

TWENTY-FIFTH NATIONAL CONFERENCE OF CHARITIES  
AND CORRECTION

New York City, May 18-25, 1898

REPORT OF STANDING COMMITTEE

ON

# Municipal and County Charities

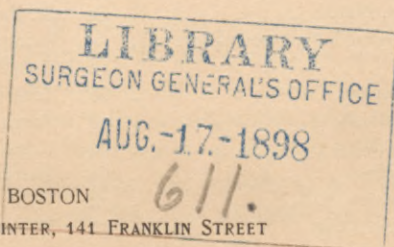
(INCLUDING PUBLIC OUTDOOR RELIEF)

BY

HOMER FOLKS, CHAIRMAN

105 East 22d St., New York

INCLUDING AN ACCOUNT OF THE CHARITABLE ACTIVITIES OF THE  
73 CITIES IN THE UNITED STATES HAVING A POPULATION  
OF MORE THAN 40,000 IN 1890



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# REPORT

OF THE

## COMMITTEE ON MUNICIPAL AND COUNTY CHARITIES.

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BY HOMER FOLKS, CHAIRMAN.

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The National Conference of Charities and Correction has, up to this time, undoubtedly had far more influence in other directions than in the improvement of municipal charities. Upon legislation, the development of State institutions, the charity organization movement, and child-caring agencies, its influence has been powerful and continuous; but upon the charities that are carried on by our great municipalities its influence has been, in comparison, feeble and intermittent. Only a few mayors, commissioners of charities, or other officials in similar positions have been present at our meetings; and it is doubtful whether many of them have read our Proceedings. The few underlying principles of wise relief-giving, upon which the members of this Conference may be said to have reached practically a consensus of opinion, have been to most of them merely the formulæ of theorists or the ideals of well-meaning but impracticable visionaries.

The Conference has taken up the subject of municipal charities only semi-occasionally, and then as though conscious that vague but formidable difficulties lay in the path of any improvement. Once only, prior to 1896, did we have a committee on the specific subject of municipal charities. The report of that committee, prepared by its chairman, Hon. Seth Low, and submitted at Buffalo in 1888, just ten years ago, is one of the most valuable papers in the

literature of the Conference. The subject was taken up again in 1896, and important papers on various phases of city and county relief were presented at Grand Rapids and at Toronto.

Three topics were assigned to the present Committee,—Municipal Charities, County Charities, and Public Outdoor Relief. The twenty-five volumes recording the history of this Conference include many thoughtful papers upon Outdoor Relief. It is doubtful whether we could at present contribute anything new or of special interest on this topic. County Charities have also been given due consideration. It has seemed fitting, meeting as we do in the largest city in the land, to devote this report specifically to the subject of Municipal Charities.

A report upon the administration of charity in the seventy-three cities in the United States which had more than forty thousand inhabitants in 1890 has been prepared, and is submitted herewith. It states briefly the extent to which each city undertakes to relieve its poor; what the city does for the insane, for children, for casual lodgers, and for other classes of dependants. It is submitted in the hope that it affords the data for the beginning of a comparative study of municipal charities in the United States.

As one reads this report, his attention is at once drawn to the fact that in New England, where the township system of local government has prevailed, the relief of the poor has been made a function of each municipality as soon as the growing community cut loose from the township. The New England cities generally make some provision for all the different classes of dependants. In the Central and Western States, however, where the county system has prevailed, cities have grown into the first rank without taking upon themselves the management of charitable institutions. In these States, so far as poorhouses, public hospitals, and insane asylums are concerned, the cities have generally remained simply parts of counties. This is still the case with the second largest city in the country. There are no municipal charities in Chicago. Cook County manages the almshouse, hospital, and insane asylum to which the public dependants from Chicago are sent, and also distributes outdoor relief in the city of Chicago. Outdoor relief, however, usually has not been a county matter; and the cities of the Central and Western States generally have their own overseers of the poor, elected or appointed as distinctly municipal officers, to distribute temporary relief or commit to institu-

tions. Taking the first ten cities in order of size in 1890, eight manage their own charities, while two, Chicago and Buffalo, are simply parts of counties. Of the second ten cities, five manage their own charities, and five are parts of the counties in which they are situated.

Cities of the first rank, except as above noted, as they have outgrown the township and have approached the county in population and influence, have established their own institutions for the care of the sick, insane, and destitute,—both children and adults. The department of charities has taken its place by the side of the fire, police, health, public works, and other municipal departments. In recent years there has been a strong tendency for the State to relieve both cities and counties of two classes of dependants, each of which has special claim upon the protection and care of the commonwealth,—the children and the insane. Several States have adopted an exclusive State system for the care of destitute children; and a larger number have gradually approached a system of State care for the insane, often requiring the county or city to support the insane in State institutions.

So far as charity has become a distinctly municipal undertaking, it has shared the general character of the administration of the municipality. The cities that have been notorious for inefficiency and corruption have had corrupt and inefficient departments of charities, and untold sufferings have thus been inflicted upon the recipients of so-called public charity, which in some cases might more truly have been called public cruelty. It might be thought that the charities department would be exempt, even in such cities, from the evils that have fastened upon other departments; but there is no evidence that such is the case. Some of the darkest chapters of municipal misrule in Philadelphia were connected with the almshouse and hospital. The scandals connected with the King's County (New York) Asylums for the Insane are still fresh in mind. While these conspicuous instances of theft of public money, appropriated for the care of the sick, attracted wide-spread attention, it is to be feared that a more serious evil—suffering unrelieved, if not aggravated, by neglect—has been far more common. Probably no one seriously disputes Bryce's saying, that the government of cities is the one conspicuous failure of the United States. Nor will those who are acquainted with both city and State charities hesitate to affirm the

great superiority of the latter. The greater part of Mr. Low's report upon municipal charities in 1888 was devoted to an explanation as to why city and county charities were inferior to those of the State. He advanced four reasons,—inferior classification, less adequate appropriations, government by committees of boards of supervisors instead of by independent boards of trustees, and greater interference by partisan politics. The members of this Conference do not need, however, to go to Bryce or other students of municipal government for information as to municipal charities. From what our eyes, ears, and noses have told us, we know that city charities range in character from good to very bad, and that the number of the bad is discouragingly large.

But, if municipal charities have shared in the evils of our cities, they also share in that wonderful revival of interest in city government which we have witnessed in the last few years. In several cities this has passed beyond the realm of discussion, and comprehensive movements for the organization of municipal charities upon a more rational basis have been carried to success. The charities of New York City and of Boston have recently been reorganized. Baltimore secures notable improvements in the provisions of her new charter, taking effect Jan. 1, 1900, which relate to charities.

In one respect, at least, there is uniformity in these movements. Everywhere the tendency is toward a differentiation of the different classes cared for at public expense, and the placing of each distinct class under the management of a separate official responsibility. The lack of classification, one of the evils pointed out in 1888, is being corrected. The destitute, the insane, and the criminal are the three generally recognized classes of public dependants. During the past three years New York City has made an absolute division of these three classes. In the place of its former Department of Charities and Correction, it has a Department of Public Charities and a Department of Correction, and has turned over its insane to the care of the State. More recently Boston has adopted a somewhat similar plan, but has carried the subdivision still farther. It has five departments,—for adult paupers, for destitute children, for the insane, for criminals, and a separate department for investigation, registration, etc. The City Hospital of Boston, it is to be remembered, has long been under an administration entirely separate from that of the Almshouse; and they are thoroughly disso-

ciated in the public mind. Chicago, or rather Cook County, as we have already seen, has its Almshouse, Insane Asylum, and County Hospital under one management, and, as if that were not bad enough, asks the same Board of Commissioners to build roads and bridges and to perform other important duties.

As to what constitutes the most efficient governing authority of a charities department, there are two distinct tendencies,—one looking toward administration by a board of unpaid trustees, from five to nine in number, similar to boards of trustees of State institutions; the other looking toward a concentration of responsibility in the hands of one, or at most three, salaried commissioners, bringing this department into line with most other city departments. Philadelphia, with its board of five unpaid commissioners, Boston with its three boards each of seven unpaid trustees, Baltimore with its newly authorized board of nine unpaid supervisors of charities, and San Francisco with its unpaid health department in charge of its charities, have chosen the former of these two plans. New York with its three salaried commissioners with separate and sharply defined administrative jurisdiction in different boroughs, St. Louis with its four charitable institutions under the control of a salaried health commissioner, and Cleveland with its salaried director of charities and correction, have chosen the latter plan.

Each of the two plans has its evident advantages and its peculiar dangers. Either plan will secure good results if administered by persons of character and intelligence who have knowledge of, and interest in, the subject of charity. Either plan will fail miserably in the hands of incompetent, indifferent, or dishonest administrators. The merit of either plan lies largely in its influence upon the character of the appointments that are likely to be made under it.

One very important advantage claimed for the unpaid board of trustees is that it lessens the probability of partizan appointments. If the unpaid board were certain to accomplish this result, there could be no doubt as to its desirability. Experience has shown, however, that unpaid boards have not always proved a sure means of escape from the spoils system. There have been unpaid boards of trustees that were neither wise, high-minded, nor non-partisan. In fact, of all administrations, that of an unpaid committee or board composed of party workers whose political service had to receive some slight recognition, is the weakest, flabbiest, and least

effective. Accepting the positions for the patronage and public notice involved, such appointees, receiving no salary, do not often feel called upon to give much service in return.

But, while the unpaid board does not offer a sure means of escape from politics, it probably does make good appointments more probable. A few administrations are so hopelessly political that they will appoint none but party workers even to unpaid places. A few mayors there are (may their tribe increase!) who will appoint the best men to either unpaid or paid positions. Between these two extremes there are doubtless many appointing powers who would feel that they could safely appoint persons of special fitness to unpaid positions, but who would fear that they could not make a satisfactory explanation to the party leaders if the positions carried salaries. Another advantage of the unpaid board is its presumably wider knowledge and greater wisdom in passing upon the delicate and complicated questions involved in the administration of charity.

The dangers of the unpaid board arise from a division of responsibility, which too frequently leads to inaction or to hesitation and half-way measures. There is also a very real danger of placing in the hands of volunteers duties more arduous and exacting than they can be expected to perform for any considerable period of time.

The advantages of concentrating power and responsibility in the hands of one salaried official are evidently promptness and the opportunity for executive ability to reap its full fruition without let or hindrance. The plan is in line with the general system of municipal government in this country, so far as we have any system, though directly opposed to that of Great Britain and the Continental cities. In our cities we have freely abolished boards and committees, have curtailed the powers of boards of aldermen and common councils as to appointment and confirmation of heads of departments, and have concentrated responsibility in the hands of a mayor and his appointees. It may be a mistake; but it has been our general policy up to this time. It frankly accepts the risks of partisan appointments, and relies for its ultimate success upon the virtue of holding the one responsible official face to face with his responsibility from day to day, week to week, and month to month.

The practical operations of the plan adopted by New York in 1895, and of that adopted by Boston in 1897, will be watched with very great interest, and may afford data for a more definite conclu-



sion than can now be reached as to their comparative merits. For the present we may profitably withhold decision, and each use his best efforts to make the system under which he finds himself working bear its best fruits.

It would be easy, however, to lay too much emphasis upon the particular form of organization of the department and too little upon the extent of public interest in its work. The recent reorganizations in Boston and New York have led to many desirable results; but is this not due in some measure to an increased public interest aroused in the process of securing the legislative reforms and resulting in a more general willingness to give personal service to public institutions? In fact, almost any change that is brought about by an enlightened public sentiment, breaking through the force of tradition and precedent, is bound to be beneficial. Whatever makes the community better informed about a municipal department makes that community more exacting in its demands and more willing to approve liberal expenditures. However much municipal charities have suffered from poor organization, from the commingling of diverse and unrelated interests, they have suffered most of all from lack of a widespread, intelligent, earnest, persistent, wisely directed public sentiment.

We come back finally, therefore, to those intangible realities which supply the motives of human conduct, and plead for a larger measure of sentiment, and a more general interest in and devotion to the public charities. Regretting the need of almshouses and hospitals, sorry that the occasion ever comes for making them larger, we may and should take pride in their adaptation to the relief of human suffering, in the perfection of their organization, and in the union of humanity and efficiency in their administration. The buildings should not be extravagant; but, from attic to cellar, they should be models of cleanliness and order. The grounds should be kept attractive.

But the care shown by buildings and grounds should be simply an indication of the presence of that which is infinitely more important,—a prompt, never-ceasing, and intelligent application of every resource afforded by medicine, hygiene, nursing, and personal attention to the particular needs of each patient, from the moment of his admission until his discharge. In short, from the highest official to the lowest there should be a recognition of the individuality of

each patient, and an honest pride in standing as the representative of a great city in the execution of its purpose to relieve the needs of its humblest citizens. Such a charities department, which relieved the sufferings of those who came into its charge as promptly and certainly as our fire departments do their work, would set a much-needed example to private charities, would stimulate civic pride, and would be held in honor by a grateful community.

The measure of our pride in the well-being of public charities should, however, be the measure also of our shame and self-reproach when they fail to reach their proper standards; and that shame and self-reproach should be so real and so enduring as to elicit in their behalf an earnestness of effort, a sacrifice of individual interest, a determination, and a true patriotism akin to that which answers the President's call as he summons the strong sons of America to the relief of the suffering sons of Cuba.

# MUNICIPAL CHARITIES

IN THE

## UNITED STATES.

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AN ACCOUNT OF THE CHARITABLE ACTIVITIES OF THE 73 CITIES IN THE  
UNITED STATES HAVING A POPULATION OF MORE THAN  
40,000 IN 1890.\*

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NOTE.—The following report upon municipal charities in the United States was prepared for the Committee on Municipal and County Charities of the National Conference of Charities and Correction for 1898.

Through the kindness of the State Charities Aid Association of New York the information was collected through its office; and the work of compilation has been largely done by the Assistant Secretary of the Association, Miss M. V. Clark. A series of questions was sent to each city, either to some official or to some citizen known to be familiar with the charitable work of the city. After the answers were received, the information was embodied in a brief statement, which was submitted to the original authority for revision and verification. The cities are arranged in the order of their size in 1890. It is possible that, in compiling information from so many sources, minor errors have been made; but it is believed that the report is substantially accurate and reasonably complete.

HOMER FOLKS, *Chairman.*

NEW YORK CITY, May, 1898.

\*The population given for 1890 for each of the following cities is taken from the census for 1890. The estimated population for 1898 is taken from estimates furnished to the *World Almanac* by the mayors of the respective cities.

## NEW YORK, N.Y.

Population, 1890: New York, 1,515,301; Brooklyn, 806,343; Richmond County, 51,693; Queens County, exclusive of North Hempstead and Oyster Bay, 106,055; total, 2,479,392. Estimated, 1898, 3,350,000.

The public charities of New York City are administered by the Board of Public Charities, composed of three salaried commissioners appointed by the mayor, and holding office for six years, unless sooner removed. They are subject to removal by the mayor during the first six months of his term of office, but after that date can be removed only for cause, upon charges preferred and after opportunity to be heard, and on the written approval of the governor.

The three commissioners have exclusive administrative jurisdiction in different boroughs, one in the boroughs of Manhattan and the Bronx (the former New York City), one in the boroughs of Brooklyn and Queens, and one in the borough of Richmond (Staten Island). Each commissioner has charge over the public charities in the boroughs for which he is appointed, and has the sole power to appoint and remove his subordinate officers.

The public charities in the boroughs of Manhattan and the Bronx include three small reception hospitals,—Gouverneur, Harlem, and Fordham,—located in the city proper; three large general hospitals,—Bellevue Hospital at 26th Street and East River, the City Hospital on the southern end of Blackwell's Island, and the Metropolitan Hospital near the northern end of Blackwell's Island; the Almshouse (on Blackwell's Island), which includes several hospitals for chronic diseases; and a series of Infants' and Children's Hospitals and Asylums for the Feeble-minded on Randall's Island.

In the borough of Brooklyn are located the former Kings County Almshouse and Hospital, and in the borough of Richmond the Richmond County Almshouse. There are no public charities located in the borough of Queens.

The census of these institutions, counting inmates only, on Oct. 1, 1897, was as follows:—

*In the Boroughs of Manhattan and the Bronx.*

Bellevue Hospital . . . . .	709
Gouverneur Hospital . . . . .	40
<i>Carried forward</i> . . . . .	<hr/> 749

<i>Brought forward</i> . . . . .	749	
Harlem Hospital . . . . .	42	
Fordham Hospital . . . . .	26	
City Hospital . . . . .	695	
Metropolitan Hospital . . . . .	440	
Almshouse . . . . .	2,285	
Infants' Hospital . . . . .	422	
Children's Hospitals and Schools on Randall's Island . . . . .	856	5,515
<i>In the Boroughs of Brooklyn and Queens.</i>		
Almshouse . . . . .	1,337	
Hospital . . . . .	459	1,796
<i>In the Borough of Richmond.</i>		
Almshouse . . . . .	113	113
<i>Total in New York City</i> . . . . .		<u>7,424</u>

The total appropriations for these institutions for 1898 were as follows:—

Boroughs of Manhattan and the Bronx . . . . .	\$1,354,008
“ “ Brooklyn and Queens . . . . .	292,960
Borough “ Richmond . . . . .	24,245
<i>Total for New York City</i> . . . . .	<u>\$1,671,213</u>

The hospitals for contagious diseases are under the control of the Department of Public Health.

The Charities Commissioners of the former New York City did not distribute outdoor relief after 1876, except that a certain amount of coal was distributed every winter, and a per capita allowance was given, under a special statute, to the adult blind. Brooklyn ceased to give outdoor relief in 1878. In Richmond and Queens Counties outdoor relief was distributed to a considerable extent up to the time of the creation of the present city of New York, Jan. 1, 1898. The new charter states that no commissioner shall dispense any form of outdoor relief except as specifically provided by the charter, and the only specific provision is for the distribution of money to the adult blind and for the transportation of non-residents.

The general policy of the city in regard to destitute, neglected, and wayward children is to send them to institutions under private control, paying a per capita allowance, usually \$2 per week, for their

support. There are twenty-five such institutions located in, or receiving children from, the former city of New York, now the boroughs of Manhattan and the Bronx. In these institutions the city supports an average number of about 15,000 children, paying for their support a total of about \$1,600,000, per year. The children, if over two years of age, are in most cases committed by magistrates. The period of detention is determined by the institutions, although under the Rules established by the State Board of Charities, the Commissioner of Public Charities can discontinue the payment of public funds. A similar plan for the care of destitute children prevails in the borough of Brooklyn. In the borough of Richmond, since the passage of the law in 1875 requiring the removal of children from almshouses, destitute children have been boarded in private families, under the oversight of members of the local committee of the State Charities Aid Association. The number of children boarded in families averages about 75. Many of the children are placed in free homes. In the borough of Queens, destitute children were, prior to Jan. 1, 1898, boarded in families by the town Overseers of the Poor; and the plan is being continued in that borough by the Commissioner of Public Charities for the boroughs of Brooklyn and Queens. The children at board number about 30.

The city has for two years maintained a municipal lodging-house on First Avenue near 23d Street. Previous to March, 1896, persons applying for temporary lodging were received in the police stations, and also in small lodging-rooms in the basement of Bellevue Hospital, and, when this became full, the overflow was sent to the Dock House near the hospital at the foot of East 26th Street. Each lodger undergoes a medical examination, is given a bath and a clean bed, and his clothing is fumigated. Inquiries are made as to the circumstances of lodgers; and those who seem to be confirmed vagrants are taken before magistrates, who generally commit them to the Workhouse.

The correctional institutions throughout the present New York City (except the four county jails) are under the Department of Correction, at the head of which is one salaried commissioner appointed for a term of six years. This department includes the city prison known as the "Tombs," five district prisons, the New York County Penitentiary, the Kings County Penitentiary, and the New York City Workhouse.

All the dependent insane in the State of New York are maintained by the State in State Hospitals, of which there are at present 12, including the Collins State Homœopathic Hospital, which is not yet opened for patients, and the Matteawan State Hospital for Insane Criminals. These Hospitals contained on Oct. 1, 1897, 20,843 patients, 632 of whom were at Matteawan. They are controlled by unpaid boards of managers, of seven members each, appointed by the governor, and are under the supervisory control of the State Commission in Lunacy, a paid body of three members also appointed by the governor, with the consent of the Senate, and holding office for six years. The dependent insane of New York City are for the most part maintained at the Manhattan and the Long Island State Hospitals, which together accommodate about half the dependent insane in the State.

(For further information concerning the public charities of New York City, consult the printed annual reports of the Department of Public Charities and Correction (last issued in 1893) or the annual reports of the New York County Visiting Committee of the State Charities Aid Association.)

## CHICAGO, ILL.

Population, 1890, 1,099,850. Estimated, 1898, 1,800,000.

The county of Cook, not the city of Chicago, is the unit in the administration of charity. The county includes the city and considerable outlying territory. The County Board of fifteen salaried commissioners manages the charitable institutions through officials appointed by the president of the board. These officials are the superintendent of the Cook County Infirmary (Almshouse) and Insane Asylum, the warden of the Cook County Hospital, and the county agent for outdoor relief. Their term of office is one year; but, as the term of the commissioners is two years, the heads of institutions are generally appointed for a second term. The fifteen commissioners all go out of office at the same time. The county owns and controls the above-mentioned institutions and the office of the county agent for outdoor relief. The expenditures for 1897 amounted to \$718,872, divided as follows:—

*Cost of County Institutions for 1897.*

Hospital . . . . .	\$255,428
Insane Asylum and Infirmary . . . . .	327,244
County Agency for Outdoor Relief . . . . .	136,200
	<u>\$718,872</u>

*Inmates in County Institutions Jan. 1, 1898.*

Infirmary . . . . .	1,482
Asylum . . . . .	1,445
Hospital . . . . .	895
	<u>3,822</u>

The county of Cook contributed lump sums as follows to industrial schools:—

St. Mary's School for Boys (R. C.) . . . . .	\$12,000
Illinois Agricultural and Manual Training School for Boys (non-sectarian) . . . . .	12,000
Chicago Industrial Training School for Girls (R. C.) . . . . .	10,000
Illinois Industrial School for Girls (non-sectarian) . . . . .	10,000
	<u>\$44,000</u>

The city of Chicago contributed \$3,024, being one-half of the amount received from fines for certain offences, in 1897, to the maintenance of three private charitable institutions, and also contributed \$12,000 to an infants' hospital, known as St. Vincent's Orphan Asylum.

The city of Chicago does not give outdoor relief, but the county of Cook distributed \$136,200 in Chicago in 1897. The city does not maintain a lodging-house. Homeless persons who apply to the city for temporary lodging are allowed to sleep in police stations. The charitable and correctional institutions of the city are both administered by the Cook County Commissioners, who control the jail through the sheriff.

The insane are both a State and a county charge. Counties are allowed their quota at the State Hospitals, but, when required, must retain or take back chronic cases, to make room in State Hospitals for recent cases.

The city maintains no charitable institutions for children. The number of children cared for or disposed of through the police department in 1897 was as follows:—



Infants sent to St. Vincent's Orphan Asylum . . . . .	47
“ “ “ Foundlings' Home . . . . .	3
Visitation and Aid Society . . . . .	20
Humane Society . . . . .	67
Destitute children for whom homes were found . . . . .	17
“ “ sent to Home of the Friendless . . . . .	77
	<u>231</u>

(For further information concerning the public charities of Chicago, consult article on “The Cook County Charities,” by Miss Julia C. Lathrop, member of State Board of Charities, in “Hull House Maps and Papers,” pp. 143-161.)

### PHILADELPHIA, PA.

Population, 1890, 1,046,964. Estimated, 1898, 1,250,000.

The administration of charity in Philadelphia proper (the poor district of Blockley) is separate from that in a few outlying districts of the consolidated city, which is coextensive with the county. The Department of Charities and Correction which has charge of the relief of the poor in the city of Philadelphia proper is an unpaid body composed of five directors appointed by the mayor for five years. The Bureau of Charities is composed of the president of the department and two directors, and the Bureau of Correction is also composed of the president and two directors.

The charitable institutions owned, supported, and managed entirely by the city, the number of their inmates on Jan. 1, 1898, and the expense of maintaining them during the year 1897 are given as follows:—

Philadelphia Almshouse and Hospital . . . . .	4,068	\$503,127.01
House of Correction (semi-penal) . . . . .	1,611	229,563.60
Municipal Hospital for Contagious Diseases . . . . .	173	75,134.69
	<u>5,852</u>	<u>\$807,825.30</u>

The city makes per capita contributions, which in 1897 amounted to \$142,675.19, to the following private charitable institutions and societies:—

The House of Refuge.  
 Pennsylvania Industrial Reformatory.  
 Training School for Feeble-minded Children at Elwyn.  
 Pennsylvania Working Home for Blind Men.  
 Pennsylvania Institution for the Instruction of the Deaf and Dumb.  
 Charity Organization Society (for Wayfarers' Lodge).  
 Northern Home for Friendless Children.  
 St. John's Asylum.  
 St. Vincent's Home.  
 Catholic Home for Girls.  
 Home for Destitute Colored Children.

The city gives outdoor relief only in the form of free medical treatment. The amount expended during 1897 was \$12,000 for the salaries of doctors and \$6,250 for medicines.

The city does not maintain a lodging-house. Homeless persons who apply to the city for temporary lodging are supplied with tickets valued at 18 cents each, which entitle them to two meals, lodging, and bath at the Wayfarers' Lodges, under the care of the Charity Organization Society. Three hours' work in the wood-yards connected with the lodges is required of each lodger. The city pays the society for these tickets, and expended for them in the year 1897 \$1,000.

The insane are a State and county charge. The county shares about equally with the State the expense of the maintenance of each insane person. On Jan. 1, 1898, there were 1,243 insane persons in the Philadelphia Almshouse and Hospital, and 1,733 from Philadelphia in the State asylums at Norristown, Danville, Harrisburg, and Wernersville.

The city maintains no institutions for children under its immediate control except a temporary home in connection with the Almshouse, in which, however, children can be kept only sixty days. Provision is also made for foundlings and sick children in the Philadelphia Hospital. In the Almshouse and Hospital there were 114 children on Jan. 1, 1898. On the same date the number of children supported by the city in private institutions was 349. The State makes appropriations in gross amounts to several private institutions, which receive children from the city.

In 1897 the city placed 13 children in free family homes and 71 in families at board, under the care of the Children's Aid Society of Pennsylvania, which is, in effect, the agent of the city in its care of destitute children.

During 1897 the city cared for 51 foundlings and abandoned children. Such children are sent to the Nursery Ward of the Philadelphia Almshouse and Hospital, under the care of the Training School for Nurses, and, when a few months old, are placed in boarding homes with country families through the Children's Aid Society. A large majority of these children survive.

Prior to the consolidation of the city of Philadelphia in 1854 the cost of maintaining the poor was a financial matter, to be adjusted by the guardians in their respective wards. By the terms of the Consolidation Act the independent status of the Poor Districts of Germantown, Holmesburg (Oxford and Lower Dublin), Roxborough, Byberry, and Bristol, was not disturbed, nor were they put under the charge of the Department of Charities and Correction, when this department was established by the Bullitt Bill in 1885. These districts, therefore, though a part of the city, elect their own poor directors, levy a tax for the support of their own poor, and transact all business connected with their system of poor relief. The first three maintain almshouses, to two of which poor-farms are attached. They all give outdoor relief, and expend something annually for the support of insane or other individuals in State or private institutions.

### ST. LOUIS, MO.

Population, 1890, 451,770. Estimated, 1898, 650,000.

All the city institutions of St. Louis, including both charitable and correctional, public and private, are under the "general visitatorial supervision" of a Board of Commissioners on Charitable Institutions, an unpaid body composed of five members appointed for four years by the mayor, subject to confirmation by the council. The direct control of the institutions is separate. The four public charitable institutions are under the Health Commissioner. The Workhouse is under the Board of Public Improvements. The House of Refuge and Correction for Children, which is both charitable and correctional, is administered by a board of managers appointed by the mayor. The superintendents of public charitable institutions are appointed by the mayor, subject to confirmation by the council. Their term of office is four years. The names of these institutions and their census on Jan. 1, 1898, are as follows:—

City Hospital . . . . .	636
Female Hospital . . . . .	244
Insane Asylum . . . . .	497
Poorhouse . . . . .	1,529
	<u>2,906</u>

The expense of maintaining these institutions during the fiscal year ending April 1, 1897, was \$474,236.46.

The only contributions which the city makes to private institutions are for the care of foundlings. During the year ending April 1, 1897, \$16,199.99 was given by the city, at the rate of \$12 a month for each child up to the age of three years, to the following institutions:—

- Bethesda Foundlings' Home.
- St. Louis Colored Orphans' Home.
- St. Ann's Widows' Home, Lying-in Hospital, and Foundlings' Asylum.

Outdoor relief is given by the mayor, but only to a very limited extent. The amount given cannot be ascertained because the mayor gives this relief out of his contingent fund, and no separate account is kept. The only other form of outdoor relief is medical relief, given through the city dispensary. The city does not maintain a lodging-house. In cases where the city furnishes temporary lodging to homeless persons, it is done at police station houses.

The insane are a city charge, as the city of St. Louis is not included in a county. There are 1,332 insane persons, of whom 496 are in the insane asylum and 835 in the poorhouse.

The city maintains for children an institution called the House of Refuge and Correction. The class of children received are orphans, neglected and abandoned children, incorrigibles, and juvenile criminals. There were 354 inmates on Jan. 1, 1898; and the expense of maintaining it for the fiscal year ending April 1, 1897, was \$47,652.68. The only children supported at public expense in private institutions are foundlings, of whom there were 106 on April 1, 1898. The three institutions which care for the city's foundlings cared for 352 babies under three years of age during the year 1897. Of these, 157 died, 55 were adopted, and 25 were reclaimed by parents or other relatives. One of these institutions, St. Ann's Asylum, boards-out a few children with wet-nurses. The House

of Refuge sends out a few of its children to free homes, but this method has proved unsatisfactory through lack of proper care in placing-out, and lack of supervision of the homes in which children were placed.

## BOSTON, MASS.

Population, 1890, 448,477. Estimated, 1898, 550,000.

The institutions for the care of the poor and the insane of the city of Boston are under the control of three boards, composed of seven officials each. These are the Pauper Institutions Trustees, the Trustees for Children, and the Insane Hospital Trustees. The Overseers of the Poor, twelve persons, have charge of outdoor relief. These thirty-three officials are appointed by the mayor. In the case of the Overseers of the Poor the appointments require confirmation by the board of aldermen. The term of office of the members of the three Boards of Trustees is five years; that of the Overseers of the Poor, three years. The charitable institutions owned and controlled by the city with their census on Jan. 1, 1898, and the cost of their maintenance for the year ending Feb. 1, 1898, are as follows:—

<i>Institutions.</i>	<i>No. of Inmates.</i>	<i>Cost for Year.</i>
Boston Insane Hospital, Austin Farm . . . . .	338	\$69,582.44
“ “ “ Pierce Farm . . . . .	178	47,621.21
Boston Almshouse, Charlestown Almshouse . . . . .	137	14,165.06
“ “ Long Island Almshouse . . . . .	828	84,097.74
Marcella Street Home (children), . . . . .	461*	44,879.97
City Hospital . . . . .	672	192,481.32
Parental School (correctional) . . . . .	165	22,997.88
House of Reformation (correctional) . . . . .	158	27,265.36
Temporary Home (women) . . . . .	26	5,744.46
Wayfarers' Lodge (men) . . . . .	41	8,427.06
Small-pox Hospital . . . . .	0	
Galloupe's Island (quarantine) . . . . .	1	

The city does not contribute to the maintenance of private charitable institutions or societies, except to furnish quarters in the Charity Building free of rent to a number of private charitable societies. The maintenance of this building is included in out-door

\*About two-thirds of these children were out at board in family homes.

relief. The amount spent by the city for outdoor relief in 1897 was \$116,722.19

The city maintains two lodging-houses, the Temporary Home for Women and Children, established in May, 1862, and the Lodge for Wayfarers, established in January, 1879. The correctional institutions for adults (two houses of correction and a county jail) are under the direction of one Penal Institutions Commissioner.

The insane are a city charge. They were distributed on Jan. 1, 1898, as follows:—

Danvers Lunatic Hospital . . . . .	70	
Taunton Lunatic Hospital . . . . .	91	
Worcester Lunatic Hospital . . . . .	96	
Worcester Insane Asylum . . . . .	153	
Westborough Insane Hospital . . . . .	143	
Northampton Lunatic Hospital . . . . .	1	
Tewksbury Insane Asylum . . . . .	75	
Bridgewater Insane Asylum . . . . .	29	
Medfield Insane Asylum . . . . .	218	
Boston Insane Hospital (not all being city charges) . . . . .	516	
Insane Boarders . . . . .	34	
Insane in Almshouse . . . . .	23	1,449
		<hr/>

In addition to the above there are in

Hospital Cottages (epileptics) . . . . .	12	
Hospital for Inebriates (dipsomaniacs) . . . . .	67	
School for Feeble-minded . . . . .	88	167
		<hr/>
		1,616
		<hr/> <hr/>

The city maintains institutions for children, which care for the dependent, the neglected, truants, and juvenile offenders. The Marcella Street Home had in its charge on Jan. 1, 1898, 461 children, about two-thirds of whom were out at board in family homes. During 1897 there were but 2 deaths among the children. The two correctional institutions for children are the Parental School and the House of Reformation.

There were 27 children who were being supported at the expense of the city in semi-private institutions on Jan. 1, 1898. These were at the Massachusetts School for the Feeble-minded, which is partly supported by the State, and has six trustees appointed by the governor, and at the Perkins Institute for the Blind, which receives

grants from the State, and has four trustees appointed by the governor, and at the Kindergarten for the Blind.

In 1897 the city placed 68 children in free family homes and 294 in boarding homes.

Foundlings and abandoned babies are wards of the State. They are taken at once to the City Temporary Home for Women, and immediately put under the care of the State, which boards them with country families. The number of foundlings admitted to the home in 1897 was 14.

The City Hospital of Boston accommodates about 500 patients. It is managed by an unpaid board of five trustees appointed by the mayor, subject to confirmation by the Board of Aldermen. One citizen at large serves five years. The trustees appoint the superintendent, physicians and surgeons, and other officers. The legal claim of each patient is investigated; and the patient or his friends, when able, the town or city where he has a settlement, or the State, is required to pay for his board.

### BALTIMORE, MD.

Population, 1890, 434,439. Estimated, 1898, 625,270.

The new city charter, adopted in March, which goes into effect as a whole on Jan. 1, 1900, places the care of all poor, insane, etc., outside the City Almshouse, on a per capita basis, with Supervisors of City Charities to accept charges on the city and supervise their care, wherever they are placed. These officials are appointed by the mayor, subject to confirmation by the city council. They are nine in number, and their term of office is six years, three going out every other year. They are not paid, but have a paid secretary. They replace the present Trustees of the Poor, seven in number, whose term of office is two years.

The only charitable institution owned and maintained by the city is the Almshouse, which includes hospital and insane departments. This will be under the care of the Supervisors of City Charities. The expense of maintaining this institution during the year 1897 was \$105,000. This includes some permanent improvements of buildings. The number of inmates Jan. 1, 1898, was 1,342.

The city contributed in 1897, under nominal contracts, to the

maintenance of private charitable institutions and societies as follows:—

12 institutions for children, including 3 for colored children	\$35,175
9 hospitals . . . . .	54,000 (about)
21 dispensaries . . . . .	17,600 (appropriated)
	<u>\$106,775</u>

Money was appropriated also to insane hospitals and some other institutions. The contribution is nominally per capita, but actually, except in the case of hospitals, a lump sum.

The total appropriation for "city poor" during 1897 was \$383,250. This included \$66,200 for reformatories, \$88,100 for insane at hospitals, \$500 for the deaf and dumb, making a net amount for poor persons proper of \$228,450.

The city does not maintain a lodging-house; and homeless persons who apply to the city for temporary lodging are generally sent to the Almshouse, when not able-bodied, and otherwise to the Friendly Inn, a private corporation to which the city gives \$1,000 a year under a nominal contract. The Inn requires work in the wood-yard of each applicant for lodgings.

The charitable and correctional institutions of the city are administered by separate authorities. The insane are partly a city and partly a State charge, but the tendency is toward State care. They have been cared for at the insane department of the Almshouse, at the First State Hospital, at the Second State Hospital, and at a hospital under the Sisters of Charity. Appropriations to these institutions for 1897 were as follows:—

To the First State Hospital . . . . .	\$42,500
To the Second State hospital . . . . .	2,500
To the Hospital under the Sisters of Charity . . . . .	42,500
	<u>\$87,500</u>

This year the appropriation to the Second State Hospital will be much increased.

The city maintains no institutions for children under its immediate control. Over 400 children are supported by the city in private institutions. The city places no children directly in family homes, and does not care directly for foundlings and abandoned or orphan babies. The new charter gives to the Supervisors of City Charities considerable power of supervision and control over children who are city charges.



## SAN FRANCISCO, CAL.

Population, 1890, 298,997. Estimated, 1898, 350,000.

The Board of Health, an unpaid body, appointed by the governor for a term of four years, has charge of the institutions for the care of the poor. The cost of maintaining these institutions for the year 1897, and the number of inmates Jan. 1, 1898, were as follows:—

Almshouse . . . . .	996	\$74,654.00
City and County Hospital . . . . .	504	82,809.12
Pest-house (20 lepers) . . . . .	23	3,540.33
	<u>1,523</u>	<u>\$161,003.45</u>

During 1897 the city contributed in per capita amounts the following sums to the following private institutions:—

Magdalen Asylum . . . . .	\$8,514.50
Boys' and Girls' Aid Society . . . . .	12,125.00
	<u>\$20,639.50</u>

Also for insubordinates at the State Reform Schools at Whittier and Ione as follows:—

Maintenance of pupils at the Preston School of Industry at Ione . . . . .	\$2,547.60
Maintenance of pupils at the Whittier Reform School . . . . .	7,172.08
	<u>\$9,719.68</u>

The city gives no outdoor relief. It maintains no lodging-house, but provides for persons who apply for temporary lodging at the City Prison or the City Receiving Hospital. The charitable and correctional institutions of the city are administered by separate boards. The insane are a State charge.

The city maintains under its own immediate control no institutions for children, nor does it place any children in family homes. Foundlings are placed in orphan asylums, and paid for by the State. The expense of maintaining dependent children is largely borne by the State. There were in California on Jan. 1, 1898, 808 orphans, 3,808 half-orphans, 478 abandoned children, and 46 foundlings. The number of asylums getting State aid is 35, and the amount of money contributed by the State during 1897 to these private institutions was \$333,353.34.

## CINCINNATI, OHIO.

Population, 1890, 296,908. Estimated, 1898, 400,000.

The officials who have charge of the relief of the poor are the superintendent of the Infirmary (Almshouse) and six Overseers of the Poor. These officials are appointed for a term of one year by the Board of City Affairs, a board which is the product of recent legislation. It was established by the city legislature to replace the Board of Administration. It is a paid body, and is responsible for the administration of all departments of the city government. The present board was appointed by the mayor; but, when the term of office of the members expires, their successors will be elected by the people. The act establishing the board provided that it should consist of six members, not more than three of whom should be from any one political party, and that two members should be appointed for one year, two for two years, and two for three years. As the terms of the first appointed members expire, their successors will be elected by the people. This will probably render ineffective the bi-partisan provision of the act.

The number of inmates of each of the public charitable institutions on Jan. 1, 1898, was as follows:—

House of Refuge . . . . .	428
Hospital (male, 200; female, 132) . . . . .	332
Infirmary . . . . .	1,001
	<u>1,761</u>

The expense of maintaining these institutions during the year was \$275,445.85.

The city does not contribute to the maintenance of private institutions or societies. The amount spent by the city in outdoor relief during 1897 was \$11,946.92, distributed as follows:—

Expenses of city office . . . . .	\$199.96
Salaries and office expenses . . . . .	5,990.00
Provisions . . . . .	1,757.93
Fuel . . . . .	2,311.40
Coffins and interments . . . . .	1,452.32
Miscellaneous . . . . .	235.31
	<u>\$11,946.92</u>

The city does not maintain a lodging-house, and homeless persons who apply for temporary lodging are allowed to sleep upon the floor or in the cells of the police stations.

The charitable and correctional institutions of the city are administered by different officials. The Police Department, which has charge of the Workhouse, is under the control of a non-partisan Board of Police Commissioners. The House of Refuge is under a separate management; and the Infirmary is under a superintendent and assistant superintendent, appointed as described above. Outdoor medical relief is administered by district physicians, under the direction of a health officer. The insane are a State and county charge, and are maintained at the Longview Insane Hospital.

The city maintains the Cincinnati House of Refuge for Dependent and Delinquent Children. The census on Jan. 1, 1898, was 428, — 304 boys, 124 girls. The city maintains no children at public expense in private institutions. The children placed in family homes by the city during 1897 were as follows:—

From the Infirmary . . . . .	1
From the House of Refuge . . . . .	51
	<u>52</u>

None were placed in families to board. The foundlings and abandoned or orphan babies are first turned over to the City Hospital, and those that survive are sent from the City Hospital to the Infirmary. Those that live to be a year old are placed in homes, sometimes by the Infirmary officials, and sometimes through the Children's Home of the City, which is a private institution. The number placed in the City Infirmary during the year 1897 was 10. One of these was indentured, 5 died, and 4 are still in the Infirmary.

## CLEVELAND, OHIO.

Population, 1890, 261,353. Estimated, 1898, 385,000.

The relief of the poor by the city of Cleveland is under the charge of the Director of Charities and Correction, who is a salaried officer, appointed by the mayor for a term of two years. This officer is a member of the mayor's cabinet. The salaries of the director and the secretary of this department are paid from the city's general fund,

and are not included in the salaries of officers charged to outdoor relief. The Department of Charities and Correction embraces the City Infirmiry, City Hospital, Detention Hospital, outdoor relief, House of Correction, and the city's six cemeteries. The Division of Infirmiry includes the Infirmiry, the Hospital, and outdoor relief. The superintendent is appointed for a term of two years by the Director of Charities and Correction.

The census of the public charitable institutions on Jan. 1, 1898, was as follows:—

City Infirmiry . . . . .	639
City Hospital . . . . .	152
	<hr/>
	791
	<hr/>

The expense of maintaining these institutions during the year was \$93,136.93. The city does not contribute to the maintenance of private institutions or societies. The amount spent in 1897 for outdoor relief was \$39,853.06, which included salaries of officers, investigators, storekeepers, etc., burials, transportation, supplies issued, and shoes for school children.

The city does not maintain a lodging-house. Homeless persons applying for temporary lodgings are sent to "Bethel," a private charity.

The charitable and correctional institutions of the city are administered by the same official, the Director of Charities and Correction. The question as to whether the incurable insane are a city or a county charge is now under discussion by the legal advisers of the two corporations. There were on Jan. 1, 1898, 297 insane persons being cared for, under protest, by the city in the Insane Department of the City Infirmiry.

The city maintains no institutions for children, supports no children at public expense in private institutions, and places no children in family homes. The Cleveland Humane Society takes charge of and finds homes for foundlings. There is now under construction a building to be used as a Children's Hospital, which will be ready for occupancy by July 1, and will have accommodations for 120 patients. Authority has been obtained from the legislature to issue bonds for the construction of a Children's House of Refuge, which may be begun this year.

## BUFFALO, N.Y.

Population, 1890, 255,664. Estimated, 1898, 389,000.

The poor are a county charge. The officials who have charge of the relief of the poor in Erie County are the County Superintendent of the Poor and the keeper of the Almshouse. These officials are both elected for a term of three years. The County Board of Supervisors exercises supervision over the administration of the charities of the county. There are no city institutions for the relief of the poor; and the only city official charged with the administration of charity is the Overseer of the Poor, who gives outdoor relief. This officer is elected for a term of four years.

The only county charitable institution is the Erie County Hospital and Almshouse, which is one institution with two departments. The expense of maintaining this institution during 1897 was \$125,245.46. It had on Jan. 1, 1898, 747 inmates.

The only institutions to which the city contributes are the hospitals. During 1897 it made per capita contributions to twelve hospitals, amounting to \$49,380.78. The county makes per capita contributions to both hospitals and children's homes, and during 1897 contributed \$34,275.57 to ten institutions for children and \$9,531.42 to ten hospitals. The city gives outdoor relief, and expended from July 1, 1896, to July 1, 1897, \$109,626.98, distributed as follows:—

Groceries . . . . .	\$82,750.00
Coal . . . . .	20,751.53
Wood . . . . .	74.55
Shoes . . . . .	403.40
Burials . . . . .	5,524.00
Sundries . . . . .	123.50
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	\$109,626.98
	<hr/>

Neither the city nor the county maintains a lodging-house. Homeless persons who apply for temporary lodging are sent up for vagrancy or referred to the Charity Organization Society, which has an account with a private lodging-house. A few persons are lodged in the police station, not more than three or four a night.

The county charitable and correctional institutions are adminis-

tered by different officials, but are both under the supervision of the County Board of Supervisors. The insane are a State charge, and are maintained in the Buffalo State Hospital. Neither the city nor the county maintains institutions for children. The city supports none at public expense in private institutions, but the county was supporting about 935 in private institutions on Jan. 1, 1898. The County Board of Supervisors employs two agents, one Roman Catholic and one Protestant, to place-out destitute children in family homes. During 1897 there were 71 children placed-out by the Protestant agent, and 41 by the Roman Catholic agent.

### NEW ORLEANS, LA.

Population, 1890, 242,039. Estimated, 1898, 300,000.

The city employs no officials to have charge of the relief of the poor except a commissioner, who manages the one charitable institution owned and maintained by the city,—Shakespeare's Almshouse for Old People,—the expense of maintaining which for the year 1897 was \$7,000, and the number of inmates Jan. 1, 1898, about 80.

The city contributed during 1897 \$27,506 in gross amounts to the various private orphan asylums in the city. Outdoor relief is given to a slight extent and somewhat unsystematically by the county, and also by the Charity Organization Society, a private corporation.

The city maintains no lodging house, and homeless persons applying for temporary lodging are accommodated in private institutions.

The insane are a State charge. They are kept in the police jail until they are transferred to the State Asylum.

The city maintains the Boys' House of Refuge, for delinquent boys, and contributes to the support of the House of the Good Shepherd, for wayward girls. The city does not place-out children in family homes. Foundlings are cared for in St. Vincent's Asylum, a private corporation under the charge of the Sisters of Charity.

## PITTSBURG, PA.

Population, 1890, 238,617. Estimated, 1898, 290,000.

The relief of the poor is under the charge of the Department of Charities. The director and his assistants are elected by the city council for a term of four years.

The census of the public charitable institutions on Jan. 1, 1898, was as follows:—

City Home and Hospital . . . . .	353
Insane Asylums . . . . .	<u>353</u>
	<u>706</u>

The expense of maintaining these institutions during the year 1897 was \$78,585.18.

The city makes no contributions to the maintenance of private charitable institutions. The amount expended for outdoor relief during 1897 was \$26,706.38. The city maintains no lodging-house, and homeless persons are sent to the Almshouse and police stations.

The charitable and correctional institutions are administered by different authorities. The insane are a city charge. On Jan. 1, 1898, the city was maintaining 353. Besides those maintained in the city insane asylums, 87 are maintained at State institutions.

The city maintains no institutions for children. The children supported at public expense in private institutions on Jan. 1, 1898, were distributed as follows:—

Concordia Orphan Asylum . . . . .	11
Home for Colored Children . . . . .	<u>3</u>
	<u>14</u>

The city sometimes places children in family homes, but did not place-out any in 1897. During the year 1897 only one foundling came under the care of the city; this infant was adopted.

## WASHINGTON, D.C.

Population, 1890, 230,392. Estimated, 1898, 280,800.

The Commissioners of the District of Columbia, three in number, and the Superintendent of Charities are charged with the relief of the poor. The commissioners are salaried officials appointed by the President of the United States for a term of four years; the superintendent's term of office is not fixed. The title to all the real estate of the public institutions is vested in the government of the United States.

The charitable institutions maintained by the city, and the number of inmates on Jan. 1, 1898, with the cost of maintaining them for the year 1897, are as follows:—

Washington Asylum (workhouse, almshouse, and hospital) . . . . .	639	\$60,133
Municipal Lodging-house and Wood-yard . . . . .	51	4,000
Industrial Home School . . . . .	128	13,000
Reform School of the District of Columbia . . . . .	224	46,911
Reform School for Girls . . . . .	24	9,921
	<u>1,066</u>	<u>\$133,965</u>

The city contributes to the maintenance of the following private institutions and societies: House of the Good Shepherd, House of Mercy, St. Rose's Industrial School, Emergency Hospital, Children's Hospital, Homœopathic Hospital, Columbia Hospital, Freedmen's Hospital, Home for Incurables, Eastern Dispensary, Central Dispensary, Woman's Dispensary, Temporary Home for Soldiers and Sailors, Young Women's Christian Home, Women's Christian Association, Hope and Help Mission, Aged Women's Home, Church Orphanage of St. John's Parish, St. Ann's Infant Asylum, St. Joseph's Male Orphan Asylum, Washington Hospital for Foundlings, German Orphan Asylum, Newsboys' and Children's Aid Society, National Colored Home. The contributions are in lump sums, and amounted in 1897 to \$239,000. Besides this there were other purely federal subsidies.

The city spent in outdoor relief during 1897 \$13,000. The city maintains a lodging-house, which was taken under public control in 1893.

Except in the case of the several branches of the Washington



Asylum the charitable and correctional institutions of the city are not administered by the same officials.

The insane, of whom there are about 900, are a district charge. They are maintained at the Government Hospital for the Insane. Feeble-minded children are cared for in outside institutions at the expense of the District.

The city maintains institutions for children who are destitute, dependent, or kept in evil associations. These institutions are: the Industrial Home School, with a census Jan. 1, 1898, of 120; the Board of Children's Guardians, with 169 in institutions and boarded-out on Jan. 1, 1898, and 244 in free homes not on expense for maintenance.

On the same date the city was contributing toward the support of 684 children in private institutions, exclusive of those in institutions which take both mothers and children, and exclusive of wards of the Board of Children's Guardians, mentioned above. The number of children placed-out to board during 1897 was 69, most of whom were boarded for short periods only.

The city places its foundlings, and abandoned or orphaned babies, with the following institutions: St. Ann's Infant Asylum, the Washington Hospital for Foundlings, the Board of Children's Guardians. During 1897 St. Ann's Infant Asylum had a daily average of 130 children under seven years of age, to whose support the district contributed. Of these, 112 were under asylum care, and 18 were boarded-out. The Washington Hospital for Foundlings had on hand on June 30, 1896, 27 children under three years of age, and received during the year 66. Of these 93 children, all of whom were kept in the hospital, 40 died. The city contributed \$6,000 to this institution. The Board of Children's Guardians had on hand during 1896 24 children under two years of age, and received during the year 18. All these children were boarded-out, and 12 died.

## DETROIT, MICH.

Population, 1890, 205,876. Estimated, 1898, 320,000.

The City Poor Commissioners, four in number, have charge of the relief of the poor. They are an unpaid body appointed by the mayor of the city for a term of four years, one retiring each year.

The city has no charitable institutions, and sends its dependants to the County House and the County Asylum for the Insane, which are maintained by the county, the city paying about 80 per cent. of the cost on account of having about eight-tenths of the property on which the tax is raised for this purpose. The Wayne County House had on Jan. 1, 1898, 475 inmates. The Wayne County Asylum for the Insane had on the same date 365 inmates.

The city does not contribute to the maintenance of private charitable institutions or societies. During the year ending June 30, 1897, the city spent \$139,000 in outdoor relief, a part of which was expended for work upon the city reservoir, for which the laborers were paid in provisions, etc. This year the appropriation was \$61,000, with a balance of \$14,000 on hand.

The city maintains no lodging-house, but sends some of the homeless persons who apply for temporary lodging to the Wayne County House.

The charitable and correctional institutions are not administered by the same officials. The insane are partly a county and partly a State charge, and are maintained in the Wayne County Asylum, to which they are sent through a judge of probate, at their own request, or at the request of one of the City Poor Commissioners, on a certificate of insanity signed by two reputable physicians.

No children are supported at the expense of the city in private institutions, nor does the city place any children in family homes. Dependent children in Michigan are, in general, wards of the State, and are sent to the State Public School, from which they are placed-out in family homes.

### MILWAUKEE, WIS.

Population, 1890, 204,468. Estimated, 1898, 275,000.

The city supports no charitable institutions, the poor being a charge upon the county. The County Board of Supervisors and the Superintendent of the Poor have charge of the relief of the poor. The Superintendent of the Poor is appointed for a term of two years by the Board of Supervisors, who are elected by the people.

The county institutions, with the expense of their maintenance for the year 1897, and their census on Jan. 1, 1898, are as follows:—

County Hospital . . . . .	145	\$21,199.86
County Almshouse . . . . .	502	31,543.43
Home for Dependent Children . . . . .	50	

The city does not contribute to the maintenance of private institutions or societies.

The county expended in 1897 for outdoor relief \$97,626.20, and on Jan. 1, 1898, was caring for 2,095 families.

The city maintains no lodging-house. Homeless persons are sent to the Rescue Mission, supported by private charity, where they are obliged to work for their lodging and meals.

The insane are partly a county and partly a State charge, and are maintained in two insane asylums, supported partly by the State and partly by the county.

Previous to Jan. 1, 1898, children were kept at private institutions, and paid for by the county at the rate of \$2 per week for each child. Now the children who are public dependants are maintained at the Home for Dependent Children, owned and controlled by the county. The county places very few children in family homes.

## NEWARK, N.J.

Population, 1890, 181,830. Estimated, 1898, 250,000.

The Superintendent of the City Hospital, the Superintendent of the Almshouse, and the Overseer of the Poor, who have charge of the institutions for the care of the poor and of outdoor relief, are appointed by a committee of five of the common council of the city, subject to confirmation by the common council. Their term of office is at the pleasure of the common council.

The charitable institutions owned and maintained by the city, with their census on Jan. 1, 1898, are as follows:—

City Hospital . . . . .	103
Almshouse . . . . .	<u>238</u>
	<u>341</u>

The expense of maintaining them for the year 1896 was \$53,400.

The private charitable institutions to which the city contributed during 1896, with the number of beds paid for and the amount paid, are as follows:—

	<i>No. of Beds.</i>	<i>Amount paid.</i>
German Hospital . . . . .	10	\$2,500
St. Michael's Hospital . . . . .	10	2,500
St. Barnabas Hospital . . . . .	10	2,500
Eye and Ear Infirmary . . . . .	6	1,500
	<hr/> 36	<hr/> \$9,000
	<hr/>	<hr/>

During 1897 the city spent \$22,700 in outdoor relief.

No lodging-house is maintained by the city, but in severe winter weather tickets for lodgings at private institutions are distributed from the police stations.

The charitable and correctional institutions are not administered by the same officials. The insane are a county charge. Each county elects to care for its own insane in county institutions or to send them to a State institution at the expense of the county. The insane of Newark are maintained at the Essex County Insane Asylum.

The only institution for children owned and maintained by the city is the Home for Truants and Incurables over eight years of age. The city maintains no children in private institutions at public expense, and places-out only children from the city Home mentioned above. The city has no institution for the care of foundlings and abandoned or orphaned babies, and no system for caring for such children.

### MINNEAPOLIS, MINN.

Population, 1890, 164,738. Estimated, 1898, 210,000.

The Board of Charities and Corrections is composed of four members and the mayor *ex officio*. It is appointed by the mayor for four years, and serves without compensation. The Superintendent of the Poor, appointed for a term of two years by the Board of Charities and Corrections, has control of the distribution of relief. The only charitable institution owned and maintained by the city is the City Hospital. The city has no almshouse, and those entirely dependent are sent to the County Poorhouse and supported there at the expense of the city. The expense of maintaining the city poor in this institution for the year 1897 was \$7,534.49. The expense of maintaining the City Hospital for the same year was \$31,789.20. The census on Jan. 1, 1898, was 104.

The only private charitable institution to which the city contributes is the Bethany Home (for foundlings and illegitimate children and their mothers). The sum of \$1,500 was contributed to this institution during 1897, besides \$3,959.16 paid to the Home for the care of illegitimate children and their mothers sent there to be supported at the expense of the city.

During 1897 the city expended in outdoor relief as follows:—

Provisions . . . . .	\$11,961.35
Fuel . . . . .	10,186.20
Burials . . . . .	1,380.50
Transportation . . . . .	2,156.27
	<u>\$25,684.32</u>

The city maintains no lodging-house. Homeless persons who apply for temporary lodging are sent to the central police station for two or three nights; and, if they continue to apply, they are arrested for vagrancy, sentenced to the City Workhouse, and put to work in the stone quarry.

The Workhouse is managed by the Board of Charities and Corrections, the police station by the Police Department, and the jail by a county official. The insane are a State charge, and are maintained in State asylums.

The city maintains no institutions for children, and places no children in family homes. Destitute children are sent to the State public school, and from there placed in families. On Jan. 1, 1898, 17 children were being supported at public expense in the Bethany Home. During the year 1897, 39 foundlings were cared for, 6 of whom died. Such children are sent to the Bethany Home, which is superintended by a competent matron. A woman physician and nurses are in constant attendance. Cleanliness and perfect discipline are enforced. Each mother of an illegitimate child is required to care for another child besides her own. After a year at the Home both mother and child have homes found for them.

## JERSEY CITY, N.J.

Population, 1890, 163,003. Estimated, 1898, 200,000.

The poor are a county, not a city charge. The county maintains the Almshouse, the Insane Asylum, and other similar institutions. The city contributes to the maintenance of these institutions, but owns and maintains no public institutions other than the Jersey City Hospital, which is controlled by the board of police. Outdoor relief is given by the Poormaster, who is appointed by the board of aldermen. This official holds office under the Veteran Act, and for no specified time.

The appropriation for the maintenance of the Jersey City Hospital during the year 1897 was \$20,000. There were 1,696 patients during the year, of whom 72 were in the hospital on Jan. 1, 1898. The city does not contribute to the maintenance of private charitable institutions.

During 1897 \$6,000 was spent in outdoor relief. The city maintains no lodging-house. The insane are a county charge, and are maintained in the Hudson County Lunatic Asylum at Snake Hill.

The city maintains no institution for children, and supports none in private institutions; but many children are cared for in the County Almshouse. During 1897 the Poormaster placed about 100 children in family homes. The number of foundlings and abandoned or orphan babies cared for during 1897 was 12. They were sent to the asylum at Snake Hill. The Poormaster reports that there was not a healthy baby among them, and, despite the best care that could be given, they all died.

## LOUISVILLE, KY.

Population, 1890, 161,129. Estimated, 1898, 215,000.

The charitable institutions owned by the city, with their census on Jan. 1, 1898, are as follows:—

Home for Aged and Infirm . . . . .	362
City Hospital . . . . .	151
Workhouse . . . . .	156
Eruptive Hospital . . . . .	1
	<hr/>
	670
	<hr/>

The superintendents of these institutions are appointed for a term of four years by the Board of Public Safety. The only outdoor relief given by the city is in the form of coal during the severe weather in the winter. This is distributed through the Louisville Charity Organization Society. The city maintains no lodging-house, and homeless persons who apply for temporary lodging are usually sent to the Wayfarers' Lodge, under the management of the Louisville Charity Organization Society. The insane are a State charge. The city maintains no institutions for children, and places none in family homes.

### OMAHA, NEB.

Population, 1890, 140,452. Estimated, 1898, 150,000.

The relief of the poor is under the charge of the county agent, who is appointed by the county commissioners to serve during the pleasure of the commissioners. There are no charitable institutions owned by the city. The county institutions, all under one superintendent, are managed by the county commissioners. Their census on Jan. 1, 1898, was as follows:—

County Poor Farm and Hospital . . . . .	94
Insane Hospital . . . . .	36
	<hr/>
	130
	<hr/>

The expense of maintaining these institutions during 1897 was \$20,484.14. The city does not contribute to the maintenance of private charitable institutions. The city gives no outdoor relief, but the county spent for this purpose in 1897, \$19,514.22. The city maintains no lodging-house, and homeless persons applying for temporary lodging are sent to the police station. The insane are a county charge, and are maintained in the County Hospital and the Insane Hospitals at Lincoln, Hastings, and Norfolk, Neb.

The city maintains no institution for children, supports none in private institutions, places none in family homes, and has no system of caring for foundlings.

## ROCHESTER, N.Y.

Population, 1890, 133,896. Estimated, 1898, 175,000.

The officials in charge of the relief of the poor are the Superintendent of the Poor of the county and the Overseer of the Poor of the city. The former is elected, and has charge of the Almshouse. The latter is appointed for two years by the board of aldermen, and has charge of the outdoor relief of the city. There are no charitable institutions owned by the city.

The city contributed to the maintenance of private orphan asylums and hospitals the sum of \$38,885.21 in 1897. Contributions are at a per capita rate of \$1.50 a week to orphan asylums and \$7 a week to hospitals. During the year 1897 the city expended in outdoor relief \$49,023.38. The city maintains no lodging-house, but sends transients to the wood-yard, lodging-house, and eating-house established by the Rescue Mission. Applicants are obliged to chop wood for their food and lodging.

The charitable and correctional institutions of the city are not administered by the same officials. The insane are a State charge, and are maintained in State Hospitals.

The city maintains no institutions for children, and was supporting in private institutions, at public expense, on Jan. 1, 1898, 223 children. Nearly all the children who now become public charges in Monroe County are committed to the Children's Aid Society of Rochester, incorporated in 1895, which places all of its children in families. The county pays the society \$1.60 per week for all children who cannot be placed in free homes, and provides the society with two paid agents and a secretary to look after the business, find homes, visit the children, etc. During 1897 the Children's Aid Society placed 20 children in free family homes, and 35 in families to board. During that time 2 children died.

## ST. PAUL, MINN.

Population, 1890, 133,156. Estimated, 1898, 160,000.

The public relief of the poor is under the charge of the Board of Control, composed of three members, appointed, one each year, for a term of three years, by the bench of (six) judges of the District



Court. The board sits two days in each week, and is paid for part time. The secretary appointed by the board is paid for full time.

St. Paul forms 95 per cent. of Ramsey County, and pays about 97 per cent. of the county taxes. The public charitable institutions are owned and maintained by the city and county. Their census on Jan. 1, 1898, and the expense of maintaining them during the year 1897, were as follows:—

City and County Hospital . . . . .	132	\$36,118.48
Ramsey County House and Poor Farm . . . . .	72	10,233.28
	204	\$46,351.76

The city makes no contributions to the maintenance of private charitable institutions or societies, except to employ the Associated Charities to make all of its investigations, for which it pays the society \$600 a year. In 1897 the city expended in outdoor relief \$13,813.81, distributed as follows:—

Provisions, fuel, and clothing . . . . .	\$9,581.80
Transportation and other items . . . . .	4,232.01
	<u>\$13,813.81</u>

Able-bodied men are required to saw wood to pay for relief granted.

The city maintains no lodging-house. Homeless persons who apply for temporary lodging are sent to the "Friendly Inn," where they earn their board and lodging, or to the police stations, where they may stay from one to three nights. If they cannot give a good excuse for remaining after the first night, they are sent to the Work-house. None are allowed to remain more than three nights.

The insane are a State charge, and are maintained in State hospitals. Transportation and clothing are paid for by relatives or by the county.

Destitute children are cared for by the State. The city cares for sick children only, of whom on Jan. 1, 1898, there were 20 at the City and County Hospital. No children are supported in private institutions at public expense, and no children are placed in families by the city.

Such foundlings as are not at first cared for by private charitable institutions are taken to the City and County Hospital, where they remain temporarily under the care of the nurses of the Training School, until some private institution takes charge of them. There were 5 such infants cared for at the hospital during 1897, none of whom died.

## KANSAS CITY, MO.

Population, 1890, 132,716. Estimated, 1898, 200,000.

The poor are a charge upon the county.

The city maintains no charitable institutions, but has an "Agricultural Commission" on the Pingree plan, the expense of maintaining which during 1897 was about \$500.

During 1897 the city contributed in lump sums to private charitable institutions as follows:—

Kansas City Provident Association . . . . .	\$2,000
Helping Hand Institute . . . . .	1,000
	<hr/>
	\$3,000
	<hr/>

The city gives no outdoor relief, and maintains no lodging-house. Homeless persons who apply for lodging are cared for by the Provident Association and the Helping Hand Institute.

The insane are a State charge.

The city maintains no institutions for children, and supports none at public expense in private institutions. It places-out some children through the Humane Office.

## PROVIDENCE, R.I.

Population, 1890, 132,146. Estimated, 1898, 154,000.

The laws of settlement in the State of Rhode Island are so stringent that they are resulting in an increase in the number of State paupers and a decrease in the number of those dependent upon the cities and towns, as a result of the rule that poor persons or their ancestors must have acquired \$200 worth of land in the places in which they lived, to gain a local settlement. The number of inmates at the State Almshouse has more than doubled during the last twenty years, while the number of inmates at the Providence Almshouse (Dexter Asylum) has decreased more than one-half.

The Overseer of the Poor, elected by the people for one year, has charge of the distribution of outdoor relief, and, as head of the Poor Department, gives temporary refuge to women and children.

There are no charitable institutions owned, supported, and

managed entirely by the city; but there is an endowed institution, "the Dexter Asylum," under the charge of the city, whose superintendent is elected by the board of aldermen, nominally for a yearly term of office, but practically on good behavior. The only contribution made by the city to the support of this institution is to keep the walls of its grounds in order. The only persons eligible to its care are those who have paid taxes on \$200 worth of real estate or who are direct heirs of such tax-payers, or apprentices who have served full time at some trade and have been engaged for five years in business for themselves before applying for admission. These restrictions made by the will of Mr. Dexter, who gave the institution to the city, prevent it from meeting the needs of many worthy poor persons, and tie up a large fund to the support of a very few beneficiaries. The only private charitable institution to the maintenance of which the city contributes is the Rhode Island Hospital. A lump sum of \$8,000 a year is given by the city, in order to secure treatment of firemen and policemen and the care of all street accident cases, and to meet the expense of the ambulance service. The amount spent by the city for outdoor relief in 1897 was as follows:

Groceries, coal, etc. . . . .	\$7,015.06
Transportation . . . . .	357.93
Burials . . . . .	912.86
Medical attendance . . . . .	640.00
Rhode Island Hospital . . . . .	338.00
Lodgings . . . . .	825.63
Charity Building and Yard . . . . .	6,310.38
	<u>\$16,399.86</u>

The city at present maintains no lodging-house, but has in its new Charity Building quarters which are to be used for this purpose, but for the fitting-up of which no appropriation has yet been made. The Overseer of the Poor sends homeless persons who apply for temporary lodging to private lodging-houses chosen by him, the city paying 15 cents a night for each person. Such lodgers are, on the following morning, escorted by policemen to the wood-yard, under the charge of the Overseer of the Poor, where lodgers work to pay for their lodging and breakfast. This wood-yard also furnishes a work basis for some outdoor relief of the resident poor.

The charitable and correctional institutions are not under the

same management. The insane have been entirely a State charge since 1885, and all the insane poor of the city of Providence are at the State Hospital for the Insane.

The city maintains no institutions for children under its immediate control, but gives temporary refuge in the Poor Department. No children are supported at public expense in private institutions, and none are placed-out in family homes.

The city does not care for foundlings and abandoned or orphan babies, as the settlement laws of Rhode Island allow the towns and cities to throw such burdens as this upon the State. The State maintains a School for Dependent Children, which was established in 1885.

#### DENVER, COL.

Population, 1890, 106,713. Estimated, 1898, 170,000.

The poor are a county charge, and there are no city officials who are responsible for their relief.

The only charitable institution owned and maintained by the city is the Steele Memorial Hospital for Contagious Diseases, the expense of maintaining which during 1897 was \$4,500.

In 1897 the city contributed \$9,000 to the Associated Charities, a private society.

The city gives no outdoor relief, and maintains no lodging-house. Homeless persons who apply for temporary lodging are sent to the hospital wards of the city jail.

The insane are a State charge up to the limit of the capacity of the State hospitals. The excess are a county charge; and those from Arapahoe County, in which Denver is situated, are now being sent to a private asylum for the feeble-minded at Pueblo.

The city maintains no institutions for children except the hospital above mentioned, which is for any child suffering from a contagious disease whose parents wish to send it. The city supports no children in private institutions, and places-out none in family homes. Children who are public charges are cared for at the State Home for Dependent and Neglected Children, located in Denver, or by private charitable societies, such as the Children's Home Society, and the various orphanages. The State Home Bill provides for an agent to look after every dependent child, but it is too recently established to be perfected in operation.

## INDIANAPOLIS, IND.

Population, 1890, 105,436. Estimated, 1898, 185,000.

The officials who have charge of the relief of the poor are the three County Commissioners, and the Township Trustee, elected for a term of four years. These officials are paid for their services.

The county maintains an Almshouse under the direction of the county commissioners. The average number of inmates is 237, and its annual cost of maintenance \$23,000. This institution is supported by the general county tax, and receives poor persons from Indianapolis as well as other parts of the county.

The charitable institutions owned and maintained by the city, with their census on Jan. 1, 1898, and the expense of maintaining them during 1897, are as follows:—

City Hospital . . . . .	118	\$27,767.29
City Dispensary . . . . .		4,785.13
		<u>\$32,552.42</u>

The city does not contribute to the maintenance of private charitable institutions. Outdoor relief is not given by the city, but by the county, which expended during 1897 for this purpose \$7,185.54. The city maintains no lodging-house. Homeless persons who apply for temporary lodging are sent to an inn supported by the Charity Organization Society.

The insane are a State and county charge. The insane of Indianapolis are maintained at the county asylum and at one of the four State Insane Asylums.

The city maintains no institutions for children, supports none at public expense in private institutions, and places out none in family homes. The Board of Children's Guardians of Marion County, maintained partly by private charity and partly by appropriations from the county, is composed of six members, appointed by the judge of the Circuit Court. They receive the custody of children by the order of this court, and their doings are subject to its approval. A board appointed by the court has under its charge a Temporary Home in Indianapolis, from which children are placed-out by the Board of Children's Guardians in permanent family homes in the country.

## ALLEGHENY, PA.

Population, 1890, 105,287. Estimated, 1898, 125,000.

The Director of the Department of Charities is elected by the city council for a term of four years.

The only public charitable institution owned and maintained by the city is the Allegheny City Home, the expense of maintaining which during 1897 was \$34,662.30. The number of inmates on Jan. 1, 1898, was 328, of whom 150 were in the Insane Department, and 178 in the Poor Department.

The city does not contribute to the maintenance of private charitable institutions. During 1897 it expended in outdoor relief \$14,895.04. The city maintains no lodging-house, and homeless persons who apply for shelter are lodged in the central station over night.

The charitable and correctional institutions of the city are administered by separate authorities. The insane are a State charge, and are maintained at the City Home Hospital for the Insane. The city maintains a hospital for children during the summer months, from June 1 to October 1. No children are supported at public expense in private institutions, and none are placed-out directly by the city, the placing-out of children being in the hands of the Children's Aid Society of Western Pennsylvania.

## ALBANY, N.Y.

Population, 1890, 94,923. Estimated, 1898, 100,000.

The relief of the poor is under the charge of the Superintendent of the Almshouse and Overseer of the Poor, who is appointed by the mayor for a term of two years.

The only charitable institution owned and maintained by the city is the Almshouse, which on Jan. 1, 1898, had 204 inmates, and cost during 1897, \$29,000. The county of Albany maintains its dependants at the Almshouse, and pays 40 per cent. of the expense of running the institution. The city contributed in 1897 the sum of \$22,500 to the following private charitable institutions: Albany Hospital, St. Peter's Hospital, Homœopathic Hospital, Child's Hospital, Incurable Hospital.

The amount spent in 1897 in outdoor relief was \$10,000. The city maintains no lodging-house, and sends homeless persons who apply for temporary lodging to the police station.

The charitable and correctional institutions of the city are not administered by the same officials. The insane are a State charge, maintained in State Hospitals.

Dependent children are a charge on the county, which contracts with private institutions for their care, paying \$2 a week for infants and \$1.74 for other children. The number of children supported by the county in private institutions on Jan. 1, 1898, was as follows:—

Albany Orphan Asylum . . . . .	106
St. Vincent's Male Asylum . . . . .	104
St. Vincent's Female Asylum . . . . .	186
St. Colman's Asylum . . . . .	95
St. Mary's Home . . . . .	29
House of Shelter . . . . .	2
Fairview Home . . . . .	24
	<hr/>
	546
	<hr/>

The city places no children directly in family homes, as the placing-out work is left to the asylums. During the year 1897 there was only one foundling under the care of the city, and no deaths. All infants are placed in St. Mary's Home for Infants, where they are cared for by trained nurses, under the supervision of the Sisters of the Episcopal church.

## COLUMBUS, OHIO.

Population, 1890, 88,150. Estimated, 1898, 130,000.

Indoor relief is provided in the County Infirmary (Almshouse), governed by a Board of Directors, salaried officials, three in number, who are elected for a term of three years. Outdoor relief is administered by the Director of Charities of the city, a salaried official appointed by the Director of Public Safety for a term of two years.

There are no charitable institutions owned and maintained by the city, nor does the city contribute to the maintenance of private charitable institutions. During 1897, \$40,000 was expended in outdoor relief.

The city maintains no lodging-house; and homeless persons are

permitted to sleep at the City Prison, or are referred to the Union Mission Lodging-house, where the cost of lodging is 10 cents.

The insane are a State charge, and are for the most part maintained in State hospitals. There is an excess of about 1,400 insane persons over the capacity of the State hospitals, who are maintained in the county infirmaries.

The only charitable institution for children under the immediate control of the city is the Hare Orphan Home for Poor and Dependent Children, a bequest to the city. This home accommodated on Jan. 1, 1898, about 15 children. No children are supported at public expense in private institutions. Occasionally abandoned children are taken to police headquarters. Here they are placed under the care of the police matron, and held until a family home is found for them, or they are sent to the Franklin County Children's Home, which is in the city of Columbus. The general plan in Ohio is to maintain dependent children in County Homes owned and controlled by the county. From these homes children are placed-out in family homes in the country.

### SYRACUSE, N.Y.

Population, 1890, 88,143. Estimated, 1898, 133,000.

The poor of the city are relieved by the City Overseer, who is elected for a term of two years. The city contributes about \$1.30 per week to the maintenance of its inmates at the County Almshouse. During 1897 \$6,000 was contributed.

The only charitable institution owned by the city is the Hospital for Contagious Diseases, controlled by the Board of Health. There were no inmates on Jan. 1, 1898.

The private charitable institutions to which the city contributes are the Old Ladies' Home, the Shelter for Girls, and all the hospitals and orphan asylums. The contributions are in per capita amounts as follows:—

Hospitals . . . . .	per week, \$4.00	\$16,193.24
Orphan Asylums . . . . .	" 1.50	21,572.26
Old Ladies' Home . . . . .	" 2.00	2,000.95
Shelter for Girls . . . . .		390.55
		<u>\$40,157.00</u>



The cost of outdoor relief during 1897 was \$37,000, which includes labor on the streets and breaking stones, which brought in about \$6,000, leaving the actual expenditure of the city for this purpose \$31,000. Payment for labor is not made in money, but in poor-orders.

The city maintains no lodging-house, but sends homeless persons who apply for temporary lodging either to the County Almshouse or to a private boarding-house, where the expense is 15 cents a meal and 15 cents for lodging.

The insane are a State charge. The city pays for the examination and for the clothing of the patients, when they are unable to meet that expense. They are maintained in State Hospitals.

The city maintains a Truant School for truant and incorrigible boys. The average number in this school is 17. On Jan. 1, 1898, there were 12 boys, and several were out on parole. The city was supporting about 10 children in private families on Jan. 1, 1898. It placed-out 4 in free homes during 1897, and 10 in families to board. Foundlings and abandoned or orphaned babies are usually cared for at an expense of \$4 a week to the city or county in the Women's and Children's Hospital, the House of the Good Shepherd, and St. Mary's Maternity and Infants' Hospital. Children are kept at these institutions until two years of age, and are then transferred to orphan asylums, which are paid \$1.50 per week for their care.

## WORCESTER, MASS.

Population, 1890, 84,655. Estimated, 1898, 105,000.

The officials who have charge of the relief of the poor are the Superintendents of the Poor, nine in number, six of whom are elected by the city council for a term of three years each, two being elected each year. Three members are *ex officio*, one alderman and two common councilmen, who serve one year each. The institutions owned and controlled by the city are the City Almshouse and the City Hospital. The expense of maintaining the Almshouse during 1897 was \$38,000. There were 205 inmates on Jan. 1, 1898.

The city does not contribute to the maintenance of private charitable institutions. The amount expended in outdoor relief during 1897 was \$23,467.

The city maintains no lodging-house, but provides tramps with temporary lodging at the two police stations, and feeds them on crackers. The charitable and correctional institutions of the city are administered by separate officials.

The insane are a State or a city or a town charge. Those having settlements in cities or towns of the State are paid for by their place of settlement. Others are supported at the expense of the State. On Jan. 1, 1898, 165 insane persons were charges on the city of Worcester. The acute insane are cared for in the State hospitals, the feeble-minded at the Massachusetts School for the Feeble-minded at Waverly, dipsomaniacs at Foxboro, and the harmless insane at the Worcester Almshouse.

The city maintains no institutions for children, supports none at public expense in private institutions, and does not place-out any in family homes. There are several private Homes in the city, and these care for most of the children who become dependent. The city sends from 40 to 45 children a year to the State Board of Lunacy and Charity. All foundlings and abandoned babies are classed as having no known settlement; and, whenever the Overseers of the Poor are called upon to take charge of such children, they take them to the State House in Boston, where they are turned over to the care of the State Board of Lunacy and Charity.

## TOLEDO, OHIO.

Population, 1890, 81,434. Estimated, 1898, 135,000.

The officials who have charge of the relief of the poor are the County Infirmary Directors and the City Infirmary Director. There are three County Infirmary Directors, elected by the people for a term of three years, the term of one director expiring each year. They each receive a salary of \$1,000 a year, and pay their own expenses unless on business outside the county. They have full control of the infirmary, appointing the superintendent, matron, etc. The City Infirmary Director is appointed by the common council for a term of one year. He receives a salary of \$1,200, and occupies the same relation to the county board as that of a township trustee. All relief in the city and throughout the county is under the direction and control of the three county directors.

No charitable institutions are maintained by the city. The Lucas County Infirmary is supported by a portion of the Dow tax (excise fund). For the year ending Aug. 31, 1897, the portion of the tax applied to the Infirmary Farm was \$15,252.23. During that year the city of Toledo had at the Almshouse 72 females and 161 males.

The city contributed as follows to private charitable institutions:

Toledo Humane Society, partly supported by a portion of the dog tax of Lucas County, from which it received during the year 1896-97 . . . . .	\$2,255.12
Retreat Mission, partly supported by police court fines from both city and State, received during the last fiscal year, from the State . . . . .	320.00
from the city . . . . .	315.00
	<u>\$2,890.12</u>

Outdoor relief is not given by the city, but by the county, under the direction of the County Infirmary Directors. The amount expended for outdoor relief in Lucas County for the year ending Aug. 31, 1897, was \$31,291.02. Bills are audited by the county commissioners.

The city maintains no lodging-house, but sends homeless persons to the Toledo Humane Society, which lodges and feeds them at the expense of the city, the charge being 10 cents for lodging and 10 cents for each meal. Applicants work on the street one hour for each meal, and one hour for each lodging, under the direction of the street commissioner.

The insane are a State and county charge, and are maintained at the Toledo State Hospital and the Lucas County Infirmary.

The city maintains no institutions for children, as children are county charges and are maintained in the Lucas County Children's Home, supported by an appropriation made by the county commissioners. This institution cared for 125 children during the fiscal year 1896-97. The city supports no children at public expense in private institutions, and places-out none in family homes. Foundlings and abandoned and orphan babies are cared for by the infirmary officials at the expense of the County Infirmary Fund. The charter of the Retreat Mission has recently been extended, so as to include the care of such cases in the future.

## RICHMOND, VA.

Population, 1890, 81,388. Estimated, 1898, 100,000.

The Superintendent of Public Charities, who is a salaried official appointed by the city council for a term of two years, has charge of the relief of the poor.

The only charitable institution owned and maintained by the city is the Almshouse, the expense of maintaining which during 1897 was \$13,500. Its census on Jan. 1, 1898, was 250.

About \$10,000 was contributed by the city during 1897 to the following institutions and societies: Richmond Industrial Home, Citizens' Relief Association, Young Men's Business Association, City Mission.

The amount expended during 1897 in outdoor relief was \$7,000. The relief was in the form of fuel, shoes, and rations.

The city maintains no lodging-house, and homeless persons who apply for temporary lodging are sent to the Industrial Home or to the Almshouse.

The insane are a State charge, and are maintained at the Eastern, Western, South-western, and Central State Hospitals.

The city maintains no institutions for children, but supports some at public expense in private institutions, and also finds some free family homes for dependent children. On Jan. 1, 1898, 18 children were being supported at the expense of the city in private institutions. Two foundlings were cared for by the city during 1897, and one died.

## NEW HAVEN, CONN.

Population, 1890, 81,298. Estimated, 1898, 112,000.

The relief of the poor is under the charge of three commissioners, one of whom is the Superintendent of Charities. This officer is the only paid member of the board. These officials are appointed by the mayor for a term of two years, and all go out of office at the same time.

The Almshouse is the only public charitable institution of the city. The expense of maintaining it during 1897 was \$46,000, and it had on Jan. 1, 1898, 380 inmates.

The city contributed during 1897 the following sum in gross amounts to private charitable institutions:—

New Haven Orphan Asylum (Protestant) . . . . .	\$2,000
St. Francis Orphan Asylum (Roman Catholic) . . . . .	2,000
New Haven Dispensary . . . . .	1,500
	<u>\$5,500</u>

The amount expended in outdoor relief during the year was \$12,400.

No lodging-house is maintained by the city; and homeless persons who apply for temporary lodging are referred to the Charity Organization Society, which has a wood-yard with a lodging-house attached.

The charitable and correctional institutions of the city are not administered by the same officials.

The insane are a city charge. On Jan. 1, 1898, the city had about 150 dependent insane persons who were maintained at the Middletown Insane Asylum.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes.

No record is kept of the number of foundlings cared for by the city. Such children, if under four years of age, are taken to the Almshouse. Those over four years of age are committed to the County Home for Dependent Children, from which they are placed-out in free homes or boarded-out in families. The New Haven County Home had in its care on Jan. 1, 1898, 165 children, 129 of whom were boarding in family homes in the county.

## PATERSON, N.J.

Population, 1890, 78,347.

The Superintendent of Outdoor Relief has charge of the relief of the poor. He is appointed by the board of aldermen for a term of two years. The only charitable institution owned and maintained by the city is the Almshouse, which is under the charge of a superintendent appointed by the board of aldermen. This institution had on Jan. 1, 1898, 205 inmates. The expense of maintaining it

during 1897 was \$17,990.28. County charges are maintained at this Almshouse at county expense.

There is in the city an isolation hospital on the cottage plan, which is under the control of the Board of Health, appointed by the board of aldermen. The city contributes a percentage of the annual tax levy to the Paterson General Hospital and to St. Joseph's Hospital. The contribution for 1897 amounted to \$10,750. The city expended in outdoor relief during the year ending March 20, 1898, \$18,626.39, of which \$1,357 was for burial expenses, and \$1,136.89 for coal. The city maintains no lodging-house; and homeless persons who apply for temporary lodging are generally sent to the police station or the Rescue Mission (a private society), and occasionally to the Almshouse. The charitable and correctional institutions of the city are administered by different officials, who are appointed by the board of aldermen. The insane are a county charge. Mild cases are sent to the Almshouse, others to the State Hospital at Morris Plains.

The city maintains no institutions for children, and supports none at public expense in private institutions. The Poor-master has authority to place children in families, but received no suitable applications during 1897, and so placed-out none. The establishment of a Society for the Prevention of Cruelty to Children is under consideration.

## LOWELL, MASS.

Population, 1890, 77,696. Estimated, 1898, 90,000.

The officials who have charge of the relief of the poor are the Superintendent of City Institutions, a salaried official, and the Board of Overseers of the Poor, an unpaid body. There are nine overseers, one from each ward of the city. They are elected by their wards for two years, four being elected one year, and five the next. The superintendent is elected by the overseers for a term of four years.

The expense of maintaining the city institutions during the year 1897 was \$61,352.58; and the number of inmates on Jan. 1, 1898, was 496.

The city does not contribute to the maintenance of private institutions. The amount expended in outdoor relief during 1897 was

\$14,713.50. The city maintains a lodging-house, which was established in September, 1896. The only correctional institution owned and maintained by the city is the Workhouse, which is connected with the Almshouse, and is controlled by the Overseers of the Poor. The jail and Truant School are county institutions, under the control of the county commissioners.

The insane are a city charge, and numbered on Jan. 1, 1898, 184 persons, 110 of whom were maintained at the Lowell City Farm, and 74 at State institutions.

The city maintains no institutions for children under its immediate control, and places-out none in family homes. On Jan. 1, 1898, 30 were being supported at public expense in private institutions. During 1897 the city cared for 3 foundlings for a very short time, and then turned them over to the State.

### NASHVILLE, TENN.

Population, 1890, 76,168. Estimated, 1898, 90,000.

No report received.

### SCRANTON, PA.

Population, 1890, 75,215. Estimated, 1898, 110,000.

The Directors of the Poor of the Scranton Poor District, seven in number, are appointed by the president judge of Lackawanna County. The only charitable institution owned and maintained by the city is the Almshouse, called the "Hillside Home." There were in this institution on Jan. 1, 1898, 419 inmates. The average number of inmates during the year was 389, and the per capita expense of maintaining them was \$1.97½ a week. The city made during 1897 per capita contributions to private charitable institutions as follows:

St. Joseph's Foundling Home . . . . .	\$211.75
St. Patrick's Orphan Asylum . . . . .	1,013.25
Lackawanna Hospital . . . . .	41.75
Moses Taylor Hospital . . . . .	53.00
Home for the Friendless . . . . .	45.50
	<hr/>
	<u>\$1,365.25</u>

The city expended in 1897 for outdoor relief, including the appropriations to private charitable institutions, \$14,850.97. The city maintains no lodging-house, but provides for homeless persons at the station house or sends them to the Home for the Friendless or other lodging-houses.

The insane are partly a State, partly a county, and partly a city charge. The State pays \$1.75 per week for the support of each inmate of the State hospitals. The county on which the inmate is a charge pays the same. The State pays \$1.50 per week for all insane inmates of an almshouse, the city the rest. On Jan. 1, 1898, there were in the "Hillside Home" 210 insane persons.

The city maintains no institutions for children, and places-out none in family homes.

#### FALL RIVER, MASS.

Population, 1890, 74,398. Estimated, 1898, 104,000.

The Overseers of the Poor are five in number, including the mayor *ex officio*. They are appointed by the mayor for a term of four years, one going out of office each year. They serve without compensation, but have a paid agent and office force.

The institutions owned and maintained by the city, with their census on Jan. 1, 1898, are as follows:—

City Almshouse . . . . .	110
City Hospital . . . . .	46
City Almshouse Annex . . . . .	34
	<hr/>
	190
	<hr/>

The expense of maintaining these institutions during 1897 was \$32,166.55. The amount spent in outdoor relief during 1897 was \$43,086.86.

The city does not contribute to the maintenance of private charitable institutions.

The city does not maintain a lodging-house. Homeless persons who apply for temporary lodging are allowed to spend the night at the police station.

The charitable and correctional institutions of the city are not administered by the same officials.

The insane are under the jurisdiction of the State. The city



pays the board of those who have a settlement in the city. The number of insane persons on Jan. 1, 1898, who were such charges, was 162. These were maintained in State institutions.

The city does not maintain institutions for children, and does not support them at public expense in private institutions. The city places children in family homes, and during 1897 placed 15 in families to board, none in free homes. Foundlings are turned over to the State. Orphans, up to the age of four years, if they have a settlement in the city, are cared for at the Almshouse. After that age they are placed in private families. Orphans who have no settlement are turned over to the State.

### CAMBRIDGE, MASS.

Population, 1890, 70,028. Estimated, 1898, 87,000.

The Board of Overseers of the Poor is an unpaid body, consisting of five members, elected by the city council for a term of five years, one member being elected each year. The board has a paid secretary. This board appoints the superintendent of the Almshouse. The city physician is appointed by the mayor.

The Almshouse is the only charitable institution owned and maintained by the city. The expense of maintaining the Almshouse during the fiscal year ending Nov. 30, 1897, was \$19,380.85. The number of inmates on Nov. 30, 1897, was 120.

The city does not contribute to the maintenance of private charitable institutions. The amount expended in outdoor relief during the fiscal year was \$40,882.34.

The city maintains no lodging-house. Homeless persons who apply to the city for temporary lodging go to the Almshouse, if they are residents of the city. If they are residents of other cities or towns, they are kept at the station houses until other disposition can be made of them. No tramps are harbored.

The charitable and correctional institutions of the city are not administered by the same officials.

The insane are a State or a city charge according to their settlement. The number maintained by the city on Jan. 1, 1898, was 167. The insane are maintained in the State Lunatic Hospitals, and the mildly insane are boarded in families. During 1897 there were four such persons in families.

The city maintains no institutions for children. On Jan. 1, 1898, 12 were supported at public expense in private institutions. During 1897, 10 children were placed-out in families to board. None were placed in free homes.

### ATLANTA, GA.

Population, 1890, 65,533. Estimated, 1898, 118,000.

The city of Atlanta does all its relief work, except furnishing transportation of persons in distress and burial of paupers, through the private charitable organizations to which the municipality contributes. Transportation and burial of paupers are attended to by the city warden.

During 1897 the following private charitable institutions and societies received contributions from the city as follows:—

Grady Hospital . . . . .	\$26,500
Atlanta Charitable Association . . . . .	3,000
Home for the Friendless . . . . .	3,000
Home for Girls . . . . .	1,200
Carrie Steele Orphanage . . . . .	1,200
	<hr/>
	\$34,900
	<hr/>

Fulton County, in which Atlanta is situated, maintains from the general tax fund an Almshouse, to which any poor person residing in the county can be sent. This institution is administered by the Commissioners of Roads and Revenues of Fulton County. All dependent children from Fulton County, outside of incorporated towns and cities, are maintained by the county at the Home for the Friendless (white) and the Carrie Steele Orphanage (colored), at an expense of \$4 per capita per month.

### MEMPHIS, TENN.

Population, 1890, 64,495. Estimated, 1898, 109,914.

The three Commissioners of the Poor and Insane Asylum have charge of the relief of the poor, who are a county charge, and are maintained at the Shelby County Poor and Insane Asylum, in charge

of a medical superintendent, elected for two years by the County Court, which consists of forty-seven magistrates.

The county also owns and maintains a pest-house for small-pox cases under the charge of a physician elected by the County Court for a term of two years.

The cost of maintaining the Poor and Insane Asylum during 1897 was \$22,000, and of the pest-house \$2,200. The Poor and Insane Asylum had a daily average of 300 inmates, and the pest-house treated 57 cases of small-pox.

The county does not contribute to the maintenance of private charitable institutions, nor does it give outdoor relief.

Neither the city nor the county maintains a lodging-house; homeless persons who apply to the city for temporary lodging are sent to the station house; those who apply to the county, to the Poor and Insane Asylum.

The insane are a county charge, and are maintained in the County Insane Asylum, the census of which on Jan. 1, 1898, was 69.

The city and the county maintain no institutions for children, and support none at public expense in private institutions. Children are received up to the age of fifteen years at the County Poor and Insane Asylum, where they remain until they are placed in family homes by the Shelby County Branch of the State Board.

## WILMINGTON, DEL.

Population, 1890, 61,431. Estimated, 1898, 70,000.

The poor are a charge on the county or the State. There are no city officials or city institutions for their care, nor does the city contribute to the maintenance of private charitable institutions. Such institutions receive contributions from the county and the State.

During 1897 about \$600 was spent in outdoor relief for coal, which was distributed by members of the council.

The city maintains no lodging-house, and accommodates homeless persons at police stations. The insane are a State charge. The city maintains no institutions for children, and places-out none in family homes.

## DAYTON, OHIO.

Population, 1890, 61,220. Estimated, 1898, 85,000.

The City Infirmiry Directors have charge of outdoor relief and of the City Infirmiry, an institution for the temporary care of the poor, which will be given up as soon as the present appropriation is exhausted. These officials are elected for a term of three years, and receive a salary of \$600 per year.

The expense of maintaining the City Infirmiry during the year ending Feb. 28, 1897, was \$2,224.63. It had Jan. 1, 1898, only two or three inmates. During the year ending Feb. 28, 1897, 87 persons were cared for, at a cost per week of \$25 each, or \$3.30 per day.

The city does not contribute to the maintenance of private charitable institutions. The amount expended in outdoor relief from March 1, 1897, to Feb. 28, 1898, was \$8,700, which was all that was allowed for this purpose. The expenditure for the previous year was about \$19,000. This year the Associated Charities took care of the poor during January and February, the appropriation of \$8,700 having been practically exhausted before winter began.

The city maintains no lodging-house; but the Associated Charities maintains one during the winter, for men only.

The charitable and correctional institutions of the city are administered by separate authorities.

The county is supposed to care for the incurable insane, and the State for curable cases. The insane are maintained at the County Infirmiry and at the State Insane Hospitals. A law recently enacted provides that after June 1, 1900, no insane person shall be received or kept at any county infirmiry.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes. Foundlings, of which there are very few, are sent to a private Children's Home or to the County Home, which receives destitute children, and is authorized to place them in families.

## GRAND RAPIDS, MICH.

Population, 1890, 60,278. Estimated, 1898, 100,000.

The city of Grand Rapids acts under the county and township system, with some additional powers granted by its charter. The city of Grand Rapids is treated as one township for purposes of poor relief. The township cares for all dependent persons who have acquired a settlement by a residence of one year. The Board of Poor Commissioners, which in Grand Rapids takes the place of the township supervisor, administers outdoor relief, and sends dependent persons to the County Home or to private charitable institutions. These commissioners are appointed by the mayor, two members serving for two years each without salary, and one member serving on an annual appointment, at a salary fixed by the common council, and devoting his whole time to the work as an investigator.

The city owns and maintains no charitable institutions. It pays private institutions for the care and maintenance of such dependants as it may from time to time send to the various homes and hospitals. The city expended in outdoor relief during the year ending April 22, 1898, \$13,640.45.

The city maintains no lodging house, and homeless persons are cared for by the county superintendents.

The insane are maintained at the State Asylum at the expense of the county for two years. After that time they become a charge upon the State. The county in which Grand Rapids is situated is considering the advisability of erecting an asylum.

The city maintains no institutions for children, and supports none at public expense in private institutions. It placed only one child in a free home during the year 1897. Destitute children are State charges. Placing-out work is done very effectively by the county agent, who acts under the general direction of the State Board of Correction and Charities, and also by the State agent of the State Public School for Dependent Children. It is the general policy of the State of Michigan to place all of its dependent children in good homes, where they are adopted by the family and are absorbed into the general population. The State institution for children at Coldwater and that for juvenile offenders are regarded as only temporary homes, and are maintained for the purpose of preparing the inmates for family homes.

## TROY, N.Y.

Population, 1890, 60,056. Estimated, 1898, 64,000.

The poor are a charge on the city after a year of residence, and are relieved by the city superintendent of the poor, appointed for one year by the Charities Commissioners. There are six Charities Commissioners. Their term of office is three years. They are appointed by the common council, four being chosen at one election, and two at the other election. The method of electing the commissioners is as follows: each member of the common council votes for one person, and the two candidates receiving the highest number of votes are declared elected. As there are generally sixteen Democratic and ten Republican aldermen, the Board of Charities Commissioners is kept bi-partisan. This system will be changed when the new charter for cities of the second class comes into effect on Jan. 1, 1900. The mayor will then appoint one Charity Commissioner and an Assistant Commissioner, and the Charity Commissioner will appoint a clerk, city physician, overseer of the poor, etc.

The Almshouse is under the charge of the County Superintendent of the Poor, who is elected by the people for a term of three years, and has charge of the poor who have no settlement in the city.

The city owns no charitable institutions, but sends its dependants to the House of Industry (County Almshouse), to which it paid during the year ending March 1, 1898, \$12,781.46, or about \$1.10 per week for each person.

The amount expended in outdoor relief during the year ending March 1, 1898, was \$15,942.12. This amount includes the \$1,600 paid as salaries of the six commissioners, the salary of the superintendent of the city poor, the clerk, the three city physicians, office rent, and office expenses.

The city maintains no lodging-house. Homeless persons spend the night in the police stations. The charitable and correctional institutions are managed by separate officials. The insane are a State charge in State Hospitals.

The city maintains no institutions for children, and was supporting at public expense in private institutions on Jan. 1, 1898, 486. The city places-out no children in family homes. The city had in

St. Joseph's Home on Jan. 1, 1898, 105 children from one day to seven years old. During 1897, 11 children have died, all of whom were under two years of age; 9 were under one year.

#### READING, PA.

Population, 1890, 58,661. Estimated, 1898, 90,000.

The poor are a county charge. The Directors of the Poor of the County of Berks, three salaried officials, are elected for a term of three years, one going out of office each year. The Berks County Almshouse is maintained from the general county fund and cost during 1897, \$30,799.79. The county gives outdoor relief also, and expended for this purpose during 1897, \$9,405.25. The city gives no outdoor relief, except that, when occasion requires it, the Mayor secures contributions of clothing and provisions for deserving cases.

The city maintains no charitable institutions, and makes no contributions to the maintenance of private charitable institutions. The city keeps no lodging-house. Homeless persons who apply for temporary lodging are sent to the Hope Rescue Mission, to the Almshouse, or lodged in the station house. The insane are a State and county charge in State Insane Asylums.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes. Children who are a county charge are sent to the Home for Friendless Children, where the directors pay their board at the rate of \$1.50 *per capita*. Children over 10 years of age are generally indentured to farmers. During 1897 the county expended \$2,464.75 for the board of children in Homes and private families.

#### CAMDEN, N.J.

Population, 1890, 58,313. Estimated, 1898, 64,000.

No report received.

#### TRENTON, N.J.

Population, 1890, 57,458.

The Overseer of the Poor and the steward of the Almshouse are appointed by the common council, the steward for three years, the

Overseer of the Poor for two years. The Almshouse is the only public institution owned and maintained by the city. On Jan. 1, 1898, it had about 60 inmates; and the cost of maintaining them during 1897 was \$7,276.20. The city made in 1897 per capita contributions to private charitable institutions as follows:—

Union Industrial Home for Children . . . . .	\$384.00
St. Francis Hospital . . . . .	798.50
	<u>\$1,182.50</u>

The amount expended during 1897 in outdoor relief was \$9,464.73. The city maintains no lodging-house. The insane are a county charge in the State Insane Hospital. The city maintains no institutions for children, and on Jan. 1, 1898, was supporting 8 in private institutions. No children are placed-out in family homes by the city.

#### LYNN, MASS.

Population, 1890, 55,727. Estimated, 1898, 65,000.

The Overseers of the Poor are six in number. Two are elected each year for a term of three years by the city council. Two members of the Board, the Secretary and the Visitor, are paid. The charitable institutions owned and maintained by the city, with their average census for 1897, are as follows:—

Lynn City Home . . . . .	106
Children's Home . . . . .	26
	<u>132</u>

The expense of maintaining these institutions during the year was \$18,421.68. The city does not contribute to the maintenance of private charitable institutions. The amount expended in outdoor relief during 1897 was as follows:—

Store supplies and fuel . . . . .	\$12,052.66
Cash allowances . . . . .	381.50
Board and house rent . . . . .	113.32
Medicine . . . . .	1,121.76
	<u>\$13,669.24</u>

The city maintains no lodging-house. Homeless persons are sent to the police station for the night.



The administration of the charitable institutions is separate from that of the correctional institutions. The insane are a city charge. There were 130 in State asylums on Jan. 1, 1898.

The Children's Home, maintained by the city for poor and neglected children, has an average census of 26. The city supports no children at public expense in private institutions. Some are placed in free family homes, but none are boarded-out.

### LINCOLN, NEB.

Population, 1890, 55,154.

The poor are a county charge, and are maintained at the County Poor Farm, under the direction of the county commissioners.

The city has no public officials nor institutions for the care of the poor, nor does it contribute to the maintenance of private charitable institutions. The amount spent in outdoor relief in 1897 was about \$500. The county gives outdoor relief in Lincoln through the general secretary of the Charity Organization Society, who has been appointed the agent of the county commissioners, and to whom all applications for relief are referred for investigation. Upon the recommendation of this official, relief is furnished at county expense.

The city has no lodging-house, and sends homeless persons either to the police station or to the person who boards the city prisoners. The insane are a State and a county charge.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes. Children are cared for by private institutions supported by private charity.

### CHARLESTON, S.C.

Population, 1890, 54,955. Estimated, 1898, 65,000.

The officials who have charge of the relief of the poor are as follows: twelve commissioners of the Almshouse for whites, thirteen commissioners of the Ashley River Asylum for the Colored, twelve commissioners of the Orphan House, ten commissioners of the City Hospital, five commissioners of colored orphans.

The commissioners of the hospital and of the colored orphans are appointed by the mayor; the other commissioners are elected by the city council. Their term of office is four years. The charitable institutions owned by the city, the cost of maintaining them during 1897, and their census on Jan. 1, 1898, are as follows:—

Almshouse . . . . .	76	\$7,900
Ashley River Asylum . . . . .	90	5,000
City Orphan House . . . . .	246	13,000
City Hospital, including Training School for Nurses, (average) . . . . .	1,253	22,500
	<u>1,665</u>	<u>\$48,400</u>

The city makes annual contributions in lump sums to private charitable institutions as follows:—

Sisters of Mercy Orphan Asylum . . . . .	\$6,000
Shelter Arms Asylum . . . . .	300
Kindergarten School . . . . .	200
Jenkins' Colored Orphanage . . . . .	250
	<u>\$6,750</u>

The city gives outdoor relief. There were in 1897, 324 pensioners. The city maintains no lodging-house. The homeless are temporarily lodged at the police station house, and sent the following day to the Almshouse or the hospital. The charitable and correctional institutions are managed by separate boards. The insane are maintained at the State Asylum at Columbia, S.C.

Dependent children in South Carolina are wards of the County Commissioners and are placed by them in families or institutions.

#### HARTFORD, CONN.

Population, 1890, 53,230. Estimated, 1898, 72,000.

The relief of the poor is under the charge of a bi-partisan Board of Charity Commissioners, composed of six citizens appointed by the mayor and confirmed by the city council, serving without pay for a term of three years. The terms of two members expire each year. The only charitable institution owned and maintained by the city is the Almshouse, which had on Jan. 1, 1898, 292 inmates. The expense of maintaining it during the year ending March 31, 1898, was \$40,255.55, of which \$10,850 was spent for permanent improvements.

During the year ending March 31, 1898, the city made per capita appropriations to private charitable institutions as follows:—

Hartford Hospital . . . . .	\$9,569.86
Retreat for the Insane . . . . .	719.00
For the care of orphan and homeless children:—	
Hartford Orphan Asylum . . . . .	1,785.00
St. Peter's Roman Catholic Church . . . . .	1,382.00
St. Joseph's Roman Catholic Church . . . . .	585.00
St. Patrick's Roman Catholic Church . . . . .	1,137.00
	<u>\$15,177.86</u>

The city expended in outdoor relief during the fiscal year, which ended March 31, 1898, \$10,582.71. The city maintains no lodging-house; but homeless able-bodied persons who apply to the city for lodging are dealt with by the Police Department and private charities.

The charitable and correctional institutions of the city are administered by different officials. The insane are a city charge, though the city pays but \$2 a week for its dependent insane in the State Asylum. The deficiency is made up by a State appropriation. On Jan. 1, 1898, the city was maintaining insane persons as follows:—

State Hospital . . . . .	186
City Almshouse . . . . .	25
Retreat for the Insane (private) . . . . .	6
State School for Imbeciles . . . . .	24
	<u>241</u>

The city maintains no institutions for children. On Jan. 1, 1898, it was supporting 73 in the four orphan asylums, at the rate of \$1.50 each per week. During 1897 the city placed no children in free family homes, but placed 12 in families to board. There was but one foundling cared for by the city during 1897, and this child died.

#### ST. JOSEPH, MO.

Population, 1890, 52,324. Estimated, 1898, 70,000.

No report received.

## EVANSVILLE, IND.

Population, 1890, 50,756.

The poor are a charge on the county, and outdoor poor relief is administered by township trustees. The city maintains no charitable institutions. During 1897 the city contributed \$2,500 to the Ladies' Relief Association, the Deaconess Hospital, St. Mary's Hospital, and the Christian Home. The amount given by the city in outdoor relief during 1897 was \$800, distributed at the discretion of the mayor. The city maintains no lodging-house, and homeless persons who apply for temporary lodging are provided for at police headquarters.

The insane are a State charge. The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes. Children are supported by the county in homes for both colored and white.

## LOS ANGELES, CAL.

Population, 1890, 50,395.

The poor in Los Angeles are a county charge, and are cared for at the County Farm and the County Hospital, the expense of maintaining which is \$51,000 a year. There are no city officials who have charge of the relief of the poor, and no charitable institutions supported by the city. The amount estimated to be given to private charitable societies for the year ending July 1, 1898, was \$960, but this was increased to \$2,640, distributed as follows:—

	<i>Per month.</i>	<i>Per year.</i>
Ransome Home . . . . .	\$20	\$240
Florence Home . . . . .	20	240
Rescue Work of the King's Daughters . . . . .	20	240
California Children's Home Society . . . . .	20	240
Day Nursery . . . . .	20	240
Boys' and Girls' Aid Society . . . . .	20	240
Free Dispensary . . . . .	50	600
Settlements Association . . . . .	50	600
	<u>\$220</u>	<u>\$2,640</u>

The county of Los Angeles expends \$30,000 a year in outdoor relief. The city maintains no lodging-house, and refers homeless persons who apply for lodging to the Associated Charities. The insane are a State charge at the Highlands Insane Asylum in San Bernardino County. The city maintains no institutions for children, supports none in private institutions, and places-out none in family homes. Destitute children are supported by the State in private institutions.

### DES MOINES, IOWA.

Population, 1890, 50,093. Estimated, 1898, 75,000.

The poor are a county charge under the County Board of Supervisors, who are elected for three years. The city owns no charitable institutions, but contributed during the year 1897, \$2,500 to private charitable institutions as follows: Home for Friendless Children, \$1,000 a year; Mercy Hospital, \$1 a day for city cases; Cottage Hospital, \$1 a day for city cases.

The city maintains no lodging-house, but cares for homeless persons who apply for temporary lodging in police stations.

The insane are a county charge, and are maintained at the County Asylum. The city maintains no institutions for children.

### BRIDGEPORT, CONN.

Population, 1890, 48,866. Estimated, 1898, 66,000.

The Board of Charities is an unpaid body, composed of six members, who are appointed by the mayor for a term of three years, two members retiring each year.

The City Farm House and Farm is the only institution owned and maintained by the city. Its census on April 1, 1897, was 166; and the expense of maintaining it for the fiscal year ending March 31, 1897, was \$14,708.23.

The city does not contribute to the maintenance of private charitable institutions. During the fiscal year 1896-97 the city expended \$29,402.12 in outdoor relief. The city maintains no lodging-house.

The charitable and correctional institutions of the city are not administered by the same officials.

The insane are maintained in State institutions as a city charge, at a per capita rate per week. On April 15, 1897, there were 49 insane persons maintained by the city at the Connecticut Hospital for the Insane at Middletown and the Connecticut School for Imbeciles at Lakeville. Dependent children are cared for by the county.

### OAKLAND, CAL.

Population, 1890, 48,682.

The poor are a county charge; and poor relief is administered under the direction of the County Board of Supervisors, who are elected for four years. The County Infirmary, maintained by the county of Alameda, combines both a hospital and an almshouse. In the city of Oakland there is a Receiving Hospital owned and maintained by the county, but no institutions maintained by the city. The expense of maintaining the County Infirmary during 1897 was \$56,319.88, \$19,000 of which was expended for permanent improvements. The average daily population of this institution was 240, about 185 of whom were from the city of Oakland. The Receiving Hospital and Insane Annex in Oakland is maintained at county expense, but most of its beneficiaries are residents of Oakland. The expense of maintaining it during the year 1897 was \$6,308.53.

The city does not contribute to the maintenance of private charitable institutions except that the city council gives \$1,800 a year to the Associated Charities to be used for office expenses, salaries, etc.

The amount expended during 1897 for outdoor relief was \$16,988.26. This amount represents grants made by the supervisors for supplies for individual cases of need. For burial purposes \$2,325.10 was expended. The city maintains no lodging-house, but the Associated Charities has such an institution. Lodging is given also at the City Jail, but no meals. The correctional institutions are administered by the County Board of Supervisors.

The insane are a county charge previous to their commitment; after that, a State charge. They are maintained in five State institutions.

The city maintains no institutions for children, supports none at

public expense in private institutions, and places-out none in family homes. The expense of maintaining dependent children is largely borne by the State of California. (See statistics in report on San Francisco.)

### PORTLAND, ORE.

Population, 1890, 46,385. Estimated, 1898, 81,000.

The poor are a county charge. The only city official who has to do with the relief of the poor is the City Physician, appointed by the mayor for two years. This official has charge of accident cases and contagious diseases.

The city does not contribute to the maintenance of private charitable institutions, and gives no outdoor relief. Outdoor relief is administered by the county judge.

The city maintains no lodging-house, and homeless persons who apply for temporary lodging are locked up in the city jail for the night, if they so desire. The insane are a State charge, and are maintained at the Oregon Insane Asylum at Salem.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes. Children are sometimes a charge on the county. They are provided for in private institutions, and through them are placed in family homes.

### SAGINAW, MICH.

Population, 1890, 46,322. Estimated, 1898, 54,000.

The city poor, *i.e.*, persons who have resided in the city for a year or more, are cared for by the Director of the Poor, who is elected by the Common Council for a term of two years. The expense of maintaining the city poor during the year ending March, 1898, was \$17,447. The county poor are under the charge of the Saginaw County Poor Commission, composed of three members, elected by the Board of Supervisors for a term of three years. Both city and county charges are maintained at the County Almshouse. The Superintendents of the Poor of Saginaw County expended during 1897, \$1,600 for the temporary relief of transients and other non-resident poor persons in the city of Saginaw. The city pays

for public charges at certain private charitable institutions in the city. The names of the institutions and the rates paid are as follows:—

St. Mary's Hospital (R. C.) . . . . .	\$5.00 a week.
Home for the Friendless and Industrial School . . . . .	
Saginaw Hospital . . . . .	\$5.00 a week.

The insane are maintained as county charges for two years at some private or State institution. After that time they become wards of the State. Neither the city nor the county maintains a lodging-house, and homeless persons who apply for lodging are accommodated at the local police stations maintained by the city.

Dependent children are so far as possible placed-out in family homes. Placing-out work is carried on by the Superintendent and the Agent of the State Public School and the various county agents.

## SALT LAKE CITY, UTAH.

Population, 1890, 44,843.

The officials who have charge of the relief of the poor are the Salt Lake County Commissioners, who are elected for two years.

The poor are a county charge, and there are no charitable institutions owned and controlled entirely by the city. During 1897 the city contributed \$600 to the Woman's Home Association, and also made a contribution to the Salvation Army for rescue work. Outdoor relief is left to the county.

The city maintains no lodging-house, and homeless persons who apply for temporary lodging are given a bed at the city jail or sent to the county commissioners or to some private charity.

The insane are a State charge.

The city maintains no institutions for children, supports none at public expense in private institutions, and leaves the work of placing-out children to the county. The number of foundlings and abandoned babies is small, and they are cared for by the county or by private charity.



## LAWRENCE, MASS.

Population, 1890, 44,654. Estimated, 1898, 56,000.

The Overseers of the Poor, nine in number, are unpaid officials who are elected annually, all members of the board going out of office at the same time. The clerk of the board and the superintendent of the Almshouse are paid officials who are appointed by the Board of Overseers, and hold office for three years.

The city owns and maintains a Poor Farm, which combines almshouse, hospital, and insane asylum. The expense of maintaining it during 1897 was \$53,930.27. The number of inmates on Jan. 1, 1898, was 50.

No contributions are made by the city to the maintenance of private charitable institutions. The city spent nearly \$20,000 in outdoor relief during 1897. The city does not maintain a lodging-house, but sends homeless persons who apply for lodging to the Adams Mission, and pays 10 cents for their lodging. The charitable and correctional institutions of the city are administered by separate officials. The insane are a city charge, maintained in the insane department of the Almshouse.

The city maintains no institutions for children, and supports none at public expense in private institutions. Children are cared for temporarily at the Poor Farm, where there are at the present time 10 or 12. The city places-out children in family homes; and during 1897 placed-out 9 in free homes and 4 in families to board. Only 1 foundling was cared for by the city during 1897.

## SPRINGFIELD, MASS.

Population, 1890, 44,179. Estimated, 1898, 60,000.

The Board of Overseers of the Poor is an unpaid body, composed of five members,—the mayor and the city physician *ex officio*, and three citizens elected by the city council for a term of three years, the term of one member expiring each year. The agent of the board is a paid official who may or may not be a member of the board. The city physician is appointed by the mayor for a term of three years, and receives a salary.

The charitable institutions owned and maintained by the city, with their census on Jan. 1, 1898, are as follows:—

City Almshouse . . . . .	74
Asylum . . . . .	79
Hospital . . . . .	28
Wayfarers' Lodge . . . . .	

The expense of maintaining these institutions during 1897 was \$24,000. The city does not contribute to the maintenance of private charitable institutions. The amount spent in outdoor relief during 1897 was \$9,096.74. The city maintains a lodging-house for tramps, with a wood-yard, established in 1894. The number of tramps lodged the first year was 7,559. The number lodged during 1897 was 1,667.

The charitable and correctional institutions of the city are administered by separate boards.

The insane in Massachusetts are supported by the State, if they have no settlement, otherwise by the city or town of their settlement. On Jan. 1, 1898, there were 92 insane persons maintained by the city. Such insane persons are cared for at the State Lunatic Hospitals and at the local asylum.

The city maintains no institutions for children, and supports none at public expense in private institutions. It occasionally places out children in family homes, but placed-out none during 1897.

### MANCHESTER, N.H.

Population, 1890, 44,126. Estimated, 1898, 56,000.

No report received.

### UTICA, N.Y.

Population, 1890, 44,007. Estimated, 1898, 56,000.

The Board of Charities is an unpaid, bi-partisan body, composed of six commissioners elected for a term of three years, one Democratic and one Republican member going out of office each year. Only citizens whose names appear on the assessment roll for a sum not less than \$2,000 are eligible for the office of Commissioner of Charities.

The only institution owned and maintained by the city is the City Hospital, which had on Jan. 1, 1898, 16 inmates, and cost during 1897, \$7,332.36.

The city does not contribute to the maintenance of private charitable institutions. The amount expended in outdoor relief during 1897 was \$10,387.41. The city maintains no lodging-house, but gives homeless persons lodgings at the police station.

The insane are a State charge at the Utica State Hospital.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes. Children are a county charge, and are supported in private institutions at the expense of the county.

### HOBOKEN, N.J.

Population, 1890, 43,648. Estimated, 1898, 56,000.

The Committee on Alms consists of five members, one member from each ward of the city. It is appointed by the chairman of the Council. The Overseer of the Poor is appointed by the council for a term of three years.

The poor are a county charge, and are maintained at the County Almshouse, under the control of the board of freeholders, the city paying a per capita rate for the board of paupers it sends. During the year ending April 27, 1898, 84 were sent by the city to the Almshouse.

The city contributes to the maintenance of one private charitable institution,—St. Mary's Hospital,—and last year contributed also to the Helping Hand Coal Club. The city pays the hospital according to the number of city cases accommodated. The amount paid in 1897 was \$3,500. This year \$300 was contributed to the Helping Hand Coal Club.

During the year ending April 27, 1898, the amount spent for outdoor relief was distributed as follows:—

Groceries (1,620 orders) . . . . .	\$4,057.20
Interments . . . . .	294.50
Coal . . . . .	73.25
Bread (7,375 tickets) . . . . .	295.00
Special medical assistance . . . . .	30.00
Care of lost and abandoned children . . . . .	86.60
Miscellaneous . . . . .	417.04
	<u>\$5,253.59</u>

The city maintains no lodging-house. Non-residents who apply for temporary lodging are kept in emergency cases at a hotel until proper arrangements are made for their transportation to their last place of residence. Tramps are frequently accommodated at the police headquarters, given a meal, and treated according to the circumstances of the case.

The insane are a county charge, under the orders of the board of freeholders. They are maintained at the insane asylum at Snake Hill.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes. Foundlings are placed in the care of the police station matron, who cares for them for three days. If not reclaimed by that time, they are sent to the Almshouse at Snake Hill. The number of foundlings cared for by the city during 1897 was four, two of whom were reclaimed by their mothers.

#### SAVANNAH, GA.

Population, 1890, 43,189. Estimated, 1898, 65,000.

There are no city officials or city institutions for the care of the poor, but the city contributed during 1897, \$10,800 to the maintenance of the following private charitable societies: City Hospital, St. Joseph's Infirmary, and Georgia Infirmary (colored).

The city gives no outdoor relief, leaving this matter to a private charitable society. The city maintains no lodging-house, homeless persons being accommodated at the police barracks. The insane are a State charge at the Georgia State Asylum.

The city maintains no institutions for children, and places-out none in family homes.

#### SEATTLE, WASH.

Population, 1890, 42,837. Estimated, 1898, 85,000.

The poor are a county charge under the Board of County Commissioners, the members of which are elected for two years. The county maintains a hospital and poor farm combined, the expense of maintaining which, during the year ending June 30, 1897, was

\$10,769.82. There were in the King County Hospital on July 1, 1897, 61 inmates,—55 males and 6 females.

The county contributes to the maintenance of private charitable institutions to a very limited extent, and not systematically. During 1897 it is estimated that \$250 was expended by the county for such purposes. The county gave outdoor relief for the year ending June 30, 1897, to the amount of \$8,347.02. The city of Seattle maintains no lodging-house, but made some arrangement with the Salvation Army in November, 1897, and sends homeless persons who apply for temporary lodging to the Salvation Army Barracks. Both the charitable and correctional institutions of the county are under the control of the Board of County Commissioners. The insane are a State charge, and the State has two hospitals for the care and treatment of the dependent insane.

The State maintains for children a Reform School and a School for Defective Youth. The county was supporting 7 children in private institutions on Jan. 1, 1898, for whom it was paying at the rate of \$6 per month. The county placed-out no children in free homes during 1897, but placed 3 to board in family homes for a few months. Foundlings and abandoned or orphaned babies are not cared for by the county commissioners, except that the county pays for their burial. There is a private Foundling Asylum in Seattle and also a private Children's Home supported by private charity.

#### PEORIA, ILL.

Population, 1890, 41,024. Estimated, 1898, 69,000.

The poor are a county charge. The city has no officials charged with the relief of the poor, owns no charitable institutions, and contributes nothing to the maintenance of private charitable institutions. No outdoor relief is given by the city. The insane are a State charge. The city supports no children at public expense in private institutions, and places-out none in family homes.

## NEW BEDFORD, MASS.

Population, 1890, 40,733. Estimated, 1898, 60,000.

The three Overseers of the Poor are paid officials, appointed by the mayor for a term of three years, one member being appointed each year. One overseer is secretary and almoner.

The Almshouse is the only charitable institution maintained by the city. The expense of maintaining it during 1897 was \$15,528.35; and it had on Jan. 1, 1898, 90 inmates.

The city does not contribute to the maintenance of private charitable institutions. The city gives outdoor relief, and expended \$32,431.70 for this purpose from January to November, 1897, inclusive.

The city maintains no lodging-house, and cares for homeless persons either at the Almshouse or temporarily at the police stations.

Insane persons who have a legal settlement are city charges. Those without a legal settlement are State charges. On Jan. 1, 1898, the city was maintaining 57 insane persons. Such persons are cared for at the lunatic hospitals at Taunton, Worcester, Westboro, and Medfield.

The city maintains no institutions for children, and supports none at public expense in private institutions. It places some children in family homes, and during 1897 placed one in a family to board, none in free homes.

## ERIE, PA.

Population, 1890, 40,634. Estimated, 1898, 57,000.

The poor are a county charge, under the care of the Board of Poor Directors of the county of Erie. These directors are elected for a term of three years. They manage the County Poorhouse, and dispense outdoor relief.

The city owns no charitable institutions, does not contribute to the maintenance of private charitable institutions, and gives no outdoor relief.

There is no city lodging-house, and homeless persons who apply for temporary lodging are provided for at the police stations.

The insane are a county charge at the Warren Insane Asylum.

The city maintains no institutions for children, supports none at public expense in private institutions, and places-out none in family homes.

### SOMERVILLE, MASS.

Population, 1890, 40,152. Estimated, 1898, 56,000.

The Board of Overseers of the Poor is an unpaid body, composed of four members elected by the city council for a term of four years, the term of one member expiring each year. The board elects annually a general agent and a secretary, who receive salaries. These paid officials are not chosen from among the members of the board.

The city owns no charitable institutions, and contributes to the maintenance of only one private charitable institution, the City Hospital. This contribution is \$9 per week for each patient who is a city charge, and amounted in 1897 to \$1,984.33.

The amount expended in outdoor relief was \$9,164.77.

The city maintains no lodging-house, and cares for "tramps" and "travellers" at the police station.

The insane are a city charge, when they have a legal settlement in the city. The number of such insane persons on Jan. 1, 1898, was 67; and they were maintained at the State Insane Hospitals.

The city maintains no institutions for children, and places-out none in family homes. On Jan. 1, 1898, two children were being supported at public expense in private institutions.

During 1897 two abandoned babies were cared for at the Day Nursery, a private institution, at the request of the Poor Department. They were subsequently turned over to the State, and placed-out in suitable family homes.

