matter to maintain discipline; but we are doing very well, I think, under the circumstances; we have had very few occasions to punish men more severely than to deprive them of their privileges.

Considering our poor facilities for holding men, we have had very few attempts to escape, and only one of those who attempted has been successful; he has been gone some months, but we are still looking for him. In fact, as long as there is encouragement for them to get out under the parole system, they do not seem inclined to attempt to go away in such a dishonorable manner.

---

## SOLDIERS' AND SAILORS' HOME.

By Major Andrew Coates, Commander.

I will endeavor to give you a brief synopsis of the work done and being done at the Colorado Soldiers' and Sailors' Home up to date:

The home is located in the San Luis Valley, about three miles east of the town of Monte Vista. The land donated to the home consists of about 160 acres, and the design of the site for the buildings is a semi-ellipse, the chord of which is about 600 feet, and extends along the Monte Vista road. The intention is to build the main building at the center of the arc, flanked on the right by a chapel or lyceum, and

further to the right a cottage for the commander; on the left of the main building shall be the hospital, and further to the east is a cottage to be occupied by the other officers.

The hospital was the first building erected. The corner stone was laid July 4, 1891, and the building was opened as a temporary home for the reception of members October 1, 1891, and formally opened October 30, 1891. The building is designed to accommodate about thirty patients; or, including cooks, nurses, and other attendants, forty people all told. During the years 1891 and 1892 the hospital was the only building available as a home. But the following additional buildings were erected, viz: A power house, a milk or meat house, a sunken storehouse or root house, and the cottage on the extreme left of the grounds. All of these buildings are built of a fine white rock, and the masonry is of a first-class order. There were also erected in 1892, horse and cow stables, chicken house, carpenter shop, and other buildings built of lumber.

I had been adjutant of the home from the day of its opening, and on May 4, 1893, when Commander Lennon resigned, I was appointed commander.

From the opening of the home, October 1, 1891, up to May 4, 1893, the total members admitted and readmitted was 114, of which 60 had been discharged, and 7 had died, leaving a membership of 47. Since May 4, 1893, to March 17, 1894, there have been 94 admissions, 47 discharges and 6 deaths, leaving 88 members at the home; making a total, since the home was opened, of admissions, 208; discharges, 107; deaths, 13.

During the year 1893 a two-story and basement building was built, designed as the rear portion of the contemplated main building. It was ready for occupancy on January 1, of the present year, and since that date has furnished a very pleasant and comfortable dormitory for thirty members.



The business depression which swept over our country during the past year had the effect of greatly increasing the number of applicants for admission, and as the hospital building, with a total capacity of about forty beds, was the only building available for the reception and accommodation of members, it was soon crowded to overflowing, and applications continued to arrive from all parts of the state. When the application came by mail it was placed on file and the applicant was notified of the overcrowded condition of the home. But when applicants came straggling along, ragged, hungry and used up, I could not turn them away; so I had a double tier of bunks erected in the power house, increasing the capacity of the home by thirty beds; but even then we were unable to take care of the applicants who were daily arriving at the doors. Then I lodged them in the carpenter shop, the barn, the stable, and two in the "dead house" or mortuary building. I managed to stow away all who applied in person, but experienced great inconvenience in the matter of serving them with meals, as our dining room could only seat eighteen, which necessitated the setting of the table five times for each meal. So when the new building was completed, Jan. 1, 1894, I moved the cots out of one of the wards of the hospital and turned it into a dining room, with a seating capacity of seventy-two at a sitting, leaving very few members who had to wait for a second table.

A large majority of the men who seek the shelter of the home are miners and railroad laborers. Many of them simply seek a home for the winter months, intending to set out in the spring and try to fight the battle of life a little longer. When applying for admission they express a willingness, almost an anxiety to do anything required; but as soon as they have enjoyed the comforts of clean, warm beds, and clean, wholesome food for a week or two, the large majority of them begin to growl at being asked to do any work without being paid for it, ungracious-

ly forgetting, or at least ignoring the fact that the state has furnished them with lodging, food, clothing, tobacco, medicines and medical attendance. Of course there are a few bright exceptions—men who industriously and cheerfully do what they can for the general good—but they are subject to abuse and annoyance on the part of the ungracious members.

Monte Vista is a prohibition town, and yet the members of the home seem to have little or no difficulty in getting liquor whenever they visit the town, and quite often men return to the home intoxicated; but this is the experience at all soldiers' homes, both state and national; and I take pleasure in stating that, although the home has been crowded during the past year to more than double its former capacity, there has been less disturbance and less disorder. Drunken men are prone to become disorderly, and admonishing them while they are drunk usually precipitates the very disorder which we desire to avoid; patience, self-control and a great deal of charity must be exercised in the successful management of a soldiers' home.

In connection with this subject, I will state that the board of commissioners of the home furnished the home a barrel of whisky, a keg of port wine and a keg of sherry wine in May last, and it was used as follows: All of the wine was dispensed under the direction of Dr. W. A. Packard, the home surgeon; probably half of the whisky was also dispensed by his orders; the rest of it was dispensed by me as follows: When any of the members were put to work at ditching, plowing, hauling rock, hauling manure, hauling coal, planting and digging potatoes, or any such hard out-of-door labor, I would, at their urgent request, give them a glass of whisky—about two ounces—once or twice a day. I also let it be understood that any sober man who felt that it would do him good to take a little stimulant, might come and ask me for it; also men who had been drunk the night

before and who seemed to be almost delirious with a desire for a drink, could apply to me and get a drink, and a kindly reproof, which at such times they were willing to accept with humility. Of course, theoretically, prohibitionists may condemn any or all of these acts; but I am strictly a temperate man. I can truthfully say that I have not drank a pint of whisky, or any other distilled liquor, since I came to Colorado—never was a drinking man, anywhere or at any time; but I have had considerable experience with drinking men, and I am satisfied that when you have any desire to control the drinking habit, you will reach better results by teaching temperance, than by attempting to enforce prohibition. This statement becomes a fixed truth when you have to deal with men who are over fifty years of age, and whose drinking habits have become a part of their being. In leaving this subject, I may state that to a large majority of the old soldiers who drift into a soldiers' home, no Fourth of July, Thanksgiving, Christmas or New Years could be properly enjoyed, or even respected, unless it brought its glass of grog. We may deplore the fact; but it is a fact none the less.

Now, in regard to the needs of the home: In the first place, if the desire of a large majority of the members is to be taken into consideration, the first thing that they would suggest would be changing the location of the home. Of course, old soldiers are apt to growl and find fault under the very best of conditions; but there seems to be a reasonable cause for complaint in relation to the choice of this place as the point at which to establish a soldiers' home.

The almost universal opinion is, that it is too isolated—the men say that they “are just set aside here to die;” that they are cut off from the rest of the world; “that it is an out-of-the-way place; that their friends and comrades cannot visit them here;” and that “they cannot visit their friends and comrades;” many of them say that “almost anywheres would be

better than here;" but the majority of them think that Colorado Springs would be the best location. I refrain from giving any personal views on this question, but am ready to do so whenever my opinion is officially asked for.

The pressing needs of the home are many—more buildings are needed; engine, boilers and pumps are needed; also dynamo machinery for lighting purposes; smoking rooms, reading rooms, library and laundry are needed; in fact, an appropriation liberal enough to enable the commissioners to make a comfortable home, is what is needed.

---

#### Afternoon Session.

A paper by Dr. J. T. Eskridge was presented, upon "The Necessity for a State School for the Feeble Minded," but was mislaid by the stenographer or reporters.

---

### THE CARE AND TREATMENT OF THE INSANE.

By Dr. P. R. Thombs.

For many years past the study of the methods by which best to promote the cure and improve the care of the insane has occupied the attention of many members of the medical profession, of philanthropists, and of the public.

In former times the insane were entirely under private care, and, it might be said, were entirely without care, in the great majority of cases, and subjected to all kinds of neglect and abuse.

Gradually, in civilized countries, the state assumed charge of these neglected and much-abused

unfortunates, until at the present time the great majority of the insane are under the care and protection of the state.

To treat of the better methods in which provision may be made for the care and treatment of the insane, is the object of this paper.

Preliminary to the discussion of the care and treatment, a brief statement as to the numbers, provision for by way of buildings, and the distribution of the insane, will be required.

The infinite variations among the insane in the manifold forms of the disease, in the degree of reason and self-control possessed by individuals, or characterizing groups in the different classes are becoming more fully understood, and variety is being introduced in the erection of buildings as to location and internal arrangement, by which an appropriate environment for all is sought to be attained.

With a number of insane to be provided for, what should we build? A particular or stereotyped form of architecture is not necessary. An asylum is subject to the same laws of construction as any other building. We are to consider what modifications are necessary to adapt it to the different types of the malady. Whatever is built should be made fire-proof, and contemplate the distinction of sex.

Take, for example, five hundred insane gathered at one point—of these, 5 per cent. will require infirm-ary care; 3 per cent. will be blind, helpless or bed-ridden; 6 per cent. epileptic; 6 per cent. convalescent; 5 per cent. dangerous and homicidal; 5 per cent. very noisy; 5 per cent. depressed and suicidal; 5 per cent. much disturbed; 10 per cent. slovenly, careless and untidy in habit; the remaining 50 per cent will be comparatively quiet, and all capable of some degree of labor; thus, with five hundred insane, we find eight classes of each sex requiring especial provision in building. The halt, blind and helpless could be properly classed with the sick and infirm.

Especial provision should be made for the dangerous and homicidal class. A separate and distinct building should be provided for them, the idea in construction being to render them completely secure. There is no occasion for the philanthropist to relax the necessary restraint upon this class; the community should be protected from homicidal cranks if possible. They should be cared for in single rooms, furnished with ample windows for the admission of light and air. It cannot be considered extravagance to expend the necessary amount in erecting buildings suitable to provide for the comfort and complete security of this class.

The epileptic insane should be provided for in a separate building, and should have two separate and distinct wards—one for the quiet and peaceable, and one for those at times violent and noisy; and some of this class will have to be cared for in the building prepared for the dangerous and homicidal.

The main feature in the building for the epileptic insane is to protect them from injury, and separate them from the others. All sharp corners and projections should be avoided, and the wood-work smoothly finished. About one-fifth of the epileptic insane will require single rooms; the rest can be cared for in associated dormitories, with night attendants to guard against injury during nocturnal attacks.

The 10 per cent. of untidy cases should occupy a distinct building; and they also require a night attendant to inculcate habits of neatness. The end in view in building for this class is convenience for their care, and complete ventilation. There should be open fireplaces and open windows; with fire-proof buildings, the open fireplace is quite sure to come into general use.

The 5 per cent. of very noisy, and the 5 per cent. of disturbed, should have a separate building to themselves. It should be strongly built, and should

be provided with small wards, as there are always some who outvie each other with their noise and racket. The expense will be greater, but the comfort derived by the others will more than repay the outlay.

The convalescents should be provided for in a building as remote as possible from the sick, noisy and disturbed, with the best of arrangements for rest and comfort.

The lame, sick, blind and feeble should occupy separate apartments in the infirmary building, which should be built with ample room, carefully heated and thoroughly ventilated, and provided with open fires for winter and awnings against the heat of summer, and a separate culinary department for the preparation of special dishes; and here, also, should be the reading room, comfortably furnished, and abundantly supplied with books, papers, stereoscopes and games.

The remaining 50 per cent. consists of 250 reasonably quiet cases, capable of a certain degree of labor; for this class there is no objection to large buildings or to third stories. The third story will afford a pleasant view, and a fresh breeze in summer, and it lessens very much the cost of construction per capita. These patients may be classified according to their tastes and conditions.

Classification should be discussed under subdivision of patients. One of the constant causes of complaint among patients is that of contact with violent, dirty or noisy patients. Every superintendent constantly longs for enough single rooms for all of the violent, and a retired place for the noisy. One noisy patient can keep many awake in a crowded place.

Every hospital having provision for two hundred or more insane should have at least eight distinct wards for each sex, making sixteen classes in the entire establishment. A larger number would be

advisable, and is necessary for the comfort of patients and a greater success in treatment. Were I a patient I would say: First, classification to prevent contact with dangerous, violent or offensive patients; second, good food; third, kind and competent attendants; fourth, a good room as private as possible; fifth, good medical attention; sixth, clothing, occupation, amusement, etc.

Asylum treatment is not dealt out in pills and potions alone. Two very important factors enter into the treatment of the insane, one of which is therapeutic, relating to the administration of medicine for the alleviation of material or physical conditions, by which we expect to indirectly benefit the mind; the other is a moral, psychical, immaterial influence, by which we minister to the mind direct through the avenues of the special senses. These factors are to a degree inseparable in the treatment of all diseases; but more especially so in the treatment of the different forms of mental disorder. In the greater proportion of mental diseases the malady is chronic in its derivation and necessitates removal from home, and confinement more or less prolonged apart from the ordinary scenes and occupations of life.

During the acute stage of mental disorder, when there is great disturbance of the bodily functions, with wasting of tissues, maniacal excitement, restlessness, sleeplessness, and rapidly failing strength, a treatment designed to restore an exhausted condition, nutritious food, sedatives and tonics are proper, and the treatment is eminently medical, because in acute delirium the patient is not capable of listening or being diverted from his violent acts, and requires the quieting effects of medicine and feeding. Among this class there will be found some who will give their attention, and by judicious reasoning may be brought to assert some self-control, and to restrain themselves.

There is among this class of patients an irritability and a spirit of vindictiveness which may be easily



aroused by any unnecessary force or interference. This ill feeling may be prevented from arising by kindness and attention on the part of attendants, and by non-interference where interference is uncalled for, and many occasions for misunderstanding avoided. Give the patient to understand that he is to a certain extent morally responsible for his acts of viciousness.

In dealing with the psychical and immaterial aspect of insanity, it will be necessary to approach the patient through the avenues of the special senses, particularly those of the eye and ear, by the avoidance of all unpleasant sights or sounds.

If the patient has been well educated and is naturally refined in his tastes, his appreciation of attractive surroundings, books for diversion, amusements and pleasant companionship, will materially conduce to his improvement and recovery; the cheerfulness of the wards will exercise a greater curative effect upon him, and he will more readily exert all his will power in controlling his acts of violence and destruction. If, on the contrary, the patient is ignorant, uneducated, and of simpler tastes, and accustomed to labor, more active employment will be found suitable for him; hard work and a freedom from care will be so in accord with his previous life that it will prove the best panacea.

Among the chronic class, which forms the large bulk of the population of all asylums for the insane, are found a great percentage of patients who may be taught useful labor; they are amenable to much the same influences as the sane; are tractable and willing to aid—not always very efficiently, but capable of being instructed, and of improvement in their habits of industry and the care of their person.

The principle of providing labor for the insane, and occupying their minds and hands prevails, and exerts a healthful influence upon both the mind and body. The brain has the characteristics of a dual

organ—if a lesion exists in one hemisphere, temporarily incapacitating the person from the use of his reason and will, by proper education and cultivation the other hemisphere may in a measure assume the function of the diseased part, and restore to a great degree the patient's usefulness to himself and others.

Patients often recover after many years, showing that mere duration of disease does not preclude absolutely all hope of final recovery, either complete or partial.

The tendency of the insane is to degenerate, and without oversight, constant urging, and care, they will sink lower in the scale of intelligence, become more and more incapacitated for any useful occupation, and less able to care for themselves. This is the case with men generally, sane or insane—they require the stimulus of having to provide for themselves. The insane in a great measure are deprived of this incentive; therefore, the occupations and diversions have in view the development and strengthening of their weakened intellects and the arousing of their ambition. Many by this means become sufficiently improved as to be no longer a public charge, and many are restored who otherwise would have always remained a helpless burden and care.

The object of the administration of medicines, and the use of other remedial agents for the purpose of effecting a return from abnormal mental states to normal state, does not differ in theory or practice from the objects sought to be attained in the administration of remedies for the relief of other diseases. In both instances there are two purposes to accomplish—the arrest of diseased and destructive processes, and to assist in re-establishing healthy functions. Pathological conditions and changes may be manifested in one case by functional or organic derangements of the liver, lungs, or kidneys, or in the other by disease of the cerebral tissue or by mental derangement.

The principle of treatment in either disordered manifestation is the same, and may be briefly stated to be to supplement, by means of artificial aid, the vital forces; to re-establish healthy action and structure, and to antagonize with constructive agents pathological processes progressing toward disintegration and dissolution. Whilst innate structural imperfections of elementary structures, rendering the individual inherently incapable of sustaining the battle of life is a remote factor in disease which cannot be ignored, the immediate factors for the present purpose might be termed toxic, and the agents used to combat their influence and restore physiological dominion may be claimed as external and internal agents.

Water, as an external remedial agent, is highly prized by the asylum physician. There is no substitute for the detergent, invigorating bath, without the use of which people cannot maintain health or be successfully treated for disease. The dormant state of the secretory and excretory organs—especially of the skin with the insane—demands the use of baths with much greater frequency than is necessary for the sane. In addition to its detergent effect, no remedy is so often efficient in calming the excited nerves, and inducing sleep in the maniacal, as a prolonged hot bath, with cold effusions to the head.

The unlimited inhalation of fresh air, and the frequent exposure of the person to the rays of the sun are valuable and reliable means of cure.

The varied muscular movements called forth in exercising the entire body within physiological limits are valuable means of increasing the nutritive capacities and imparting energy to the psychical powers.

Drugs are in no sense of the word nutrients, but food is a remedial agent when administered in the treatment of disease, and the asylum physician administers food in these conditions in such quantity

and quality as will most effectually nourish the entire organism, and resorts to a variety of nutrient food to meet the peculiarities of inassimilation.

The list of tonics far surpasses in number and supposed virtues all other remedial agents. It is fortunate for the prescriber that it is so large, as he needs an endless variety to draw upon in an emergency to find something to support and strengthen the feeble.

The asylum physician, estimating properly the importance of classification as an important aid to his successful treatment, endeavors to carefully diagnose cases on admission, so that the patient can be assigned to a department where the conduct of the patients are least calculated to make unfavorable impressions or retard recovery.

The effect of the daily intimate association of the insane upon each other seems to be an unsettled question. Experience leads me to the conclusion that association of the insane has not the retarding effect upon recovery that has been attributed to it. It is the exception when the insane recognize their own disordered mental condition. Many who are incapable of recognizing their own mental delusions are able to determine quite accurately the disordered intellect in their associates.

This peculiarity may be preventive of injurious influences claimed to be the effect of association of the insane. However near the truth this may be, a wise classification secures whatever benefits there may be, and limits whatever evils there may be in indiscriminate association.

Little space has been occupied in this paper, either in considering special forms of insanity, or the special virtues of individual drugs in its treatment, believing it more profitable to submit the general principles of asylum treatment.

The medical treatment of the insane, through the organs of the body, must ever be the chief element

in their care and cure. But the surroundings, the external influences, the personal attention and care, the good habits inculcated, and the unceasing efforts to enforce obedience to the decencies and proprieties of life, as an adjuvant mode of treatment, is of great value. Each without the other is useless—and no physician can be successful, or considered as having discharged his entire duty, who does not profit by both, and endeavor to exercise each method to the highest degree that his knowledge and facilities will permit.

---

The paper on "The Legal Detention and Commitment of the Insane," by Hon. O. E. LeFevre, was lost, as the other papers before mentioned.

---

### Evening Session.

#### EARLY TRAINING IN EDUCATION.

By Henry Sewall, Ph. D., M. D.

It is a fact which requires no special intelligence to comprehend and which neither learned nor ignorant will dispute, that the universe around us, from the masses that form the mountains to the atoms in the dust of the air, are under the control of laws which know neither bending nor breaking. It will be granted, also, that the extraordinary strides in mechanical civilization that have marked the present century have been but the outcome of the discovery and application of these laws. When we turn from inanimate nature to the vastly more complex structures and powers of living beings, we find that all the evidence points to the conclusion that here, too, the reign of law is supreme; a plant or an animal of to-day is but the exponent of certain forces of heredity combined with the action of a particular

environment and individual experience. And a further study leads inevitably to the conclusion that not only the anatomical structure of the body and its physiological processes are under the dominion of inflexible law, but that the highest intellectual and moral attributes of man together with his sociological relations form a group of conditions which do not operate or depend on chance, but according to rules which are none the less forceful because we know so little of them. If this all be true, the idea will not seem strange that the mental development of a child proceeds naturally along certain lines rather than on any other; that there is what may be called a "natural method" by which the infant gains knowledge and becomes acquainted with the world about him. And it results that the ideal in any scheme of artificial education is to follow as closely as possible the method laid down by nature; that along which the mechanism and powers of the body are particularly adapted to travel. To discover this natural method, mere introspection and closet study would be as futile as the effort to draw a map of Central Africa before it had been penetrated by the explorer. The study of child life, like that of every other fruitful science, is one of observation and experiment, and not until the laws so deduced are fully known, can we be sure of the correctness of their application in the art of teaching.

It was an observation of deep significance, made by some one whose name has escaped me, that at the age of five years, a child has already acquired one-half the sense knowledge of the world he is ever to possess. Whether or not we accept this proportion as correct, the marvel still remains that in this untutored period, the child has found out for himself the most important facts of life and has gained a fair idea of the impulses which rule the acts of his elders; and it is to discover, if possible, the outline of the method which the child has used with such success, that I have ventured to speak to you.

If the process of learning may be defined as the acquirement of useful experience, the child certainly begins to learn with the first breath of life. By this it is not implied that the infant thinks and reasons, for it has been shown that the organ of thought in the brain has not yet completed its nervous connections until several weeks after birth, so that intellectual processes during this period are probably anatomically impossible. It is the education of the so-called lower nerve centers of sensation and motion that is so important at this time, and it requires but the most superficial knowledge of physiology to be convinced that the higher intellectual and the lower physiological processes are indissolubly connected and that the latter are a necessary foundation for the former. The higher senses of sight and hearing are but ill developed during the early weeks of life, but touch and the muscular sense begin their education at once. The babe reaches out and explores the surface of his own body and all that part of the world within reach of his arms; he spends his waking moments in investigating the third dimension of space. The fund of experience thus accumulated is put to actual use in nearly every moment of after life. The physiological processes involved in this mode of acquiring experience are instructive. Hold up a pencil in front of a babe in the arms; the little one sees it, and putting out the hand, grasps it; then, crowing, shakes the object below and aloft.

There is here exercised, first the sense of sight, then the muscular effort, then the sense of touch and the muscular sense and motion again; in this way are gained an appreciation of the weight of the pencil, its form and its relation to the body. If this be the method employed in the curriculum of nature, we surely have an important hint as to the proper line for artificial training to take. Notice that the child constantly uses his sensory and motor powers in combination. The sense organ makes him conscious of some interesting fact in the world outside

and at once there is started a motion for verification and exploration of the first sensation and for the development of new sensations in such a way that the new fact presented shall have been experimentally tested from every point of view before being appropriated as a part of the working fund of knowledge.

We may infer that the acquirement of knowledge is not simply an entering into the mind, but that the mind must react outwardly and verify the precept aroused in it. It is a familiar fact that the best way to learn a subject is to teach it. To-day there is no man of science who does not rest his theories on and direct his thought by the laboratory manipulations which verify or disprove them.

It seems to me that this germ of truth is a sufficient defense for the modern development of manual training and is the scientific reason for the success of the kindergarten methods. Thus it is that through attention and observation, the wealth of knowledge gained in early years is acquired without definite instruction.

But sustained attention is hard work and the impulse of curiosity which led to the observation of things entirely new, soon flags when they have become but slightly familiar and the older child naturally falls into the error, fatal to the acquirement of exact knowledge, of building up mental pictures of objective phenomena rather than to go through the much more laborious process of studying the phenomena themselves. The American Society of Naturalists, an association of science teachers from the leading colleges in the land, some years ago held a symposium on the condition of education in the secondary schools, and the one general conclusion was that youths entering college, totally lacked, for the most part, the power of exact observation; they are quite unable to separate in their description of an object what they see from what they think they see, and the first year of the college course in science is



largely devoted to simply training the observation. Nearly twenty years ago the problem arising from the same error was attacked by the leading science educators of England. Headed by Professor Huxley, they formed classes in biology of school teachers gathered from all England. The laboratory and lecture rooms were in London, and the government sustained the expense of the teacher pupils throughout the course. After making sure that the school teachers themselves should pass through a thorough course of training in their chosen subjects, the results of the system were tested by the appointment of a board of examiners whose duty it was to send out questions for examination to the various schools throughout the country and to mark the papers returned according to their merit. The earliest experience of the examining board showed a most astonishing ignorance on the part of the pupils of the subjects handled, and it is said that the most grotesque errors as to matters of fact were rather the rule than the exception.

A later, but hardly superior, stage of development was one in which the answers were verbatim correct, provided the questions were formulated in a familiar manner. A very little exercise of ingenuity on the part of the examiners demonstrated the parrot-like nature of this use of words, but a ruthless system of not passing gradually worked a change for the better wherever it was applied.

Dr. Youmans wrote: "The overshadowing error of present education is the propensity to accept words in the place of the ideas and things for which they stand and from which they borrow all their value. This false estimate has been well characterized by the observation that 'words are the counters of wise men, but the money of fools.' The old scholasticism sported with symbols, ideal and verbal; science makes a serious inquest into the realities for which they stand."

The artificial education of children should begin as early as you please; not pushing the infant mind, but simply guiding it along those lines of observation and attention in the study of natural phenomena, the inclination for which is an inheritance. What means shall be used to keep the child from flagging in this real work of learning to know? I answer, by the method which I understand to be at the bottom of the kindergarten system, by making use of the unbounded powers of curiosity and by making the subject interesting; and the prime necessity in making a subject interesting is to construct a plot, a history, a story out of it. There is then a manifest fitness in every detail, and the mind of infant or adult which expects a solution of the facts of a physical phenomenon will trace them step by step as eagerly as one would follow the incidents of a story unraveled by Conan Doyle. It is not easy for us at will to command a succession of swallowing movements such as transport food to the stomach, but place a morsel on the tongue and the reflex apparatus may be made to work indefinitely without fatigue. So too, we cannot successfully command the child to learn this or that, but we may be able to discover some natural stimulus which his mind is all alert to obey. Anyone who has had occasion to study for a month the relation of colors or the stereoscopic properties of solid bodies, must have been astounded at the wonderful quickening, not only of his sense acuteness through this use, but of the higher esthetic faculty which employs color and form to express the thought of beauty.

It cannot be too strongly impressed that the teacher does not give brains but directs them; I am almost tempted to say that the teacher gives not even knowledge. It is suggestion which is the most trenchant of his weapons. Suggestion for good or bad, the child mind is always on the alert to receive and build upon. What the child learns through suggestion he has discovered for himself, and this kind of knowledge sinks in and takes root. Sugges-

tion operates through the universal impulse to imitation which is the most striking characteristic of the infant and it is through the law of imitation that the teacher has easy mastery over his pupils.

It is an axiom in medical practice that the outcome of a disease depends as much on the constitution of the patient as on the character of the sickness itself, so that the study of the individual patient becomes quite as important as that of the disease. So in education, the individual is more important than the race. Robt. Burns might have been compelled to stop his singing and forced to worry out the problems of the calculus, and Newton might have been whipped into a writer of verses. But such an education could hardly have produced either poet or mathematician. The period at which individualizing in education should begin is one of the living questions of to-day. It seems to me that with proper methods of training the infant and child, this problem will solve itself; for the natural method of learning the physical fact of the world is one of exact observation, and the psychological processes of reflection and reasoning require just as surely exactness of observation of another kind. The method, then, is of general application, and since the limitation of any man's mental powers necessarily cuts him off from intimate acquaintance with the great mass of human knowledge, individualizing should begin at the earliest possible moment in the course of education. There is a side of education which, though of universal interest, among our own countrymen, involves questions of vital importance. The term "American nervousness" has become a phrase of newspaper parlance; to the close observer, particularly the medical man, it embraces a thought of most serious import to our race. This nervousness in its frequent exaggerated form leads to those extraordinary and lamentable outbreaks known as hysteria, a condition of mental disturbance which makes life a horror to its victim and often a burden to her friends. It is a thought-

ful suggestion put forth by my friend, Dr. H. T. Pershing, of this city, that the prevalence of hysteria is, to a very large extent, due to the lack of training in self-control during the period of childhood. The little one is too often allowed to follow without rebuke every impulse of anger, fear, pain or pleasure; and the result is a mind whose will is the sport of every vicissitude of life.

Combine discipline in this direction with proper attention to the physiological side of the child's nature in regard to exercise, fresh air and habits of study, and we may look to the next generation to furnish a nobler cast of intellect than the present.

In a closing word, I cannot refrain from expressing a belief that the moral side of education is pitifully neglected and is erroneously made the special province of the religious teacher. The inculcation by suggestion of a spirit of honor and truthfulness I believe to be the great desideratum in class room and social circles of school and college. It would be well for our youth to exchange a little moral sharpness for a portion of moral trustworthiness. A teacher trusting to the honor of his class instead of watching them, may be occasionally overreached, but, on the whole, it does no one harm, whether man or boy, to have someone believe in him; and the fruits of such training are citizens to whom avarice, selfishness and political trickery are impossible vices.

---

## HOMELESS CHILDREN.

By Hon. Chas. D. Hayt.

In this paper I shall refer briefly, first, to the causes of homelessness; second, to the interest the state has in the care and training of homeless children, and then offer some suggestions as to the relief.

A few weeks since, the parents of a family of children were convicted in one of our district courts

of the crime of conspiracy to commit burglary and sentenced to long terms of imprisonment in the penitentiary. The condition of the children of these parents a few days thereafter is vividly shown by the following extract taken from one of the daily papers.

“A most pitiful sight is presented at the police station by the five Watson children \* \* \* who are now in charge of the police matron.

“The five little ones, the oldest of whom is only ten years of age, are locked up in a small room in the woman’s ward, where they have to remain without company, and with only the attention of the matron, who gets a few moments occasionally to call and see that nothing serious has happened to them.”

The foregoing outlines one cause of homelessness, but this is happily infrequent. A more prevailing cause is drunkenness. I do not mean by this necessarily that the parents are addicted to strong drink, for we are dealing with the remote as well as the proximate causes. The parents may be reasonably free from this vice, and yet if we go back a generation or so we will find perhaps, that strong drink has done its deadly, although insidious mischief.

In its trail of woes comes poverty. Poverty deprives the children of education, and lack of education is the direct cause of by far the greater number of cases of homelessness. Education is here used in its broadest meaning; it embraces home culture and environment, equally with the knowledge of the branches usually taught in our common schools. By the former, the child should learn self-control, self-respect, a recognition of the rights of others and obedience to superiors in authority, all virtues essential to good citizenship.

In this western country two other causes contribute largely to swell the number of homeless children. Our rapid increase of population is due chiefly to immigration. Many of these immigrants come without means but with large families. Sick-

ness attacks one or the other of the parents, deaths occur, children are left homeless, penniless and friendless in a strange land. Had the family remained at home in the east or in Europe, friends would have taken care of the children when misfortune overtook the parents.

Another cause of homeless children is the lack of consideration on the part of the parents in entering the marital relation and lack of regard for the words spoken at the altar. Here too, the consequences are often remote rather than proximate; the parents quarrel, the use of bitter words to each other is the rule rather than the exception, the home instead of being a refuge is a place of torment for both, a place of misery for the children whose rights are ruthlessly trampled upon. There is an absence of that home training which is so necessary to make of them good men and women. If we trace the result into the next generation, what can be hoped for when these children in turn become parents?

But it is not the purpose of this paper to do more than call attention to some of the principal causes of homelessness in a general way, as preliminary to what follows.

Who are concerned in the rescue and care of homeless children? To recur again to the Watson case, the parents of these children are now undergoing sentence. The object of all punishment is to prevent crime. In the Watson case it appears that the prisoners were shop-lifters by profession; that they were principals in a thoroughly organized gang of shop-lifters, with headquarters in several of the large cities of the country; that the members of the organization had carried on the business for years; that great ingenuity was displayed in the manufacture of wearing apparel in which dry goods by the bolt could be quickly secreted. In fact, a high degree of skill was exhibited in the management of the unlawful enterprise generally. I argue from this that they are criminals by profession, and that con-

sequently hope of reformation is slight; that the object in imposing a sentence in their case was to protect society from future raids by the defendants, and also as an example to deter others from committing like offenses.

Punishment being for the purpose of preventing crime it is evident that this object cannot be attained by putting the parents in prison and leaving five children to grow up without that training which is absolutely indispensable to the development of those principles necessary to good citizenship. The duty of the state did not end with the imprisonment of the parents; with their incarceration a greater duty sprang up—that of caring for the children—a duty not discharged by providing them with shelter, food and clothing—a duty of educating—training them in all that goes to make better men and women.

In the training of the children of the unfortunate, the improvident, the vicious and criminal, the parents of others that are more well-to-do are deeply concerned. The character of every child is moulded by its environment, not only by the surroundings of the family circle, by its immediate associates, but by the composite of the city and state in which it grows to maturity, and beyond all this its future happiness will be largely influenced by the men and women who are then acting upon the stage of life, influencing the moral, social and political tone of the commonwealth at the time and for the future.

Parents who have at heart the happiness of their own children and have not at least extended their conception of duty sufficiently to embrace the neighborhood, the city, the state and the nation, have taken but a superficial view of the question. A wealthy citizen of a neighboring state, when approached for aid for dependent children, said: "I give you aid gladly and consider it a good investment for my children. I would rather give money to educate these little ones now, than have my children taxed ten times as much by and by, to support pris-

ons and penitentiaries." This man foresaw some of the consequences of neglect. He might have mentioned others perhaps more weighty; for instance, the threatened menace to society that must result from these children when grown, if not attended with proper training in the formulative period of their existence. The property bequeathed your children will be a curse indeed if we raise anarchists in the slums.

All those who are interested in the prevention of crime, in the perpetuity of our institutions, in the amelioration of the condition of mankind in general, have an interest in the rescue and care of friendless children.

In our own state, conservative men view with alarm the conditions with which we are surrounded. To meet these fairly, with firmness tempered with moderation, will call for the exercise of the highest patriotism. If we meet these requirements and neglect the children, our duty will not be discharged. We must adjust the differences of today with the future before us. Self-interest, the love we bear our children and those that are dear to us, the love of country and of humanity, all require provision to be now made for the future by caring for and training all those who will then have taken our places.

How may this duty be met and discharged is a question difficult of solution. The various methods that are now resorted to are largely experimental. Great reforms are the outgrowth of experiment and improvement, again experiment and improvement, until the object is reached. At one time the spirit of vindictiveness entered into all punishment. Thanks to your organization and like organizations elsewhere, the tendency now is to ascertain the cause of wrong doing, in order that such causes, if possible, may be removed. I shall assume without argument that success in this direction lies not so much in the hope of



reforming the criminal as in so caring for, so training the children of the criminal, the shiftless, the unfortunate—abandoned children—as to make of them good citizens. Free kindergartens, compulsory education, industrial schools all have their appropriate sphere of usefulness, and each in its proper line is accomplishing great good. Of these, the kindergarten is especially worthy of notice. Here the little tots are taught and their tireless activity moulded and trained to the accomplishment of something useful, and the influence of these children is felt in turn in the home. The home life of the family is elevated; the home is provided with the little things that make it attractive. The parents and older brothers and sisters are made better through the influence of the child, while the child is taught self-control and fixity of purpose that will be manifested for good in after life.

These agencies, however, reach only to those who have homes of some kind provided for them, and it is of that other class who are homeless, destitute and friendless that this paper has more particular reference. As to these, the plans which have met with more or less favor in the past are known as the extermination plan, the plan of emigration, the army and navy plan; these have been generally rejected, however, some as barbarous and all unsuited to our conditions. Two only are now believed to be worthy of consideration; the institutional system and the placing out system. Under the former the children are placed in orphan and other asylums supported in part by private charity and in part at the expense of the state. At these, children are received and cared for until they arrive at an age at which it is supposed they will be able to care for themselves. This age varies slightly in different states, the average being fifteen years for boys and sixteen years for girls.

Such institutions are intended to, and do accomplish a good purpose, and far be it from me to detract

from or disparage the efforts of those public spirited, philanthropic citizens who in this and other localities, have given so generously of their time and means to their support. The time has not yet arrived that institutions of this character can be done away with; in fact, I believe they will continue for all time to occupy an important place in the rescue and care of indigent children.

There are, however, some objections that I will briefly mention. A child reared in such a place is naturally led to believe that to be supported by charity is a condition free from serious objection. The tendency is to create in the minds of the children a dependence upon public or private aid and consequently to make the child and the adult less self-reliant, more prone to the belief that the world owes it a living without any expenditure of effort on its part.

Again the child, when it emerges from the institution, is without friends or acquaintances. Its previous associations are rudely broken off, and it is left to shift for itself under conditions of which it knows—nothing. It is but natural that a child so reared should fall an easy victim to the wiles of the designing. While these institutions are necessary factors in the care of homeless children, no public institution can fill the place of a good home. The growing child needs the watchful care and constant training incident to home life. In a recent lecture delivered in this house, your worthy president stated that only 83-10 per cent. of our criminals come from good homes; a discriminating worker in a sister state places the percentage much less than that given by Professor Slocum.

The home then being the place where the child can be better cared for, better educated, better fitted for the duties of future life, our aim should be to secure the settlement of the friendless child in a good home. The National Children's Home Society has demonstrated the fact that there is a good family

home for every homeless child. The problem to be solved then is: how can the childless home and the homeless child be brought together. During the ten years that this society has been in operation it has solved the problem for over 3,000 children. Last year it placed 779 children in good homes, and has reason to expect to be able to place not less than 1,200 children this year. The average cost of placing a child, including maintenance in temporary homes, etc., is \$50, while the average cost of keeping children in a public institution is more than \$100 per annum. It is the mission of this society to rescue homeless, abused and neglected children and place them in good homes and thereafter exercise a watchful care over the children so placed; to give assurance to the unfortunate that the children will be cared for when deprived of a parent's care by death or misfortune; to protect society against vice and ignorance, by the rescue and care of dependent children and providing them with good home training.

By its method all the states are to be brought under one management by a national organization, while the work is localized by the aid of state organizations, with state and division superintendents, and by the selection of local advisory boards composed of the best men and women in each county. It is made the duty of these local boards to seek out homeless children and childless homes and aid the state organization in bringing the two together; to advise the state board of the fitness of applicants for children; to maintain temporary homes in convenient localities, at which children may be kept until properly placed; to exercise a watchful supervision over all children placed until they reach a legal age, and report any neglect occurring at any time. A child that would be acceptable in one home may be totally unsuited for another. These are matters that require careful adjustment.

In securing a home for a child, its heredity, temperament, disposition, age, sex and habits are care-

fully noted by an experienced superintendent, and weighed in connection with the home in which it is proposed to place it. In this way the percentage of failures is reduced to the minimum—about two per cent. only.

In case a mistake is made in the first instance, a change is made with the least possible delay. It is essentially a society of guardianship, with organizations in thirty states of the Union, and thousands of non-salaried officers aiding in the work. The child if once accepted is at all times, until it reaches its majority, under the supervision of some one of the various branches of this organization, even if moved without the state. In a few instances the work has been undertaken by the state. In these the management is also under non-political, non-sectarian boards. In the near future it may be advisable for this state to take charge of the work; until that time comes, the Colorado branch of The Children's Home Society will extend its work as fast as contributions will permit. Since the first of January last, the society has provided fifteen children with good homes. Some of these had previously been county charges, and one of the number has, during the time of its detention cost the county of Arapahoe more than the entire expense of placing the fifteen children.

I shall conclude this paper by calling attention to the following contrast drawn in one of the latest circulars of the national society:

“The cost of training a child to become an out-cast and criminal is a fearful tax upon the body politic.

“The cost per annum of keeping and training a child in an institution runs from \$100 to \$200.

“The average cost of rescuing a child, by the methods of The Children's Home Society and placing it permanently in a family home, is about fifty dollars including subsequent supervision until of legal age.

“Neglect and abuse drive many children into shameless and criminal lives; whereas, proper home training would make the same children good men and women. Blood is good; training is better.

“Thus society is relieved from a present burden, protected from an impending curse and a priceless boon conferred upon a suffering child by the work of The Children’s Home Society.”

---

## A STATE SCHOOL FOR DEPENDENT CHILDREN.

By Hon. E. W. Merritt.

My subject is one that is of vital interest to society, the state and the nation. The hope of our nation is in the education of our children. No one now will question the fact that prevention is more economical, safer, and produces better results than reformation or punishment.

The new methods adopted to educate and save dependent children are producing marked beneficial results in the decrease of juvenile crime, and the state and nation cannot undertake too soon the entire control of this class of her rising citizens, to care for and educate them. If the state neglects its duty to these children, it is manifestly unfair to hold them to a strict accountability for their delinquent or criminal acts.

If the child is not properly trained and cared for it will seldom fail to become a disturbing element in society, for idleness and vagrancy soon produce criminals. Society and the state has the deepest interest in the proper education of those who are soon to be active participants in the affairs of each; if intelligence is necessary to a proper handling of our government by and for the people, then the education of the future voter, whether the child of wealth

or poverty, is absolutely necessary to the welfare of the state. Neither the fault nor the misfortunes of the parents should close the schools against their children, or deprive them of the benefits of moral and refining influences.

A state school for the education of dependent children and the state is no longer a doubtful or untried experiment. The results of practical illustrations in other states have already demonstrated that the growth of pauperism and crime can be more easily, certainly and economically checked by the education of the dependent children than by any other means. Social scientists are now giving less attention to questions of reformation and punishment, and more time to methods of prevention. The statesman and political economist have discovered that these schools are cheaper than reformatories and prisons. The church and societies of charities and corrections have united in giving their healthy influence and ever-ready assistance. Through the living example of our sister states of Michigan, Minnesota, Wisconsin and Rhode Island, it has been proven to the people of the world, who, for ages, have been oppressed with taxes to support dependents and punish criminals, that in the latter days of this nineteenth century a new era has dawned.

I claim no originality for my subject, as it is not a new one in any sense; still it devolves upon me as a business man and a citizen of this young and thriving commonwealth, which is made up of the energetic, educated and pushing element from all the older communities of the civilized world, to ask that we pause long enough to give this subject careful thought and investigation. If we find, as I believe we will, that a school for dependent children is of vital importance to the interests of our great state, from both a social and economical view, then shall we not with our accustomed energy, each for himself and altogether, agree that Colorado shall be the next state to adopt the most improved, humane and

economical method of helping others to help themselves, and all to our great advantage as a state; and each of us agree that we will use all the influence we possess this fall toward electing men to the legislature who will pledge themselves to give us a law that has proved so beneficent in other states? And to this end a state public school for dependents should be a feature of the platform of each of the political parties of the state in the fall conventions.

The subject commands our attention; every day that the education of the dependent is neglected, the bad elements of society are becoming more powerful, owing to surrounding influences and such neglect.

How many millions of children are going through the process of character formation to fit them for citizenship in our beloved country? Yours and mine will be cared for and educated to a full knowledge of their privileges and responsibilities if we live and prosper; but how about the neglected, dependent street urchins? Can we, as good citizens, say that our duty stops at home? No, indeed!

A prominent lady, speaking of dependence when applied to childhood, said: "There is no dependence so absolute; there is nothing to which it may be likened. A little child on a precipice, with yawning, interminable depths beneath; forces accumulating against it; adverse influences surrounding it; no hand to guide; no arms to protect; no heart clasp to hold it; nothing, nothing but imminent danger, may faintly outline the picture, whose lights and shades no human pencil can portray. Such conditions of life can be known only to Him who, from the manger to the cross, "had not where to lay His head."

If the state and society can intervene and anticipate waywardness which leads to vice and crime, we can save the sad experience of wrong doing and a blighted past to our young people. This is a work and obligation that we must give precedence if we hope to diminish crime and improve the moral tone

of society to any extent. Let us see if there is any necessity for a state public school for dependent children in our own state. We have a penal institution in Golden called the State Industrial School, to which children are sentenced by the courts upon all sorts of pretexts. Some are already hardened criminals, but nearly one-half of the inmates are sent there mainly for the reason that there is no other place to send them, and they must be taken care of. One mother swore that her boy stole fifteen cents from her; a father said his son stole a dollar from him. Step-fathers and uncles claimed they were incorrigible. A number ran away from homes that were unpleasant on account of inebriety of father or mother; over twenty children are there for vagrancy, because they had no homes; others for disobedience and using tobacco. The sentences vary from one year to during minority, the greater number being for three years. Just think of it, fathers and mothers; these neglected and dependent children sentenced as criminals on such flimsy pretexts and sent, many during their minority, to associate with hardened criminals, with nothing to do but to scrub floors and educate themselves in crime by associations with criminal boys, who, of course, will each impart to the others his peculiar devices and methods of crime!

But, you say, "Why does not the management change this state of things?" I'll tell you. In the first place, fully one-half of the inmates should be put in a state school for neglected and dependent children, and not condemned to bear the stigma for life of having served a term in a penal institution. Then there is a very important defect in our laws, which permits the governor to act as judge and jury to try charges against trustees and members of the board of control of our state institutions, and he has the power to depose members for real or fancied errors or malfeasance in office. This defeats the wise intention of the law, which provides that each governor shall appoint one-third of each board of control or



trustees, which appointees shall hold their offices for a period of six years from the date of appointment; by which provision the different boards are supposed to be removed as far as possible from politics and partisanship, for there would always be a majority of the board hold-over members, and no one governor could control the boards, thus making all the positions subject to party supremacy and a part of the political spoils belonging to the victorious party in each biennial election; this feature is utterly demoralizing and detrimental to the good and wise government and the best interests of all our institutions, and should be remedied at the next session of our legislature; so that while the governor is left the power of appointment, when a member is appointed he could only be removed by due process of law, through the district courts, for causes based upon charges brought by members of the State Board of Charities and Corrections, and proved to the satisfaction of the court or jury. This would largely stop farming-out the offices to parties whose principal recommendations for the position are that they must be provided with places and salaries as a reward for political work in the campaigns, without any reference to their fitness or ability to fill the positions.

The existing conditions in the Industrial School at Golden amply illustrate the evil of allowing charitable and reformatory institutions to be subjected to political influences. None but persons who have had the widest experience in the respective lines, and have made it their life's work and study should be placed at the head of such institutions. The people who support, and the recipients of the charity, have the right to demand that such positions be filled by parties who are fitted to bring about the best results; and this cannot be done by inexperienced officials who are only kept in place for two years; when efficient officers are secured they should be retained.

A further evil is apparent in the law relating to the Industrial School: At the expiration of a sen-

tence the boy, with his added knowledge of criminal methods, acquired by his associations with the other inmates, is turned out into society without a trade, or further supervision of an agent of the institution, and as a result he is soon back again. They should be taught trades and self-dependence, as well as morality and cleanliness in the institution. To this end a manual training department should be added, if the institution is to continue, and then the law should be so amended as to provide a state agent to place these criminal children in homes, and keep a general supervision over them.

As soon as it can be brought about, this institution should be used for some other purpose than a penal institution for boys, and, instead of sentencing these delinquent children, it should be the duty of the Society for Charities and Corrections to provide a method for placing these delinquents in family homes—as boarders if necessary—as very few would be criminals if surrounded with proper influences and changed to new scenes.

Our neglected girls have, many of them, been sentenced to the House of the Good Shepherd, there to associate with criminal girls, and, as a natural consequence, they are contaminated thereby.

There are, according to the best authorities, about one thousand neglected or dependent children in this state; most of them in the cities and towns; some in the poor houses; many in the streets; some in homes that are only such in name on account of poverty, drunkenness and neglect; and the majority being helped more or less by charity. These should all be placed in a state public school, and from there into good homes. In my judgment this is the most important subject for immediate legislation in our state to-day. As an economic question, all children are worth saving, and all children have a right to protection from vice by the state. Hence it is the duty of organized society to direct legislation to this end.

Governments, through all ages, have never treated the dependent children question in a practical, intelligent and economical manner. Previous to 1871, the poor houses, the houses of refuge, the workhouses and the industrial schools had received the innocent and criminal children on the same footing, all being associated together and subject to the same treatment, thus making these institutions breeding places for crime. By this plan the dependent children have been changed from the innocent into the criminal class. Then the governments have been obliged to erect immense reformatories and prisons at vast expense, to reform or restrain those whom a wise, careful education under the charge of a state school, if taken at an early age, would have made worthy members of society.

Education, combined with moral and religious training, is conceded to be the best method for the prevention of crime. The means to accomplish this end must be adequate, and no citizen should be allowed to shirk a fair share of the work or expense; hence the state must support, and the elected representatives of the people should establish at once such a school, which should be founded upon the educational basis of our common school system, and maintained by the same system of taxation as the common schools of our state, so that no ward of the state in this school could ever, in after life, be caused to blush from a suspicion or taint of crime from having been an inmate of this school.

The normal conditions of family life are necessary to the formation in the child of well-balanced, orderly, moral character. The sooner the children can be taken from the school and placed in family homes, so much sooner is the state relieved of their support.

The satisfactory results of this system of a state school for a temporary home, and the education of dependent children, can be best shown by a compari-

son of reliable statistics, showing the average number of dependent children to population, and cost of caring for the same in the different states.

In New York state, with a population of 6,000,000, there are over 21,000 dependent children; ratio to population of 1 to 250, and an annual expense to the state for care, in private or sectarian asylums, of nearly \$2,500,000.

California, with practically the same system as New York, with a population of 1,200,000, is caring for over 4,000 dependent children; ratio of 1 to 250, at a cost of \$250,000 per annum.

Ohio, which has a system of county schools for dependent children, with a population of 3,750,000, has 4,000 dependent children; ratio to population, 1 to 950; annual cost \$350,000.

Minnesota, population 1,320,000, supports 130 dependent children; ratio to population, 1 to 10,100, at an annual cost of \$23,000, and she is maintaining supervision of 500 at an annual cost of \$2,000.

Wisconsin, population 1,700,000, supports 210; ratio to population, 1 to 8,100; annual cost, \$30,000, including supervision of 550 children placed in homes.

Michigan, population 2,100,000, has 208 dependent children; ratio to population, 1 to 10,100; annual cost, including supervision of 1,128 children placed in homes, about \$33,000. When this school was established there was a dependent child for every 2,223 inhabitants in the state. The population of the state has increased 60 per cent. since the establishment of this school, while the number of dependent children has decreased 50 per cent., and all of the dependent children of that state are being cared for through this one school, with a capacity to accommodate 300. The ratio of crime in Michigan has shown a corresponding annual decrease, also, since the opening of this school. Had the ratio of dependent children to the whole population been the same in Michigan as in Ohio, where the county home plan is

adopted, the 200 dependent children would have been 2,000, and costing instead of \$33,000, \$200,000. Had it been like that of California, her number would now be 7,250, costing \$465,000, while if New York's plan had been followed, she would have now had 7,750, at an annual cost of \$775,000.

As a result of the operation of the Michigan State Public School, all dependent children, not criminals, of sound mind and body, have been removed from poor houses and other institutions and placed in the school. If left to the old influences and surroundings they would have drifted into pauper or criminal lives; but through the school they are transformed into honest, useful, self-respecting and self-supporting members of society. This has resulted from the common sense which has succeeded in putting them into homes where they have been kept from bad environments, and good men and women have been the reward the state has enjoyed for a much less expenditure than would have been the result without the school.

The Michigan school has saved more, financially, each year to the state than the annual expense for its support. As a sound financial and social policy we cannot establish a state public school for dependent children too soon in our state.

We have a habit in this country of pointing with pride to our large, clean asylums, houses of refuge and prisons, in contrast with those of the old world; but the elimination of all reformatories, houses of refuge, asylums, soup-houses and alms-houses, and the establishment of dependents and delinquents in homes, so that there will be no neglected children destitute of home influences; intelligent methods of education and loving hearts will soon, and has already, through these temporary school homes, announced the arrival of a grander, nobler age of reason and true philanthropy.

The placing of the children in family homes is a most beneficent system; the central idea and crowning feature of the state school system. It provides a home for those children who have none. A child who grows up without any knowledge of home life and associations, even if not vicious, will not make a perfect member of society, but will be, on the contrary, extremely selfish, and if a boy, will be lacking in that generous thoughtfulness for others which is the distinguishing characteristic of a gentleman, and a quality that is necessary to make a good husband and father; if a girl, she will be lacking in those qualities of head and heart that are necessary to make a good wife and mother, and consequently a happy home. Children of an active temperament, warm hearts, clear, bright and eager minds should not be kept in the school a day longer than is necessary to give them a neat, attractive appearance, correct any wayward inclinations, and to teach them to submit to wholesome restraint. The sooner such are placed in a good, moral private family, the better for the child, the state, and society.

The formation of character commences while the child is very young. Hence, the less delay in bringing them in contact with those who will have the future direction of their lives, the better will their hearts be opened, expanded and warmed by the sweet sunshine and healthy influences of home life. Then, how many childless homes will be brightened and blessed by both the grateful love received from the children, and the care bestowed upon them. Many a load of sorrow over the loss of children can be sanctified and lessened by taking in and caring for some of these God-given souls, for real happiness consists in bestowing our love and doing for its object.

But besides the children above referred to, our state school should be of more advantage in caring for those less fortunate children who inherit disagreeable tendencies, or have formed wayward, bad

habits from early surroundings and associations; perhaps they may have had parents that were drunkards, cruel or otherwise unfit to care for them in a proper manner, or they may have been allowed to run in the streets of a city, which educates the child in all things evil. It is for these that a state school is especially suited, and they should be taken from any such surroundings by law, even against the wishes of living parents or guardians, if by so doing the best interests of the child and society are subserved. The entire connection should be severed by law from the old influences and friends, and the future absolute control and guardianship be lodged in the board of control of the state school. The superintendents, teachers and matrons should be persons of the widest experience it is possible to secure; the prerequisites being large, warm, true, loving hearts, well seconded by firm characteristics and broad, strong, Christian principles; for besides the ordinary educational ability of the common school teachers, they must also combine the qualities and assume the responsibilities of father, mother, teacher and friend, the moral, social and intellectual traits of future members of society being entirely in their hands. As we would not cultivate one muscle of the body to the neglect of all others, even so should the greatest care be taken in the selection of those to be placed in charge of the spiritual, moral, mental and physical life of the wards of the state. Those in charge being thus equipped, the neglected and wayward can be much better cared for in the state school than in any home, until such time as a sufficient change in their habits and character has been accomplished so as to bring the child into a well-balanced condition.

The state school should supply what its pupils have missed in their former life, whether it be physical, mental or moral culture, in order that the child's nature and character may be well developed, and thus fitted to fill the requirements of society in the

best possible manner. Only children between the ages of 2 and 14 should be admitted. The aim of those in charge should be to put all children into family homes as soon as they are fitted for them, and suitable ones can be found.

The school should be made home-like. Regular habits, neatness, punctuality, gentleness, love and economy of time should be the requirements, for every minute should be occupied in gaining something for the future, outside of the hours of recreation and sleep. No child who can be admitted is too young to learn—consequently, fill their minds with true ideas. If a little child, Froebel's wonderful resources of the kindergarten should be evoked to develop its faculties, strengthen and perfect its mental and bodily powers, and, withal, pass the time pleasantly to the little ones.

Older boys and girls should be taught to enjoy work, and do it systematically and uncomplainingly. In my opinion, 640 acres is not too much land to belong to such a school. All sorts of out of door work is good for the children, and can be made a material aid in the maintenance of the school.

Besides suitable buildings for the use of the farm and storage purposes, there should be an administration building, three stories high, in the center of the highest point of land in the location selected, which building should contain the offices, reception rooms, chapel, officers' and employes' dining rooms, the kitchen, bakery, and the large dining room for all of the children of the school—this latter for economical reasons, although each family should have its separate supply and table, under the management of the matron in charge of the respective cottages.

On one side of this central building, and some distance away, should be a building devoted to an armory for military drill and a gymnasium on the first floor, the second floor to be a manual training department, where the Sloyd system, together with



cabinet work, carpenter work, wood carving, printing, shoe and broom making could be taught, and all repairing done for the institution. On the other side of the main building should be the school house, where all of the latest improved appliances and methods for instruction, including a kindergarten department, should be furnished the children, to be presided over by thoroughly qualified instructors.

The engines, steam heating and electric plant and laundry should be in a separate building, at least 150 feet in the rear of the main building.

The cottages should be three stories; the basement supplied with bath and lavatory conveniences, and a large play room for stormy weather. The main floor should contain the matron's rooms, a large parlor, a library and reading room, a sewing room and a wardrobe at one end of the hall. The upper floor should have a teacher's room and six other bedrooms, containing five single beds each, a wardrobe and bath room, thus making room for thirty scholars in each cottage or family.

These cottages should be distributed around the grounds so as to make a pleasing effect, and giving to each a large plot of ground for lawn and playground. The hospital cottage should be light and well ventilated, fitted with all modern conveniences, and removed some little distance from the other buildings. Everything should be arranged with a view to making life in the cottages as much like home life as possible.

With one such temporary educational home as a half-way house, where the children may be taught cleanliness, neatness, self-restraint, morality and a longing for education, thus fitting them for good homes, the work of this school is accomplished, and the most important part of the work must be taken up by the state agents. This consists in the study of the children at the school, and of the homes in which they are to be placed, so that the home and

the child may be suitable each to each. The homes should be carefully investigated before placing the children in them—the state agent being held responsible for the character of the homes approved by him. A careful supervision of the child should be maintained by the agents during minority, after they are put into family homes, to see that they receive the kind care and education provided by law, and where there is a case where the existing conditions are not such as to be for the best interests of the child, or where the child is cruelly treated, the child should be removed to a more congenial home.

Besides the visits of the state agents to the children two or three times a year, the governor should appoint visiting boards in each county where children are placed, of two or three prominent residents of the county, who would also take an interest in looking after the interests of the wards of the state.

The state should retain the guardianship, through its board of control, of all children once placed in the school, during their minority, unless they are adopted through the courts. Admission to the school should be obtained by two county commissioners bringing action in the county court for a dependency verdict.

A person applying for a child should have a written recommendation from an agent of the State Board of Charities and Corrections, one of whom should be appointed for each county. He should certify that he has made a careful investigation, and that, in his opinion, the home will be a good one for the child, and that the applicant will faithfully execute the contract, which, among other things, should require that the child shall be treated as a member of the family, and shall attend the district school at least four months in each year. No child should be indentured to an intemperate person, or one who sells liquor.

I am satisfied that the adoption by our state of the principles and suggestions herein outlined, and the establishment of a state public school, will prove to be wise policy and true philanthropy.

The elements of economy, safety, efficiency and humanity should enlist the cordial, active sympathy and aid of the taxpayer, organized society and the state. The plan commends itself. The results accomplished in other states, and the appeal of the neglected and dependent of our own state must constitute the grounds upon which we judge of its merits.

Those of us who have seen the children as they have been brought in to similar institutions from homes of cruelty, drunkenness and crime, or from the poor houses and streets, and then later have seen them clean and surrounded by the happy, healthy influences of homes in which they have been placed from the school, can best appreciate our duty and privilege.

It is said that men going up in a balloon, as they ascend into the atmosphere, hear last of all the voices of little children. Is it not natural, then, that the whole spirit of humanity must center in the child? The voice of the child rises higher and higher. It appeals to God, and through God to us. "Inasmuch as ye have done it unto the least of these, ye have done it unto me;" and "Of such is the Kingdom of Heaven." The Divine Teacher entwined the tendrils of love, in His one great commandment, around ourselves, our God and our neighbor; our duty is plain. We must fan the spark of neighborly charity into a flame that will warm all hearts that we come in contact with, and thus infuse some of the sunshine and happiness of our lives into the lives of others. Help others to help themselves. Every time we take on our knees the little ones of our own homes, whose education we make the chief duty and effort of our lives, we should remember the duty and effort demanded of the state and of organized society by

those children, who, while not responsible for their being, will, nevertheless, be moulded largely by their environments either into useful, moral citizens, or into degraded, uneducated criminals.

We are criminals if we neglect our opportunities to pluck that bright jewel of human intelligence—the dependent children—from the evil surroundings, and educate them into useful members of society, instead of allowing them to sink deeper and deeper into the mire of illiteracy, pauperism and crime.

The time for action in our state has come; shall we allow ignorance and poverty, with a tendency to all sorts of degradation and crime to increase from year to year without an earnest effort to stop it, or shall we prove equal to the emergency by giving freely of our time, intelligence, money and sympathy to the formation of the character and morals of our dependent children, changing the tendency of their lives from a menace to our homes, our state and our nation, into well-balanced, honest, industrious, moral and Christian members of society, from illiteracy, degradation and crime, into educated, noble and pure lives.

---

## HOW TO HELP OUR GIRLS.

Ione T. Hanna.

If, as has been said, it is much more difficult to reform a girl or woman than a boy or a man, how fortunate it is that we have fewer to reform. Statistics are not at hand to any extent, but in a report of the seventeenth annual conference of charities, I find statistics of the number of criminals in North Carolina to have been in 1889, 6,848, of whom 849, or about one-eighth only, were women. While the percentage varies in different parts of the country, there is no doubt but that women criminals are greatly in the minority.

However, the problem of the unfortunate and delinquent which develop into our criminal classes, even in our new state of Colorado, has assumed proportions large enough to merit our most earnest and careful attention and we cannot begin upon it too soon. In the Boys' Industrial School at Golden, there are about 160 inmates. In the Home of the Good Shepherd, where we at present send our homeless and wayward girls, there are about sixty. Is it not time now that we set up our own housekeeping and care for our own children, and not longer delegate to others the responsibility that belongs to the state?

Among these girls, about 60 per cent. are committed for criminal offenses, the other 40 per cent. for vagrancy or because they are homeless. There is no question but that these two classes should be maintained separately, as is now the case in the Home of the Good Shepherd, so that the vicious may not corrupt and contaminate the innocent. Although it may be the best method to place the innocent in private homes, if good ones can be found willing to receive them; yet there should be a place or institution where all can be taken until other disposition of them can be made.

#### SUGGESTIONS FOR INDUSTRIAL SCHOOLS.

The industrial school at Golden is too narrow and straightened for the best good of its inmates. More tillable land should be had, there should be a larger field for action and the present site should be given to the uses of the state home and industrial school for girls. First, the law requires that this institution shall be at or near Denver, and Golden meets that requirement. Then, next, there are about fifty acres of good land which could afford occupation out of doors, in addition to the domestic duties indoors, considered as forming the natural sphere of women.

It seems most essential that as wide a scope of activity as possible should be given this class of our girls. The majority of them have never submitted to systematic restraint. Some of them have been most cruelly treated without any shadow of reason by those who have stood in the relation of parents or guardians to them, so that the only restraint they have known is that associated in their minds with cruelty and unreason. Others have not known any authority but have done whatever they chose, so that in the cases of nearly all a reasonable self-control and a law-observing freedom had been no part of their training until sentence had been pronounced upon them in the courts.

To place such girls where only indoor life is possible is like caging a wild bird. Not all fortunately placed and well trained girls enjoy the quiet occupation of sewing, not all are attracted by the occupations of the kitchen; but when in the case of these unfortunates you consider the fact that cleanliness and tidiness are "lost arts," that well prepared food and regular meals are unknown luxuries, how could it be expected that they would like to cook, to scrub, to wash or to iron? Close confinement for any length of time is hateful to them, and almost unbearable. And while a certain amount of knowledge in all these domestic branches seems absolutely essential to girls and women and should be constantly borne in mind as part of the training to be given, yet out-door activity and life may supply the needed element through which to get a better direction for the physical and mental forces of these girls.

#### METHODS HAVE CHANGED.

Repression was the word of the past. Direction is the word of the present. Breaking the will is no longer approved by students of human nature.

Nobody's will is too strong if only used in the proper way. Nobody has too much force or energy,

when it is applied to good ends. So the personal force, the energy, the will, we should not wish to suppress, but to conserve and give it a proper direction.

Then again, the idea that the training of girls should be chiefly in-doors—that is, in domestic duties and employments—I believe to be founded on a mistaken notion, viz: That they are so differently constituted, physically and mentally, from those of the other sex as to demand an entirely different order of employments. Of course, between the mature man and woman there is a difference in physical strength and a natural difference in the spheres which each occupies. But those spheres are differentiated only whenever the family is founded and children are to be raised. Until then each woman, as well as each man, is at liberty to choose the calling or vocation most suitable or pleasing to her. As the man may become a dress-maker, a milliner, so the woman may become an engineer or an architect. Individuality is the one prime element that should determine the career, and it should not be prevented from that privilege by the artificial customs and rules of society.

Now, the out-door life is what many of these girls absolutely need. Somehow the earth, air, sky and water, the mountains, clouds and storms are all educating and moulding influences. They are natural, in accord with the nature placed among them. The educated and trained as well as the uneducated and untrained find delight and relief in close association with nature. To make the earth yield fruit for man was the first problem of our first parents. And well it was so. What is there will more surely teach providence for the future, enlarge the capacity for forethought, promote patience and a sense of dependence, the qualities which change the human animal into a reflective being? Work for the mind and work for the hand go hand in hand. And the idea is growing that this is the natural method in all education of the young. The pleasure of turning

a barren field into one of waving grain; of seeing a tiny seed develop a most marvelously beautiful flower; of harvesting a crop of shining strawberries; of watching the growing life of the domestic animals—all these things afford pleasure as well as profit to any one engaging in such work.

#### THE BOYS NOT FORGOTTEN.

Incidentally I would say, on the other hand, that it is just as helpful, just as preparatory to future usefulness, to train boys in in-door occupations, as well as in out-door ones; in domestic duties as well as in the trades and professions. When visiting the Industrial School at Golden last spring, I could not help being impressed with the idea that the scrubbing of the floors, the washing of the garments, the mending of the clothing and the shoes, the cooking and the serving of the meals by the boys was not only a convenience for the immediate time, but a preparation, and a wholesome one, for the domestic part of life. We need to inspire ourselves and the young with the idea that no honest, necessary work is demeaning or degrading; that it is not unmanly to scrub floors or wash dishes or sew on buttons, nor unwomanly to drive a nail or mend a fence or harness a horse; that the necessity of work and the ability to do it are the only determining factors of the question what we shall do.

Again, we may help our girls and our boys by giving them the privilege of acquiring something that they may call their own, that has commercial value. Nothing seems to change the standpoint of a man in his regard for law and government as against anarchy and disorder, as the ownership of property. He feels he has something at stake. His interest now in the government is a personal one. He now does not wish to tear down; he wishes to build up. While he wishes for every improvement in the government, he does not desire its destruction. He is now a constructive element in the community



rather than a destructive one. The same principle will hold good with the children, men and women, of a later growth.

#### SUGGESTIONS TO PARENTS.

Why not study normal human nature to get our remedies for it when defective? And the girls are not so different from the boys in their mental constitution that they cannot appreciate the dignity of ownership and understand its value, when an opportunity is placed before them and they are taught what it means. And it has been a source of wonder to me that parents in the more fortunate walks of life have not been able to see that this is an avenue to the extension of the dignities and pleasures of their daughters, which would contribute greatly to their usefulness and happiness as well as their contentment, when they have never questioned it in the case of their sons. We seem to have made up our minds in advance that boys and girls are so different that what is desirable for the one is not for the other, and the whole matter has been in the past a closed question. But it is not now and is destined to be so no more.

With regard to what the exact method should be in pursuance of this idea, I have no theory to offer, being unskilled in the practical workings of state institutions for children or adults. But it can be worked up to and is, I believe, in course of trial in some places. It is necessary that persons in charge of such institutions be persons of ideas, hospitable to the new in thought, conservative of what has proven good in the past, full of inspiration and enthusiasm, else routine work will degenerate into work in ruts, and the shell only will be left, while the meat is gone.

Another helpful thing is to divest as far as possible the minds of the community and of the girls themselves of the idea that their commitment to such an institution is of the nature of a punishment. There

is no justice in the punishment of those children who are reared in poverty, intemperance and vice, or left to the education of the streets when utterly helpless and incapable of responsibility. They are unfortunates not to be punished, but to be tenderly assisted and helped in the overcoming of the tendencies which the terrible heritage bequeathed them by their parents and society has thrust upon them.

The best and most wholesome food, the most comfortable clothing, healthful surroundings, the faces of those who are real friends, whose hearts are so large as to love them with an unselfish and untiring love—these should help to constitute their environment.

Recreation and play should be a part of the educational system. And, in short, any element which makes a home the sweetest place on earth should be in the home which the state supplies to its dependent and unfortunate children.

---

### THE SLOYD SYSTEM.

By Prof. C. T. Work.

In the presentation of the subject of Sloyd to you, in the short time allotted to me this evening, I wish to call your attention to a few of the prominent features of the subject. It would be impossible to give a thorough discussion of the whole subject in one talk, even if the entire evening were given to that alone; hence, my remarks must necessarily be scattered, touching briefly upon a few of the vital elements of the subject in hand.

The time has passed when we said to the child, "Sit still, or I will punish you;" when we placed a book in his hand, saying, "Study;" or when we exclaimed as we presented a problem to the youth, "Work that." It was in days of yore that the teacher

was dictator; he is now leader, endeavoring to guide the child's nature in channels which shall insure the highest development of which that nature is capable.

What is Sloyd? The fundamental basis of the Sloyd system is in the child's nature to learn through activity, both mental and physical. Sloyd is founded on the kindergarten idea, and is simply a means of applying Froebel's principle—the child should be developed through his own activity. It is not the nature of the child to sit rigidly in school and read books, for by nature he is active, always wanting to do something more with his hands than to constantly hold a book. But what have we done beyond the walls of the kindergarten to utilize and direct this activity? I answer, nothing. I do not wish to reflect in any way upon present methods of teaching, nor upon past practices, but I do desire to emphasize one fact; namely, that through all these years of unparalleled progress in public education we have failed to provide for the economic utilization of the child's physio-psychical energy. In supplying the means to attain this formerly neglected end, Sloyd can fulfill in our schools an important mission.

Sloyd is educative hand-work in wood, cardboard, or other suitable material. Between Sloyd and carpentry there is a vast difference, which has been defined by Herr Otto Salomon, principal of the Sloyd Training School at Naas, Sweden, thus: "Carpentry gives attention to the work; Sloyd to the worker." Sloyd is neither a trade nor the preparation for a trade; it is not technical training, but is for general educational purposes; it is a combination of mental and physical work. The word Sloyd is from the Swedish "slog," meaning sleight, dexterity, or skill of hand, and has come to mean the training of the mind through the eye and the hand. The necessity for this training has been recognized in

the kindergarten movement, and we are all glad to see it acknowledged in the establishment of a Manual Training High School here in your own city. I would earnestly recommend that you now take as the next step, the introduction of the same line of work into the primary and grammar grades. The Sloyd system has been developed especially for public schools, and can be adapted to all grades. I hope the day may soon come when your school authorities will insert in the curriculum this connecting link of industrial work, between the kindergarten and the high school.

Well directed bodily labor is an educative force. It trains the hand and the eye, and develops touch and the muscular sense; it cultivates the aesthetic and the ethical faculties, and develops physique, perception, imagination, reason, judgment, and a respect for bodily labor; it promotes good habits, as order, forethought, exactness, attention, neatness, perseverance, and self reliance. While the above constitutes its primary worth, Sloyd has also a practical value. And while the chief aim in education should be the complete and all-rounded development of the individual, we cannot ignore the right of the state and the community to expect our schools to give practical training for the duties of life. Inasmuch as it is evident that a large proportion of our future citizens will be dependent for a livelihood upon hand-skill, what education could be more practical than that offered in the Sloyd system.

After much experimenting it has been quite generally conceded that handcraft is more reformatory in its nature than any other occupation that can be provided for criminals; hence, the need of this line of work in our penal and reform institutions, especially among the younger inmates. In the Massachusetts Reformatory all boys under a certain age—15 I believe—are given Sloyd two hours per day, while those older take harder manual work of differ-

ent kinds. Mr. Scott, the superintendent of this institution, testifies that the Sloyd is invaluable in developing good habits in the boys under his care, and that it is a strong agent in securing the desired reformation. But even a greater value of such work lies in the fact that when begun early it prevents crime. The youth who is afforded the opportunity of working with tools is kept from many idle, evil thoughts that lead toward crime. He is at the same time learning that honest, faithful labor has telling results. Some one has said that the boy who breaks most is the same boy, who, if rightly trained, will make most. What a boon will that mean which turns the destroyer into a producer—the vagabond into a thrifty citizen! Such results attend training in Sloyd.

The fundamental principles and methods of the system may be stated as follows:

First—The models made are useful things. The pupil is much more interested in making a real thing than he could be in performing abstract exercises with tools, and as a consequence will get more genuine development in doing the work.

Second—Hygienic positions must be maintained by pupils while working. By observing this rule, Sloyd is made to serve as a partial substitute for physical culture

Third—In the arrangement of a course in Sloyd the progression of exercises must be a prominent feature—from the easy to the difficult; from the simple to the complex; from the known to the unknown.

Fourth—The teaching of the subject must be based on educational principles. An artisan cannot teach Sloyd. He who undertakes this must be a teacher—must be acquainted with child nature, and must know how to apply his subject to promote the highest development of that nature.

Fifth—Both class and individual instruction should be given. In explaining the use of tools, the

structure of wood, or any other matter in which all the pupils may be interested, class instruction is given. But in the ordinary lessons, Sloyd is best taught by the individual method, each pupil working independent of the others.

Sixth—Drawing and Sloyd go hand in hand. The pupil first makes a working drawing from the teacher's model, and with this drawing as a guide reproduces the model.

I suspect that some of you desire to know how Sloyd may be applied in our public schools. In the city of Boston, where every boy receives training in Sloyd during his public school course, and where every girl is given instruction in cooking and sewing, central schools are established, with special teachers, to which each class goes, in its turn, for instruction. In other places the work is of such a nature as may be done in an ordinary school room, the tools being arranged in folding desk tops, which may be easily and quickly attached to the desks. The time given to the subject ranges from two hours to five hours per week, except in reformatories, where more time is given.

The work exhibited here to-night is from the Sloyd department of the State Normal School, and was done by pupils of the kindergarten, the model school, and the Junior and senior normal classes. You are invited to inspect this work, and also to visit the department in operation in the State Normal School.

In this brief talk I have endeavored to give you an idea of what Sloyd is, and to recommend its adoption in your public schools; and, Mr. Chairman, I would heartily recommend its introduction in the institutions under the supervision of the State Board of Charities and Corrections; because I believe it to be one of the most potent factors in arousing the interest and the slumbering powers of the child, and in opening up to him the material world; it is one of

the greatest means yet found for "sensing" the mind of the child, and for developing the inventive faculties and inculcating good habits. The educational world is coming to realize the truth contained in the lines of John Pierpont's poem on "Whittling:"

"The Yankee boy, before he's sent to school,  
Well knows the mysteries of that magic tool,  
The pocket-knife. To that his wistful eye  
Turns, while he hears his mother's lullaby;  
His hoarded cents he gladly gives to get it,  
Then leaves no stone unturned till he can whet it;  
And in the education of the lad  
No little part this implement hath had.  
His pocket-knife to the young whittler brings  
A growing knowledge of material things."

Mrs. Hollingsworth—It might not seem to be in the line of the thought. I am not here as a representative of the reformatory, but as a representative of the performitory. It seems to me that we should consider the deformation rather than the reformation. I have taken a great deal of interest in all of the papers; we, the W. C. T. U., are studying along the lines of heredity and along the lines of law and trying to have just laws touching these matters; we must look into the future and must try to touch along these lines as well as taking care of the feeble-minded when they come to us. I hope that those who are here will be awakened to this important fact, by having just laws governing this, or preventing these things.

Mr. Thompson—The matter of committing boys to the industrial school that came up this morning, is very important. I feel that a very few of you understand what the law has to do with this. We are to fight against the law. It is not the fault of the district courts, or of our justice courts, but it comes right down to the law, it takes it out of the hands of the justice and carries it to the criminal courts. A boy brought into the justice court is bound over to the criminal court, and has to wait until his time comes on the calendar. Further than

that, a man may be picked up for stealing \$18.95 and sent to the county jail, sentenced for a year; a boy steals 25 cents and he is sent to the industrial school for ten years. To-night if you will go down to some of the blocks vacated by offices you will find boys lying there on the floor. I have gone down there at 11 and 12 o'clock at night and seen them. Shall these boys be sent to the industrial school for ten years. I do not want to send a boy there for leaving home or for stealing 25 cents. It has been done. Boys younger than ten years are now being sent to that school. We should take those boys and care for them.

Prof. Fred Dick—I have an interest in the young people of this city; those who have no home and no one to care for them. I have found that if a private individual would give attention to the young of this city a great deal of good can be accomplished.

If we could find a home for the boys who run about the streets begging, we could prevent them from being brought up in the justice courts and being sent to the industrial school. Some men in this city are giving support to the Maveric restaurant, and are doing something every day by giving aid to persons who are daily in need of work. It is immediate attention that the young people need. They do not want aid to-morrow or next week, but they need aid now. Many of the good intentions which are expressed, if put into practical application, it occurs to me, would make many a better citizen.

Mr. Holmes—My heart and soul is for the boys. I can take ten bad boys and make nine good citizens. In speaking of the reformatory, I look upon it as a penitentiary. I will speak of our own work. Our object is for the homeless and friendless, whether they have parents or not, it makes no difference. Our object is to help the boys that have to help themselves. If a boy has to sell papers, we want that boy. After a boy comes into the home we decide what we can do for him; if he smokes or chews it is



not very good for him to sell papers; in the face of that we have to remove him from his associates and that is the reason we do not allow him on the streets. I have boys now who are able to support themselves, they are in stores, offices, etc. They get \$2.00 and \$2.50 per week and when they want clothes they get clothes. We also have an evening school for those who work. If a boy cannot read or write, I put him in school for a year. I have twenty-six boys in the home and had over fifty during the year. I want to say this, that I do not believe once a convict always a convict. I do not believe if a boy runs away from home he ought to go to the reform school. I would just like to speak of the delinquent children, of which I have something to do. I cannot treat them successfully as it requires an institution. When speaking of delinquent children, I mean those that their mothers have deserted and have no home.

J. Warner Mills—This system will take hold of a great many people and keep them from becoming criminals. I have good authority of persons having boys go into their schools who did not seem to take any interest in anything until the Sloyd system was introduced. I am told that those boys stand well or lead their class. And it seems to rise in a boy that he is worth something, because it appeals to his manhood.

Miss Pease—How many can be taught in a class?

Prof. C. T. Work—Not more than fifteen should be attempted to be taught at one time. With larger classes of twenty-five or forty, I should suggest to have ten or eleven of the pupils remain each evening and thus give each child a lesson during the week. I thank you for your attention and cordially invite you to examine this work.

Morning Session—Friday.

THE LIQUOR TRAFFIC IN ITS RELATION TO  
CRIME.

By Mr. John Hipp.

In the treatment of this subject I beseech you to do as I desire to do myself, viz: to consider this question without prejudice or bias, fairly and impartially as a jury in the box or as a scientist in his laboratory, dealing with the phenomena of nature as they appear to him in his experiments. Men drink liquor, whether beer or ale, whisky or brandy, wine or spirits, for the alcohol that it contains and for the effect of the alcohol upon the nervous system. No man would drink either beer, whisky or wine with alcohol removed from it.

The alcohol which is found in intoxicating drinks varies from four per cent. in the lightest beer and ale to fifty-three per cent. in the stronger brandies and whiskies. Its affinity, as determined by the most careful experiments of the best chemists and physiologists both of Europe and America is for the brain and it affects particularly the albumen, which is found in the blood and brain, so that the results of its use can readily be determined under the microscope. So well known is this fact that a physician, in conducting an autopsy, can determine from the texture and condition of the brain whether the subject were a moderate drinker, whether he occasionally became drunk or whether he died from delirium tremens. It is as true to-day as it was when the record was made in sacred writ that they that tarry long at the wine have wounds without cause, have babblings, have redness of eyes and woes more than can be told. We need but to look at the bloodshot eyes, the swollen face, the idiotic expres-

sion of the countenance of the drunkard to see the dreadful warning God has given against the use of alcohol, and with one exception, no other sin mars and scars its victim as does strong drink.

For the following experiment I am indebted to Joseph Cook, of Boston, and you will find his treatment of this subject in his book of sociology in the lecture entitled "Alcohol and the Brain."

"I have before me upon this stand the albumen or the white of an egg, which is substantially composed of the same chemical ingredients which constitute a large part of the brain and nervous system and more than forty per cent. of the corpuscles of the blood. Over this white of the egg I pour alcohol so that you may see the effect of alcohol upon the brain and blood corpuscles as seen in the drinker. You will notice that the white of the egg is not hardened by exposure to the air. As I pour alcohol upon this albuminous fluid, I shall presently be able to show you a very good example of the condition of the brain and the corpuscles and the nervous system of the drinker. You notice that a mysterious change in it has begun, a strange thickening shows through the mass. This is your moderate drinker that I am stirring up now. There is your tippler—a piece of him—(holding up a part of the coagulated mass with a spoon). The coagulation of the substance of the brain and of the nervous system goes on. I am stirring up the hard drinker now. The infinitely subtle laws of chemistry take their course. Here is a man whose brain is so leathery that he is a beast and kicks his wife to death (holding up a larger part of the mass). I am stirring up in this goblet now the brain of a hardened sot. I now hold up to you a large part of the white of the egg which you saw poured into this glass as a fluid. Here is your man who has benumbed his conscience and his reason both, and has begun to be dangerous to society from the effects of a diseased brain. I dip out of the goblet now your man in delirium tremens

(holding up almost the entire mass). Wherever alcohol touches this albuminous substance it hardens it and it does so by absorbing and fixing the water it contains. This is a chemical process and not a mechanical one. Here is what was once a fluid rolling easily to right and left and now you have the leathery brain and the hard heart.

“As I said before, the local affinity of alcohol is for the brain. Lead, for example, fastens first upon the wrist; arsenic inflames the mucous membranes; strychnine takes effect upon the spinal cord; but alcohol always and everywhere has its local affinity for the brain. Dr. Percy distilled alcohol in large quantities from the substance of the brain of animals killed by it, while only small quantities could be found in the blood or other parts of the systems of the same animals. Dr. Kirk mentions a case in which the brain liquid of a man who died in intoxication smelled very strongly of whisky and when some of it was taken in a spoon and a candle put beneath it, the fluid burned with a lambent blue flame.

“But the brain is the organ of the mind. Whatever is a disorganizer of the brain is a disorganizer of the mind, and whatever is a disorganizer of the mind is a disorganizer of society. It is from this point of view that the right of government to prevent the manufacture of mad men and paupers can best be seen.

“The brain, it will be remembered, is divided into three parts; the upper, which comprises the larger portion and which is supposed to be the seat of the intellect and moral faculties, is called the cerebrum; below that and at the back of the organ is another mass called the cerebellum, parts of which are believed to control the actions of the muscles of the body; still lower is the medulla oblongata which presides over the nerves of respiration.

“Now the action of alcohol can be actually marked upon all of these different parts of the brain.

The moral and intellectual faculties are first jarred out of order. In the progress of intoxication the cerebrum is first affected, his judgment becomes weak, his conscience is paralyzed, but he does not yet stagger. He is only a moderate drinker and the moderate drinking weakens the judgment and destroys the best powers of the will and intellect. He takes another glass and the cerebellum, which governs several of the motions of the body is affected, and now he begins to stagger; he loses control of his muscles and plunges headlong against post and pavement; one more glass, and the medulla oblongata is poisoned. This organ controls the nerves, lowers the movement of the lungs and now occurs that hard breathing and snoring which is seen in dead drunkenness. This stoppage is caused by impure blood so poisoning the medulla oblongata that it can no longer perform its duties; the cerebrum and cerebellum now seem to have their action entirely suspended, and sometimes the respiratory movements stop forever and the man dies by asphyxia in the same manner as by drowning, strangling or narcotic poisoning by any other substance."

This being the effect of alcohol upon the human system, it explains why every feeling of honor, of parental love, of reverence for that which is pure and good is destroyed. We can fully understand the cause of the horrible crimes that fill the columns of our daily press and swell the number of the victims of the liquor traffic into thousands and tens of thousands annually. We are also prepared to accept the testimony of the wardens of prisons and penitentiaries and judges of courts, that from three-fourths to nine-tenths of all crime is brought about by the use of strong drink.

In 1670, Chief Justice Hale, of England, said: "The places of judicature I have long held in this kingdom have given me an opportunity to observe the original cause of most of the enormities that have been committed for the space of twenty years;

and by due observation I have found that if the murders and manslaughters, the burglaries and robberies, the riots, the adulteries, fornications, rapes and other enormities that have happened in that time were divided into five parts, four of them have been the issue and product of excessive drinking."

Judge Noah Davis of New York, says that ninety per cent. of the criminal business of the courts is caused by the liquor traffic.

The report of the State Board of Charities of Massachusetts traces four-fifths of the crimes of that commonwealth to intemperance.

The inspectors of the Massachusetts State Prison in 1868 said that four-fifths of the number committed the crimes for which they were sentenced either directly or indirectly by the use of intoxicating drinks.

The committee on intemperance in 1874 propounded this question to the keepers of various jails; "What proportion of those who have come under your cognizance as criminals have been the victims of drinking habits and associates?" From many replies I select the following. "If by the term criminal is meant persons convicted of any offense against the law, sixty-five or seventy per cent." "Nearly all." fully nine-tenths." "Fully twenty per cent. of the summary convictions of one year are absolutely for drunkenness, exclusive of a large proportion of the residue attributable to drunkenness." "About three-fourths."

This is the testimony of England, Scotland, Ireland and every state in the Union, where any observation at all has been made or any record kept of this subject. We can, therefore, reasonably expect that if drinking were abolished, crimes would decrease, and this has been found to be the case. The state of Rhode Island was under prohibition from July, 1886, to June, 1889. The total arrests for all offenses in the city of Providence from January to June, 1886, for six months prior to the enforcement of prohibition, was 3,075. The total arrests for all offenses for

the corresponding period of 1887, under prohibition, after the law had been in effect six months, 2,061. The total arrests for the first six months after license was restored, from July to December, 1889, 3,509. The city of Atlanta, Georgia, was under prohibition in the year 1887 and under a license fee of \$1,000 in the year 1888. Under prohibition there were 4,500 arrests during the year; under high license for the year 1888 there were 5,805.

The state of Kansas adopted the prohibitory law in 1882; at that time the inmates of the penitentiary numbered 670. In 1890, after eight years of prohibition, although the population had increased 400,000, the inmates of the penitentiary were fifty-four per cent. less to the total population than in 1880. After the prohibitory law in the state of Iowa had been in effect for one year there were fifty-nine counties in the state without a single prisoner in the county jails. At the last term of court in the city of Dubuque, a city of 50,000 population, there was not a single serious criminal case before the court.

So well known is the relation of the liquor traffic to crime to the officers of our towns and cities that when a great crime is committed they look for the criminal in the saloon or gambling hell as his natural abiding place.

The horrible influence which drink exerts over its victims is only too well known to everyone who has been engaged in reformatory work among the poor and the vicious, and very often the men who seem to have reformed and for a time get along well are again entrapped in the meshes of the saloon and fall never to rise again. While the saloon remains open, the work of saving drunkards is like attempting to rescue people out of a rapid stream into which they have fallen through a hole in a bridge which is out of repair, so that those rescued fall into the stream; and it is not too much to say that out of a thousand victims of the saloon, not more than ten are ever rescued by our present methods of dealing with this evil.

The limits of this paper forbid any discussion as to the effects upon the morals of the young men of our cities and towns congregating in the saloons with the vicious and hardened criminals, though it is a well recognized fact that they are there educated in every form of crime and vice. Neither is it possible in the short time allotted to me to speak of the effect of drunkenness in the father upon the children and grandchildren. The records of our hospitals, poor houses and insane asylums all bear testimony to the fact that a large part of the poverty, idiocy and insanity in our large cities is attributable to the drinking habits of the men. Abolish the saloon, and poverty, crime and insanity would be largely a thing of the past. It is estimated that the total cost of the liquor traffic to the United States, aside from the money directly spent for liquor, is more than \$700,000,000 annually, and that it is impossible for us to realize the heavy drain that is put upon the law-abiding, tax-paying citizen to take care of the crime brought about by liquor selling and liquor drinking.

I would feel that I had failed in my duty as a citizen of this state and as a speaker before this conference, if I failed to urge upon you the inestimable blessings, financial, social and moral, that would come to this nation by the closing up of the 250,000 saloons that are now legalized by the municipal, state and national government. These saloons supply no economic want, add nothing to the wealth of the country, but simply absorb the strength and prosperity of our country, destroy the peace of home and ruin the brightest intellects in our nation. I do not indulge in speculation when I say that the time is at hand for all good citizens, without respect to party or creed, to unite in abolishing the brewery and saloon from one end of the country to the other. While every attempt at local prohibition has been helpful, to reach the highest success it will be necessary for the national government to prohibit the manufacture, sale, exportation, importation and transportation of liquor, and then will prohibition



indeed prohibit and the saloon and distillery be relics of a past age. Then, and not till then, will our country achieve the high destiny which I believe is in store for it and it will indeed be the "land of the free and the home of the brave."

Mr. Slocum—There is a subject very closely connected with that offered by Mr. Hipp. I think there is hope in this question by the interest that is being taken by all of the young people. This paper is to be given by Mr. J. H. Pershing.

---

## THE SOCIAL FACTOR IN CRIME.

By Mr. James H. Pershing.

It is supposed to be the correct thing to say that man is a social animal. It would probably be nearer the truth to say that he is slowly and painfully developing into one. "Living together arose," observes a modern philosopher, "because, on the average, it proved more advantageous than living apart." Inhospitable nature, conspiring with savage beasts and more savage fellow-creatures, drove man, or man's progenitors, from the pre-social to the social stage. Pressure of population assured his further progress, produced original diffusion of the race, compelled the abandonment of predatory, and the assumption of agricultural habits, made social organization inevitable or ignited and developed those social sentiments upon which all social organization depends.

Conduct has been aptly defined as the adjustment of acts to ends; and the ethnographic study of conduct reveals the interesting fact, that in the primitive adjustment of acts to social ends, those acts are regarded as moral which strengthen, and only those acts are regarded as immoral, which weaken, the social organization. Making proper allowance for survivals in culture, the same test may

be applied in all grades of social development; and it therefore follows that, "From the sociological point of view, ethics becomes nothing else than a definite account of the forms of conduct that are fitted to the associated state." The history of human progress is a record of the bitter conflict between individual and social activities; and the measure of transition from a code of enmity to a code of amity in the government of public and private life, is likewise the measure of the prevalence of those anti-social acts which weaken social organization.

We are thus led to a definition of crime. In the broadest sense, it includes all anti-social acts. Properly speaking, however, crime can exist only in those grades of social organization in which are established some form of governmental control. Understanding the term government in its generic sense, as embracing all ceremonial, ecclesiastical and political restraints, crime may be defined as consisting in a failure to conform to established governmental usages. Theoretically, anti-social conduct should in all cases be treated as criminal conduct. This is the ideal, although not always the achievement, of government. In times past, governmental authorities have been so fallible as to treat as criminal, acts which are truly social. And those fearless iconoclasts who strive to break the incrustated forms of social conventionalities, are ever liable to be treated as criminals. It would seem, therefore, to be the duty of the criminal sociologist to study, not merely crime as temporarily regarded, but conduct in its broadest social aspect; and thus regarded, the criminal is an individual whose conduct, under the given conditions, is anti-social.

What, then, are the determining conditions of crime, as thus defined? What man is, depends upon (1) his structure, and (2) his environment. A child is born into the world; it has a certain physical organization, certain characteristics and arrangements of brain ganglia, a certain texture of brain fibre and

tissue; in short, it has a certain bodily structure. It also is born into a certain environment; cosmically, hot or cold, moist or dry, favorable or unfavorable for complete physical and mental development; socially, upon a certain level of virtue or vice, knowledge or ignorance, opulence or destitution. The future man will be the product of these factors, bewilderingly numerous and complex, yet broadly definable as structure and environment.

Environment being composed of both cosmic and social elements, it has been found convenient to consider the determining conditions of crime under the three-fold division of

1. The cosmic factor, embracing all the influences of the external inorganic world.
2. The biological factor, embracing all individual peculiarities.
3. The social factor, embracing the results of social aggregation.

The practical value of a future science of criminal anthropology will be its method for the diminution of crime. A most important problem, therefore, is a determination of the relative value of these factors, cosmic, biological and social. M. Ferri tells us that out of 100 persons living in the same conditions of misery and abandonment, 60 commit no crimes; of the other 40, 5 commit suicide, 5 become insane, 5 are beggars, 25 commit crimes; therefore, the social environment is not the exclusive cause of crime. The cosmic factor must be considered, since crimes against the person are most common when the temperature is high, and climate and barometrical pressure play a part. The biological factor must be considered, as Lombroso and his co-laborers in criminal biology have so abundantly shown. Yet it seems scarcely possible to over-estimate the importance of the social factor, since it, to some extent, even embraces the others, and can be made to regulate and neutralize them.

"Society prepares crimes," as Quetelet said, "The criminal is the instrument that executes them." And we are reminded by Lacassagne that "The social environment is the cultivated medium of criminality; the criminal is the microbe, an element which only becomes important when it finds the medium which causes it to ferment; every society has the criminals it deserves." And again, as M. Alimena insists, "The criminal ought not to be able to say to his judge, 'Why have you not made me better?'"

The general influence of social conditions being thus recognized, the problem at once arises as to the nature and relative importance of the elements composing these social conditions. At the outset of his investigation, the student is hopelessly baffled by the dearth of reliable information. He consequently raises imploring hands to the powers that be, for the collection of reliable statistics, national and international, which alone can furnish the necessary data for the solution required. In the meantime, he must fervently pray that he be not possessed of the devil of unverified assumption.

Provisionally then, the evidence at hand seems to point to the following as the more prominent socially determining conditions of crime.

It has been popularly supposed that destitution and poverty were principal elements in the social factor. Yet William Douglas Morrison convincingly argues, citing numerous statistics, that not more than four per cent. of all the crimes against property in England and Wales, are traceable to this cause; asserting further that, were there not a single destitute person in the whole of England and Wales, the annual amount of crime would not be thereby appreciably diminished. And he impressively adds: "It has been reserved for this generation to propagate the absurdity that the want of money is the root of all evil; all the wisest teachers of mankind have hitherto been disposed to think differently, and criminal statistics are far from demonstrating that they are wrong."

If this contention be true, it largely disposes of the further assumption that economic perturbations are a fruitful cause of crime. Exact statistics bearing directly upon this point are not forthcoming, and it is unsafe, therefore, to dogmatize; but, in the light of Mr. Morrison's results, we are obliged to regard as unproved, the contention that economic changes are an appreciable cause of crime.

A more probable condition is that of social inequality; great destitution existing in proximity to great wealth. An environment most favorable to the growth of anti-social instincts is thus created. Could society realize a condition in which each individual received benefits in exact proportion to his deserts, the "cultivation medium" of much crime would be reduced to a minimum.

It is further probable, could a sufficiently discriminating diagnosis be made, that a preponderating proportion of crime would be found to have its source in those social conditions of whatever level (since they are confined neither to hovel nor palace), which, directly or indirectly, hinder the development or cause atrophy of moral sensibilities and the power of self-regulation. Man is not intrinsically bad, the theologians notwithstanding, and will become good under conditions which exercise the higher feelings and give no scope for the lower. In the future creation of such social conditions, private and associated endeavor will find their widest and most honorable activity. Yet the mere improvement of material conditions of life cannot be expected to work permanent results. We must not forget the wise admonition that "There must be a further endowment of those feelings which civilization is developing in us—sentiments responding to the requirements of the social state—emotive faculties that find their gratification in duties devolving upon us—before the crimes, excesses, diseases, improvidences, dishonesties and cruelties that now so greatly diminish the completeness of life, can cease."

It is further probable that a considerable proportion of all crime, and especially biological crime, is directly attendant upon advancing civilization, not as a culpable effect, but as a necessary result, of social progress. Describing life as the maintenance of inner actions corresponding with outer actions, the progress to life of higher and higher kinds essentially consists in a continual improvement of the adaptation of the organism to its environment. This being true, it follows that increasing complexity of environment necessitates a corresponding advance in the organism, if life is to be maintained. This conception of life as correspondence, with which biologists have made us familiar, is as applicable in the social as in the organic world. Social progress essentially consists in increase in the number, range, specialty and complexity of the adjustments of individual to social relations. Compare the simple social environment of the savage of the plains with the complex social environment of our metropolitan philanthropist, and judge of the nature of the increasing co-ordination of those complex actions which constitute human life in its civilized form. Is it surprising, then, that, with this ever increasing complexity, some individuals should fail in establishing the degree of correspondence required?

Crime being simply a word to signify the extreme anti-social instincts of human beings, the life led most closely in harmony with the social ends of existence must be the most free from crime. But the mal-adjustments, the lapses, the social failures, being unable to attain this harmony, fall by the wayside, pitiable examples of men out of place, natural products of an earlier and less social stage of human existence. And is it not natural to suppose that, within certain limits, increasing social exactions will bring to light more and more of these imperfect social units—waste material which nature throws aside in the construction of the social fabric? Does not this hypothesis explain the otherwise discouraging facts that the tide of criminality has been rising

in all civilized countries during the present century, that crime, like insanity, waits upon civilization, that recidivists increase in number as civilization advances?

As the social organism increases in differentiation and complexity, its processes of assimilation are correspondingly advanced. At certain stages of social progress, the Neros and Caligulas, the Guy Fawkes and Jean Marats were tolerable, perhaps necessary, ingredients in the social mixture. But, we are reminded that, in the higher grades of our nineteenth century civilization, with its keener intellectual competition, "Eccentricities and irrationalities are awarded their proper credit in the sum total of mental equilibrium." Having therefore a proper care for those causes of crime directly within our control, the apparent failure of civilization to speedily reduce crime, should not be a cause of anxiety, but a spur to more earnest endeavor.

The only suitable environment for the social pessimist is that of naked savagery, where the perils of civilization are unfelt because unknown. Hope lies in the fact that the problem of criminality is largely social, and the social factor is the one most under our control.

A consideration of the punishment of crime lies beyond the scope of this paper, yet the treatment of the criminal is itself a factor so important that it cannot be disregarded in an enumeration of the social conditions of crime. It would seem unnecessary to remark that the first step in criminal treatment is to catch the criminal; yet this essential process is probably the one receiving least attention at the present time. It is certainly somebody's business to awaken our police and judicial systems to the necessity of detection, swift and certain.

A prominent jurist, in a recent article, pertinently, although somewhat inaccurately, remarks,\*

---

\*28 American Law Rev., 121; see also page 262.

that "More crime is committed in a single county in the United States than in a whole kingdom on the continent of Europe." He attributes this sorry state of affairs to the fact that, in Europe, the laws of criminal evidence cannot be used to shield the criminal, while in America, a large part of our judicial machinery has the effect of concealing rather than revealing crime. Whatever may be the cause, however, it is reasonably certain that a fruitful factor in crime is the uncertainty of detection and punishment. It is self-evident that the evil elements in society may be removed, either (1) by a change of mentality and environment; or (2) by physical force. So long as the first method is inadequate, the second must be relied upon to protect society from anti-social conduct. But the efficiency of this deterrent seems to be proportionate to its certainty. "Were it possible," declares Mr. Morrison, in his little book on "Crime and its causes," "for the hand of social justice to descend on every criminal with infallible certainty, were it universally true that no crime could possibly escape punishment, that every offense against society would inevitably and immediately be visited on the offender, the tendency to commit crime would probably become as rare as the tendency of an ordinary human being to thrust his hand into the fire. The uncertainty of punishment is the great bulwark of crime, and crime has a marvelous lack of diminishing in proportion as this uncertainty decreases."

A further importance of swift and certain detection results from the fact that, as yet, there has been found no infallible test of criminality except the criminal act itself. And whatever may be the future results of the science of criminal anthropology, they cannot be used by the state in exploring for guilty tendencies. We cannot, with safety, disregard a fundamental maxim of the English common law, by which not a tendency to crime but crime itself, can be made the subject of criminal issue. Granting, therefore, the importance, both as deterrent and curative, of swift and certain detection, and recognizing



the laxity in this direction, we are forced to conclude that the time is ripe for radical reform in our methods of criminal procedure.

Referring, in conclusion, to the definition of crime as an anti-social act, it is desirable to anticipate a possible criticism. The definition includes the irresponsible act. In the sociological consideration of crime, this is unavoidable. The protection of society being the ultimate aim, the effect, as well as the motive, of the anti-social act must be considered. It is little satisfaction for a man to know that he has been brained by the axe of a madman rather than of an assassin. Society must deal first with the perpetrator of an anti-social act by rendering him harmless; and afterwards, in determining his treatment, whether it shall be the asylum, reformatory or prison cell, the motive of the act may be considered.

This is not the place to develop the various consequences which flow from the sociological consideration of crime. Practical people do not relish theoretical discussions. Yet we should not entirely forget that theory leads to working hypothesis, and hypothesis to verification. The art of making good steel rests upon the sciences of chemistry and metallurgy; and is it not barely possible that the art of making good men must have a similarly scientific foundation?

Mr. Haskell—The statement was made that there was more crime in America than in Europe. We have simply to visit our penal institutions and notice the depravity of the inmates. One reason why Massachusetts is represented as having more criminals than South Carolina, is because they look after the criminals and secure their arraignment and confinement. While I am on my feet, I wish to say something about the social treatment of the families and friends; and that is one thing that the papers have not expressed. There is a man who has attempted to sign another man's name. He

would say that "I cannot sign my own name;" that is not the question in hand; he has committed forgery in attempting to sign another man's name, and the family is left unsupported and in their desolation.

Many persons called upon them before and society was open to them; now they turn their backs upon them.

Mr. J. S. Appel—It is almost impossible for a prisoner to get employment after he is discharged; almost every avenue of employment is closed to him; I know to-day of six persons discharged, who are reporting to me each week; and I know that they are earning a truthful livelihood. If five per cent, or even one-half per cent. never returned, a scheme to aid them would be worth trying. We have 590 prisoners in our prison, and we have a number confined in the county jail.

Mr. Wm. F. Slocum—I think there is one thing that must be done by those who are interested in crime and its abandonment, and that is the reform of our youth. As was stated this morning, there must be a deeper and more sincere consideration of the problem that is before us. There are a number of people who are interested in this, and who want to do something in this work, but have not done much.

Mr. L. R. Ehrich—To my mind, the most valuable suggestion was made by the reader of the last paper, when he called attention to the fact that the judges and courts should decide as to who committed the crime, and that the punishment should be left to an entirely different party; there is a science of law beside that; there must be sentences based upon the state of human nature.

Mr. J. H. Pershing—There is growing up in the state at the present time various developments, which treat the whole state of crime and pauperism in a general way. We have dryness of climate for example; and whether or not that has any effect upon the criminal, I do not know.

The following resolutions were introduced and adopted:

Resolved, That this conference appoint a committee upon legislation, consisting of the members of the State Board of Charities and Corrections and its secretary, and also five men and five women, to be appointed by this conference; said committee shall have power to appoint sub-committees, either from or without its own membership, to draft or especially advocate some one of the particular laws hereinafter recommended by this conference.

Resolved, further, That this conference earnestly recommends that the Tenth General Assembly shall enact laws to be prepared and presented by the above committee on legislation, covering the following subjects, to-wit:

First—That the state penal reformatory, eleemosynary and other institutions under the jurisdiction of the State Board of Charities and Corrections, be taken out of the maelstrom of politics and party convulsions, and be made non-political, and be placed under the management of a single board.

Second—That the law pertaining to the state reformatory at Buena Vista be so changed as to apply equally to males and females.

Third—That a state public school and home for orphans, dependent and neglected children be established.

Fourth—That a state industrial school for girls be established.

Fifth—That a state school for the feeble-minded be established.

Sixth—That the act as to county visitors be amended, as discussed at this conference, so as to increase its usefulness.

Seventh—That capital punishment be abolished.

Eighth—That provision should be made by law for the teaching in the public schools of the state, by

medical teachers competent and especially equipped, and giving at least one hour per week to each school of their county, a thorough and graded course of study upon the subject of the physiology and hygiene of sex.

The following committee was appointed:

Mr. O. S. Storrs, Denver.

Rev. W. C. Selleck, Denver.

Mr. L. R. Ehrick, Colorado Springs.

Hon. F. A. Meredith, Denver.

Hon. F. E. Moody, Monte Vista.

Mrs. C. E. Dickinson, Denver.

Mrs. A. G. Rhoads, Denver.

Mrs. Ione T. Hanna, Denver.

Mrs. Matilda W. Blake, Canon City.

Mrs. Clementina Haws, Greeley.

Resolved, That a committee of five be appointed to consider the establishment of a prisoners' aid society.

The following committee was appointed:

Rev. W. C. Selleck, Denver.

Mr. F. A. Reynolds, Canon City.

Mrs. R. F. Lutts, Canon City.

Mr. L. R. Ehrick, Colorado Springs.

---

## REPORT OF THE COMMITTEE ON PERMANENT ORGANIZATION.

Mr. Chairman—Your committee on permanent organization respectfully reports that from the valuable papers read and the information imparted, both in the papers and the discussions had, and from the numbers attending all of the sessions of the conference, there is an indication of their interest in the workings of the State Board of

Charities and Corrections, which clearly indicates the advisability of placing this conference of Charities and Corrections on a firmer footing, that we may look forward each year to repetitions of this, our school of instruction; and we can see no better way to accomplish this result than by recommending that the president of the State Board of Charities and Corrections shall be the permanent president of this organization, and that the secretary of the State Board of Charities and Corrections shall be its permanent secretary.

We, therefore, take pleasure in nominating President William F. Slocum as our permanent president, and J. H. Gabriel its permanent secretary; also, one vice president from each county, said vice president to be named by the board of county visitors of each county.

We deem it unnecessary to nominate an executive committee, leaving that in the hands of the president, should he desire such a committee.

---

## PRIVATE OUT-DOOR RELIEF—ITS EFFECTS AND EXPECTATIONS.

By Rev. T. H. Malone.

The press of the state has demanded from this convention something practical. I take it that all its work has been eminently practical, both previous to and including the present conference. Charity work, as it appears to an outsider, is one thing; in reality it is quite another. That which we know to be practical may, perhaps, to the writers of the press, sometimes appear otherwise; but the demand which the press has made upon this conference for practical results is one to which we should give the closest attention.

The question of private outdoor relief is one that appeals strongly to our consideration, because it is of vital importance in charity work that there be unity of purpose upon fixed lines in the relief of the deserving poor. To be practical, this conference should declare itself as to the wisdom of private outdoor relief, with reference to public relief. A line of action based upon experience should be laid down, and to prevent deviation from the lines suggested by the wisdom of experience should be the purpose of all.

At the outset, there is a distinction that must be noted in charity work. It is the difference that exists between the charity that is based upon sentiment, high and noble and godlike as it may be, and the charity that is the result of organized effort on a scientific basis. I do not disparage the former, although frequently it results in criticism of organized charity, which is not, at least in its detail, made effectual by sentiment, but by business principle—harsh, if you will, but nevertheless business principle—from which, for the sake of good to those whom we seek to aid, there can be no deviation. Because of these principles, made necessary both by present and pressing demands, as well as for the preventive and corrective measures they inculcate, the very ones most benefited are oftentimes least grateful. But this is of little concern to the active and sincere charity worker.

I favor private outdoor relief as against public relief, unqualifiedly and without reservation. You ask me why? I answer, because the combined experience of the most skilled sociologists of the age has stamped it with approval.

Mr. Appel, your worthy chairman, who has given time and thought to this subject, in a degree that is surprising in a man of large business, has in his possession a number of letters from the most eminent sociologists of the country, and from those letters I make out my case in favor of private as against pub-

lic relief; in favor of the regularly organized private associations, always properly managed, without sectarian or partisan basis, as against the public almoner; in favor of discrimination, as against impulse, and always against the public disbursement of funds without an equivalent of work.

Speaking of the efforts in this state to relieve distress through channels other than the regularly organized charity associations, Mr. Appel asked the following questions:

“First—Does such distribution reach the deserving and industrious?”

“Second—Are such methods of relief advisable?”

“Third—Should public outdoor relief be more liberally extended during times of extraordinary depression?”

“Fourth—What does scientific charity demand of its advocates in such emergencies?”

The responses of the distinguished persons addressed are uniformly the same. All united in agreeing, in the main, that private relief was preferable.

Mr. P. W. Ayres, general secretary of the associated charities of Cincinnati, wrote: “Private charity in emergency is always fully equal to the need, and a great deal more when properly organized. We had two great floods here in 1883 and 1884. The people learned then that the distribution of goods did not reach the deserving except when given after investigation in the homes where need occurred; that in times of emergency indiscriminate relief is particularly dangerous, and that outdoor relief then, as at other times, is useless.”

Mr. John Glenn, an intelligent and wise philanthropist of Baltimore, at the request of Prof. D. C. Gilman, of Johns Hopkins university, wrote: “Where other relief than work is given, it should be given at the home of the applicant, for a self-respecting applicant will refuse to make his need public. Under our

political system public relief is always dangerous. It is apt to be given as patronage, and used for political purposes, without first ascertaining the merits of the person to be relieved."

That this criticism is well founded, is proven by the fact that when public relief was given last year by the city of Denver, it was given as patronage, and undoubtedly used by the aldermen for political purposes. At that time it was not a question of who was deserving, but of who had the most influence. Relief should always seek the person to be relieved.

Josephine Shaw Lowell, of New York, an established authority on questions of this kind, writes: "I do not believe in public outdoor relief at any time, or in any work by a city for relief purposes, but I do think that necessary work ought to be undertaken by cities at the periods when other work is slack."

To give my own opinion: It is my belief that public outdoor distribution of charity does not reach the deserving, because such distribution almost immediately brings forth the professional beggar, drives away the deserving poor who will not, unless they have become demoralized, associate with tramps at the door of the public almoner. Even in periods of extraordinary depression and suffering, I do not favor public relief, for the reason that the deserving are not reached, and the evil is increased.

In my opinion, the guiding principle should be, no relief without investigation. This investigation is impossible for the public almoner. Therefore, the only adequate, safe and efficient means for dealing with the problem is through our organized associations, which, if they are inefficient, should be brought to a standard of thorough efficiency. It is not to be understood from this that public works for the benefit of the poor are not to be promoted. Necessary work should be done, so as to improve general conditions, and thus relieve need by removing the cause in a legitimate manner, without attaching to the work the badge of charity.



A step has been taken in Denver in regard to our charity work which I look upon with many misgivings. I refer to the action of our charity association in accepting, as directors, members of the common council. Our aldermen and supervisors are— notwithstanding that they are thoroughly honorable men—politicians; and while I would not insinuate that they use their position as directors in charity work for partisan purposes, I am firmly of the opinion that men known to be politicians and seeking reelection to office, should not be constituted dispensers of charity funds. When the common council of the city of Denver had absolute control of charity funds, the same were used for partisan purposes. What guarantee have we that since this has been done in the past, it will not be done in the future? To my mind, this is a powerful and conclusive objection against opening up public works for the alleged alleviation of suffering, but which is most likely to prove to be the alleviation of the necessities of the political ward worker.

Necessary work must be done, but in the legitimate order of business. Relief, in my opinion, must be free from even the suspicion of sectarianism or partisan purposes. It is impossible for public dispensers of charity to be free from the suspicion of such partisan zeal, and the conclusion is forced upon me that the best and safest method of relief, considered both in its remedial and corrective aspects, is that method which is always at the disposal of the regularly organized associations.

The following resolution was adopted:

Whereas, The wise, tender and earnest Mrs. Jacobs has been taken from this world, and,

Whereas, By her noble deeds and kind words, we shall ever hold her memory dear, therefore, be it

Resolved, That we tender to her family our deepest sympathy in this, their great bereavement.

## CHARITY ORGANIZATION—ITS DUTIES AND OBLIGATIONS.

By Mrs. Izetta George.

The close of the nineteenth century witnesses the recognition of sociology as a science as never before. As a study it has been introduced into the best institutions of learning, and at the International Conference of Charities and Corrections, held last summer in Chicago, it was extremely gratifying to witness the serious attention given to the problems of philanthropy by learned professors and wealthy merchants, as well as the actual workers in charity organizations—all recognizing in it a higher specialization for the treatment of the dependent classes.

The aim of a relief society is to give material assistance to as many applicants as possible; that of a charity organization society to decrease pauperism. The methods of the latter often invite criticism; but it is not at all alarmed because it is accused of being scientific, nor dismayed by being opposed as cold and unsympathetic. It argues that severe remedies are the most efficacious in physical suffering; therefore, they must be the most efficacious in the treatment of social disorders.

Between charity organization and its opponents the conflict may be considered as expressed in the words of Carlyle: "Between the believer and the unbeliever—those who see man in all life the manifestation of a divine purpose, and those who see nothing beyond the tangible and material order about him."

Organized charity is the result of centuries of experience in dealing with pauperism, and the cities fortunate enough to support them realize the great benefit to be derived from a society which takes a stand for truth and courage, not claiming to give the poor

all they ask, but endeavoring, in every possible way, to persuade or force them out of a dependent condition.

The sociological ideal of this age differs greatly from that of the age which preceded us, and the ideal of the age which follows will, we trust, differ and improve substantially from that of our own. The problems of life were never more pressing nor more appalling—the cry of humanity never more bitter than now; but we see on every hand an unprecedented interest in all attempts to ameliorate the human condition, and those who consider themselves fit, realize they have a duty to perform to the unfit.

Private charity of a quarter of a century ago was largely indiscriminate and unorganized. It was impulsive, and gave without trying to remove the cause. It was selfish, and bestowed to relieve the giver of unpleasant sights and sounds; to purchase ease of conscience, and to buy one's neighbor's approbation. And so, philanthropists of to-day put a different version upon that injunction of Christianity which says: "Help others," and believe it means: "Help others to help themselves."

The essential requisites of organized charity are: Co-operation, investigation, registration, provident schemes, industrial enterprises and friendly visiting.

Co-operation, the foundation stone of charity work, must exist between all relief agencies, else those who need will be neglected, and others will, through fraud, receive help from all, each agency being ignorant of assistance given by the others. The very name of charity organization indicates a paramount purpose to bring about a union of effort between all those engaged in ministering to poor and unfortunate. In so far as this result remains unattained, its purpose falls below its theory and standards. Against the social problems of to-day, even united action must have a desperate struggle. It is useless for any individual, church or society, however sincere, to contend with them alone.

Personal charity is deprecated, because money is so often given as a sort of pension, the recipients becoming practically dependent upon their benefactors. Let us emphasize two facts in this connection.

First—It is the duty of alms-givers to use all possible effort to enable persons they are assisting to become independent of their aid. Unless this is done, the assistance is an injury.

Second—If, through old age, incurable disease, or other cause, self-support is impossible, benefactors often weary of the care of the destitute persons who have become wholly dependent upon their beneficence, and the poor, pauperized creatures are left in a tenfold worse condition than that from which spasmodic charity rescued them.

Not many people have the wit and will to give private charity in a helpful way; therefore, is it not better to intrust their gifts, if not to the treasury of a charity organization society, at least their charity to the direction of its central office, where agents and visitors are ever ready to investigate impartially every apparent case of need?

Thorough investigation is the fundamental principle of organized charity, and its records will show its necessity and value in the exposition of fraud. Prof. Peabody, in his excellent address at the opening of the last conference, suggested that the "whole life of large cities be laid down on a chart, with the nature of its population, its strata of social classes, and the various rocks, dangers and obstructions which hinder the movement of reform, all plainly indicated." Another very interesting chart would be one which would show what man's alms had done for humanity. It would be safe to say they had caused as much misery as they had relieved.

Registration seems to be the most obnoxious feature of charity organization work, and, we have no

doubt, retards co-operation while it should encourage it, from the very fact that it reveals indiscriminate alms-giving.

But, while we think, write and talk of our methods, we never for a moment forget that it is an impossibility to wholly discriminate between the worthy and the unworthy poor, without being able to furnish work. Fifty years ago Hugh Miller said that "the only righteous and practical check upon pauperism—the only check at once just and efficient—is the compulsory imposition of labor upon every one whom God has given, even in the slightest degree, the laboring ability." We know that work is not always and to all persons an inspiration; but it is an infallible test of worth, and it should be within the power of every charity organization society to give not only work, but training in it. No principle should, however, prevent the most generous treatment being shown those who are dependent, through sickness or distress, nor kindness to those thrown suddenly out of work. In our endeavors to assist the poor this winter, we have found ourselves almost helpless, because so large a majority of those for whom we could obtain employment were inefficient, unable to render service for which living wages were paid. We are not only pleased, but surprised, when we hear of one for whom we have found a position giving satisfaction. Those who are incapable of doing one thing well, but are forced to meet a future which means either self-support, the acceptance of charity, or starvation, have our deepest sympathy. Duty and self-interest call upon the citizens of every community to face the problem of the unemployed before it is too late. Prison reform is all very well; to rescue the fallen is a praiseworthy object; but it is infinitely better to keep men and women from falling. Industrial institutions which furnish training and work have proven practicable in a few cities—why should they not in all?

The machinery of no charity organization is complete without it embraces some "scheme" for the encouragement of thrift and providence among the poor, which, we realize, must be the result of long and patient work in the homes; and this suggests the complex question of friendly visiting.

No missionaries have done more towards elevating the moral atmosphere of the homes of the poor in Denver than the noble women of the kindergarten association, who have realized their opportunities in relation to the children, and we believe there are others with generous hearts and willing hands ready to be directed into other channels of usefulness.

One study of great moment in the evangelization of the family life is that of hygiene. Certainly it is a fundamental law in the work of modern organized charity, and we believe it depends more than we have hitherto realized upon hygienic conditions whether the poor rise above or sink with the submerged class. "The health of the people is the wealth of the state." It is estimated that over 100,000 deaths occur annually in this country from preventable causes. So let us not wait for the reconstruction of society, nor for any utopian scheme of relief, but avail ourselves of the instruments at hand, "which are given us to work with in this time, to struggle with evil, to bring out the good."

Charity organization is far from claiming that the problems of pauperism have been solved; nor does it stand forth as the one source from which all philanthropy springs. It recognizes in the church the controlling conscience of the social organism, and hails with rejoicing the widening bond between the two. It believes as Lavalye, a Belgian economist and author said: "It is beyond all doubt from the gospel that the movement for the emancipation of the lower classes has come." In the transformation of city life, morally and religiously, the charity organization society waits upon the church of

Christ. From within its pale must come the best talent for establishing personal relations with the poor. Such relations would be strengthened tenfold by the establishment of social settlements among the humble and ignorant classes, to which they could go socially, as friend to friend, knowing that their lives would be studied and understood, their limitations recognized, their ambitions honored, and their welfare a vital interest.

There is always much to perplex and discourage organized charity workers; but let us not lose faith that the "World as God made it is good, and life as God planned it a blessing."

## Reports of Boards of County Visitors.

---

### ARAPAHOE COUNTY.

By Mr. O. S. Storrs.

I hardly know what is desired in the way of a report. Our committee has reported fully on the condition of affairs in Arapahoe county to the state board, county judge and county commissioners, and I am glad to say that so far as the county institutions are concerned, our investigations and consequent report were very favorable to the present management of the different institutions. Our principal recommendation was for a new county farm with less acreage, with buildings to properly accommodate women and children, by this means enabling the commissioners to remove that class from the county hospital; also, cottages on county property for the accommodation of the insane who are temporarily confined here, awaiting accommodations at the state asylum, this last to be supported by the state, for the reason that the large majority of the insane throughout the state are sent to Denver for judgment of court, and, we are of the opinion, many times to get them off from the hands and books of other counties.

We think that our county institutions and care of the poor are conducted in a way to be proud of, and we invite all members of this convention to visit and inspect them.



Mrs. Kilham—We visited all of the institutions and found them in good order, and found them under the management of good men and women, and any suggestions which we should make, I think they would gladly grant the same.

#### BOULDER COUNTY.

Mrs. H. E. Williams,  
Mrs. Sarah W. North.

A committee from our board has several times visited the county house, finding as a rule, cleanliness and other sanitary conditions good.

There was a new matron appointed about two months ago, who seems well fitted for the position; kind and sympathetic to a degree unusual for one holding such a position. At present there are seventeen inmates. Reading matter has been furnished, consisting of magazines, papers, etc.

Our county jail has been well cared for by commissioners and the janitor of the building takes much pride in showing visitors through. There are no prisoners now. The building used for the confining of the disorderly (until in a condition for trial) is simply in a terrible condition; proper authorities have been appealed to, to have this remedied; up to date nothing has been done. But one case for correction has come before us, a boy of 13 was sentenced to Reform School until 21. Soon after his going a committee visited the school, found him quite well contented. Just here let us say the committee was courteously received by superintendent and assistants and shown through entire buildings and grounds. Immaculate neatness and order prevailed. There was no pains or time spared to answer all questions and give in detail any information desired.

#### FREMONT COUNTY.

By Mrs. M. W. Blake.

Our board is composed of six busy citizens, who, recognizing the move in appointing "County Boards" of Visitors to be a step up-

ward and outward, have complied cheerfully with the request to visit the county institutions and report their condition from time to time to the "State Board of Charities and Corrections."

Our members agree that visitation, with a view to reporting conditions, remedying existing imperfections, by creating public sentiment demanding reform, and showing to the unfortunate paupers and prisoners they are still in touch with the throbbing heart of humanity outside, is progression.

The work was so new to the members of our board, we find even the little experience we have now is pushing us gradually on the right track, where we hope to bring about, in one little corner of Colorado, results which will say: "The 'County Board of Visitors' is not a 'dead letter' but an active, helpful organization."

Our committees have visited the county jail, the county poor farm and the calaboose at Canon City.

It is the opinion of all that the present jail is not a healthful place, being in the basement of the court house, with small windows, high up from the ground, barred and then covered with heavy perforated iron plates, which obstruct light and air to such an extent, as to render living in such quarters for any length of time, injurious to health.

A murderer was released, on bail, from this jail not long since, on a certificate from his physician, stating that his health was breaking down in such quarters.

There are two cages, in which unruly prisoners sleep; these cages open into a narrow hall, which depends for its ventilation on one small window, about ten feet from the floor, barred and covered with a perforated iron plate.

The air in these cages must, of necessity, be very foul.

The jail cannot be remodeled, as it is underground. If the iron plates were removed, a freer circulation of air would be gained; but our sheriff

says if this were done, whisky, knives, files and pistols would be passed in to the prisoners, from the street. (The jail has no yard; it opens directly on the street.)

It is recommended by our board that a new jail be built, on approved plans, on the ground in the rear of the court house.

The poor farm is situated about four miles from Canon City. It has ample grounds; is in a beautiful locality, and is well adapted for the purposes to which it is put.

Our county has few paupers, most of those now at the farm are old men without families.

A little boy, David Kissell, who has been an inmate for several years, because there was no other place provided, was brought to Denver by a committee of our board and placed in the Working Boys' Home and School.

The boy is about ten years of age. His father is a very old man, who will soon be a charge on the county; his mother was a young Italian woman, who died soon after the child was born.

He has been a despised, abused, neglected child from his birth.

Our board trusts the measures now taken will give this little waif a chance to grow to be a useful man.

There are several improvements which we hope to have made in the calaboses of our county. We have furnished some reading matter to the inmates of our jail and poor farm for which they are always grateful.

We recognize the fact our work is only "a grain of mustard seed" as yet, but we hope to see it grow into a great tree of beneficence, sheltering and comforting the darkened lives.

Mr. Harrington—I would like to ask if the health officers have not a great deal to do with that?

Mr. Appel—Yes, sir; I think they have.

## LAKE COUNTY.

By Mrs. A. E. Johnson.

The Lake county board of visitors of charities and corrections beg leave to report as follows:

A committee of this board visited the Lake county hospital and poor house on February 27, 1894, and found it in good condition.

There were twenty-three inmates, nine of whom were being treated for drunkenness.

Said committee also visited the city and county jail, and found the bedding therein very unclean, and the ventilation of the place very poor and imperfect.

This committee also visited St. Luke's hospital and found it to be in good condition as to cleanliness, but we believe the ventilation of the rooms could be very much improved. We believe, also, that the interior walls of this and every other hospital should be painted or calcimined instead of being papered. This hospital contained only one patient.

St. Vincent's hospital also was visited, and was found to be clean and well ventilated. There were twenty-two patients.

This board believes it necessary to again suggest that Lake county should provide a more appropriate place for female inmates of the jail, the place now used for that purpose being on the top of an iron cage, and very poorly ventilated.

This board recommends that a police matron be provided.

Mr. Ferguson, of Larimer county—We have visited the county poor house and jail and they seem to be in a good condition. The jail is in excellent condition, clean and nicely kept. The county poor house is also in good condition and in excellent hands. I will say that it would be impossible for us to have this poor house in the condition it was at one time.

## LAS ANIMAS COUNTY.

Your board for Las Animas county submit the following report:

1. That St. Raphael's hospital is in every respect what it should be according to law, as observed March 9, by Mrs. Samuel Brown and Mrs. Edward Nurdier, members of our board.

2. The police prison is not a suitable place to hold prisoners, being a damp basement room, though a good fire is kept and the food sufficient, that an order is now in force that no woman be held there, but a place in the county jail above stairs has been secured.

3. The county jail is sufficient in every particular for the safe keeping of prisoners, that the cell room has at times been too cold, that a large furnace is now being placed to remedy this defect, that complaints of insufficient bathing facilities have been substantiated by only a few prisoners and so also in regard to food; that the food is sufficient and well cooked, being served twice per day; that the walls are soon to be cleansed and other health facilities appointed; that religious services are held in the corridors of the prison each Sunday afternoon, all the doors being thrown open and temporary seats furnished by the officers of the prison, every attention being given on their part to make the service such as is desirable.

4. Our present knowledge of the county poor farm is derived from a report of one of our county commissioners in February.

At that time several complaints were made, more or less serious, but that they have now been remedied is apparent from the fact that the commissioners have let the farm to the same lessee for another year.

Mrs. Sperry—We have visited various institutions in Pueblo. The justice of the peace seems to be very anxious to have us come in the courts

when women and children are to be tried and they are very particular about that. I remember one instance of a girl being tried to go to the Reform School. She was not what you would call a bad girl, but she got incorrigible. I investigated the case and gave the girl work and I went to Judge Willard and explained the case to him. I know that is where our board did some good.

Mrs. C. S. Hawes, Weld county—I did not know that we were to make a report. Our board did not succeed in having our board meetings until the 15th of November. I am not chairman, but had to take the duty of chairman. I would correspond with this one and that one, and ask them if they could be present, and the answer would be, "Put it off until next week, and then I can attend." We succeeded the 15th of November. We have not been able to get them together except for two meetings. Our county jail and the county hospital and county poor house are one and the same. I hope things will be better the next time I come to the convention.

---

Afternoon Session.

### THE KINDERGARTEN.

Mr. Fred Dick—For two days we have given careful and intelligent consideration to subjects of vital interest to the state and people. We now come to a subject that seems to be the key to all of the remedies and it is our purpose to remedy all difficulties throughout the state. I think that the kindergarten system is the one means by which more good can be accomplished than by anything that has yet been proposed. There is no reason why the kindergarten should be considered solely a charitable purpose. A man said to me some days ago that the kindergarten is adapted only to the very rich and to the poor in the bottoms.

He employs a private teacher for his child. The kindergarten is the one gathering where children assemble upon an equality, no rich and no poor, no high and no low, all are considered alike and receive the same treatment. The ladies are to be congratulated in the movement which they are taking in this state to make kindergarten a part of the public schools.

This afternoon we propose to give you an example of the exercises used in the kindergarten. We have here a class of twenty-four little ones from one of the kindergartens of the city, who will entertain you for the next fifteen or twenty minutes.

Some five years ago I was at a meeting of the directors of this city, when the subject of kindergarten came up and after discussion there was one gentleman in the party who advocated it strongly. After he had listened to the objections of the others, he was satisfied that he would not be able to convert them to his ideas and he said, gentlemen, wait and in four years time you will all be with me.

---

## EDUCATIONAL ECONOMY.

By Mr. P. W. Search.

The subject upon which I shall base my remarks this afternoon is educational economy. This is an age of economy, but the economy concerning which I shall speak pertains to something more important than dollars and cents. It involves the life of the child and therefore comes distinctively within the province of the consideration of this convention.

Permit me to present to your attention a picture of school life. It is the picture of the child at the age of six years beginning his school life. Now the difference between this child and the most perfect man is the difference made by education; and hence,

everything that will economize his time and expenditure of energy is of vital importance. The child as he enters school is nothing but a child, needing direction at every step of his work, and yet he is placed in a room of sixty pupils. The student in the high school has acquired the habit of independent thought and has the ability within himself to do work, and yet is placed in the class of comparatively small numbers; but this child of six is lost in the mass.

The result is, instead of continuing the normal condition of activity, he sits waiting a good part of the time for the attention he individually needs and thus is engendered that passivity which robs school life of its vigor and efficiency. During the progress of this convention you have been considering the needs of the criminal classes confined in our penitentiary. We lift our hands in horror at thought of the small cells and crowded accommodations often characterizing institutions of this kind, and yet the unthinking public has nothing to say of sixty to seventy children crowded together in a small school room to be taught by one teacher who under such circumstances can do little more than kill time. I think this one of the greatest mistakes ever committed, utterly inconsistent with the principles of true economy.

Again, the child needing so much, living a school life that he cannot repeat, is frequently under the care of a teacher unqualified to teach. In every larger community are teachers to whom the superintendent would not intrust his own child; but the conditions of the community and the lack of discrimination peculiar to modes of appointment, make it impossible to free the schools of just such teachers who frequently maintain their places year after year. In consequence of this, and the crowded condition of the room, the loss to the child in the progress of school life is accumulative. The loss compounds itself, and so it is that the child giving his



time that should bring to him the priceless education, must be confronted by these conditions that frequently block his advancement and progress.

Economy is a jewel indeed, but the great thing to be economized is the child's time—the child's life. The popular conviction is that a year in a man's life is worth a thousand dollars but the value of a child's year is measured by a few dollars and cents. Shame on such a construction. The loss of a year from a child's life is as great as the loss of a year from a man's life, and may be much greater. In the high school where the class is small we procure the best teachers to be found at salaries of fifteen hundred dollars and more; but the quality of the one who is to teach the large school of little ones is measured by what fifty to sixty dollars will bring. Why is this the case? Because the high school pupil is old enough to know good work and will arise against incompetence and inadequacy; but the little children do not know any better, and hence this enormous injustice and imposition. Our high schools are none too good, but in the interests of every principle of justice and equity we must provide consistent opportunity for the little ones whose school days may never pass beyond the opportunities of two or three years.

In our schools there must be more conservation of the child. This is an age of many studies. We teach reading, writing, arithmetic, grammar, history and geography; but forget that which we should teach is the child. The need of the day is for scientific instruction, for the teacher who shall see first the necessities of the child and then bring to his education everything of help in the lines of studies and the realm of knowledge.

Our schools must provide for the individual. His interests must not be lost in the mass. To that end there must be opportunity for individual work, for individual progression. We are apt to plan work for the average, overlooking the individual. Because of

this the school system has become too much a thing of mechanical excellence. There was a time when necessities called for the gradation of schools, but the demand now is for flexibility, that the school may fit in and about the individual. The school must be for the pupil and not the pupil for the school. Hence, there should be a readjustment and adaptation so that individuals may still be individuals. They should receive from the discussions and findings of each other; but, at the same time, no one should be held back because somebody else is dull, or pushed forward because somebody else is bright. This is possible, even in the public schools.

Again, time should be economized by giving the child something to do. I am quite sure there is a great deal of work required in public schools that has but little value. This is the case in my own schools and no doubt it is the case in others. In part this is the fault of supervision, in part because the lack of scientific instruction, in part from the conditions of the community. Work of this character, and there is much of it, should be eliminated, thereby permitting opportunity for enlargement and enrichment of the work. When we consider how little is really done in some of the grades of school work, surely we must feel the necessity of bringing to the children more productive exercises. Everything in the realm of opportunity should be brought to the door of the primary school. Before him should be the pen avenues of every department of inquiry and thought. We are ever inclined to underestimate the ability of the child's grasp. I think one of the prettiest lessons I ever saw was in a first primary school where the children of six years of age were busy in a lesson on chemistry. It is wonderful what a child will do when we give him a chance. Hence it is, I say, let us give him something to do. There should be no department of work in the university that is not anticipated in the primary school.

For another principle in educational economy do I stand and that is in better provision for physical health. What a glorious thing is physical health! Never should school life stand in the way of its realization, but rather conduce more perfectly to such desirable end. Therefore I hold to shorter hours of labor. No one expects a man to work all day and then through several hours of the night. Why, then, should we expect more of a child of growing needs and immature thought. The hours of session are the legitimate hours for work. During that time should the child's work be concentrated. He should be trained therein to better habits of thought, and the outside hours left to recreation and the many other demands of life. Unhappy is the school plan that appropriates to itself every moment of the child's life. Such a condition can only obtain in one thing and that is, loss to the man of later years. Now, I do not hold to less results, but to more, because of the economizing of time and energy and the accomplishment of all work under circumstances of good health and consequent better habits of thought.

The principles of economy should be applied to motives. This means pupils must have no motive or incentive, excepting that arising from love for the work itself and from doing work because it is right. The recognition of work by per cents., rewards, rankings and other discriminating honors is false to every principle of true education. Thereby the pupil is taught to work for a selfish and unnatural end. He is built up by a system of false incentives, so that when his educational career is ended he ceases to remain a student. Beyond that, the characteristic of all such barbarous plans is over-tension and over-pressure. This means physical, mental and moral invalidism. Would that the time were now here when teachers might arouse to the importance of better methods and to the realization of better educational results.

So it is I stand for economy in school management and school practices. The pupil who brings to the school room his precious time gives us something for which we should make adequate return. To cause him the loss of a year or more of time is a fearful responsibility. And yet our public schools, because of over-crowded condition, lack of adequate equipment, inefficient teachers and unhappy adaptation of methods are doing this in every community. Let us arise to the fact that no school can rise higher than its constituent people and there is a higher necessity of economy than that which belongs purely to the realm of dollars and cents.

Mrs. C. E. Dickinson—I would like to have you take a class of twenty-five or thirty and show and outline a course of study, from kindergarten to eighth grade.

Mr. Search—Things that I could show you, perhaps, can be very well explained. I do think it is possible to consider the individual for the number spoken of, as high as twenty-five. I do think that there are some schools with as many as fifty. We are not doing as we would if the school was smaller. I should not want the idea to prevail that we have no examinations, for we do have. I should not want the idea to prevail that we have no illustrations, for we do have illustrations and examinations. We do try to entertain the pupils; we try to interest them on account of the nature of the work. The teacher passes from pupil to pupil, and assists and tries to make them better able to work for themselves. While one is active, the rest are active. I am speaking of my own school. Compare this with the work that has been done before. They call the attention of forty or fifty. One would be called upon to recite, and the rest would be waiting; two or three would be active. The one that was up reciting certainly would be active, and probably two or three would be interested. But in this, while one is reciting, the rest are busy; there

is no waiting. We think there should be no school books taken away from the school, and from the short hours of the work, we feel that they do more work than they did before. Although we believe text books are of great value, we believe that they should be kept in the background; and I think we have less regard for the text book than we did before.

Mrs. Scott Saxon—How are the pupils to be made thinkers if you do not use text books?

Mr. Search—The book is of very great value; but we must be very careful that we do not lead the child to think that the book is the “great I am.” We believe that the books should be used as a guide and as a help, but we do think that the books should be kept in the background.

Mr. William F. Slocum—It seems to me that the question that we are all trying to solve is, how we can keep the child from learning wrong. We must not say to the child, “You must not do this, and you must not do that,” but the child must be guided and directed. I think that the kindergarten is one of the best moral training schools that can be obtained. You do not say to the child, “You must do this and that.”

Mr. Dick—When the State Normal School was established at Greeley, it was the object of the members of the board to lay a foundation that should be practical enough to cover all of the phases of the teacher’s profession; and in order to accomplish that, it was necessary to have minds large enough, and with views broad enough to comprehend the educational system, from the kindergarten to the high school, or even a college. The professional teachers of the state, and those who are interested in education, believe they have such a man at the head of that institution. I have the pleasure of introducing to you the president of the school.

## THE KINDERGARTEN AND PUBLIC SCHOOL.

By Dr. Z. X. Snyder.

There are many conflicting notions in regard to education, and educational, charitable and reformatory institutions. But there are a few propositions upon which we can all agree. One among them is, that the supreme end in education is the development of the ethical, or spiritual nature of the individual.

Now, it seems to me that the most profound factor in accomplishing that end is the kindergarten. I believe firmly that the kindergarten is bound to be the greatest moralizer in the state. It is bound to be the greatest Americanizer.

I am at a loss, when I look on a lot of little children in a kindergarten, as to why there should be a single objection to it. There is no profanity there. The language is choice. There is no general rudeness there. Everything that is said and done tends to mellow and harmonize. All that is said and done tends to make the child better. It is a real garden, where spirits germinate and grow. Why should any one object? It supplements the best home. It takes the place of the poorest home in a degree. Whilst we believe that the home is the most profound and sacred element in our civilization, yet we believe that this sacredness can be strengthened and utilized by the kindergarten. An objection that is often urged against the kindergarten is, that we cannot get well prepared teachers. Had we waited on well-prepared teachers, it is doubtful if ever the public school system would have been established. Before people prepare themselves to do certain things, there must be a demand for them. Make the kindergarten a part of the public school system, and prepared teachers will follow.

In the embryo human mind there are inherent energies. There is a developing energy which tends

to enlarge and intensify the mind—a growing energy. There is an energy which tends to unfold the mind after a particular type—hereditary energy. These energies in the human mind are well illustrated by the acorn. In it is an energy which tends to make a tree—the growing energy. In it is another one, which tends to make a particular kind of tree—the oak—hereditary energy.

We find another power manifesting itself in the child—a volitional energy; that energy out of which comes the ethical life.

These energies would lie dormant were it not for the external world. As potentialities, they become manifest through externalities impinging upon the senses. Now, the child's experiences come directly from nature. The little child enters school knowing something of plants. It has observed the growing, blooming plant. It has observed the colors of leaves and flowers. It, in short, knows some botany. It comes to school with some knowledge of the animals—domestic and wild. It has observed their size, color, form and habits. It knows something of zoology. It comes to school with observations made upon the rocks, ground, and natural features of the earth about it. It knows something of geography, mineralogy and geology. It comes to school with a few facts pertaining to the moon, sun and stars. It knows something of astronomy. This little child has some space notions, which it gets in studying the shape and form of objects. It has some notions of size. It has some notions of the order and number of objects. In fact, it comes with elementary notions of geometry and number.

The little child, before coming to school, has associated with playmates and the members of the family. It has learned to love them; it has learned to rejoice with them; it has learned to sorrow with them. From the above we observe that the child has experiences which it has gotten from nature. These experiences constitute in a large measure its knowledge.

We also observe that the child has notions which it has gotten from intercourse with its associates. This intercourse develops its disposition toward individuals, or results in sympathy. In the education of the child, therefore, we start with its experiences and its sympathy.

This leads us to the conclusion that the very heart of primary work, or of the transition class from the kindergarten to the primary school should be science and literature. These should be centers around which all other objects should be concentrated. Hence, for the development of the little child's intellect, appeal to science. For the cultivation of its heart, go to literature.

Again, we should ever remember that there is but one standard of morality toward which we should aim—a single standard for boys and girls. A boy should be brought up as pure as a girl. It is a heresy that the standard of morals should be different for the two sexes. The kindergarten will, and the public school should, aim to bring about this single standard.

The pedagogical principle that the will is reached through the intellect is no better exemplified than in making the center of instruction in the kindergarten and the public schools, science and literature. On this principle the transition from the kindergarten to primary school is easy and natural.

Mr. J. Warner Mills—I desire to speak of this, because it belongs to the sympathies of the State Board of Charities. I think it likewise belongs to all who are interested in the unfortunate, and all who are interested in the poor. What does the general public expect of the teacher? The teachers know not; but they are sure they are getting what they expect. What I think the people desire, and what the people demand of the teacher, is high manhood and high womanhood. But what we want is noble men and women. Beginning with the kindergarten, and



going through sloyd, we expand manhood and we expand womanhood. I think we want this education, so as to draw out the soul powers, and so as to draw out the noble powers of the people. In regard to crime—especially the crime that is committed by forgery. This crime is only done by people that are educated. There is a bank scheme, in which they will make their millions; and they think, “What are the chances; will I get behind the bars?” We want manhood and womanhood that is placed before the state. That is a human imposition—a respect that will maintain composure and make society high, whether there is a scheme, or whether there is a statute behind it. We have with us a member of the State University; we are glad to have him here, and I want him to take a hand in this work. We expect him to take a hand in it. This system of kindergarten, and the sloyd, is one of the grandest things to elevate the human soul, and I want to see every person in the state work shoulder to shoulder, and see if we cannot build up our institutions of the state, including our educational, penal and reformatory institutions.

---

#### Closing Session—Evening.

A paper on the pardoning power by Mr. J. Warner Mills was read but has been misplaced.

---

#### CAPITAL PUNISHMENT.

Hon. David Boyd.

Whenever the question arises as to which of two methods it is preferable to pursue in dealing with a certain department of human affairs, it appears to me wise not to ask what has been the custom of mankind in this respect since the remotest times, but in

what direction is the tendency of practice as man is progressing from a state of barbarism towards that of a more perfect civilization. To answer for us this question, it appears to me, is the chief value of historical research. So, then, let us ask history what is the tendency towards the total abolition of the death penalty, as we follow down the ages of the progress of man?

It will readily be granted that a growth in civilization has as one of its indispensable components, a growth of the finer sensibilities; a broadening and deepening of the sympathies, accompanied by a concomitant dying out of the spirit of revenge, and the very capacity of being able to receive pleasure in witnessing pain inflicted on another. Hence, *a priori*, we are led to believe that severity of punishment will decrease as civilization advances.

This is substantially borne out *a posteriori*, but the progress in legislation may not, and seldom does, keep even step with the progress of general sentiment. In republics, where the laws spring more directly from the will of the people, we will expect to find a closer relationship than in absolute monarchies, in which the sentiment of the ruler may be either in advance or behind that of the people. We find proof of this in the ancient republics of Greece and Rome. In the former, as it grew in refinement, banishment instead of capital punishment was the usual penalty, and at the close of his illustrious career, Pericles, the man who was for fifteen years at the head of affairs in that state and in that age from which Greece derived her highest glory, was able to say that the highest satisfaction he derived from a review of his life was, that through no act of his had any citizen of Athens had occasion to put on mourning.

Rome, as a republic, attained her acme of greatness during the lifetime of Cicero.

By her armies she had brought under her sway every country that touched the Mediterranean, and

laid the foundation of that jurisprudence upon which rests that of every modern civilized state. For more than two hundred years, under the Porcian law, at the close of the republic, no Roman citizen had suffered death through the agency of a judicial sentence. Her greatest orator, statesman and man of letters, above named, thus glories in the clemency of his country:

“Far be from us the punishment of death—its ministers, its instruments. Remove them not only from actual operation upon our bodies, but banish them from our eyes, our ears, our thoughts; for not only the execution, but the apprehension, the existence, the very mention of these things is unworthy a free man—a Roman citizen!”

We may instance as examples of the clemency of despotic rulers being in advance of the civilization of the country they ruled, those of the Empress Elizabeth, and Catherine II., of Russia, both of whom abolished the death penalty; a fact which Sir William Blackstone says was not attended by an increase of homicides in Russia.

We all know how executions increased under the bad Roman emperors, and decreased under the good ones, irrespective of the status of the civilization. or, indeed, the laws they were supposed to be administering. But in general it may be said that the crimes for which men were put to death kept on increasing as the old pagan civilization declined, and that its conversion to Christianity did not arrest the decline, while it greatly augmented the list of capital crimes. Assuming that persecution for religious opinion was about equal in Rome of the successors of Caesar, to that of Rome under the successors of Peter, we have added to the latter period the execution, in a great variety of ways, of witches, wizards, and all supposed to have dealings of any kind with his satanic majesty.

The extent to which at times these executions for an imaginary, and to us impossible crimes, went, may be appreciated when we learn that in one year in Italy, in the province of Como alone, 1,000 witches were put to death. Nor were these executions much abated by the advent of Protestantism, as both Luther and Calvin believed in them, as did all the other leading reformers. They believed even more sincerely in the infallibility of the Bible than the adherents of Rome, and we know what that book had commanded to be done with witches. So we find that an English parliament, in which sat Lords Bacon and Coke, passed the following law: "To punish with death whoever should evoke an evil spirit, or consult with, covenant with, entertain, employ, feed, or reward an evil spirit."

We all know what happened in New England to witches, under Puritan rule; and it is known that Richard Baxter, the illustrious English Nonconformist, was in full sympathy with his brethren in America on this matter of hanging witches. I know not when this law was abolished in England, but the last execution took place in that country in 1712, and in Scotland in 1722, to the great regret of some of the clergy of the latter country. One of the last defenders of the belief, if not of the scripture penalty, was John Wesley, the founder of Methodism. He says, in his journal of the date 1768: "It is true that the English in general, and, indeed, most of the men of learning of Europe, have given up all accounts of witches and apparitions as mere old wives' fables. These men are not only in direct opposition to the Bible, but to the suffrage of the wisest and greatest men of all ages and nations. They very well know, whether Christians know it or not, that the giving up of witchcraft is giving up the Bible."

It can be seen how great the number of executions was in Europe, even in the sixteenth century, for crimes imaginary or real, when we learn on the

authority of Sir Samuel Romilly, in a speech made in parliament, that during the reign of Henry VIII. in England there were on an average, 2,000 executions a year, making, during the whole reign, the aggregate of 72,000, or about as many persons as were at the battle of Gettysburg on the Union side; and we must remember that the population of England was not then more than three millions, which would, for our state, be a list of 300 executions, or about half our entire state prison population, per annum.

England, with all its boast about the benign influence of Protestantism, at the beginning of this century, had the most brutal criminal code of any European state. According to the charge of its most eminent jurists and statesmen, there were at that date 160 offenses for which men were to be hung. When, in 1808, bills were introduced in the house of commons by Sir Samuel Romilly, to abolish the death penalty for stealing from a dwelling house to the value of forty shillings, and from a sword to the value of five shillings, and when these measures finally reached the upper house, they were opposed by the leading legal luminaries of that body. Lord Chancellor Eldon made a speech against them, with whose views all the judges concurred. In it he said: "If the present bill be carried into effect, then may your lordships expect to see the whole frame of our criminal law invaded and broken in upon. The public of this country, I submit, ought to know in what the criminal code of this country consists, so that your lordships may not, time after time, be distressed with such discussions as the present."

His lordship was right in the respect that the passage of these bills was to be the entering edge of the wedge that was to transform gradually the whole of England's barbarous criminal code, until now, practically, people there are only hung for murder in the first degree, although I believe the statute books are not cleaned to quite that extent. In the other predictions his lordship made he was

wholly wrong, as there was in the years that followed their repeal, a diminution in commitments for the crimes made non-capital while there was an increase in those that continued capital. England was remarkable in having for so long a period, her laws behind the enlightened sentiment of the public at large, but more especially of her most enlightened statesmen and men of letters. Her laws were kept there by that body of her hide-bound, conservative men belonging to the bar, the bench and her church, who formed the bulk of her hereditary upper house. At length juries could not be found to convict and when they did, executive clemency was invoked, usually not in vain.

This is the test of whether the law is behind the age, when juries who are supposed to represent the sentiment of the people at large, generally refuse to convict. Canning, in the British parliament said, "It is in vain to suppose that jurors will enforce laws that are repugnant to the best feelings of our nature;" and Sidney Smith said, "The efficient maximum of punishment is not what the legislature chooses to enact, but what the great mass of the people think that maximum ought to be."

Tried by this canon, where does our statute for capital punishment stand? I am informed that of 1,200 jurors drawn in this city to try the Dr. Graves case, 1,100 declared on oath that they were opposed to capital punishment.

It further appears that in the United States, the number of executions to commitments is steadily decreasing. In 1882 the rate was eight per cent. Ten years later it was only two per cent. Meanwhile, during these ten years, homicides increased 400 per cent., while the population only increased twenty per cent., showing that unexecuted laws of extreme severity do not deter men from but rather encourage them in crime.

The greatest general change that has taken place in the civilized world during the last few years

in regard to executions, is the substitution of private for public; and painless, instantaneous deaths for slow, excruciating ones, as was the ancient custom. It is now quite generally held that the brutalizing, degrading effect on the sensibilities of the masses witnessing painful death inflicted, cultivated these qualities of our nature that make men fit and willing instruments to commit homicide, and that this cultivated evil tendency is more than a set off to the deterrent influence of the fear of a like fate.

We are further led to believe that the known uncertainty of convictions with a statute providing for the extreme penalty of death, is less of a deterrent than a statute providing for life imprisonment which would lead to more certain convictions.

While these altered views as to the best method of treating criminals so as to lessen crime are largely due to the progress of culture in general, they are especially due to the efforts of leading men who have profoundly reflected on these matters.

To Beccaria, a nobleman of Milan, is due the credit of having written the first treatise against capital punishment and it still remains a classic on this subject. Before him his countryman, the learned jurist Vico, had taken the same view in his treatise on the "New Science of Jurisprudence," as did also his contemporary Fillangieri.

In France, we may mention the names of Montaigne, Montesquieu, Voltaire, Turgot, Louis Philippe, Guigot, La Fayette and Victor Hugo.

In England, Bacon, Coke, Sir Thomas Moore, Blackstone, Sir Samuel Romilly, Lord Brughm, Lord John Russell, Earl Grey, Jeremy Bentham and John Bright.

In America, Benjamin Franklin, Edward Livingston, John Q. Adams, Charles Sumner and Thomas B. Reed, the leader of the Republican party in the House of Representatives. To these might be added the names of half the governors of the several states.

As to the progress of nations in abolishing capital punishment, it is to be said that Holland, Belgium, Switzerland, Portugal and Roumania have now purged their statutes from this stain of blood and without any apparent increase of homicides. The grand duke of Tuscany, of which state, Florence is the capital, and in which started the revival of letters, science and arts, abolished it more than a century ago, and it is practically still extinct in that Italian state.

The United States, so far as federal legislation is concerned, is far in the rear. On the statute books of Congress are sixteen offenses for which death is the penalty in the civil courts, twenty-two in naval courts martial and twenty-five in army. It, however, is a curious fact that no execution has taken place in the navy since 1849, while in the army, during the war of the rebellion, there were 267 executions, and yet it can be asserted without fear of contradiction that the discipline of the navy has been maintained at as high a stage of efficiency as that of the army, and the commander-in-chief of the latter, General Scofield, is of opinion that capital punishment for all offenses in the army might, with safety and profit to its morals, be abolished.

Of the states, Michigan took the lead in this matter, as she has in the higher education in the northwest. She abolished it in 1847. Wisconsin followed in 1852 and Rhode Island in 1853. Iowa abolished it in 1872, but upon revising the code six years afterwards, she partially restored it, now leaving it with the jury to sentence to death or life imprisonment for murder in the first degree. Maine in 1876 abolished it but in a fit of excitement over the murder of a keeper by a life prisoner, she restored it for four years but again abolished it in 1887 by a vote of two-thirds in one house and three-fourths in the other.

So far as can be observed, there is no increase in homicides in the states which have abolished it, nor



is it true, as is usually declared, that more lynchings take place in states which have abolished the death penalty. Of the total number of hangings in the United States for the ten years ending 1892, 518 were in the Northern states, and 728 in the Southern; of lynchings, 426 were in the North, and 1,150 in the South; showing that excessive judicial hangings and excessive lynchings go hand in hand, and are both the result of inferior culture and strained social and race relations.

From a wide survey of the whole field it seems to me that we are irresistibly led to the conclusion that the decrease of this class of crimes can only result from the progress of society at large in the direction of a more general and thorough education of both head and heart, softening the manners, cultivating the gentler affections, quickening the sympathies, augmenting the disposition of helpfulness, and putting the intellect at the helm of the activities, instead of the passions of hate, malice and revenge. It is to me, however, extremely doubtful if improvement in the merely physical conditions of life tends to lessen the number of homicides. During no other decade of the history of this country would the wages of a laboring man purchase so many of the material good things of life as the one ending 1892; and we have seen that during this decade homicides increased 400 per cent., while population only increased 20. I think there is abundant proof for the proposition that an increase of wages and leisure for the great masses of men destitute of the culture of both head and heart, leads to greater excess in the indulgence of drinking intoxicants, and in the practice of gambling, the twin sources of more than half of the homicides. The murder committed by the Italian Arata, and the brutal lynching following as a consequence, were direct results of the saloon. And yet, I doubt not the people of Denver would gladly endure several of such occurrences yearly, rather than give up the quarter of a million dollars that yearly go into its treasury

from saloon licenses. So, it appears to me, you had better, also, have the General Assembly abolish the state laws against gambling, since you laugh at the very idea of enforcing them. In the opinion of the business men of this city, the idea that these laws should or could be enforced, is one of the freaks of Governor Waite that would justify his arrest and trial for insanity. The insistence by the business men that the laws against gambling shall not be enforced, is the real cause why last week, your cage of unclean birds, your roosting place of gamblers—the city hall—came near being shelled by the state militia. That consummation which seems so devoutly to be wished by the business men of Denver, viz: of being able to protect and regulate gambling, might be effected by a change in the city charter, which, I understand, is to have another reconstruction next session, without altering the gambling law for the rest of the state. Business men of Denver ought to have the courage of their convictions, and have the laws made conformable to what they desire to practice, and then when they happen to have a crank for governor, who is so absurd as to believe that laws were enacted to be executed, they will be freed from the danger of civil war, which was so imminent a week ago Thursday.

It may be said that in this state we are on the verge of abolishing capital punishment practically in more ways than one. Through the leniency of juries and the clemency of the executive, only six victims have been hanged since the law enacted five years ago made it the duty of the warden to do all this business at the state penitentiary. This only goes to prove that the statute on this subject is deemed by the average juryman too cruel—and the average juryman that consents to sit on a murder case is there because an unusual hardness of heart and general stupidity allow him to accept the place. But when the judge and jury have in rare cases convicted and condemned to the scaffold, the executive is assailed

to undo their work. Judge Porter, professor of law in Alabama University, says: "As a judge, I have condemned a convict to death only to besiege the executive several hundred miles away from the court to obtain his pardon." We all know that this is quite the usual practice; but all has been done in order, according to the statute in such cases made and provided, which we must therefore concede is out of harmony with the enlightened view of a humane judge.

As this is now the business of the prison warden, it may be well believed that if of a humane disposition, as all wardens ought to be, he will add his supplications to those of the judge for a pardon or at least a postponement of the sentence until his term of office expires. There is one man named Tyson, of whose case the warden informed me last week, that appears to me most pitiful. He is in the prison under sentence of death, now over three years, awaiting some action or other of our supreme court. He is kept in a state of horrible suspense and says that he would prefer to learn that the sentence was to be executed immediately rather than to be thus from year to year kept hanging on the brink of doom. He is without money or friends, but of course this cannot account for the delay of this august body. However, it is a very generally received opinion that next to none are hanged nowadays but the poor and friendless.

Influenced by the tendency of human progress in this direction and the condition of public opinion in this state, and encouraged by the advice of the incoming governor, there was initiated a movement towards this end at the commencement of the last regular session of the general assembly and the writer introduced in the senate a bill drafted by J. Warner Mills, for the total abolition of the death penalty. While nearly two-thirds of the members were in favor of abolishing capital punishment provided their substitute punishment was adopted, it was possible only to get one more than the constitu-

tional number on third reading on the bill as amended. Some were in favor of life imprisonment at hard labor, while a few insisted on alternating with hard labor, periods of solitary confinement. As it finally passed the senate, it provided for alternating these modes of punishment every thirty days. It was lost in the house through the indifference or at least inaction of the member to whom its management was intrusted, as he did not speak upon it when it was up, and was absent when the vote was taken. Let us hope that a bill introduced at the next session will share a better fate and that Colorado will then place herself in the van in this humanitarian movement.

I had hoped to be able to cite more at length from the speeches or writings of the many eloquent men who have advocated this reform. But the time prescribed for the reading of this paper has already been exceeded. However, I beg your further indulgence to finish with a quotation from a speech of Victor Hugo, made in court in defense of his son who, in a paper he was editing, had spoken disrespectfully of the guillotine. Before making the citation I feel it my duty to acknowledge that I am indebted for much of the matter of this essay to a printed speech of General Newton Martyn Curtis, of the state of New York, delivered some two years ago in the federal house of representatives.

Now follows the eloquent words of the man who was brave as a lion but tender as a woman.

“Gentlemen of the jury, in Spain, the Inquisition was once the law, but for a long time even in Spain, there is want of respect for the Inquisition. In France, torture was once the law, but here there is no longer respect for torture. Cutting off the hand was once the law; well there is everywhere lacking respect for the cleaver. Branding with the hot iron was once the law; but there is, it must be acknowledged, lacking respect for the hot iron. The guillotine is still the law and I am wanting in respect for the guillotine.”

Look you, Mr. Advocate General, I say it without bitterness, you defend not a good cause. In vain your efforts; you wage an unequal conflict against the spirit of the age, against a softened sentiment, against progress. You have against you the innate resistance of the heart of man; you have against you all the principles beneath whose influences France speeds on, and makes the world to speed; the inviolability of human life, fraternity for the poor and ignorant classes, the dogma of amelioration that takes the place of the dogma of vengeance. You have against you all that enlightens reason; all that vibrates in the soul, philosophy as well as religion; on the one hand Voltaire, on the other, Jesus Christ. In vain your efforts, in vain the efforts of the partisans of capital punishment, and you see that I do not confound society with them. They cannot inspire with respect the old law of retaliation; they cannot cleanse those hideous texts on account of which for so many ages the blood of slaughtered human beings was made to flow on the scaffold.

---

## NON-PARTISAN MANAGEMENT OF PUBLIC CHARITIES AND REFORMATORY INSTITUTIONS.

By President William F. Slocum.

Whatever is said in this paper against the partisan control of public institutions, is not intended for an attack upon any political party. The harm which has been done by such management is not the fault of any one political party alone; but, rather, it is the fault of the system to which all parties have yielded. The discussion of this subject must be left above mere partisan politics, and examined in the light of those proper principles which should govern in all true state craft.

In our American political life there have been two ideals, both of which have had great influence. Each is diametrically opposed to the other. One of them is founded upon the noblest and highest theory of government; the other is the outgrowth of a spirit that has been a great curse in public affairs. One of them is the true ideal of our Christian civilization; the other is derived from the worst spirit of paganism. One finds its power in the best instincts of humanity; the other in the basest passion of selfish men and women. The first of these theories is that political power always brings a sacred trust, to be fulfilled sacredly; the other theory is that political power offers certain perquisites, which are to be regarded as spoils. It is this last conception that furnishes the motive power of the political machine, and is accountable for a large amount of the corruption in our national life.

Until this theory is separated from our public institutions, they are not safe.

Think of it! One hundred and thirty thousand office holders still subject, directly or indirectly, to partisan appointments; receiving annually an aggregate salary of more than \$60,000,000! As a distinguished writer has said: "Was so monstrous a bribe ever before provided by a people for its own corruption? The only wonder is that the future of the nation could be exposed during half a century to so fearful a temptation without a more serious disaster. The spoils system is as dangerous an enemy to our representative democracy as was the institution of slavery, and probably it has already cost as much money, and possibly more human lives."

It has been estimated, for example, that if a law as good as the English public health act could be introduced in the cities of this country, and as wisely supplemented by local co-operation, at least 50,000 deaths would be prevented every year, which are now caused by the ignorance or greed of partisan ap-

pointees. In other words, as the direct result of our spoils system, and the criminal management of public and private institutions in connection with it, during every fifteen years our great cities are murdering more human beings than fell on all the battle fields of our civil war. The person who accepts the ideal of the spoils system as the best working theory, must also accept all the dire results that follow in its path. It is easy to smile with a patronizing air when this subject is mentioned, and to sneer at so-called "ideal politics;" but the smile and the sneer are born either of heartlessness or of ignorance that is criminal in these days when accurate information on all sociological questions is so easy of access.

It would, of course, be foolish to say that many partisan appointments might not be infinitely worse than they are. It is true that much good has been accomplished under the present method in this and other states; but this has been in spite of it, rather than because the system has any good in and of itself. No one here to-night will doubt that, if good men and women get into office under it, as they often do, they are hampered by the very system that placed them in their position. Let us, however, examine this spoils system somewhat critically, to see if there is any truth in what has already been said.

First of all, let us discuss it on the low grounds of party expediency. A careful study of the history of political parties in the United States will show that in the end they lose if they depend upon the spoils system for permanent power. There is something so blinding in its spirit that it invariably leads to many bad appointments on the part of the executive.

Those who have served a political party during a heated campaign are often so insistent, and their friends are so insistent for them, that it is impossible for the person who holds the power of appointment not to make grave mistakes, and place in important

positions people who are sure to bring disgrace upon those who place them in office, and so upon the party they represent. There is no doubt that it was this very thing which led to such a serious lack of confidence in the Republican party, a few years ago, that, in spite of its fine record, it suffered defeat. Over and over again, in national, state and municipal politics, has this been true. It is a short-sighted policy that builds upon the notion that permanent political power can be secured by means of the spoils system. It must be borne in mind in this connection that for everyone who receives an office as reward for political services, there are several times as many who have to be refused, and this creates jealousies and a loss of constituency.

We will, however, go a step farther, and say that the spoils system is essentially immoral in itself. Charles Sumner defines politics as "morally applied to public affairs," but too often our political life has been marked by the toleration of immorality in public affairs. Because of the dishonesty of those placed in positions of trust under the spoils system, the public ideal remains on a low plane. In order that one may test any political question, he must examine the principle that lies at its foundation; and the principle that is at the basis of the spoils system is admitted by all to be a selfish one. Its working theory is that personal advantage takes precedence of good of the state, and even of the institutions which represent the state. At best, it seeks the good of the state as modified by party success, and ever makes good of country subservient to good of party. I am quite well aware that the self-seeking politician ever tries to soothe his conscience by means of that wretched fallacy—the dominant party is the state; yet, everyone knows, in his best moments, that the country is a much larger thing than any party; and there is only one realm in which prejudice is more far-reaching than in party politics.



Parties always have and always will play an important part in our political life. With much of the denunciation of them I have no sympathy. They have accomplished much in our national evolution, and they certainly have a great work to do; but the spoils system is not a necessary or wise adjunct of any party. All political parties would be stronger and infinitely purer could they escape its baneful influences.

Moreover, for the most part, national and state institutions are much longer lived than any political party. To change the management of these institutions in accordance with the arbitrary facts of partisan success is not business-like, and very often exceedingly foolish. To make partisan victory a reason for continuing or refusing to continue the policy of a certain management of a public institution is absurd on the face of it. Practically it asserts that the scientific care of the insane is something that must be adjudicated in accordance with the changes of a political campaign, with all its prejudices and misrepresentations; or that the management of an industrial school for delinquent children is to be modified by the superficial opinion of some henchman who has done small work in one of these political fracasés. There is no thoughtful person here to-night who does not know that the development of the penal, reformatory and charitable institutions of our country are, on the whole, half a century behind where they would be, in their development, if it were not for this miserable spoils system. What is it that is responsible for the condition of affairs at Golden but this same spoils system? What is it that has so foolishly scattered our educational institutions but the policy which is a direct outgrowth of the spoils system? What is it, in all parts of our country, that has placed corrupt and incompetent men in positions of great trust and responsibility, but this same miserable system?

Oh, for the day when some political party shall be large enough, true enough, and loyal enough to overcome this whole method of political appointment, and place the state and the institutions of the state above the slightest bias of partisan appointeeism! This is the party for which thousands of earnest, high-minded persons are looking, and to which they will give their glad fealty. Would any mercantile establishment—would any bank or railroad corporation be successful if it adopted such a method for securing its managers, cashiers or bookkeepers? We all know that it would not; and yet we stand by and let these great public institutions, which are public trusts, have their power for usefulness seriously crippled, because we are not sufficiently unselfish to denounce and throw overboard this wretched spoils system.

Once more: The spirit which makes and develops partisan politics does not fit one to make a wise selection of the heads of such institutions as those to which reference has been made. Every one knows that people are biased by their political affiliations. It is exceedingly difficult for one to be strictly just to those who belong to an opposite political party, and at the same time a person's political affiliations ought to have nothing whatsoever to do with the question of fitness for the management of penal or charitable institutions.

It is certainly better that partisan politics should play no part whatsoever in the actual management of these institutions. The frequently repeated expression, "Other things being equal, I will appoint some one from my party," is exceedingly fallacious. Other things never are equal in these things, and a partisan judgment of men is always more or less wrong, and must be, in the very nature of the case.

There is only time in passing to say what perhaps needs simply to be mentioned in order that it

may be admitted, viz: That an officer who is forced to do his work with the constant fear of removal, because of some political influence, cannot, in the nature of things, devote himself to his work or carry out a line of policy, as he would if freed from such annoyance. No one can have studied the institutions of the several states at all carefully without discovering that a large amount of poor management is kept from the knowledge of the public, simply because of the effect exposure would have upon some political party.

There is no time in this short paper to bring to you the many facts that could be adduced in proof of this. We all know that inefficient people are too often kept in office, and that efficient officers are not allowed to carry out the reforms that require continuous holding of one's position.

In this connection something should be said of the disastrous loss to the public service by preventing thoughtful persons from training themselves for efficient work in public life.

We shall never secure an efficient public service; a service for which men and women are prepared by special training, until the time comes that appointments are made solely on the ground of fitness. There are scores of able-bodied men and women who would gladly devote years to such training, if they knew they would have a fair opportunity to compete for these stations in the public service.

In what more I have to say, I want to give some suggestions as to the manner in which appointments for the public service should be made. We are all agreed that it would be better to divorce our public institutions from partisan control if only some way could be devised by which the thing could be done, and an efficient service be secured.

First of all, the power of appointment should be in the hands of a board in which partisan politics plays no part whatsoever. Can this be done? Why

not? A board of bank directors can be so chosen, and it is just as easy to do this in the management of our public institutions, if we are only moral enough to feel our responsibility in the matter and undertake it. The decisions of our United States supreme court are above partisan influence, and there are innumerable boards, both public and private, in which questions of partisan politics play no part whatsoever. There is hardly a person in this audience, with any knowledge of public affairs, who could not select from the citizens of Denver five men and women who would be above partisan prejudice, and who could successfully examine applicants for public positions, just as teachers applying for positions in the public schools are examined. It is absolute nonsense to say that an appointing board cannot be secured that will choose its candidates on the ground of fitness alone. It is simply a question of whether the public conscience is or can be sufficiently aroused to insist that this shall be done. Let such a board be appointed by the governor, if you please; but let public sentiment assert itself in such a way that no governor would dare to use such a board for partisan purposes. This is perfectly feasible.

Such a board having been secured, then certain principles of procedure should be established in estimating the fitness of persons for the public service.

First of all, applicants for any public position must be persons of force of character. Neither people with immoral records should be appointed, nor those with so much milk and water in their constitutions that they are not capable of carrying out the work of reform, or of developing a line of policy that necessarily must take decision, force and singleness of purpose. In all this the ordinary letter of recommendation will probably count for little or nothing; the letter which either says nothing because the writer does not dare to tell the truth, the whole truth and nothing but the truth, or the one which is

positively false and misleading. The board must make it its business to find out the actual record of the applicant, so far as his moral character is concerned.

Second—They must then ascertain in every possible way, by personal examination and inquiry, whether the experience and natural qualifications of the candidate indicate that he is the man for the position which he seeks. It is only such a course of procedure that will prevent the placing of inefficient people in important public stations simply because some political debt must be paid. Let those who seek these positions know that actual specific fitness for the duties of the office is an absolutely essential qualification, and only then shall we find what public institutions can really accomplish. When officers shall be placed in positions of public trust and kept there because they honor the appointment and the appointment honors them, as it recognizes their special and peculiar qualifications, will our penal and criminal institutions do the work that is demanded of them by the character of our civilization.

In the third place, not only must persons be appointed on the grounds of fitness alone, but there should be such a board that, without favor or prejudice, it will wisely and generously support an officer who is developing a strong and definite policy; making it impossible for the narrow-minded, petty critic to vitiate the work of a good management. Place good men only in office, and then see that they are firmly, judicially and judiciously supported in doing good work. If we can separate our boards from partisan influence, it will disarm much of that petty criticism that is formed either on political prejudice or upon ignorance of the real parties which should govern in the management of the public institutions. It is just as important that a good officer should be warmly supported in his wise policy, as that the bad one should be exposed and driven from office.

But this can and will be done when political influences play no part in the matter.

I have no right to take more of your time. If I have said things that seem extreme, it is only because I feel intensely on this subject, and that, too, after much study of the problems that are involved. The work we are striving to do is too sacred, too far-reaching to play with it, or to be cowardly in our utterances. Neither a false sentimentalism nor superficial and petty criticism will help in the great work that lies before us. There are many who shirk their responsibility in these matters, and leave the control and management of our penal and dependent classes to either those who justly crave help, advice and sympathy, or to those who abuse their trusts and work for personal ends. There are others, and I know I am speaking to many such to-night, who are anxious to study these questions carefully and do their share in helping to solve the problem that some one must make his own, and to bear the burdens of these needy ones. It is not such as these who shall hear, at the last, those words of divine benediction: "Inasmuch as ye have done it unto one of the least of these, my brethren, ye have done it unto me!"

---

## HOW SHOULD PUBLIC INSTITUTIONS BE GOVERNED?

By Hon. J. A. Israel.

The subject assigned is so broad and sweeping in its character and so varied in its application that it would require a life time of either thought or experience to master it, and even then the conclusions reached might be so crude that they could hardly be recognized as first principles.

The subject of government is one that has racked the brain of man from the earliest history of the human race down to the present time, whether in patriarchial, paternal or representative form.

It has been one of the most difficult problems that the rulers in either monarchies or representative governments have had to solve as applied to people or nations.

While there are certain fundamental principles that underlie nearly every form of government, such as the "Divine right of kings to rule" and that "All just powers are derived from the consent of the government," which have existed from the earliest dawn of history, yet the details and operations and applications of these principles have been and are almost constantly changing to suit the ideas of those in authority on the one hand, or the demands of the government on the other. That there has been great advancement in the art of government cannot be denied when we compare the governments of the present age with those of the past.

Political writers from the time of Aristotle have been almost unanimous in their classification of the forms of government. There are three ways in which states may be governed, they may be governed by one man or by a number of men, small in proportion to the number of men in a state, or by a number large in proportion to the whole number of men in a state.

Some writers divide governments according to two principles. In all states the governing power seeks either its own advantage, or the advantage of the people comprising the state; and the government is either good or bad accordingly. Under the one form the people belong to the government, and under the other the government belongs to the people, the latter being the form that is supposed to prevail in this country.

The whole question of the sphere of governments may be stated in these two questions: What should the state do for its citizens? and, How far

should the state interfere with the action of its citizens? These questions are the direct outcome of modern popular government, and when they have been solved, we will be in a position to define the duties of each to the other. As a general rule however, nothing which can be done by the voluntary agency of individuals should be left to the state. Each man is the best judge of his own interests. But on the other hand, when the thing itself is admitted to be useful or necessary and it cannot be affected by voluntary agency, or when it is of such a nature that a consumer cannot be considered capable of judging of the quality supplied, then the state should be allowed to interpose, as for example, in the compulsory education of children.

But the exact point where the rights and duties of the individual ceases and those of the state begin has not yet been definitely fixed to the satisfaction of all parties concerned. It is a maxim of law that status is the basis of personal rights, and that the right of status or condition, is founded on a universal law. The right to deprive persons of their personal liberty is based on the law of the status of the individual, and in order that those who are in one way and another, obnoxious to society and offenders against its laws may be separated from it, certain penal and reformatory institutions have been established at public expense in all the states in this country, which together with the charitable and educational institutions go to make up what we term state institutions.

In this state we have already established and in operation penal, reformatory, industrial, charitable and educational institutions. Under one head might be grouped the Penitentiary at Canon City, the Reformatory at Buena Vista, the Industrial School at Golden and the jails in the various counties of the state; and under the head of charitable institutions, the Insane Asylum at Pueblo, the Deaf, Mute and Blind Institute at Colorado Springs and the Soldiers'



and Sailors' Home at Monte Vista; and under the head of educational, the State University at Boulder, the Agricultural College at Fort Collins, the School of Mines at Golden and the State Normal School at Greeley.

It would be difficult to give a rule that would be general in character or that could be made to apply to all these institutions, a rule that would work admirably in the penitentiary might be a very poor one for a normal school.

One of the first things to ascertain is, what relation exists between the state and its institutions, and when we have found that relation, it will be that the state is the creator and the institutions the creature. The creator undoubtedly has the right to govern the creature in its own way, and as the legislature is the power of the state that primarily makes the laws for the government of the state's institutions, we must first look to it for whatever changes or reformations are necessary.

Under the system inaugurated in the acts creating the various institutions, the same theory in reference to government seems to have obtained throughout, and as a result we find that each of the state institutions has a board, with a membership ranging all the way from three to ten, or a total of forty-nine in the institutions above enumerated.

The state, either by annual levy of tax, or by appropriation, provides the means necessary to carry on the work of the various institutions and delegates to the boards and their subordinates the management of the work in detail.

To support these institutions costs the people of this state a large sum of money, the appropriations for which at the last session of the legislature, aggregated the sum of \$567,989 and the tax levy for the same purposes about \$250,000, or an annual expenditure approximating very nearly three-quarters of a million.

In view of this fact we are led to consider the question from an economic standpoint. Would it be possible to secure equally as good or better results with less cost to the state?

The writer is of the opinion that the financial affairs of the institutions could be so managed under different laws, that a great deal of money could be saved to the state each year, which is now apparently lost or wasted by reason of the fact that there is no particular bureau or head to direct the financial affairs of the institutions.

With reference to the penal, reformatory and industrial institutions, two things are to be considered in the discussion of this question; one is the interest of the state, and the other that of the individuals who are confined and thus rendered incapable of enjoying the freedom of society.

No matter what the conditions or circumstances are that deprive persons of liberty they are entitled to humane treatment, and their temporary or permanent home as the case may be should be made as pleasant, healthful and comfortable as possible; and we might here add that this should especially be so with the Insane Asylum, Soldiers' and Sailors' Home and Deaf, Mute and Blind Institute.

For if there are any classes that are deserving of special consideration in matters of this kind it is those who are committed for protection, education, restoration to reason or because of infirmities that render them incapable of the enjoyment of freedom. No pains or expense should be spared in providing for the care and comfort of those who from disease, misfortune or by birth have inherited either insanity, deafness or blindness; and only those especially fitted for the work should be placed in charge of and over these unfortunates. Every person employed about these institutions should be selected on account of his or her especial qualification for the work assigned, and whose heart is filled with sympathy for those in his charge, and whose hands are ready and willing to do kindly acts for them.

Persons who are deprived of liberty for violations of law are not entitled to the same or similar consideration as those deprived thereof from other causes.

I believe that every person sentenced to the Penitentiary or other penal institution should be required to labor. The condemnation that was placed upon the human family, "By the sweat of thy brow shall thou earn thy bread" should apply to criminals as well as to good citizens. It is an erroneous idea that has crept into the minds of some of our people who think that convict labor should not be brought into competition with outside labor. Would not those same individuals be brought into competition if not confined? Is it right that the state should feed and clothe criminals and support them in idleness? Nay, rather let us provide shops and machinery for the manufacture of articles that will find a market among our own people instead of sending to other states for them; and after our own people have been supplied, let us seek a market for the remainder elsewhere, and thus make those institutions self-supporting and at the same time give the inmates healthful employment and teach those who have not already acquired it, some useful trade by which they can earn an honest livelihood after they have again acquired their liberty.

Without wishing to detract in any manner from the efficiency of our institutions or their government and believing that most of them are doing reasonably good work, let me suggest that very great improvement could be made in most of them by the adoption of laws changing very materially the general mode of government.

At the last regular session of the legislature the writer introduced and labored for the passage of an act providing for the consolidation of several of those institutions under one board, but it was defeated. Had it become a law I feel confident that

the state would have profited by it financially and the work would be more efficient in those institutions to-day.

It is not an uncommon thing for the people who happen to live in the town where a state institution is located, to think that they own the institution; they seem to forget that it belongs to the state and that it has only been located in their midst on account of some superior advantages that the locality may have. They also would advance the idea that everything that is consumed in the institution or used in its construction, enlargement or improvement should be bought in their town, regardless of its cost; in a word, they would ignore the rights of the state in every particular except that of appropriating and paying bills, and besides they are always ready and willing every time the legislature meets to go down to the capital with a strong lobby and show up in the most glaring light and approved style the needs of their institution, and their members of the legislature too, are usually in the front rank, in the thickest of the fight, ready to compromise with any man or any measure if in return they can get support for their appropriation bill, and they generally win. And thus it is many an unwise and unwholesome law finds its way into our statute books.

Partisan politics has too much to do with the government of our institutions; men and women are too likely to be appointed because of party loyalty or party service, rather than for eminent qualifications, hence the necessity for making the management of the institutions as nearly non-partisan as possible.

My plan for the government and management of the state institutions would be briefly: Separate them into two classes, putting the penal, reformatory, charitable and industrial in one class and the educational in the other.

Provide for the appointment of a board as nearly non-partisan as possible, or from all political parties,

let the terms of office be so arranged that one member would go out each year; require them to give good and sufficient bond for the performance of their duty under the law, and to devote their entire time to the duties of their office; provide them with an office in the capital and give them a secretary; let their duties be to supervise and direct the management and affairs of the institutions under their charge, and faithfully and diligently to promote the objects for which the same had been established.

To preserve and care for the buildings, grounds and all property connected with said institutions.

To make annually full and complete inventories and appraisals of all of the property of each of said institutions, which inventories and appraisals shall be recorded, and shall be so classified as to separately show the amount, kind and value of all real and personal property belonging to such institutions.

To visit and carefully inspect each of said institutions as often as once in each month and ascertain whether all officers, teachers, servants and employes of such institutions are competent and faithful in the discharge of their duties and all inmates properly cared for and governed, and all accounts, account books and vouchers properly kept, and all the business affairs thereof properly conducted.

To fix the number of subordinate officers, teachers, servants and employes in each of said institutions and prescribe the duties and compensation of each, and to employ the same upon the nomination of the respective superintendents and wardens.

To promptly remove or discharge any officer, teacher, servant or employe in any of said institutions who shall be guilty of any malfeasance or misbehavior in office, or of neglect or improper discharge of duties.

To annually appoint for the insane asylum a superintendent, one assistant physician, a matron, a steward and a treasurer; and for the state prison

and state reformatory, each, a warden, a steward, a chaplain and a treasurer; who shall be the officers of said institutions, respectively, and whose duties shall be fixed by the board.

Also require them to make reports at stated periods and open up accounts with the institutions showing every article purchased for each and the price paid therefor, to receive bids for all supplies whenever practicable to do so.

To keep their books open for inspection at all times by any citizen of the state, so that any one who desires may go there any day in the year and learn just what articles have been purchased, from whom, the price paid, and such other information as he may want regarding any one or all the institutions.

To report to every session of the legislature the amount necessary to be appropriated for the maintenance and support of each institution and the improvements and repairs necessary to be made, and the probable cost thereof, thus saving the time and expense of visiting committees from the legislature to learn the wants of the institutions and the bore of lobbies in behalf of the institutions.

Any one who has had occasion to inquire, under the present system, knows how difficult it is to find out anything about the government of those institutions without a personal visit and examination of the books.

The plan proposed is nothing more or less than any good business man would apply to his own business, and there is no reason why the same should not be made to apply to the affairs of state as well as to individuals.

It takes the government of these institutions out of the hands of fifty men who really devote but little time to it, and puts it in the hands of ten men who devote their whole time at an expense not in excess of that now paid.

Then give to the State Board of Charities and Corrections advisory or even greater power with reference to the removal of any person in any of the institutions who, in their judgment, is unfit to discharge the duties assigned them, and you will have a government of public institutions as far in advance of the present system as the public schools of to-day are in advance of those in the log school houses on the frontier of fifty years ago.

## SECOND ANNUAL CONFERENCE.

NAMES	ADDRESSES	REPRESENTING
Mrs. A. E. Johnson	Leadville	Board County Visitors
May Barron	Golden	Stenographer
Mrs. Sarah W. North	Boulder	Board County Visitors
Mrs. Theresa Weisenhorn	Boulder	Board County Visitors
Mrs. B. M. Williams	Boulder	Board County Visitors
Fred Dick	Denver	1921 Sherman
B. A. Wheeler	Denver	State Board of C. and C.
Mrs. A. G. Rhoads	Denver	Ladies' Relief Society
Mrs. Scott Saxton	Denver	1032 Fourteenth Street
Mrs. Hattie E. Fox	Denver	133 Colfax Avenue, West
Dr. Mary E. Bates	Denver	25 Bancroft Block
Wm. F. McDowell	Denver	University Park
Mrs. Jas. H. Pershing	Denver	
Jas. H. Pershing	Denver	
Elizabeth Brown	Denver	
Mrs. Anna Palmer	Denver	
Helen T. Miller	Denver	Woman's Exchange
Emma L. Hamlin	Colorado Springs	Delegate W. C. T. U.
Mrs. M. L. Hollingsworth	Colorado Springs	Delegate W. C. T. U.
W. B. Rockwell	Colorado Springs	Delegate W. C. T. U.
K. W. Rockwell	Colorado Springs	Delegate W. C. T. U.
Dennis Mullins	Denver	State Board of C. and C.
F. N. B. Scott	Fort Collins	
Mrs. F. N. B. Scott	Fort Collins	
A. W. Mansur	Harris	
Levi Welty	Colorado Springs	
Mrs. Ben Diggory	Pueblo	Ladies' Benevolent Union
Mrs. W. O. Patterson	Pueblo	Ladies' Benevolent Union
Mrs. W. M. Sheetz	Canon City	County Visitors
Mrs. M. W. Blake	Canon City	Secretary County Visitors
Mrs. M. Lutts	Canon City	W. C. T. U.
Irene Monroe	Loveland	W. C. T. U.
Father O'Ryan	Denver	St. Leo's



## SECOND ANNUAL CONFERENCE—Cont.

NAMES	ADDRESSES	REPRESENTING
Mrs. F. D. Hardin .....	Denver .....	Pres. Pioneer L. A. S.
Mrs. M. C. Benjamin.....	Denver .....	Board County Visitors
Mrs. J. S. Appel.....	Denver .....	Free Kindergarten Ass'n
F. A. Reynolds .....	Canon City.....	"Pen."
Mrs. F. A. Reynolds .....	Canon City.....	Associated Charities
Mrs. M. E. Walker.....	Denver .....	1261 S. Fourteenth Street
Helen A. Dewey .....	Colorado Springs.....	.....
Mrs. A. F. Newton.....	Colorado Springs.....	.....
J. Warner Mills.....	Denver .....	State Board of C. and C.
Mrs. J. S. Sperry.....	Pueblo.....	Supt. L. B. U. Home
L. J. Hall.....	Canon City .....	Chaplain Penitentiary
J. D. Chamberlain.....	Pueblo.....	Penitentiary Board
S. M. Likens.....	Denver .....	Police Matron
C. Caverno .....	Boulder.....	.....
Bella S. Hauser .....	1638 Pearl street.....	Charity Organization
Mrs. J. G. Chapman .....	Pueblo.....	Josephine Home, Children
Mrs. Thomas A. Lewis ...	Pueblo.....	Josephine Home, Children
F. A. McLister.....	Canon City .....	Penitentiary
Mrs. I. G. Berry.....	Buena Vista .....	Reformatory
I. G. Berry.....	Buena Vista .....	Reformatory
Mrs. F. A. McLister.....	Canon City .....	Penitentiary
Frankie McLister.....	Canon City .....	Penitentiary
Martha A. Pease.....	2020 Ogden street.....	.....
C. M. Richie.....	2020 Ogden street.....	.....
Louis R. Ehrich .....	Colorado Springs.....	.....
Z. H. Lamson.....	Denver .....	Colorado Humane Society
Julia E. Kilham .....	Denver .....	Arapahoe County Board
Mary E. Brazee.....	Denver .....	Arapahoe Co. Woman's Ex.
Ella B. Gittings.....	Colorado Springs.....	Cor. Sec. Colo. W. C. T. U.
John E. Ray .....	Colorado Springs.....	Deaf and Blind School
William Clark .....	Denver .....	County Hospital
W. C. Selleck.....	Denver .....	Sec. Board Trustees, C. O. S.
J. D. Holmes, Supt .....	1129 S. Fifteenth street	Working Boys' Home

## SECOND ANNUAL CONFERENCE—Concluded.

NAMES	ADDRESSES	REPRESENTING
W. W. Campbell	New Hotel	Colo. Springs Aid Society
Mrs. C. S. Hawes	Greeley	Weld County Board Visitors
Andrew Armstrong	Fort Collins	Larimer Co. Board Visitors
J. A. Ferguson	Loveland	Larimer Co. Sec. Bd. Visitors
Mrs. Louis R. Ehrich	Colorado Springs	
Mrs. H. S. Maginnis		Supt. Child. Home Society
Jas. H. Baker	Boulder	State University
Mrs. B. F. Vinest	University Park	Y. W. C. A.
Owen E. LeFevre	Highlands	Judge County Court
Nellie B. Graham	Denver	1280 Race
Mrs. L. W. Cutler	Highlands	Pioneer L. A. S.
J. T. Eskridge	Denver	
J. S. Appel	Denver	State Board C. and C.
Mrs. S. L. Dickinson	Denver	Free Kindergarten
Minnie L. Bates	Denver	
M. C. T. Love	Denver	State Board C. and C.
S. Adelia Mills	Denver	
C. T. Work	Greeley	State Normal School
Mrs. G. H. Thomson	Denver	
Clara Irwin	Denver	50 Good Block
Dr. Finis E. Yoakum	Denver	
John Hipp	Denver	46 Symes Block
T. H. Malone	Denver	Colorado Catholic
H. L. Batchwin	1230 Logan avenue	
A. E. Baldwin	1230 Logan avenue	
Mrs. E. L. Lamb	2924 California	
Mrs. Fred Dick	1921 Sherman	
Wm. M. Tudor	Golden	State Industrial School
Mrs. N. S. Hurd	Colfax	Pioneer L. A. S.
David Boyd	Greeley	
Henry Bowman	Idaho Springs	State Board M. and B.

## Recommendations.

---

1. That the State Board of Pardons be separated from the State Board of Charities and Corrections.

(The work of the two boards is along entirely different lines. The duties required to be performed are greater than should be required of one board, especially when the members thereof are non-salaried. The duties now imposed upon the Board of Pardons can much more easily and more properly be performed by a Board of Parole Commissioners.)

2. That a Board of Parole Commissioners be established, to consist of five members, four of whom shall be appointed by the governor. The governor shall be ex-officio a member of this board. Not more than two of these commissioners to be appointed, should be from the same political party. They should not receive a salary but should receive their actual expenses. They should meet at least once every three months at the penitentiary, reformatory or at the capitol, where an office should be provided for them, and hold such special meetings as may be deemed necessary. The board should make all reports to the governor, who should, in his discretion, grant or refuse all such pardons or paroles so recommended.

3. That the legislature provide that all commitments after conviction of criminal offenses shall be by sentence for an indefinite term, known as the indeterminate sentence; the term of such sentence

shall be limited only by the minimum and maximum terms of sentence fixed by law for the particular offense; that the judge of the court pronouncing the sentence shall direct that the clerk of the court shall prepare an abstract of the testimony taken and all circumstances in mitigation or aggravation of the offense, and shall transmit the same to the parole commissioners. An accurate record of the prisoner's conduct while confined shall be kept by the warden and transmitted to the parole commissioners at their request.

4. That a state agent be employed, who shall receive such compensation as the legislature shall determine. It shall be the duty of the state agent to find suitable places of employment for those who shall be paroled from the State Penitentiary, Reformatory or the Industrial School for Boys and Girls. It should also be his duty to see that all prisoners paroled make the reports required by law or the parole commissioners.

5. That the Bertillon system of identification and registration of criminals be adopted.

(The advantages received from such a system are very great. A prisoner when discharged, if reformed and desirous of leading the life of a good citizen, can never be molested. Society will be better protected against repeaters, for no sooner is a person re-arrested and his description taken, than his past history can be ascertained.)

6. That separate boards of commissicners for the Penitentiary and Reformatory be established.

(The interests of each are so different that separate boards can better provide for their separate interests.)

7. That provision be made for the parole of girls from the Industrial School.

8. That the minimum age of commitment for boys be reduced to eight years; and that the law be so amended that incorrigible boys may be committed to that school as commitments now are made.

9. That all teachers employed in the State Industrial School for Boys and Girls be required to pass the examination made a pre-requisite to teaching in our public schools.

10. That there shall be established a State Board of Lunacy Commissioners in lieu of the present Board of Commissioners of the Insane Asylum, to consist of five persons who shall serve without compensation except actual expenses; one member should be chosen from each of the three leading schools of medicine and at least one from the legal profession.

The superintendent and physicians should be appointed by the commissioners; each of these officers should appoint, with power to remove, all their subordinates and assistants.

11. That provision should be made for the erection of an amusement hall, for a hospital at the asylum and for the selection of a woman physician upon the staff.

12. That a training school for nurses be established at the asylum and that careful consideration be given to the question of establishing a hospital for the recent or acute insane.

13. That a cottage for female patients be erected and that the one for males be finished.

14. That a more specific and adequate law be passed governing the Soldiers' and Sailors' Home, providing for keeping a complete record of all financial transactions at the home and for paying all accounts by warrants drawn by the state auditor and paid by the state treasurer.

15. That small cottages be erected at small expense to accommodate from eighteen to twenty-five members.

16. That the laws giving compensation and mileage or either of them to the members of boards of control, commissioners and trustees of the various state institutions be repealed and that it provide for their actual expenses only.

(By so doing, ordinarily only those persons who have a deep interest in the institution will accept a position upon its governing board.)

17. That the boards of control, commissioners and trustees shall appoint the superintendent or warden of their respective institutions, who shall have power to appoint and remove all subordinate officers, but such appointments shall be made upon merit and not for political reasons. No political party shall have a majority of the members upon any board of control, board of commissioners or board of trustees in the state, and they shall be selected with special regard to their fitness for the place.

(The necessity for purely non-partisan management of our state institutions is growing more and more apparent to all careful observers of their workings. Wherever tried, non-partisan management has been of great value to the success of the institution as evidenced by the high standing of those so governed. All of the charitable and correctional institutions of Massachusetts, New York, Pennsylvania and Rhode Island are under non-partisan boards of control. In New Jersey the hospitals for the insane, state prison and state reform school are so governed, as are the industrial school for girls of Connecticut and the state reformatory for men at Mansfield, Ohio. The state reformatory for men of Minnesota is controlled by a board composed of three democrats and three republicans, while boards of control of all other institutions are composed of representatives from these two parties, but politics do not enter into the management of any state institution. The boards in charge of the state prisons and asylums of Michigan are composed of three members each, not more than two of whom shall belong to the same political party, while Illinois, Wisconsin, North Carolina and Wyoming have purely partisan boards of control.)

18. That no supplies shall be purchased except by contract entered into by open bid after due ad-

vertisement in such papers as shall best give full notice to the public. Copies of all such bids so offered and the accepted bid shall be filed with the state auditor and with the secretary of the State Board of Charities and Corrections, and all bills of supplies shall be made out in triplicate and filed as the bids are; one copy of such bill shall be sent to the institution to which the goods are delivered. All bills for supplies shall be paid by warrants drawn on the state treasury.

19. That power to pardon juveniles prior to conviction in cases of misdemeanants under fourteen years of age, shall be granted to some suitable officer or tribunal.

(The necessity for such power is very great in cases of young boys who, for some trivial offense, have been bound over to await trial. The associations while lying in jail are very detrimental.)

20. That a State Public School be established.

(The need for such a school is very great. Large numbers of children under the age of ten years are without homes and perhaps parents, and are allowed to drift about until they become criminals.)

21. That a State Industrial School for Girls be provided for.

(We have the enactment of the legislature now for such a school, but no provision has ever been made for its maintenance. A large number of girls have been cared for by a private institution which secures its compensation from the county making the commitment. Girls thus committed do not receive the advantages that should be given them by the state.)

22. That a home for the feeble-minded and epileptics be established.

(A conservative estimate places the number of feeble-minded in the state at more than 200; the census report of 1890 gives the number 192. The number of epileptics is also very great. No provision is

made in this state for either class except they be placed in the insane asylum or kept in the county poor house. The number of feeble-minded, when uncared for, increases at a wonderfully rapid rate.)

23. That a commission be provided to select sites for state institutions from state lands upon such terms and under such regulations as the legislature may prescribe.

(These three institutions should be established upon the cottage plan and may be commenced with a small expenditure of state funds.)

24. That an appropriation be put at the disposal of this board for the investigation of institutions as they are necessary from time to time.

25. That the county commissioners of the respective counties pay the actual expenses of the members of the Boards of County Visitors incurred in the performance of their duties and in attendance upon the State Conference of Charities and Corrections, in the same manner as the expenses of other county officers are paid.

26. That an appropriation of \$3,500 per annum be made for this board.



---

---

INDEX.

---

---



# INDEX.

---

## A

### APPROPRIATIONS—

for State Board of Charities and Corrections.....	296
Industrial School for Boys.....	31
Mute and Blind Institute.....	51
Soldiers' and Sailors' Home.....	68, 71
state institutions .....	72

### ARAPAHOE COUNTY—

board of county visitors.....	85
report of .....	92, 240
statistics of jail, etc. ....	102

### ARCHULETA COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

## B

### BACA COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

### BENT COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

	Page
Bertillon system of identification.....	292
Board of commissioners of Insane Asylum.....	46, 83
Board of commissioners of Penitentiary.....	61, 84, 292
Board of commissioners of Soldiers' and Sailors' Home	26, 69, 84
Board of control of Industrial School for Boys.....	24, 28, 83
Board of trustees of Mute and Blind Institute.....	25, 83
Board of lunacy commissioners.....	46, 293

#### BOARDS OF COUNTY VISITORS—

appointed in certain counties.....	76, 102
expenses of, how to be paid.....	296
how they can be made useful.....	132
members of boards appointed.....	85
recommendations concerning.....	101, 227
reports of.....	92, 102, 240

#### BOULDER COUNTY—

board of county visitors.....	85
report of.....	93, 241
statistics of county jail, etc. ....	102

### C

CAPITAL PUNISHMENT—	257
should be abolished.....	227

#### CHAFFEE COUNTY—

board of county visitors.....	85
report of .....	94
statistics of county jail, etc. ....	102

#### CHARITY ORGANIZATION—

its duties and obligations.....	234
---------------------------------	-----

## CHEYENNE COUNTY—

Page

board of county visitors.....	85
statistics of county jail, etc. ....	102
children—homeless .....	172

Children's home society.....	178
------------------------------	-----

## CITY JAILS—

statistics of, etc .....	102
--------------------------	-----

## CLEAR CREEK COUNTY—

statistics of .....	102
---------------------	-----

## COMMITMENTS—

to Industrial School for Boys.....	34, 37, 292
to Industrial School for Girls.....	43

## COMMITTEES—

legislative .....	227
of Board of Charities and Corrections.....	5
prisoners' aid society.....	228

## CONEJOS COUNTY—

board of county visitors .....	86
statistics of county jail, etc. ....	102

## CONFERENCES—

National Conference of Charities and Corrections 9, 12, 23, 76	
attendance of members upon.....	8
National Prison Association Congress.....	9, 12, 23, 76
attendance of members upon.....	8
State .....	10, 23, 39
report of and proceedings.....	105

## COSTILLA COUNTY—

board of county visitors.....	86
statistics of county jail, etc. ....	102

	Page
COTTAGE SYSTEM—	
Insane Asylum.....	45
COUNTY HOSPITALS—	
statistics of.....	102
COUNTY JAILS—	
prison census, see (table) .....	102
statistics of .....	102
COUNTY POOR FARMS AND HOUSES—	
statistics of.....	102
CUSTER COUNTY—	
statistics of .....	102

## D

DELTA COUNTY—	
statistics of .....	102
DOLORES COUNTY—	
statistics of .....	102
DOUGLAS COUNTY—	
statistics of .....	102

## E

EAGLE COUNTY—	
board of county visitors.....	86
report of.....	94
statistics of county jail, etc. ....	102
Early training in education.....	165
Educational economy.....	247

ELBERT COUNTY—	Page
statistics of county jail, etc. ....	102

EL PASO COUNTY—	
board of county visitors.....	86
report of.....	94
statistics of county jail, etc. ....	102

Expenses of board.....	78
------------------------	----

F

FEEBLE-MINDED—	
home for .....	13, 46, 112, 227, 295
necessity for a state school for.....	156

FREMONT COUNTY—	
board of county visitors.....	87
report of .....	95, 241
statistics of county jail, etc. ....	102

FT. LYONS RESERVATION—	
legislature requested to memorialize Congress to cede..	11

G

GARFIELD COUNTY—	
statistics of county jail, etc. ....	102

GILPIN COUNTY—	
statistics of county jail, etc. ....	102

GIRLS—	
how to help our.....	196
Industrial School for—see (Industrial School for Girls)	

GRAND COUNTY—	
statistics of county jail, etc. ....	102

## GUNNISON COUNTY—

Page

board of county visitors.....	87
report of .....	96
statistics of county jail, etc. ....	102

## H

## HINSDALE COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

Homeless children .....	172
-------------------------	-----

HOSPITALS—COUNTY. See (county hospitals).

How should public institutions be governed .....	278
--	-----

## HUERFANO COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

## I

Identification of criminals.....	292
----------------------------------	-----

## INCORRIGIBILITY—

Industrial School for Boys.....	35, 292
---------------------------------	---------

Industrial School for Girls.....	36
----------------------------------	----

INDETERMINATE SENTENCE .....	13, 291
------------------------------	---------

and parole law.....	124, 291
---------------------	----------

INDUSTRIAL SCHOOLS FOR BOYS .....	28
-----------------------------------	----

investigation of .....	11, 12
------------------------	--------

officers of .....	24, 83
-------------------	--------

requirements for teachers in.....	293
-----------------------------------	-----

visit of members to .....	9
---------------------------	---



	Page
INDUSTRIAL SCHOOL FOR GIRLS—	42, 112, 227, 293
commitments to .....	43
contract with House of Good Shepherd.....	43
officers of .....	25, 83
parole law should be extended to.....	292
requirements for teachers in.....	293
suggestions for .....	197
 INSANE—	
the care and treatment of .....	156
the legal detention and commitment of.....	165
 INSANE ASYLUM—	
board of commissioners.....	83
improvements needed .....	46, 48
officers of .....	47
report of .....	45, 142
State Board of Lunacy Commissioners.....	46
superintendent .....	83
visit of members to.....	10
 INSTITUTIONS—	
how should be governed.....	273, 294
non-partisan management of.....	269, 294
officers of .....	24, 83
reports for .....	28
 INVESTIGATIONS—	
appropriations asked for.....	296
Industrial School .....	11, 30
report of .....	16
Morris, R. W. ....	11, 16
Raynolds, F. A. ....	8, 11
report of .....	13
Soldiers' and Sailors' Home .....	13
report of .....	10

## J

## JEFFERSON COUNTY—

	Page
board of county visitors.....	87
concerning county jail.....	10
report of board of county visitors.....	96
statistics of county jail, etc. ....	102

## K

## KINDERGARTEN, THE—

246

and public schools.....	254
-------------------------	-----

## KIOWA COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

## KIT CARSON COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

## L

## LAKE COUNTY—

board of county visitors.....	87
report of .....	97, 244
statistics of county jail, etc. ....	102

## LA PLATA COUNTY—

board of county visitors.....	88
report of .....	97
statistics of county jail, etc. ....	102

## LARIMER COUNTY—

board of county visitors.....	88
report of .....	98, 244
statistics of county jail, etc. ....	102

LAS ANIMAS COUNTY—

Page

board of county visitors.....	88
report of .....	99, 245
statistics of county jail, etc. ....	102

Legislative committee .....	227
-----------------------------	-----

LINCOLN COUNTY—

board of county visitors.....	88
report of .....	100
statistics of county jail, etc. ....	102

LOGAN COUNTY—

board of county visitors.....	89
statistics of county jail, etc. ....	102

M

Meetings of the board.....	8
----------------------------	---

Members of the Board of Charities and Corrections.....	6, 84
change in membership.....	7

MESA COUNTY—

board of county visitors.....	89
statistics of county jail, etc. ....	102

MINERAL COUNTY—

board of county visitors.....	89
statistics of county jail, etc. ....	102

MONTEZUMA COUNTY—

board of county visitors.....	89
statistics of county jail, etc. ....	102

MONTROSE COUNTY—

board of county visitors.....	90
report of .....	100
statistics of county jail, etc. ....	102

MORGAN COUNTY—	Page
board of county visitors.....	90
report of .....	100
statistics of county jail, etc. ....	102
MUTE AND BLIND INSTITUTE.....	48
improvements for .....	51
officers of .....	25, 83
plans for industrial building approved.....	11
report of .....	146
visit of members to.....	10

## N

Non-partisan management of public charities and reformatory institutions .....	227, 269
--	----------

## O

Officering institutions .....	24
Officers of boards of county visitors.....	85
Officers of State Board of Charities and Corrections.....	5, 84
Officers of State Conference.....	103, 229
Officers of State Institutions.....	83
OTERO COUNTY—	
statistics of county jail, etc. ....	102
OURAY COUNTY—	
board of county visitors.....	90
statistics of county jail, etc. ....	102
OUTDOOR RELIEF—	
private, its effects and expectations.....	229
public, expenditures for.....	111

## P

PARDON—	Page
power to pardon juveniles prior to conviction.....	295
Pardoning power .....	257
PARK COUNTY—	
statistics of county jail, etc. ....	102
Parole commissioners, board of.....	291
Parole law and indeterminate sentence.....	124, 291
Parole system .....	38, 291
should be extended to Industrial School for Girls.....	292
Paroles from Reformatory.....	65
PENITENTIARY .....	
board of commissioners.....	84
officers of .....	26, 84
report of .....	149
statistics of .....	55
visit of members to.....	10
PHILLIPS COUNTY—	
statistics of county jail, etc. ....	102
PITKIN COUNTY—	
statistics of county jail, etc. ....	102
POOR HOUSES AND FARMS—See (County Poor Houses, etc.)	
Practical suggestions .....	117
Prisoners' Aid Society.....	57, 228
PROWERS COUNTY—	
statistics of county jail, etc. ....	102

PUEBLO COUNTY—	Page
board of county visitors.....	90
report of .....	100, 245
statistics of county jail, etc. ....	102

## R

REFORMATORY .....	60
board of commissioners.....	84
improvements .....	63
officers of .....	26, 61, 84
report of .....	149
statistics of .....	65
visit of members to.....	10
Resolutions of State Confererce.....	227, 233

RIO BLANCO COUNTY—	
statistics of county jail, etc. ....	102

RIO GRANDE COUNTY—	
statistics of county jail, etc. ....	102

ROUTT COUNTY—	
board of county visitors.....	91
report of .....	100
statistics of county jail, etc. ....	102

## S

SAGUACHE COUNTY—	
board of county visitors.....	91
report of .....	100
statistics of county jail, etc. ....	102

SAN JUAN COUNTY—	
statistics of county jail, etc. ....	102

SAN MIGUEL COUNTY—	Page
statistics of county jail, etc. ....	102
SECRETARY—	
of State Board of Charities and Corrections.....	5, 7, 9
of State Conference.....	103
report of State Board of Charities and Corrections....	75
SEDGWICK COUNTY—	
statistics of county jail, etc. ....	102
Sloyd system .....	202
SOLDIERS' AND SAILORS' HOME.....	65
appropriations for .....	68, 71
investigation of .....	13
officers of .....	26, 84
recommendations concerning .....	10, 13, 70, 293
report of .....	151
statistics .....	68, 71
visit of members to.....	10
Spiritual basis and value of charitable and correctional work	120
State agent .....	292
State public school.....	38, 112, 181, 227, 295
STATISTICS .....	76
expenditures for state and county institutions.....	111
feeble-minded .....	295
Industrial School for Boys.....	32, 40
Industrial School for Girls.....	43
Insane Asylum .....	142, 145
Mute and Blind Institute.....	50
of state public schools for dependent children.....	188
Penitentiary .....	55
Reformatory .....	65
paroles from .....	65, 128

## STATISTICS—Continued.

Page

Soldiers' and Sailors' Home.....	68, 71, 152
table of, of county jails, county poor houses, county hospitals, boards of county visitors and city jails....	102

## SUMMIT COUNTY—

statistics of county jail, etc. ....	102
--------------------------------------	-----

## T

The liquor traffic in its relation to crime.....	210
The social factor in crime.....	217
Training school for nurses.....	48, 293

## V

## VISITS—

to institutions of the state.....	8, 9, 10
by secretary .....	76

## W

## WASHINGTON COUNTY—

board of county visitors.....	91
statistics of county jail, etc. ....	102

## WELD COUNTY—

board of county visitors.....	91
report of .....	101, 246
statistics of county jail, etc. ....	102

## WORKHOUSE—

committee appointed to investigate.....	9
---	---



## Y

## YUMA COUNTY—

Page

statistics of county jail, etc. .... 102



---

---

Index of Writers and Speakers.

---

---



## Index of Writers and Speakers.

---

	Page
Appel, J. S. ....	105, 141
Baker, President James H. ....	117
Benjamin, Mrs. Carrie S. ....	132
Berry, Warden I. G. ....	131, 149
Blake, Mrs. M. W. ....	140, 241
Boyd, Hon. David.....	257
Coates, Major Andrew ....	151
Dick, Prof. Fred.....	208, 246
Ehrich, Louis R. ....	226
Eskridge, Dr. J. T. ....	156
George, Mrs. Izetta.....	234
Hall, Rev. L. J. ....	130
Hanna, Ione T. ....	196
Haskell, Prof. ....	225
Hawes, Mrs. C. S. ....	246
Hipp, John ....	210
Hollingsworth, Mrs. M. L. ....	207
Holmes, J. D. ....	208
Hayt, Hon. Chas. D ....	172
Israel, Hon. J. A. ....	278
Johnson, Mrs. A. E. ....	244
LeFevre, Hon. O. E. ....	165
Likens, Sadie M. ....	131
Love, Dr. Minnie C. T. ....	116
Malone, Rev. T. H. ....	229
McDowell, Chancellor Wm. F. ....	115
McLister, Warden F. A. ....	149

	Page
Merritt, Hon. E. W. ....	181
Mills, J. Warner. ....	113, 141, 209
North, Mrs. Sarah E. ....	140, 241
Pershing, James H. ....	217, 226
Ray, Prof. J. E. ....	146
Raynolds, F. A. ....	124
Rogers, Hon. Platt. ....	116
Search, Prof. P. W. ....	247
Selleck, Rev. W. C. ....	121, 132
Sewall, Dr. Henry, Ph. D. ....	165
Slocum, Wm. F., Jr. ....	116, 226, 253, 269
Snyder, Dr. Z. X. ....	254
Sperry, Mrs. J. S. ....	140, 245
Storrs, O. S. ....	140, 240
Thombs, Dr. P. R. ....	142, 156
Thompson, G. H. ....	131, 207
Williams, Mrs. H. E. ....	241
Work, Prof. C. T. ....	202, 209



**RECEIVED**

FEB 03 1995

**STATE PUBLICATIONS**  
Colorado State Library





