CHAPTER II

SOCIETIES FOR THE PREVENTION OF CRUELTY TO ANIMALS

In the year 1910, the American Humane Association reported that six hundred and fifty-nine societies had been formed in the United States for the prevention of cruelty. Of these, one hundred and two were dead and ninety-five were noted as inactive, no reports having been received from them. This left a total of four hundred and thirty-four anti-cruelty societies active in their respective fields. Of this number, two hundred and forty-seven were humane societies for both children and animals; one hundred and thirty-one were for the protection of animals only.\(^1\)

Compare the statistics of 1910 with those included in the report for 1922. There is a total of nine hundred and thirty-eight anti-cruelty societies noted in the later report; two hundred and ninety-eight are dead, one hundred and one are inactive, leaving five hundred and thirty-nine reported as active. As has already been stated, three hundred and seven combine animal and child protection; one hundred and seventy-five confine themselves to the protection of animals.\(^2\)

This represents a decided increase in the intervening twelve years, an increase the more marked when we turn our attention to figures other than those for the total of societies. The following table will indicate this:\(^3\)

3. The figures are taken from the *Annual Reports* of the American Humane Association for the period covered. These figures are neces-
<table>
<thead>
<tr>
<th>Year</th>
<th>Number of active societies</th>
<th>Membership</th>
<th>Annual dues and contributions</th>
<th>Public funds received</th>
<th>Total income from all sources</th>
<th>Number of children handled</th>
<th>Number of animals handled</th>
</tr>
</thead>
<tbody>
<tr>
<td>1910</td>
<td>434</td>
<td>117,442</td>
<td>$361,308</td>
<td>$262,726</td>
<td>$1,348,357</td>
<td>171,799</td>
<td>1,347,185</td>
</tr>
<tr>
<td>1911</td>
<td>471</td>
<td>76,262</td>
<td>$386,381</td>
<td>$266,609</td>
<td>$1,598,809</td>
<td>136,493</td>
<td>1,463,123</td>
</tr>
<tr>
<td>1912</td>
<td>515</td>
<td>124,743</td>
<td>$416,825</td>
<td>$456,997</td>
<td>$1,869,167</td>
<td>186,967</td>
<td>1,377,367</td>
</tr>
<tr>
<td>1913</td>
<td>548</td>
<td>143,334</td>
<td>$468,506</td>
<td>$498,566</td>
<td>$1,999,425</td>
<td>196,016</td>
<td>2,553,162</td>
</tr>
<tr>
<td>1914</td>
<td>558</td>
<td>143,396</td>
<td>$492,650</td>
<td>$576,182</td>
<td>$2,211,458</td>
<td>243,937</td>
<td>2,844,721</td>
</tr>
<tr>
<td>1915</td>
<td>562</td>
<td>161,562</td>
<td>$606,334</td>
<td>$623,971</td>
<td>$2,130,022</td>
<td>212,215</td>
<td>2,394,721</td>
</tr>
<tr>
<td>1916</td>
<td>577</td>
<td>157,118</td>
<td>$632,188</td>
<td>$608,544</td>
<td>$2,275,418</td>
<td>215,046</td>
<td>2,892,535</td>
</tr>
<tr>
<td>1917</td>
<td>583</td>
<td>91,550</td>
<td>$709,460</td>
<td>$665,170</td>
<td>$2,325,871</td>
<td>219,950</td>
<td>2,248,385</td>
</tr>
<tr>
<td>1918</td>
<td>599</td>
<td>92,520</td>
<td>$777,207</td>
<td>$777,322</td>
<td>$2,125,440</td>
<td>231,425</td>
<td>2,452,439</td>
</tr>
<tr>
<td>1919</td>
<td>575</td>
<td>23,228</td>
<td>$707,796</td>
<td>$721,170</td>
<td>$2,378,142</td>
<td>217,954</td>
<td>2,635,496</td>
</tr>
<tr>
<td>1920</td>
<td>535</td>
<td>89,665</td>
<td>$779,538</td>
<td>$799,020</td>
<td>$2,817,477</td>
<td>222,469</td>
<td>1,238,746</td>
</tr>
<tr>
<td>1921</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>1922</td>
<td>539</td>
<td>202,524</td>
<td>$841,072</td>
<td>$845,080</td>
<td>$3,329,820</td>
<td>234,577</td>
<td>2,621,804</td>
</tr>
</tbody>
</table>

1 No statistics in American Humane Association, 45th Annual Report.
These figures taken together show a fairly steady growth through 1915 and into 1916. Then the period of war intervened, and there was a check to this progress. War charities competed with anti-cruelty societies for financial support. Humanitarian energies were diverted to other fields than animal protection. During the next four years, the different series vary with little apparent relation to each other; the number of active societies grew until 1918 and then decreased; membership fell as did the total of dues and contributions. The statistics are too inaccurate to permit the drawing of any conclusions. We shall make a more thorough analysis of this period based on the experiences of individual societies in Chapter III. After 1920, however, we find that all series agree in indicating a resumption of the progress of the first half of the previous decade.

Satisfactory as these figures may appear compared with the extent of the humane movement a generation ago, they by no means should be taken to indicate that a limit to its growth has been reached. There are regions in this country equal in size to continental states unserved by humane organizations. Idaho, Mississippi and New Mexico are without either animal or child societies.\(^1\) South Dakota

\(^1\)In the humane directory of the United States included in the A. H. A. reports, Idaho is credited with a state humane society with five branches. A circular letter and a personal letter brought no replies from them, nor have the offices of the Amer. S. P. C. A. or the Mass. S. P. C. A. records of correspondence with them during the past three years. A similar situation exists in the case of the Mississippi Humane Society. A letter from the former secretary of the Roswell Humane Society of New Mexico stated that it no longer existed.
has a humane society for both child and animal work in Sioux Falls that finds its resources inadequate to cover more than the immediate neighborhood.\footnote{Manuscript letter of Nov. 17, 1922.} Repeated letters sent since September 1922 to the two humane societies credited to Arizona brought no reply.

Even in states that can boast an imposing list of anti-cruelty societies, there are many, many counties left untouched. At a conference of the Federated Humane Societies of Pennsylvania held in 1919, only the counties of Allegheny, Erie, Philadelphia, Dauphin, Bedford, Montgomery, Lycoming and Northampton were represented. No humane work at all was carried on in the fifty-seven other counties of the state.\footnote{\textit{Ibid., 42nd Ann. Rpt.} (1916), p. 15.} In these counties, Pennsylvania's anti-cruelty laws are a dead letter, because neither societies nor officers are there to enforce them. Several years earlier, the Western Pennsylvania Humane Society in Pittsburg, Allegheny County, extended its activities to some of the adjoining counties by appointing active agencies therein. These were largely mining districts and single agents were inadequate to serve them.\footnote{\textit{Ibid., 45th Ann. Rpt.,} p. 5.} More successful was found to be the system employed in Allegheny and Philadelphia counties of reporting infractions of cruelty laws to central agencies and managing prosecutions from such centers.

The same conditions are true for the state of Illinois. Here, of the one hundred and one counties in the state, only twenty-seven counties in 1915 contained organized societies for the prevention of cruelty to animals. In that year there were thirty-three humane societies outside the
city of Chicago and four in Chicago itself.\footnote{F. Morse Hubbard, *Prevention of Cruelty to Animals in the States of Illinois, Colorado and California* (New York, 1916), p. 1, et seq.} The 1920 report of the American Humane Association listed only twenty-three societies for the whole state. Of these only seven answered inquiries for information, two of them to report that they were defunct. It is clearly evident then that Illinois is no better served than Pennsylvania.

The states of Pennsylvania and Illinois were chosen as examples because they are two of the most thickly populated and socially progressive states in the Union. When this is borne in mind, the relative extent to which the humane societies listed in the American Humane Association reports serve the territory of the United States, can be appreciated. The truth becomes apparent that while some half dozen of the largest cities of the country are well and thoroughly covered by perhaps twice that number of large anti-cruelty organizations, in the territory beyond the suburban limits of these cities the anti-cruelty movement is still in its infancy.

Figures of children and animals rescued from cruelty and torture, and totals of contributions and of membership can give no adequate conception of what has constituted the development of the movement for the prevention of cruelty to animals during the last decade. Such development can only be measured by the actual detailed accomplishments of the individual societies. Such an account is clearly impossible for each of the five hundred and forty-nine societies active in 1922. Instead, representative societies have been chosen for different sections of the United States, and their histories summarized. Wherever possible, large city organizations have been selected, for only these can boast individuality. The experience of any of the smaller rural societies is that of all.
The American S. P. C. A. was incorporated in 1866 with jurisdiction to operate anywhere within the boundaries of New York State. Its period of maturity was reached long before 1910. It had salaried agents patrolling the streets of New York City to interfere in cases of cruelty and to make arrests when deemed necessary. In 1910 these agents made 1904 arrests—a very considerable total when it is borne in mind that the policy of the Society is not to make arrests if any other method of procedure is warranted.

In addition to patrolling the streets the special agents investigated complaints and inspected stables to ascertain the conditions under which horses were kept; they watched the horse markets to prevent abuses at public sales; they paid regular visits to poultry markets and bird and animal stores; they kept theatrical and circus acts of trained animals under surveillance, and made daily inspections of stock yards, ferries and other places where animals are kept or worked in large numbers. In the course of this work they examined annually several hundred thousand horses alone; in 1910 the number of such examinations was 417,055.

Since 1894, the licensing of dogs in New York City had been another duty of the American S. P. C. A. The fees were retained by the society to meet the expenses of issuing licenses and of maintaining animal shelters; any surplus was applied to enforcing the anti-cruelty laws. The Society had salaried inspectors who made investigations to discover unlicensed dogs and who also looked out for the general welfare of dogs, just as the special agents sought to protect horses.

In 1910 the prosecution of cruelists in New York City

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1 This account of the activities of the Am. S. P. C. A. in 1910 is drawn in large part from F. Morse Hubbard, Prevention of Cruelty to Animals in New York State (New York, 1915), p. 2, et seq.

2 Vide infra, p. 95.
took a strange development. A group of East Side blackmailers operating for the most part among the petty pedlars of that district adopted the procedure of poisoning the horses of their victims to enforce their demands. The American S. P. C. A. took upon itself a large share of the responsibility of hunting down this band and breaking up its activities.¹

In the same year the relief work of the Society was greatly expanded. Two motor ambulances were presented by one of its patronesses, and the Society purchased two new horse ambulances. Shelter work was increased to such an extent as to burden resources, 318,000 dogs and cats being attended to during the year. A "travelling state agent" with general duties was appointed to serve the rural territory around New York City and to aid weaker organizations in that territory. This extension of activities threatened to cause the expenses of the Society to exceed its income for the year, and the Board of Managers empowered the officers of the Society to make expenditures in excess of the annual income to the extent of $25,000.²

In 1911 it was decided to build a new animal dispensary for Manhattan which was opened in August, 1912. It embodied the most advanced ideas in dispensary construction, and was thoroughly equipped with modern facilities for treating the diseases of all animals and birds.³

In 1914 a new dispensary was opened in Brooklyn. In the same year, fear of the further spread of an epidemic of glanders caused the closing of all the watering troughs in New York City. As the City neglected to make any provision for the watering of horses by other means, this

²Ibid., passim.
³1911 and 1912 Reports; vide also Hubbard, Prevention of Cruelty to Animals in New York State, p. 5.
duty fell upon the animal society. It installed a drinking pail service at all the old fountains and at many hydrants in various parts of the city. (This glanders scare was nation-wide and similar action was taken in many of the larger cities. In Boston the Angell Memorial Fountain erected under the auspices of the Massachusetts S. P. C. A. and considered absolutely hygienic and epidemic-proof, was closed by the City, much to the chagrin of the society.)

During the summer of 1916 the New York society suffered from another epidemic scare. New York City found itself in the grip of infantile paralysis and the report was circulated that cats carried the germ of the disease. A panic spread among cat owners. The Society tried to check it, but parents were terror-stricken and tens of thousands of cats were hastily ejected from their homes. The Society found it necessary to make prompt response to all calls if the animals were not to be turned adrift to shift for themselves. To prevent this abuse, the Society increased its force, added to its equipment, and for several months maintained an all-day, all-night, Sunday and holiday service.

During the same year, by a gift of five autos, the Society’s vehicle equipment was increased to twenty-seven. Work was extended to rural districts about the city where conditions were even worse than within city limits. Agents were sent to county fairs, and to road construction and logging camps.

The outbreak of the war presented new problems to the Society. Lecture work was carried on in the army cantonments around New York City, and aid extended to the veterinary service. A building strike in the fall of 1917 forced the suspension of construction, and great numbers of horses had to be kept idle in their stables. The S. P. C. A.

provided for a constant inspection of these stables for the duration of the strike.

In 1918 addition was made to the horse-relief service. Two watering carts ordinarily used to sprinkle the streets were purchased and fitted with faucets permitting the water to be drawn into pails. They were put into service along the waterfront to supply water to the dock horses. A bubbling cup was also provided on each wagon for the drivers.

1919 and 1920 saw a development and expansion in all lines of the Society's activities. During these years, more attention was given to humane education. In 1918 a lecture service was established; in 1921 a Department of Humane Education was developed.¹

The 1921 Annual Report of the society carried an account of the activities of the Society's Veterinary Department. Valuable medical research and study of animal diseases were pursued at the dispensary during that year, particularly in the field of radium treatment for cancer in animals. The kinds of animals operated upon was also noted; the list included monkeys, bulls, deer, rabbits, goats, guinea pigs, ferrets, canaries, geese, turkeys, ducks and opossums.

In 1922, so much had the demand for hospital service increased, that the capacity of the dispensary and hospital was doubled by a second-story addition. Much valuable laboratory equipment was added. The finances of the society for this year were as follows:

<table>
<thead>
<tr>
<th>Expenses</th>
<th>Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>For prevention of cruelty to animals</td>
<td>$23,558.82</td>
</tr>
<tr>
<td>Shelters and humane disposition of animals</td>
<td>169,760.64</td>
</tr>
<tr>
<td>$241,319.46</td>
<td>$232,368.73</td>
</tr>
</tbody>
</table>

¹ Vide infra, pp. 126-128.
The figures below indicate some of the society’s activities during the year:

- Retired police and fire horses placed in homes: 108
- Horses examined at auction sales: 24,515
- Horses condemned at auction sales: 1,367
- Sick and injured animals treated at Society’s hospital: 10,046
- Dogs restored to their owners and placed in homes: 1,831
- Permanent drinking fountains in operation summer and winter: 70
- Temporary watering stations maintained during summer: 25
- Temporary receiving stations for animals: 5
- Animals received at these stations: 24,719
- Offenders arrested and prosecuted by the society: 792
- Offenders arrested by police and prosecuted by the society: 49

Total arrests and prosecutions: 831

- Animals suspended from labor: 4,340
- Horses, mules and other large animals, disabled beyond recovery, humanely destroyed: 819
- Disabled horses removed from the streets in ambulances: 692
- Complaints received: 5,930
- Cases investigated: 10,228
- Calls made for unwanted, sick and injured animals: 84,484

In addition to the American S. P. C. A., New York City supports the Humane Society of New York. This second organization was incorporated in 1904 as the Henry Bergh Humane Society, whose purpose was mainly humane education. In 1906, changing its name to the New York Humane Society, it was reorganized as a prosecuting organization. In 1908 its name was again changed to the Humane Society of New York, and it was authorized to receive fines in the cases it prosecuted, and its officers and agents were to have the power of police officers. Its course has not been smooth. It has been subjected to criticism for its methods of prosecution since it was founded, and has had to bear with the

2 Hubbard, op. cit., p. 8.
disapproval of the American S. P. C. A. To the latter it has retorted with counter charges of inefficiency. For example, in its report for 1911-12 the number of arrests made by the American S. P. C. A. are tabulated beside those of the Humane Society with the annual income of each appended, so as to make it appear that in proportion to its income the latter was the more active. Of course, this does not take into account the non-prosecuting activities of the larger society.

In 1914 action was brought to have the charter of the Humane Society of New York annulled, which was unsuccessful. An attempt to have the City withhold fines likewise failed. The Humane Society has continued active in prosecution. In 1921 its ten agents brought 2,694 cases into the magistrates' courts. It has supplemented this work with stable inspection, and lately has engaged in horse watering. In 1921 it watered 70,867 animals. Its income for the year was $17,767.17, of which the larger part was expended in the salaries of its outside and office forces. For distribution of humane equipment for horses, it disbursed $432.03.

The 1922 report of the American Humane Association lists fifty S.P.C.A.s and humane societies engaged in animal protection in New York State exclusive of New York City. This number includes independent and branch organizations. In importance, they range from infant societies struggling along on an annual income of a few hundred dollars to the Mohawk and Hudson River Society with its ten branches, serving the central district of the state. These have pro-

4These are studied in Hubbard, Prevention of Cruelty to Animals in New York State, p. 18, et seq. Readers interested in them are referred to that study.
gressed since 1910 without notable developments, except for the Rochester Humane Society. In 1918 the duties of dog registration and the income from the resultant fines were taken away from this society. At this period it entered the Rochester Community Chest and found its income still further reduced. As a result the society has had to give up its activities in humane education which it had previously considered the most important part of its work.1

The history of the Massachusetts S. P. C. A. is very similar to that of the American S. P. C. A., allowance being made for local differences. It is the second oldest humane society in the country, having been incorporated in Massachusetts in March 1868 through the efforts of Mr. George T. Angell of Boston.2 As in the case of its sister organization, by 1910 the prosecution of cruelists was only one branch, and not necessarily the most important, of its activities.

Because of its preeminent position in Massachusetts, it was more nearly a state-wide organization than the New York society, having salaried agents in various counties under whom were numerous volunteer local agents.3 During 1910 the society was very active in investigating the stock yards about the city of Boston and particular efforts were made to prevent the shipping of “bob veal”—unweaned calves a few weeks old—between the states of Massachusetts and New York.4

2McCrea, op. cit., p. 11.
In 1911 it was decided to construct the Angell Memorial Hospital for Animals, in which edifice would be housed the offices of the Massachusetts S. P. C. A. and the American Humane Education Society. Ground was bought in one of the suburbs of Boston, close to the Harvard Medical School, for $35,000, and plans were drawn up. During the year the Society found itself forced to combat a vigorous attempt by interested parties to repeal an act of 1910 allowing the Society to inspect slaughter houses. A similar attempt to legalize "bob veal" traffic was thwarted. In connection with this last, the Society began a campaign against the transportation and use of aged and worn-out cows for "canners" and "bolognas".

Construction of the Angell Memorial Hospital was delayed for a couple of years in the hope of being able to raise the required fund before commencing building operations. This hope proved vain, and in the fall of 1913 it was decided to begin construction without full funds in sight, but with the hope that they would be forthcoming. This decision was justified, and a year and a half later the hospital was opened.

To this hospital have come animals not only from all parts of Massachusetts but from the entire country. The problem of how to ship these animals—mostly dogs, and often extremely valuable—has been met by the construction of a special non-patented shipping crate, designed especially for the Society. The facilities of the hospital have been more than once overtaxed, so that it has been necessary to establish a waiting list and to refuse cases for which no room could be found. During the year 1922, 4,592 small animals and 416 large animals were treated at the hospital.

making a total of 26,350 cases since the opening of the hospital on March 1, 1915.

The activities of the Society have expanded year by year. In 1917 one great need was met by the gift of a rest farm for horses at Methuen. In 1920 a Women's Auxiliary was formed to assist in the financing of the Society and to help meet the strain upon its resources occasioned by its new growth. By means of fairs and social events they made possible in 1921-1922 the refitting with modern equipment of several of the small animal wards in the hospital.

Some of the activities of the Society during 1921 within the limits of the city of Boston are indicated by the following table:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complaints investigated</td>
<td>8,107</td>
</tr>
<tr>
<td>Animals (all kinds) examined during such investigation</td>
<td>54,343</td>
</tr>
<tr>
<td>Horses taken from work</td>
<td>1,281</td>
</tr>
<tr>
<td>Horses humanely destroyed</td>
<td>967</td>
</tr>
<tr>
<td>Other animals humanely destroyed</td>
<td>5,723</td>
</tr>
<tr>
<td>Animals inspected (stockyards and abattoirs)</td>
<td>72,573</td>
</tr>
<tr>
<td>Animals sick or injured, humanely destroyed</td>
<td>1,764</td>
</tr>
<tr>
<td>Horses watered on Boston streets during summer</td>
<td>77,488</td>
</tr>
<tr>
<td>Prosecutions</td>
<td>233</td>
</tr>
<tr>
<td>Convictions</td>
<td>216</td>
</tr>
</tbody>
</table>

During the year, the income of the society totaled $191,332.88, of which nearly $67,000 was from bequests and $31,092.42 was from members and donors. The expenses totaled $164,457.79. Of this total, $17,224 went towards expenses of Our Dumb Animals. Salaries and agents' expenses absorbed $63,328, and the hospital department $39,682. The Rest Farm including implements, live stock, etc., cost $13,042.1

The Connecticut Humane Society divides its activities between animals and children. Its agents are active in both

fields, investigating child cases and animal cases according to the order in which they present themselves. Lack of means has prevented the Society hitherto from dividing the work between two separate departments, though this intention has several times been expressed. In 1912 the president announced, "Humane work is naturally segregated into two departments—that of animals and that of persons. Each should be generalized in a separate department as means are provided." In 1917 he again said, "We are now seeing more and more, not only the necessity of creating two departments, but also the advantages of special agents in each, and an adequate equipment of the nature that each department needs. Progress must lead to special agents in each department, although both will be applying the same humane principles and have much in common, whereby there is a great saving in expense."  

The Society has followed a conservative policy, extending its activities little by little in its various fields as means were provided. In its animal work, it has sought "something higher than the prosecution of offenders". It believes rather in the probationary treatment of cruelists and in actively furthering the welfare of the animals themselves. In 1909 it founded the Frances Bereford Home for Animals for the boarding of horses and smaller animals. It has paid no little attention to the matter of humane education, forming and maintaining Bands of Mercy in the public schools of the state; in 1916 there were 691 of these Bands in 119 public schools with a membership of 27,000. The following figures give its finances for three representative years:

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### Summary of Income and Expenses

<table>
<thead>
<tr>
<th></th>
<th>1910</th>
<th>1915</th>
<th>1921</th>
</tr>
</thead>
<tbody>
<tr>
<td>State appropriation</td>
<td>$2,000</td>
<td>$2,000</td>
<td>$3,500</td>
</tr>
<tr>
<td>Membership dues and contributions</td>
<td>6,000</td>
<td>5,852</td>
<td>11,696</td>
</tr>
<tr>
<td>Income from invested funds</td>
<td>5,100</td>
<td>5,833</td>
<td>16,550</td>
</tr>
<tr>
<td><strong>Total income including bequests and miscellaneous receipts</strong></td>
<td><strong>$14,551</strong></td>
<td><strong>$22,810</strong></td>
<td><strong>$38,277</strong></td>
</tr>
<tr>
<td><strong>Total expenditures</strong></td>
<td><strong>14,126</strong></td>
<td><strong>15,468</strong></td>
<td><strong>36,778</strong></td>
</tr>
</tbody>
</table>

The Society has always financed itself conservatively. All bequests are invested, and expenditures are never allowed to exceed the net income. It looks forward to becoming a state-wide society, but is careful not to over-expand itself upon an insufficient foundation.

The experience of other large societies in the eastern and central parts of the United States is practically the same as that of those described. In almost every case, the larger societies have experienced a growth during the last dozen years and have more or less expanded their activities. In several cases they have formed societies which, growing strong, have become independent organizations. Some anti-cruelty societies of which the Pennsylvania S. P. C. A. is an example, have formed Ladies' Auxiliaries to which were entrusted administration of such activities as animal dispensaries, horse-watering stations, work-horse parades and other special fields, or which, like the Ladies' Auxiliary to the Massachusetts S. P. C. A., have aided in their financing.

Every society has its own local problems and its own way of meeting them. In Chicago, before the adoption of the 18th Amendment, many saloon keepers had constructed

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horse-watering troughs before their doors as an added attraction to teamsters. After the advent of prohibition, these were neglected with the closing of the saloons. In 1920 the Chicago Anti-Cruelty Society decided to take over and maintain these troughs. The Nebraska Humane Society, a recently formed but very active and progressive organization in Omaha, which devotes most of its attention to animals, has organized a Pet Owners Association to arouse humane interest among children as a part of its humane education work.

In the South the most important humane organization is the Louisiana S. P. C. A. It has classified its activities under six heads: (1) prevention of cruelty on the streets and the investigation of complaints sent in by members and others; (2) the ambulance service; (3) humane destruction of diseased or homeless small animals; (4) the operating of the pound and the dog wagon; (5) the maintenance of drinking fountains in the streets of New Orleans; (6) the humane educational department.

Previous to 1912 the society confined its activities to the city of New Orleans. In 1912 the president stated: "As the Louisiana State S. P. C. A., it is clearly our duty to extend our operations over the entire state. There should be a branch of our society in every good sized town in the state." During the year an attempt was made to carry out this program, with the result that again, as during several previous years, the expenses of the society exceeded its in-


2 Manuscript letter of April 24, 1923.


4 Ibid., p. 21.
come, and the floating debt rose to nearly $8000. The following year resolutions were adopted that the president and executive committee of the society must personally meet any annual deficit they allowed to arise. The executive committee of the year accepted the responsibility and in 1913 the state-wide program was abandoned and the income exceeded the expenses by $854.26.¹

In 1915 the society again planned state-wide expansion. This time their assistant secretary was sent to visit the larger towns of the state, remaining in each community as many days as he found it necessary to organize a society there. It was also suggested that he visit the already established societies within the state, and render assistance where they were not upon a firm foundation. During 1915 two new societies were organized within the state, one at Lake Charles and one at New Iberia;² the latter is still active.

In the western states, with the exception of California with its large San Francisco and Los Angeles societies, there are few important anti-cruelty organizations.³ This is not surprising when the sparsely settled condition of this region is taken into consideration.

While many of the smaller societies noted in the reports of the American Humane Association are active and vigorous, accomplishing an unexpected amount of work with very limited resources, some exist only on letter-heads and in the American Humane Association lists. One letter received from the secretary of such a society reads: "I regret to say I cannot send you a copy of our Humane Society's report,

³For the discussion of the Colorado, Washington and Wyoming state humane bureaus, vide infra, ch. v. For an account of the California animal societies to 1915, vide F. Morse Hubbard, Prevention of Cruelty to Animals in the States of Illinois, Colorado and California, p. 69, et seq.
because we have made none. There are only two members
in the Society, the President, and myself, the Secretary.”
From Alaska comes a letter from the secretary of the
humane society accredited to that territory: “Our Humane
Society, as an organization, is something of the past. There
are a few of us left, but the principal number of old-timers
has left.”

Besides the regularly organized anti-cruelty societies,
there are here and there other organizations and groups
which interest themselves in this work. In several cities
and towns Women’s Clubs have organized anti-cruelty com-
mittees. For the most part, the work accomplished by these
committees is negligible, as there is lacking the interested
personnel of an S. P. C. A. membership and the financial
backing that such a membership ensures. What income
such committees do receive, is only a meagre grant from the
Women’s Clubs. The Women’s Club of North Carolina
provides an example. It has a special committee for the
Prevention of Cruelty to Animals, which during 1922 dis-
tributed some cards and posters. In addition one or two
cruelty cases were investigated and reported. Usually the
work fell on one or two interested individuals. In Corpus
Christi, Texas, the City Federation has a humane committee,
receiving its income from the city, which cooperates with
the city and county officials in prosecuting cases of cruelty
to animals and children.

The Humane Animal Commission of Los Angeles, Cal-
ifornia, functions like the Corpus Christi Committee. In
1908 the city of Los Angeles made a contract with the
Humane Animal League of that city for the conduct of

1 Manuscript letter of Nov. 11, 1922.
2 Manuscript letter of April 23, 1923.
3 Manuscript letter of May 1923.
the city pound. The validity of the contract was at once attacked on the ground that it violated the provision of the city charter, which required contracts involving the expenditure of money by the city to be let only after competitive bid. The courts upheld this contention, and declared the contract void. In the following year, after the arrangement with the Humane Animal League had been declared illegal, the city council established a Humane Animal Commission consisting of three persons appointed by the mayor and council. The conduct of the pound under the Commission as then established did not prove entirely satisfactory, and in 1912 the city council authorized the Humane Animal Commission to appoint a secretary who should have immediate supervision of the pound and of the work connected therewith.\(^1\)

In 1913 the city council of Los Angeles decided to vest authority to perform this work in a new commission. Accordingly, an ordinance was passed creating the present Humane Animal Commission and providing that, in addition to the maintenance of the public pound, it should be the duty of said commission to enforce all ordinances of the city of Los Angeles and all humane laws of the state concerning the care or treatment of dumb animals or for the prevention of cruelty to such. Since that time, practically all the animal welfare work in the city of Los Angeles has been carried on by the Humane Animal Commission.\(^2\)

The Commission is a city department, with five commissioners appointed by the mayor and confirmed by the city council. They each serve for a term of four years. The Commission has no membership and receives no donations.

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2. The Los Angeles S. P. C. A. serves the rural territory outside the city limits.
Its income is voted as a budgetary allowance from the city. In addition it collects and credits to its account the city dog-license fees. It has always kept a careful check on its expenditures, with the result that it has never had to draw its full appropriation. Its income and expenditure for three representative years were as follows:

<table>
<thead>
<tr>
<th></th>
<th>July 1910-11</th>
<th>July 1915-16</th>
<th>July 1921-22</th>
</tr>
</thead>
<tbody>
<tr>
<td>Receipts</td>
<td>$30,190.25</td>
<td>$35,716.80</td>
<td>$56,621.50</td>
</tr>
<tr>
<td>Expenditures</td>
<td>$13,140.77</td>
<td>$15,864.37</td>
<td>$22,778.82</td>
</tr>
</tbody>
</table>

During the calendar year of 1922 fifteen hundred and sixty-five cases involving large animals were investigated, five thousand three hundred and eleven animals were examined, and one hundred and seventy-four were destroyed; there were thirty-eight arrests and twenty-eight convictions.\(^1\)

In several cities instruction in the essentials of the prevention of animal cruelties is given in the police training schools. In Philadelphia, New York, Chicago and St. Louis, police officers and patrolmen receive instruction as to their duties when cruelty cases are brought to their attention. In addition they are supplied with catechisms relating to the most frequent abuses witnessed on the city streets.\(^2\) In Chicago the members of the police force are provided with a set of instructions of which four sections deal with their duty where animals are involved.\(^3\)

In nearly every state there is some one humane society incorporated as a State Society with statewide jurisdiction. With very few exceptions, these state societies have not at present found it possible to expand much outside the limits of their home cities. At the most, they send out field

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\(^1\) Manuscript letter of April 11, 1923.


\(^3\) F. Morse Hubbard, *op. cit.*, p. 7.
agents to cover large stretches of rural territory as best they may, and to organize branch societies or independent groups where they find sufficient local interest. Only in Illinois and Wisconsin and to a limited extent in New York have state societies been successful in building up extensive branch organizations, and in this manner somewhat unifying activities for animal protection in different parts of their states.

Other states have sought to gain a unity in their work by means of State Humane Conventions or Federations. In 1910 there were five of these federations—in New York, Pennsylvania, Michigan, California and Indiana.¹ By 1922 the number was eight; in addition to the five already mentioned, associations had been formed in Florida, Minnesota and Ohio.²

Of these federations, the three most active are in California, New York and Pennsylvania. The California association was organized in September 1908 and incorporated the following year with a membership of twenty-eight anti-cruelty societies.³ The aims of the association were "to advance the humane cause through the promotion of fellow­ship and effective cooperation between societies and humani­tarians, to centralize the humane strength of the state in one working body, and to inspire each society with an appreciation of its possibilities and to aid in realizing all of its opportunities through conventions, correspondence and moral support ".⁴

The membership of the association consists of individuals and anti-cruelty societies. Voting power is based upon a

¹McCrea, op. cit., p. 29. The Michigan association, then as now, was only a "paper" association and no meetings have been held since 1910 (manuscript letter from secretary, May 1923).
⁴Hubbard, op. cit., p. 104.
system of proportional representation; societies are grouped in classes according to their respective membership and are entitled to representative members in the state association in proportion to such membership. These individual representatives are required to pay dues so that in effect, the contributions made by each society are in proportion to its membership. In addition to the representative members of the societies, individuals interested in humane work may join the state humane association. In 1915 this individual membership numbered eighty-five.

One of the first problems before the California state association was to separate the goats from the sheep among the California anti-cruelty societies. A number of these organizations during the early years of the association were "nothing more than frauds". At the time, humane officers had the right to carry arms. The larger cities in California were visited by a wave of strikes, and strike breakers and strikers met in numerous clashes. Both sides enrolled themselves in certain of the humane societies in large numbers in order to obtain permits to carry arms, and were sworn in as humane officers by judges of the superior court in lots of fifty and seventy-five at a single sitting, no effort being made to investigate the character of the prospective officers. One San Francisco paper commented that nearly every platform man running a street car in San Francisco during a strike in the winter of 1907 wore an anti-cruelty society badge. These wild-cat organizations were refused membership in the state association and through its efforts a bill was passed in the legislature taking away the right of humane officers to carry arms. The spurious societies immediately questioned the constitutionality of the act, but the superior court upheld the law and the decision was confirmed by the Appellate

2 Hubbard, op. cit., p. 85.
Court. With the desire to further weed out spurious societies the state association in 1913 sponsored legislation annul­ling the granting of fines to prosecuting anti-cruelty organi­zations.

The association has also sought to secure the organization of new societies in California, and to assist and strengthen weak ones. For a few months in 1914 a special officer was employed to visit various parts of the state which needed attention, to take action for the prevention of cruelty, and to make arrests wherever necessary, and also wherever possible to arouse local sentiment and bring about the organization of local societies. Lack of funds, however, made it necessary for this project also to be abandoned.

The New York State Association has likewise been very active, though never forced to meet such acute situations as have faced the California organization. Its chief function has been to bring all the New York societies into cooperation, with the result that of the large states, New York is the most thoroughly covered by humane organizations. In the winter of 1917 a state humane agent was appointed by the association with duties similar to those of the California agent.¹

In Pennsylvania there exists the Federated Humane Societies of Pennsylvania which has a nominal membership of thirty-six societies (actually only fifteen are represented in meetings) and meets once a year for conference and consultation. It does no other work.² For a time, an unofficial federation existed in New Jersey. The S.P.C.A.s of this state maintained a state legislative committee to observe and report on humane legislation. It made reports from 1913 to 1916, becoming inactive in that year upon the death of its secretary.

¹ National Humane Review, vol. vi, p. 53. The idea comes from New England where the first state agent was employed to attend to rural work in Maine (Nat. Hum. Rev., vol. vii, p. 90).
² Manuscript letter from secretary of May 23, 1923.
At various times a movement has been set on foot to have a broad federation of the humane societies in the western part of the United States. In 1916 the field representative for the Northwest of the American Humane Education Society sent the following letter to several of the larger western societies and state bureaus:

I am writing the societies of the North-West organized for the broader humanity, relative to the federation of such societies for the purpose of getting together at least once a year for the discussion of plans and untangling some of the problems that are peculiar to our situation. Would your society be glad to be identified with such a movement?  

The reply of the secretary of the Wyoming State Board was very favorable. He added, moreover, that in 1915 he had discussed the matter with the secretary of the Colorado Humane Bureau and had partly arranged a plan of cooperation. Apparently nothing came of this suggestion.

In 1920 the proposal was raised again, this time by the president of the Los Angeles S. P. C. A. In the annual report of the Society for that year, she suggested cooperation between the animal societies of southern California in particular and if possible a broad coordination of all the western societies. Such a federation would be a clearing house for humane problems and would be able to meet the big crises occasioned by droughts, pests, etc., to which the western animal movement is subject. The Los Angeles S. P. C. A. offered to inaugurate such a movement.  

To some extent unity is given to humane work for both animals and children throughout the United States by the American Humane Association. This organization was

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founded in 1874 and was incorporated in the District of Columbia under Federal laws in 1903. Its purposes as stated in its certificate of incorporation are:

(a) The prevention and suppression of cruelty, especially of cruelty to children and animals, and the enforcement of all national laws therefor; and the enforcement of national and state humane laws in any state or territory of the United States in which exists no society having for its object or one of its objects the enforcement of such laws in such state or territory, respectively, and in any state or territory of the United States, in which such a society exists, with the written consent of such society thereto.

(b) The association and cooperation of individuals and societies and corporations (organized in the United States and Territories for the purpose of preventing and suppressing cruelty, especially cruelty to children and animals), by making such individuals, societies and corporations members of this corporation.

(c) The promotion of the enactment and enforcement of humane laws.

(d) The organization, assistance and encouragement of humane societies and societies for the prevention of cruelty, especially of cruelty to children and animals.

(e) The owning, manufacturing, making, publishing, buying, selling, distributing and giving away of humane books, papers, periodicals, tracts, pictures, lanterns, slides, medals and other things conducive to humane education.

(f) The receiving, acquiring, holding, owning, investing, and reinvesting, collecting, selling and conveying and using in the promotion and carrying out of any of its objects, and in accordance with its by-laws and the directions of grantors, testators and benefactors, all kinds of property, real, personal or mixed.¹

¹For complete copy of the certificate of incorporation, vide McCrea, op. cit., pp. 221-222.
Since 1877 the American Humane Association has held annual meetings, which serve to bring together workers in both fields of humane activity. These meetings are not only business meetings, but serve also for the exchange of ideas and the stimulation of interest. Their programs include papers and addresses on subjects relating to child and animal protection, the discussion and adoption of suitable resolutions on these subjects, and reports from special committees which have been appointed to investigate such matters as slaughter-house reform, animal transportation, model forms of state dog-license laws, and other humane legislation.

The American Humane Association as an organization, is controlled by a board of directors elected by qualified members. It is managed by officers selected by this board. Its activities are divided among several departments. There is first that of the executive and general management. Next in importance is the department which publishes the National Humane Review with its growing monthly circulation of 50,000 to 60,000 at present, and which conducts general propaganda. During the period of American participation in the World War, one of the most important departments was that of the Red Star.\(^1\) Foreign work has a department of its own. Finally, there is a special fund which provides for a humane revivalist who encourages and assists weak societies and endeavors to prevent them from becoming inactive.\(^2\)

In connection with this last department, it had long been the desire of the president of the Association that a field agent should be appointed. In addressing the 1911 meeting, he stated as third among the needs of the Association, "a

\(^1\) Vide infra, ch. iii, pp. 60-63.

\(^2\) National Humane Review, vol. xi, p. 83. This article is reprinted by the Association as a pamphlet entitled Outline of Work (1923).
field agent who can go around among our societies and help
the weak ones; who can study their needs; who can go to
the universities and present our cause to the young men and
women who are about to go forth in life; who can act as a
recruiting agent for our work; and who can lay the founda-
tions for a school and a magazine.\footnote{\textit{A. H. A., 35th Ann. Rpt.} (1911), p. 12.} During recent years,
the Association has found it possible to maintain such a
field agent, most of whose time has been spent in the West.

For a time there were hopes of a still broader inter-
national federation of humane societies. One plan that was
presented at the 1910 International Conference provided for:
(1) a central bureau, headquarters of the federation, prob-
ably in London or New York, with branches; (2) a federa-
tion secretary, a man of keen insight and wide knowledge;
(3) a library to contain reports and copies of the laws of
different countries on all subjects relating to child and
animal life; (4) interchange of ideas; (5) active propa-
ganda; (6) arranging visits between members of federated
societies; and (7) international congresses.\footnote{\textit{A. H. A., 34th Ann. Rpt.}, p. 46.} The 1910
Conference passed a resolution that an international bureau
be formed as a first step toward such federation.\footnote{Ibid.}

In July 1914 representatives of societies in various coun-
tries met at London at the invitation of the Royal S. P. C. A.
The American Humane Association was represented by
its president. After discussion, an international organiza-
tion to promote animal welfare was formed and officers
elected. Dr. William O. Stillman, the president of the
American Humane Association, was elected its first presi-
dent. Membership was limited to societies created for the
legal prevention of cruelty to animals. Any such might
belong on the payment of $5.00 annual dues. Biennial congresses were decided upon and a permanent "Bureau of Information" was established where advice in regard to anti-cruelty laws in different countries and copies of literature and reports might be secured. The first congress was to be held in July 1916, conditions permitting. The outbreak of the World War and subsequent events precluded the development of this international organization.

The first step since the War towards internationalizing humane activity was taken in an international humane conference held in New York City in October 1923 in connection with the 47th annual meeting of the American Humane Association. At this conference, which devoted three days to the discussion of animal protection and three days to child protection, there was a large attendance and representatives were present from the leading countries. A resolution was adopted calling on the humane societies in all countries to cooperate in the reorganization and effective functioning of the International Association formed in London in 1914.

During the dozen years from 1910 to 1922, there were no outstanding changes of policy in the protection of animals from cruelty. Instead, this work was expanded on lines already laid down. The S. P. C. As in the large cities grew in size and resources, increased their forces of agents, and made their machinery for animal protection more effective; they also added substantially to their material equipment. In every case, their financial policies were conservative, and they preferred to regulate their expenditures by their ordinary annual income, putting bequests aside for investment.

Less can be said for the host of smaller S. P. C. As and humane societies serving towns and rural districts. Their number increased as did their membership, but very many...
of them rested on fragile foundations. As a group, they showed no such development and growth as did the larger city organizations, although several of their number, under brilliant individual leadership, became important anti-cruelty agencies.

There can be no question of the benefits of confederation and inter-organization to the anti-cruelty societies. In 1910 the California, New York and Pennsylvania state associations, while active, had not realized their full capabilities. During the following decade they contributed materially towards the development of humane work in their states. The state associations organized after 1910 learned from their experience and profited thereby.

The American Humane Association, under the presidency of the late Dr. William O. Stillman also made its work more effective through the establishment of the National Humane Review and the employment of field workers.