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DENVER, COLORADO

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QUARTERLY BULLETIN

ISSUED FROM

State Board of Charities and Corrections OF COLORADO

Conference Number

Containing information touching Institutions under
jurisdiction of the Board and matters of interest
connected with social welfare

Vol. 3

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No. 1

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The State Board of Charities and Corrections

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State Historical and
Natural History Society
DENVER, COLORADO

ACCESSION NO. 7523.

BULLETIN NO. 1

Issued by The State Board of Charities and
Corrections of Colorado

The State Board of Charities and Corrections takes pleasure in presenting to the public a resumé of the proceedings of the fall session of the Semi-Annual Conference of Charities and Corrections, held at Denver, Tuesday afternoon and evening, November 11, 1913.

The Board believes that the contents of this bulletin will prove of interest to all concerned in public-welfare work, and especially to those who by reason of great distances were unable to attend.

PROCEEDINGS OF THE FALL SESSION OF THE SEMI-ANNUAL CONFERENCE OF THE STATE BOARD OF CHARITIES AND CORRECTIONS, TUESDAY, NOVEMBER 11, 1913

AFTERNOON SESSION

REV. DR. W. S. FRIEDMAN PRESIDING

SUBJECT: PUBLIC HEALTH AND ITS RELATION TO
SOCIAL PROBLEMS

The Relation of the State Board of Health to the Social Welfare
of the State

PAULL S. HUNTER, M.D.

Secretary of State Board of Health

The statute of the State of Colorado creating the State Board of Health defines that "it shall have the general supervision of the health and life of the citizens of the state." In this broad field of action given to the State Board of Health, I believe that not only the health of the state, but also the interests of the mental as well as moral welfare of its citizens, are included.

Every nation of the world has been known for some great work, and I believe the State of Colorado has a mission to perform in taking care of the sick of the world. Greece gave art; Rome gave laws; the Hebrew nation gave religion; America, freedom to the world; then Colorado should give its beautiful climate and its health-giving air to those that are afflicted.

JUN 13 1953

Yet, with all the natural conditions that lend a great blessing to the health-seekers of Colorado, we have to contend with the moral conditions. The State Board of Health in the last two years has taken upon itself to contend with some of the vital issues before the people of the state. Among them, I might mention, is the moral question that exists in Colorado (and this condition exists in all states), which is more dangerous to the public than any contagious disease.

In France, they tell us, a larger percentage of illegitimate children are born than in any other nation, which can be easily explained by the fact that in France illegal operations for the destruction of child-life are unknown, while in America such operations are common.

I wish to talk to you this afternoon on a subject that is more or less delicate, and I wish the right to handle the subject without gloves; the truth hurts nobody.

Within the last two years the State Board of Health, by taking drastic measures against illegal practice of physicians and midwives, has been able to drive out of the city of Denver a large percentage of these illegal operators.

It has been stated that in the United States at least 40 per cent of all children under two years die. I will venture the assertion that of this 40 per cent there are 75 per cent who have never seen the light of day, due to the midwife and criminal physician. And yet, when we raise our voices against this condition, we get no support from the very persons from whom we should most expect it. The newspapers, the judges, and the most prominent people of your community will tell you there is no reason why children should not be kept from coming into the world.

This condition does not exist among the lower classes, but when you go among the society people, you find in their families only one or two children, while in the lower classes you will see five, six, or maybe a dozen children. They do not wish to have children, and they will keep from it by every means possible. What is going to be the solution in the State of Colorado? We have tried every means possible to stamp out this work, and I believe we have succeeded to a remarkable extent.

Another condition that exists in this beautiful state, against which we have raised our voice, is the existence of quack doctor advertisements in the daily press. Those of you who take the Colorado papers on Sunday, if you will look in the advertisement section, you will discover several flagrant advertisements from physicians advertising to cure all kinds of diseases. These papers are thrown on your front porch, and your children are permitted to read them without protest. Two of the largest papers have eliminated such offensive advertisements, and every paper in the city should refuse to recognize illegal advertisers in regard to medical matters. I wish to congratulate the new management of the *News* and the *Times* on its stand on this matter. If we had

more papers in the State of Colorado which would imitate these two, I believe we should have an uplift of the people of our state.

Now, the fact that the population of this state does not increase in its just proportion rests on certain conditions that should be eradicated. Race-suicide is caused, first, by criminal intent, to which I have already referred, and, second, by criminal negligence. On the point of criminal negligence, I should mention that in our largest cities we have unsanitary conditions that kill off our children to an alarming extent. In some districts of a large city you will be surprised and shocked at the way the children live; the wonder is, not that so *few* children grow to manhood, but that so *many* grow to manhood.

One great factor in infant mortality is poor milk. A great many children are compelled to live on bottled milk. Infant mortality among bottle-fed children is extremely high, but in the families of the poor people, who cannot afford to buy ice and pure milk in the summer, and in whose houses the flies congregate in large numbers, infant mortality is unduly increased. I believe the protection of the milk supply is of great importance. Then there are some cases where we have impure water that causes a large percentage of deaths in children.

Permit me to give you a few figures on different mortality cases. I know that figures have been known to lie, but I trust you will not believe these figures have lied.

In 1911 the total deaths from all causes were 10,498; the deaths of children under one year were 1,784, and of these from one to four years, 640; making a total of 2,424 deaths of children under four years for the year 1911. Whatever you may call these diseases that affect the child, we know they are all caused by indigestion—improper feeding is the main cause. In the State of Colorado there were over 500 deaths from enteritis of children under two years of age, and 293 deaths of those over two years, making a total of 793 deaths from this one disease in Colorado in 1911. The birth record for 1911 was 11,140.

In 1912 the total record showed 9,834 deaths. Of these there were 1,510 deaths of children under the age of one year, and up to four years there were 440 deaths, making the total number of deaths of those under four years 1,950. From enteritis we had 397 deaths among children under two years, and 429 among those over two years, making a total of 826 children who died of stomach and bowel complaint. The birth-rate for 1912 was 10,134.

Now, I should preface these remarks by saying that in other states the death-rate is much higher than in Colorado. In New York and Pennsylvania, where you have large crowded areas, the death-rate from enteritis is alarming. The reason we have a lower death-rate is our remarkable climate. And yet I venture to say, without fear of contradiction, that 75 per cent of those who die could have been saved for less money than the state is

expending on her forests and cattle. It is a shocking situation when a state takes far more interest in the welfare of her cattle, forests, and coal mines than in that of her children. At the last session of the legislature there was twice the amount appropriated for the protection of game as for health. I have no criticism to make upon appropriations, and I believe that all should be spent that can safely be spent; but I believe that public health is of more importance than the protection of deer in Colorado, and I believe the protection of people is more important than that of cattle.

I put this proposition to you in all candor: If the national government or the state government would erect a hospital in the mountains of Colorado, where the poor could send their children in summer, and give them a cool climate with healthful surroundings, at least 75 per cent of these children could be saved. And yet in the State of Colorado we heard no voice raised in its behalf when we advocated such a hospital.

It has been suggested by the State Board of Health that a bill be introduced in Congress to establish a national sanitarium, to be located in Colorado. If such a sanitarium were placed in our mountains, we should be able to say to the sick children of the poor in all the United States: "Come to us and breathe our pure mountain air, feel the benefits of our beautiful climate, and we will restore you to perfect health!" I hope it will not be long before this hospital will be erected. Its details will have to be worked out, but I believe the poor should not be kept away from its walls.

They tell us that there are worthy poor and unworthy poor. I know of no unworthy poor in the world, but I know of a great many that never recognize the unworthy poor. I believe in opening the walls of this sanitarium to *all* the poor. Those unable to pay should be allowed to go into the hospital and receive the same treatment that the rich would receive; and, on the other hand, the rich should not be called upon to pay exorbitant prices, but those able to pay should pay a reasonable per-diem.

The mother should not be separated from her child in these cases. The care of the mother, the fond attentions that only a mother can give to her child, cannot be overestimated, and our idea is that a poor mother should accompany her child to this hospital in Colorado, and her expenses be paid by the United States; and then, when the child is restored to perfect health, mother and child can return to their home.

Is it reasonable to suppose that, if 40 per cent of the cattle of Colorado, or of any other state, should die off, the government would not take drastic measures to stop the disease or epidemic? Is it reasonable to suppose that, if a disease were to break out among the trees and kill the fruit, the legislature would not appropriate money to suppress the cause? Yet, with millions expended in this manner, not one dollar is expended by Colorado or the

United States in conserving the lives of children. Such a condition is appalling. I believe the time is coming when the State Board of Health will be able to take care of this matter and remedy conditions. Then, and then only, can we say that we take care of our citizens from the time they are born until they go to their graves.

These are but a few of the things the State Board of Health and the State of Colorado wish to achieve for the protection of the children.

DISCUSSION

FATHER O'RYAN: Some credit is due the State Board of Charities and Corrections for its part in the closing of the objectionable places referred to by Dr. Hunter. This Board conducted an extensive investigation, drew the attention of the State Board of Health to existing conditions, and worked in conjunction with it.

Much credit is due the present Board of Health and its secretary for their continued interest and the excellent results obtained. It is unfortunate that there is no way to deal with the people conducting maternity homes. Quacks are a source of revenue to the newspapers. We should all feel grateful to those of the newspapers that have refused to publish objectionable advertisements.

It was a pleasure to listen to Dr. Hunter's paper. It is a good thing to be a dreamer, but I fear I shall be in my grave before his mountain home for children becomes a reality.

MRS. MARTHA O. COATES: Dr. Hunter has mentioned sanitation as an important factor in the preservation of health. A representative of the State Board of Charities and Corrections visited those sections of the city in which the very poor live, in company with the mission workers and the visiting nurses, and was forcibly impressed with the great necessity for constructive work among these people. Since then we have improved every opportunity to present this matter publicly, and recently a movement was started in the Italian settlement by a lady who is as enthusiastic as we are. The teachers of the Webster School co-operating with this lady, the school children were interested in cleaning the backyards, and on the first "clean-up Saturday" the city teams hauled away seventy-two loads of rubbish collected by these children. The city will co-operate by giving more attention to the streets and alleys. This work is most necessary from a health as well as a social-welfare standpoint, and we hope to see it carried to other sections.

We also hope to see installed visiting housekeepers—practical, tactful women who will go right into the homes and teach the older girls and the mothers, who have had no training, how to make the very best possible use of whatever material they may

have at hand; how to sweep and dust, wash windows, make beds, and all other branches of housework. Some of these women cannot even sew a straight seam, their clothes are never ironed, and in some homes the table is never set.

The home and the child are the starting-point for a great constructive work; there is a wide field at our very doors, and we sincerely hope that very soon many philanthropically inclined persons will take up this work.

The Relation of the State Food and Drug Department to Public Health

FRED LONG
State Drug Inspector

The food and drug laws of this state were passed during March, 1907, and went into effect the 1st day of January, 1908. Our law is practically the same as the national law, so far as the same applies. The State Board of Health has power to make rules and regulations for the enforcement of this law. The law is enforced by the food commissioner, drug inspector, and four food and sanitary inspectors. The food and drug laboratory work is performed at the State University at Boulder, and is under the care of a skilled chemist and assistant. Since the organization of the department, 8,928 samples of foods and drugs have been analyzed by our chemist to determine their purity. We no longer live at home; our tables depend upon distant growers and manufacturers; and it is the duty of this department to aid and regulate the development of food manufactories, so the products of our factories shall be prepared under the best scientific and economic conditions.

I believe the public health is benefited by this department more than people realize, from the fact that the public in general are ignorant of what substances have been used to adulterate articles of food which are necessary for daily human consumption.

I wish to state some interesting facts in reference to foods, drugs, and sanitary inspection, and, for the purpose of making it clear, I will divide the subject into three topics: I, foods, their adulterations and misbrandings; II, drugs, their adulterations and fakes; III, sanitary inspection and its purposes.

I. Foods may be adulterated or misbranded:

If any substance has been mixed with it to reduce or injuriously affect its quality or strength.

If any valuable constituent of the article has been wholly or in part abstracted.

If it be mixed, colored, powdered, coated, or stained in a manner whereby damage or inferiority is concealed.

If it contains formaldehyde or other harmful preservatives, or any added poisons which may render such article deleterious to health.

If it consists of a filthy, decomposed, or putrid animal or vegetable substance.

If the package bears any statement which shall be false or misleading in any respect as to its true contents, place of manufacture, etc.

If the weight is indicated on any package of an article of food, it must be the true net weight.

The food inspectors are constantly picking up samples of food preparations. As soon as a new article of food is placed on the market, it is purchased and sent to the state chemist for analysis, to determine whether it is true to the label, whether it contains any prohibited preservatives, whether it is artificially colored, whether it contains any prohibited drugs, and whether the sanitary and bacterial tests prove that the article was manufactured under sanitary conditions.

It may be interesting to some of you to know what has been found in foods since my connection with the department five years ago. I will briefly state a few of the common adulterations and misbrandings of food articles:

Canned turkey and chicken made from eight-year-old steers.

Leaf lard made from beef tallow and cottonseed oil.

Pork sausage made from beef, with water and potato flour added.

Milk preserved with formaldehyde, soda bicarbonate, etc.; adulterated because the pump or water bucket had been used to increase its extent or bulk.

Cream which was evaporated milk, Pasteurized milk.

Butter made from animal fats, oils, and sometimes lard.

Ice-cream made from skim milk, starch, and flavors.

Fruit jellies made from glucose, gelatin, and a little fruit flavor, artificially colored, containing preservatives, tarted with acids; on one occasion sulphuric acid was found.

Horse-radish made from turnips.

Maple syrup which contained from 10 to 20 per cent maple, the rest being cane-sugar syrup.

Candy coated with shellac, prohibited colors.

Chocolate in chocolate fudge replaced by iron oxide, commonly known as iron rust, together with rancid animal fat.

Pepper made from charcoal and a little pepper.

Cloves made from ground cocoanut shells.

Apple cider made from water, acids, and burned sugar.

Lemon extract made from lemon grass.

Vanilla extract made from prune juice.

Coffee mixed with burned grains, split peas, coffee chaff, cleanings from the coffee-mill, etc.

Fruit soda water made from synthetic fruit flavors, artificially colored.

Whole eggs sold and billed by a jobber as "one case of rots," price, fifty cents; thirty dozen per case.

Frozen eggs—which are eggs that have been broken, placed in fifty-pound containers, and kept frozen in cold storage until the bacteria increase to a point where bacteria predominate in the substance.

Oysters adulterated with ice and water.

Hamburger steak preserved with sodium sulphite, and artificially colored.

Canned vegetables containing an excessive amount of tin salts and fermentation.

Chocolate cake made from burned umber.

Ice-cream cones sweetened with saccharin—a prohibited sweetening—and preserved with boric acid.

Buckwheat flour containing some buckwheat, but more flour of other grains.

These are only a few. I might say that there was scarcely an article of food on the market which was not adulterated or misbranded, or both, when this law went into effect.

II. Drug products are not giving us a great deal of trouble or concern, on account of the strict federal interstate laws. We have no extensive drug manufactories in Colorado, and consequently most of our official and unofficial preparations are shipped into this state and are under government jurisdiction.

Pharmaceutical houses well understand the requirements of the law. Drugs are divided into two classes; namely, official and unofficial drugs. Official drugs are drugs which are recognized in the "United States Pharmacopoeia" and the "National Formulary." These are government standards. All drugs not recognized in the above-named standards are considered unofficial drugs. These must be labeled the same as food articles in reference to prohibited drugs—which are alcohol, morphine, cocaine, opium, chloroform, cannabis indica, chloral hydrate, etc.—unless sold on prescription by a duly licensed physician.

I will name a few drugs which have been most commonly adulterated:

Olive oil made from cottonseed oil, when made in California. This is what is known as geographical misbranding.

Patent cough remedies, advertised to contain no opiates, which really contain morphine—a prohibited drug.

Soothing syrups also containing opiates, without stating the percentage of the same on the label.

Lime water with no lime.

Camphor without much gum camphor.

Hair tonics: a large number containing, instead of grain alcohol, methyl alcohol, or wood alcohol—a rank poison which, by prolonged use, may produce insanity, paralysis, and blindness. One hair tonic, well advertised on our bill-boards, and guaranteed to grow hair on bald heads, stop hair from falling out, etc., contained sulphuric acid, which would eat the hair off the head instead of putting it on.

Cold remedies containing opium, without indicating the percentage on the label.

Brain foods made from epsom salts.

Fruit cordials and fruit brandies which never saw any fruit, but were made synthetically.

Headache powders containing as high as seven grains of acetanilid—a prohibited coal-tar product.

Tiger-fat salve, purporting to be made from marrow of the bones of tigers from Tibet.

We have accomplished much good in reducing patent-medicine fakirs by suppressing fraudulent labels on the cartons of patent medicines, thereby saving the people thousands of dollars annually. Such statements as these have been put under ban by this department. I will give a few examples of incorrect statements:

“Sure Cure for Consumption” (I will not mention the name of the substance) reads as follows: “It is the only efficient remedy for asthma. It is a positive cure for the most stubborn cases. If the lungs alone are affected, the cure alone can be relied upon, without the assistance of anything else. Rids the system of the consumptive germ. This cure was presented to the world by the professor without great hope of financial gain, but as an act of pure philanthropy.”

Another remedy reads: “If you had a throat as long as a giraffe, it would cure it all the way down.”

A medical water advertised to cure cancer, Bright’s disease, and kidney diseases of all kinds.

Another cancer cure, sold at from \$5 to \$25 per bottle, consisted of a saturated solution of magnesia sulphate, commonly known as epsom salts, which costs the retailer about two and three-fourths cents per pound by the barrel.

“Turkish Naphthaline,” made in Colorado Springs, for the complete cure of rheumatism, neuralgia, lumbago, cancer, tumors, catarrh, hay-fever, diphtheria, croup, grippe, diabetes, lung diseases, appendicitis, lame back, kidney diseases, sprains, bruises, pleurisy, pneumonia, bronchitis, scrofula, toothache, earache, and all skin diseases, all diseases of germ or parasitic origin, and all diseases from inflammation from any cause.

Preparations warranted to reduce surplus fat, renew youth, etc.

III. The most essential work done by this department is sanitary inspection. The last legislature passed a sanitary law that ranks as one of the best laws in the United States, and with it we are accomplishing remarkable results without prosecutions. No food article can be manufactured under insanitary or unclean conditions. It regulates the cleaning of premises, light, ventilation, sewers, etc.; cleanliness of employes; healthfulness of employes, allowing no persons affected with contagious or infectious diseases to work in such establishments; prohibits employes sleeping in manufacturing rooms; provides for adequate washing facilities, towels, soap, etc., and for the proper screening of doors and windows to prevent contamination from flies.

Considerable time has been given to inspection of restaurant and hotel kitchens, dining-cars leaving and entering Denver, and other points of interstate traffic.

During the summer months we have repeatedly taken samples of milk, cream, and ice-cream for bacterial tests. Water analyses have been made from the various sources of supply which furnish water and ice to railroads doing business in this state. By this we have induced railroad companies to place better water on their trains, better water-coolers, and more sanitary methods of sterilizing tanks, which is now done by live steam.

Special attention has been given to meat markets—their ice-boxes, screening, condition of meat and meat products contained in their refrigerators.

We receive water for analysis from any city, county, or town health officer who deems it necessary that an examination be made to determine if the water used by the public is free from typhoid and other disease germs.

We have from time to time, during the canning season, inspected the canneries in our state, the object being to have our canned products put up under the best possible sanitary conditions.

We have inaugurated a system of inspection to protect the school children who buy lunches from confectioneries and bakeries in the vicinity of schoolhouses. We feel that it is very essential to see that this food is wholesome and served under the best conditions.

During the fall and winter seasons we give oysters, fish, game, and poultry special attention, particularly the sea foods which are shipped great distances.

The United States government has established a laboratory in Denver, which is equipped to make all tests necessary to determine adulterations of every nature. This department co-operates with the United States Food and Drug Inspection Department, other state departments, and with the city and county health officials of

the state. By this hearty co-operation we hope to have our food and drug products placed upon the market in lawful manner, and manufactured under the most approved sanitary conditions.

DISCUSSION •

MRS. RAY S. DAVID: The city is doing nothing. It is the social workers and the mothers who are taking up the work of looking after the milk supply and improving the conditions that affect the health of the child.

MRS. A. R. LOVE: Does the law of Colorado allow the use of benzoate of soda in the preservation of food? If so, what per cent?

MR. LONG: One-tenth of one per cent is used to preserve. Some say it is not necessary. Preservatives are not harmful in small quantities, but are in large quantities.

MRS. HONORA MCPHERSON: What is the state law regarding the sale of cocaine?

MR. LONG: The sale of cocaine is under a separate law. The last legislature passed a new law. The only jurisdiction the State Board of Health has is to examine the prescriptions filled by druggists. I think the State Board of Pharmacy can enforce the cocaine law.

MRS. MCPHERSON: How many employes has the state for this work?

MR. LONG: There are two men in Denver, four for the state. All are busy. We could use ten inspectors. These inspectors do not call regularly or at any special time.

MR. JOHN RUSH: I believe that conferences of this kind are of great value. We are all seeking the betterment of the state, and all want saner conditions. This meeting together and exchanging ideas is helpful and tends to bring about a better understanding of the work connected with the public welfare.

I was glad to hear of the movement started in relation to visiting housekeepers. I think it is a good thing. In regard to the adulteration of foods, I think ladies should not buy prepared stuff. Make it at home.

After what was said by previous speakers, I wonder in what stage of life one is safe. Dr. Hunter thinks not in infancy, and, after hearing Mr. Long, I think surely that as adults we are not safe!

The district attorney's office has endeavored to enforce the law in regard to the sale of cocaine. If anyone has any knowledge of the breaking of this law, I will make an effort to place the violators in jail.

Two things go to make crime; one is liquor, and the other is narcotics. The latter is the more pernicious; it becomes a habit. It is a crime to license people to carry on the sale of these drugs.

I am pleased to know that the drug inspector is in harmony with the law. I will endeavor to ascertain as to the purchases of this class of drugs. The average physician is not careful in administering drugs.

MRS. W. E. COLLETT: Many of the men who come to me are drug fiends. Their condition is pitiful indeed. They are not necessarily bad at heart, and need our help, kindness, and sympathy.

DR. CASSIDY: The attention of the medical profession, of which I am a member, should be called to its responsibility. The statistics will show that a very large proportion of those addicted to the drug habit have become so because the drug was administered by a physician.

Investigations should be made of those addicted, to determine where the burden of responsibility rests. These unfortunate creatures are bound down by fetters which they themselves cannot break. They should have proper treatment, and not be convicted by the courts and thrown into jail as a panacea for this evil.

EVENING SESSION

DR. ELIZABETH CASSIDY PRESIDING

SUBJECT: IS JUVENILE DELINQUENCY INCREASING?

JUDGE BEN B. LINDSEY

Judge of Juvenile Court, Denver County

From the time I became connected with Juvenile Courts, nearly fifteen years ago, I have always insisted that the home, the school, and the church are the institutions responsible for the increase or decrease of delinquency. When this civilization of ours depends upon the club, depends upon any sort of violence to save it, it is doomed to destruction. I have said that Juvenile Courts did not promise to reduce delinquency. Its prime purpose is to assist the home, the school, and the church in taking care of their failures. But far beyond our expectations or promises have we realized in results. The present and former chiefs of police and sheriffs in Denver have all testified to the decrease of delinquency. The actual court records bear it out. The first report of the Juvenile Court of Denver showed 560 delinquent children in court. The report of 1912 shows there were only 419 filed against—317 boys and 102 girls—out of a school population of 54,000. Ten years elapsed between these reports. The school population in that time more than doubled. As judged by these records, then, there has been a decrease of nearly 200 per cent in delinquency. The gratifying thing about this result is that it has been in the face of new and added temptations—such as moving-picture shows, vulgar postcards, risqué plays—that were practically unknown to Denver ten years ago. There has also been in this period a large

influx of a foreign element that for many reasons adds to the problem of delinquency.

While the Juvenile Court has more than justified itself in every state in the Union—especially in Colorado—it would be perfectly absurd for any community to hold the court responsible for any increase in delinquency. This would be a confession that the home, the school, and the church had absolutely failed—had broken down. The Juvenile Court is a good thing, but it is only a palliative. There must be great changes in our social and economic conditions to bring about a real and permanent decrease in delinquency. The Juvenile Court provides for probation. It comes to help and not to hurt; to uplift and not to degrade; to redeem and not to drive out. But what is most necessary is the strengthening of the American home. The Juvenile Court of Denver is the first parental court in America. It secured and enforced the first law that brings parents to the court instead of children. This is done in many cases.

The community itself is just as much responsible for a certain type of delinquency as the home. If it fails to provide adequate playgrounds, gymnasiums in connection with schools, picture galleries, supervised dance-halls, and proper forms of amusement for the good and wholesome expression of natural instincts, it is committing a crime against its youth, and is chiefly responsible for immorality.

The other day the principal of a school sent to my court several boys for having a vulgar postcard. I am informed that that card is passed by the government censors in the mail. It is freely sold in the stores, without molestation. When I complained to a vender of these cards recently in Denver, he pointed me to two shows in the theaters. In front of these were pictures of half-nude women—bathing nymphs. Inside, the place was crowded with schoolboys feasting upon the half-nude forms of the women in the tanks. A half block away, playing to crowded houses, is another show whose chief attraction is the appeal to sex emotion: young girls displaying all of their charms in silken tights, and songs, dances, and half-vulgar jokes, to the delight of groups of high-school boys in the galleries above, proclaiming loudly the high school they represent.

I can, by a certain kind of confidential work that makes prosecutions difficult and convictions almost impossible, get hundreds of cases of what the community calls "sex immorality," and I can trace the causes to this kind of stimulation of the sex instinct by the community; and I can also indict the community as the chief criminal that ought to be before the bar of justice, for that community has provided no wholesome and natural outlet for the expression of the same natural instinct. The only remedy it provides is the policeman's club and the jail that the community, in its hypocrisy and shame, in cases of its best citizens, refuses to enforce except in the case of the obscure, the poor, and the lowly,

who are occasionally prosecuted as the sacrifices for the crimes and neglect of our civilization.

The amazing thing is that, in the face of all these difficulties, the Juvenile Court has brought about such a wonderful decrease in delinquency, not only in Denver, but throughout the entire State of Colorado, as shown by the records and reports of the officers.

JUDGE FRED W. STOVER
County Court of Larimer County

In preparing this paper, I find myself confronted with an embarrassing situation, in that it must be done without conferring with the other speakers upon this subject, and not knowing in the least what phase of the subject will be considered by them. However, I shall handle the subject according to my own ideas, and trusting that it will not be a repetition of what others may say; and perhaps by so doing I shall be able to give a few points of interest to those present.

At the outset I will state that my own observations are limited to the county over whose court I have the honor to preside. As you all know, this is an agricultural county, containing no large cities and having no considerable percentage of foreign population. From this it is seen that I am not confronted with the child problem complicated by the many artificial conditions under which children in the cities find themselves, and the oftentimes unhealthy moral atmosphere of the large manufacturing centers. But, with the exceptions above noted, I believe the girls and boys of our county are about the same as the boys and girls of other localities the world over, with the possible exception that, because of our excellent school system, they are, perhaps, somewhat above the average in educational attainments.

The point which I perhaps emphasize most in my work as juvenile judge is the compulsory attendance of all the able-bodied children at some school, either public or private, for the greater part of the school year. I can unhesitatingly say that during the school year the amount of juvenile delinquencies brought to my attention as juvenile judge materially decreases, and, almost without exception, all offenses committed while schools are in session, except truancy, occur on Saturdays or Sundays. In our city schools in Fort Collins we have a "Parents' Society" organized for each building, the object of which is to co-operate with the teachers in securing attendance and good deportment, and, in fact, to strengthen the schools along all lines of work. I commend this most highly, and one sees that the close co-operation of the parent is the best thing obtainable for all who have the child problem before them.

In considering the subject, "Is Juvenile Delinquency Increasing?" I will frankly state that I am not much interested in the

subject when applied to children generally, for my court does not deal in generalities. Of course, we are all pleased when children generally are good, generally attend school, and generally show genuine worth; but this cannot help being superficial.

Undoubtedly a great many acts of juvenile delinquency are committed, but never known except to the juvenile; while a large number of others that are committed are known to only a few, and never reach the attention of the district attorney or the court; and I think it is often well that many cases of juvenile delinquency do not go any farther than a hearing before the child's parents, followed by some method of reproof or punishment sanctioned by the usages of parents since time immemorial.

In my estimation, in the great number of cases the Juvenile Court should be resorted to only after parental authority is no longer of avail, entirely lacking, or the nature of the offense is such that unusual steps should be taken. I do not favor rushing into court with every act of juvenile delinquency.

I do not wish to cast reflections upon any of the officers in this county, as by our classification the fee question is not a serious one. I have often wondered if in some localities the increase in arrests was not due to the desire for fees. I am a warm advocate of the movement to abolish the fee system from the administration of our laws.

Considering the subject from the viewpoint of the individual, I would unhesitatingly say that juvenile delinquency certainly is not increasing. Case after case is brought before my court; a free, fair, and frank confession obtained; and, after a serious talk with the offender is had, and a warning administered, the guilty party is admitted to probation, with the distinct understanding that another offense means a course in the State Industrial School.

I have made it my invariable rule that, after a child has been put on probation and again offends, no circumstances will deter me from committing the offender to the Industrial School.

In all cases brought into court, which, in my opinion, are not particularly aggravated, I am careful to dismiss them after a thorough talk with the juvenile; but when the case justifies it, as most of them brought before me do, I put them on probation.

As nearly as I can estimate, the proportion of children sent to the Industrial School from this court for a violation of their probation privileges is not more than 1 per cent. Sometimes I have sent children to the Industrial School upon the first offense, where I am satisfied that probation would be useless because of the lack of parental authority, or the disposition of the child not to reform after a warning.

I do not wish to give the impression that, when a child is committed from my court to the Industrial School, the case is hopeless. During my term of office, which began in November, 1907, I have had but one child returned to this county from either

of the State Industrial Schools who was not in my opinion thoroughly reformed and determined to live an industrious and useful life. I can also say the same for those girls whom I have had occasion to send to the Home of the Good Shepherd.

Some people have the idea that about the worst thing that can happen to a child is to be brought before the court upon a charge of juvenile delinquency. My opinion is just the contrary. I believe it has been the making of many a boy and girl to have been taken in hand by the officers before matters have progressed to such a degree that a criminal career has been started. And, therefore, I believe that, if we should decide that the apprehension by the officers of juvenile delinquents is increasing, it is not an alarming nor unfavorable sign, but, on the contrary, shows that the officers of the law are on the alert, and willing and able to guide the untrained footsteps of the coming generation.

I am well aware that there are those who contend that the present-day methods of handling juvenile offenders encourages rather than discourages them in their unlawful acts, and it may be that there are some officials who have had this experience; but to me it seems much like the old argument against the sumptuary laws against the illegal sales of liquor, that the passage of regulatory or prohibitory laws only increases the sales.

I shall not attempt to embody in this paper information I have gained reading articles written by those familiar with juvenile problems, nor insert information gained from other officers having in charge the administration of juvenile laws, but shall confine it to my own personal observation; and I can truthfully say that the juvenile laws, as administered in my county for some years past, have proven to be a distinct success.

I do not believe that law ever changed the nature of an individual. The enforcement of laws oftentimes deters the individual from the commission of acts prohibited by law. Force and fear undoubtedly occupy a prominent part in the obedience to law of the individual, but to the youth the appeal of friendship and humanity is the strongest appeal which can be made.

The final test made upon the training of a youth is after he has arrived at maturity; then he is measured by the standard of good citizenship. A boy's whole youth may be given over to thoughtless indiscretions, and yet he may make a good citizen; while another boy may pass through youth without a violation of law, and may become a worthless member of society.

I have a great deal more sympathy for a boy who steals a bicycle than for the individual who steals from his fellow-men by some of the present-day business methods. A boy who tells an untruth is no greater liar than the business man who uses his position in the community to promote some wild scheme and pass it off at a good profit on his unsuspecting neighbors.

The Juvenile Court should be a branch of the training system of the youth, designed to correct rather than to punish. Of course, one of the first principles to be taught is obedience, and this at times—in fact, many times—has to be impressed with punishment.

I am well aware that the ordinary juvenile delinquencies are most annoying to the peace officers. They often find themselves at the end of their patience in trying to fix the blame on particular individuals, and, no doubt, at times would rather resort to a good barrel stave, properly administered, than to the Juvenile Court.

It is a far greater triumph over wrong to induce the wrong-doer to forsake his evil way by showing him the right course to take, than it is to force him down the straight and narrow road by threats and fear. In other words, we should not devote ourselves entirely to a study of the psychology of the influence of force upon the wrong-doer, but should give attention to the psychology of the influence of kindness upon the erring.

In the administration of the juvenile laws we should at all times bear in mind that we are dealing with those who are exceedingly impressionable and who have many years of life before them. Their habits are unshaped, and they have not as yet determined upon the course which they will pursue; and an error in favor of leniency is far better than one in the direction of undue severity. Is it any worse to spoil a child by leniency than to spoil him by injustice and severity, which, to his mind, bespeak the tyrant, and at once array him, in the battle of life, forever against the officers of the law? Certainly he will be no worse a criminal because of the kindness once bestowed upon him, than because of the rebuke and punishment administered to him by an official who does not understand the true situation.

One of the fundamental principles of education is that punishment should never be administered in anger, and it is equally well settled that punishment by courts should not be in the nature of revenge, but should be more along the lines of the punishment administered by nature when its laws are sinned against. The punishment should follow as the consequences of the act.

In summing up the points contained in this brief paper, I would give them as follows:

1. Rigid enforcement of the compulsory school laws decreases juvenile delinquency.
2. The number of offenses committed by the offender is a better test of the increase of juvenile delinquency than the number of offenses brought into court.
3. The number of cases filed may bear no relation to the number of offenses committed.
4. Lastly, a young offender should be given consideration and kindness, rather than harsh punishment, it being the policy of the law to correct rather than to condemn; in a word, to make good

citizens, even if the number of cases of juvenile delinquency filed is increased.

NELLIE D. OSWALD
Juvenile Court, Denver

An investigator can deal only with the cases which become matters of record. Not all cases of law violation in a given community become known; not all which become known come to the notice of the court. According to the 1910 report of the United States labor commissioner, Volume III, "Juvenile Delinquency in Its Relation to Employment," it has been estimated that not more than one-third of adult crimes and misdemeanors come to the knowledge of the court. The commissioner suggests that among juveniles the proportion would be much smaller, owing to the general objection to taking legal measures against children. Numerous offenses of almost every nature are constantly committed which do not reach the notice of either the police or the judiciary. So it is impossible to estimate the real extent of delinquency, no official returns being made of much of it.

The chief reason for the suppression of these juvenile law infractions is the attitude of the public mind, which becomes more and more indulgent, and consequently less inclined to prosecute; or, when it does prosecute, manifests a disposition to mitigate the seriousness of the charge preferred. Considering the social conditions in which juvenile delinquency has its root, this spirit of leniency is regarded by many as humanitarian and wholesome.

In surveying the extent of juvenile crime among civilized communities, it appears that the problem is not diminishing in magnitude. Returns, both at home and abroad, exhibit a distinct tendency to increase. The problem is one which confronts the whole world—not one confined to the local community nor to the neighboring one. The effect in estimating the increase or decrease of crime or delinquency is an operation complex in proportion. A decrease may appear in some localities, but not be one in reality. According to the social experts, this tendency is exhibited in few localities.

Morrison, in his "Juvenile Offenders," says that population under detention in reformatory institutions is increasing more rapidly than the growth of communities as a whole. Delinquent youths in the homes of the more favored are mostly disciplined at home or sent away to school. In the poor, less-favored home the delinquent is brought to court. That makes the problem of delinquency from the former type of home small, so far as court returns are concerned. In a study of the real situation, our paramount duty is to look at facts and not at appearances. The only satisfactory solution is an exhaustive inquiry into the causes producing delinquency, and the only sane, effective way of grappling with it is to eliminate the causes from which it springs.

In Colorado, in 1911, according to the report of the commissioner of education, inmates in our Industrial Schools numbered 712—577 boys and 175 girls. Of these, 374 were of American parents, 235 with one or both parents foreign, and 18 foreign-born. The expense of education and maintenance was \$77,500. In 1912 the total number of inmates in our Industrial Schools was 734—562 boys and 172 girls. Of these, 251 were of American parents, 87 with one or both parents foreign, and 19 foreign-born. The cost of education and maintenance was \$127,997.

The Juvenile Court, with its great purpose to develop and enforce responsibilities of both parent and child, is an invaluable factor in the establishment of better citizenship, in its efficient influence upon both parent and child, and in the material saving to the state of the costs substituted in probation service. But what a struggle it all is, and how hopeless in its curative efforts, until society destroys the evils that lead the youth into conditions that make for delinquency! Our ameliorative methods of treatment are successful, in a measure, in diminishing the force of these conditions. But all the efforts we can put forth do not touch the general condition of unhappiness in individual and social circumstances in which a considerable proportion of juvenile population is born and has to live. How is it possible to avoid a big percentage of crime, when such numbers of delinquents spring from degenerate and degraded parentage, compelled to grow up in an abnormality of moral and material wretchedness?

The conditions of delinquency are individual—such as age, sex, physical and mental characteristics—social or parental, and economic. Sometimes the juvenile offender is a joint product of bad heredity and bad environment. We may minimize, but society must remove, the cause. When the judge reads on the card which accompanies the probation officer's complaint the word "incorrigible," and farther down scans the history of the case, he sighs, with his verdict already pronounced. Against the child? No; for the whole story is a confession of the limitations of the home and of society, chiefly economic.

Great numbers of our so-called delinquents and of our criminals are not delinquents or criminals at all, but victims of physical or mental abnormalities, careful investigation of which traces the causes to malnutrition. There is abundant testimony to prove that low nutrition is the prime and most fruitful cause of all forms of delinquency. Many of the worst features of youthful delinquency are due directly to this and other evils of poverty. Robert Hunter estimates that out of the 10,000,000 persons in the United States who are underfed, poorly housed, underclad, and with no security in the means of life, 3,000,000 are under fourteen years of age. This is of vital importance when we consider that from five to fourteen is the principal period of school attendance. It is found, upon careful study, that the employment of the mother is responsible in large numbers of cases for the neglect of the

material needs of the children—their underfeeding and improper feeding.

In passing, we must take some note of the state school mortality. Of 160,084 elementary pupils, only 13,497 enter high school—less than one-tenth as many as are in the elementary schools. In January, 1913, 19,967 children of school age, being 10.4 per cent of the whole number of school age in the state, were not in any school.

We find the cause primarily to be the demand of modern industry for specialists, and the failure of the school, in its form of training, to prepare for efficiency. Scott Nearing declares that this is one of the most active causes, if not the most active cause, in sending children to work. As soon as possible, great numbers of boys and girls go to work. And child labor breeds immorality. In association with older persons, youth soon acquires the desire to adopt certain vices. Health becomes undermined; the moral sense becomes stunted. It is not all that way, but the tendency seems to be in this direction in such a multitude of cases. Boys and girls earning their livelihood strive to imitate the luxurious living they observe in the classes above them. Scarcely a day but that they do not read sensational accounts of embezzlements, frauds, and vice in the higher-ups; not a day that they do not see these gratifying their desire for pleasure. The boy and girl in their small way begin to follow suit. In the process of time they develop into juvenile delinquents, and society complains.

Ellen Key, in her remarkable book, "Century of the Child," says the behavior of society is like that of a tyrant who has put out a man's eyes, and then beats him because he cannot by himself find his road. We see how the moral atmosphere of the child labor centers—indoors, and outdoors in the street trades—is bad. With a majority of our youth finding their recreation in the city streets, and forming permanent relationships there, what sort of fighting chance have they? Modern commercialism makes such tremendous appeals to their imagination, in the sort of pleasures and amusements promoted, as to demoralize their study habits and increase the thirst for artificial amusements. The effect of the economic crime of upper and lower classes alike, due to our present-day social system, created and maintained by our present-day society, is manifest on every hand. No wonder we have physical, moral, and mental degeneracy—street tramps, juvenile delinquents, and the rest.

What the Morals Commission Knows

PROFESSOR BIGELOW

Principal of the West Denver High School; Member of the Morals Commission of Denver

In relation to the question for consideration tonight, Judge Lindsey and others have said that juvenile delinquency is decreasing. I want to add my agreement to that. I know this is true regarding my experience: whether the number of delinquents is decreasing or not, I believe that the number who are honest and upright is increasing.

A poorly clad girl came to my office with a purse containing \$6.95 which she had picked up from a class-room floor; also a young boy, poorly clad, who brought me a \$5 bill which he had found in our school building. They both had the opportunity to keep the money. I could cite three such occurrences in one week, which, together with other experiences, leads me to believe that honesty is increasing.

In taking up the work of ascertaining conditions which lead to vice and crime, we investigated forty-one of the most prominent cafés of the seventy-five in the central district of the city. We found that the sale of liquor was their best business and gave the largest profits. There is a close relationship between the sale of liquor and the social evil. Soliciting was permitted openly in cafés in Denver. Many of these places are used by women for the sake of plying their trade. It was found, upon investigation, that many boarding-houses and hotels permit that kind of arrangements with women. There are very few hotels in the business section where these women cannot take their victims. The cafés permit the ordering of liquor to the rooms, and the business is encouraged by the close connection between cafés and rooming-houses by means of a back stairway. Indecent language and suggestive songs are common.

These places are located side by side with picture houses, and the noise and lights attract the young. It is easy for the girl to go into the café and take a drink. Most cafés serve liquor without food. Intoxicants excite the passions and tend to break down all power of moral restraint. A girl sees in these cafés the operations of those women. Young people go to the picture shows for innocent pleasure; but can they remain innocent long, under the conditions that surround them? Men in the picture-show houses are on the watch for these girls, and all kinds of means are used to attract them. It sometimes seems that there is a connection between lewd women and the picture shows, and that the women are admitted without charge. Every opportunity is given them to ply their trade and to watch for the innocent. One instance comes to my mind, which shows the open manner and extent of this business on the streets of Denver. A young man in Denver, attending school, and away from home for the first time, was

solicited when on his way to his dinner, between Fourteenth and Fifteenth Streets on California Street. Parents should acquaint themselves with the conditions which exist in our city.

Many mistakes of youth are made through ignorance. You and I often have to have things repeated to us before we do the right thing. Why should we expect so much of the young people who have received the injunction but once?

It remains for Denver to insist on a social survey started by the Morals Commission a year ago. The Morals Commission is without funds, and, since filing its report, it has become an open question whether or not the commission is still in existence. If it is, the city should provide sufficient funds to complete the survey. If this survey can be completed, and the results placed in the hands of the people, great improvement will be made in the near future. More interest must be taken in civic problems.

Knowing our failures and our strong points, constructive work will surely follow, and Denver can be made the best city in our country.

DISCUSSION

JUDGE H. S. CLASS, of the First Judicial District: During the four years of my term as county judge of Adams County I was frequently called to preside over Judge Lindsey's court in Denver. My observation is that the juvenile-delinquency problem is not in any wise serious in my district, which is composed of three mountain and three valley counties, with no large cities.

My experience teaches me that one of the principal causes of delinquency is idleness. I believe that in every child is the natural spirit of ambition. This disposition to do something should be fostered and encouraged, and the opportunity afforded upon which it may thrive. Teach the children to achieve something, according to their abilities; for, if this spirit of ambition is not cherished, idleness and indolence will quench and choke it.

Home conditions are among the most important in matters tending to prevent delinquency. Give the children plenty of room. There should be no part or place in a home too sacred for the children. Light up the home—make it bright and cheerful; for, if the home is dark and gloomy, the boys will find the poolrooms and the saloons ablaze with light, and every effort made to attract our youth to these places.

I am thankful for this opportunity to pay my respects to the district attorney in my district, Hon. Samuel W. Johnson, and to express my appreciation of his efforts toward doing away with some of the conditions that make for crime and the moral destruction of young lives. Petersburg, the scene of many a midnight-to-dawn revelry and debauch, no longer exists. The signs point to

the absolute abolition of every roadhouse in the First District within a very few weeks.

JUDGE CHARLES C. BUTLER, of the Criminal Division of the District Court, Denver: I have had practically nothing to do with juvenile delinquency, and came here, not to give information, but to obtain it from those who have made a special study of that subject. Every dollar spent in the prevention of crime saves many dollars now spent in police supervision, in criminal trials, and in the erection and maintenance of penitentiaries, jails, and reformatories. There is no better prevention than work among juveniles, for it is the juvenile offender who, if not properly cared for, becomes the adult offender. Probation, applied with care and discrimination in juvenile cases, is infinitely better than the old system of sending all juvenile offenders to jail.

Even in the case of adult offenders the probation plan can be used to advantage in perhaps 5 per cent of the cases where the offense is the first offense. In the case of adults, of course, much greater care should be exercised than in the case of children; but I am confident that an adult probation law would be a good thing, if wisely administered. At present the judges of the District Courts resort to a plea of *nolo contendere* in those cases—especially where the offender is young—where probation should be applied. Upon the entry of such a plea, the offender is allowed to go practically on probation, but without the care and supervision of a regular probation officer, and at any time that the district attorney considers that the public interest requires it, he may request the court to pass sentence. This is a poor substitute for an adult probation law, but it is better than nothing.

In the West Side Court in Denver, since January 15 of this year, out of 670 criminal cases filed, a crude form of probation has been tried in forty-one cases; eight by means of the expedient of continuing cases for sentence, where defendants have pleaded guilty, and thirty-three on pleas of *nolo contendere*. Of these, seven were rearrested for other crimes, and sentenced to the reformatory, the jail, or the penitentiary. Whenever the offender commits a crime, after being allowed to go at large on probation, and is convicted or pleads guilty, he or she is sure of receiving sentence; the experiment is not tried twice with any offender. The court's duty to the public is of paramount importance. Reparation is required where a plea of *nolo contendere* is accepted. A return of the property stolen, in case of theft, is always required, where it is possible; if not possible, then the offender is required to pay its value, either before he is placed on probation, or during probation as a condition to its continuance.

In connection with this crude probation work carried on in the West Side Court, Mrs. Collett, secretary of the Colorado Prison Association, has done good service as a voluntary probation officer without pay.

I hope that a law will be passed at the next session of the legislature, and signed by the governor, giving the judges of District Courts probation powers, not for the purpose of causing a general jail delivery, but to be exercised in that small percentage of cases where the interest of the public will be best served by giving the offender another chance—where there is some assurance of restoring a first offender to good citizenship.

MONTHLY CENSUS OF STATE INSTITUTIONS

BULLETIN NO. 24

Paroled
During

Institution—	Month	Male	Female	Total	Month
State Home (for Children) Denver...	July	128	74	202	25
	August.....	131	78	209	11
	September	131	80	211	8
Soldiers' and Sailors' Home, Monte Vista.....					
Vista.....	July	153	...	153	37*
	August.....	155	...	155	40
	September	156	...	156	32
Industrial Workshop for the Blind,					
Denver.....	July	11	6	17	..
	August.....	11	5	16	..
	September	9	3	12	..
State Hospital, Pueblo.....	July	711	474	1,185	..
	August.....	714	474	1,188	..
	September	707	473	1,180	..
State Penitentiary, Canon City.....	July	752	15	767	21
	August.....	751	16	767	23
	September	773	18	791	25
State Reformatory, Buena Vista....	July	88	...	88	16
	August.....	94	...	94	16
	September	101	...	101	11
State Industrial School for Girls,					
Morrison.....	July .....	...	117	117	1
	August.....	...	119	119	3
	September .....	...	118	118	2
State Industrial School for Boys,					
Golden.....	July	229	...	229	64
	August.....	215	...	215	21
	September	216	...	216	10
State Home and Training School for					
Mental Defectives, Ridge.....	July	37	25	62	..
	August.....	37	25	62	..
	September	39	26	65	..
Total in state institutions.....					
	July .....	...	...	2,820	..
	August.....	...	...	2,829	..
	September	2,850	..
July decrease.....	106	August increase.....	9	September increase	21

*On furlough.

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