

ANNUAL REPORT

—OF THE—

WORK HOUSE

—OF THE—

CITY OF TOLEDO, O.

FOR THE YEAR ENDING DECEMBER 31ST,

1879.

DIRECTORS' REPORT.

To the Honorable Mayor, Jacob Romeis, and the Common Council of the City of Toledo :

GENTLEMEN :—The Directors of the City Workhouse present you herewith their Annual Report for the year 1879.

The detailed statement of the Receipts and Expenditures will be found fully set forth in the accompanying Report of the Superintendent.

The number of prisoners sentenced to confinement in the Workhouse for the current year has been 635, with an average imprisonment of 21.3 days each.

The Institution has been in operation a little more than four years, having been first opened in November, 1875.

On the first of the year the Board made a change in the offices of Superintendent, Deputy Superintendent, and Guards. The present officers are believed to be faithful in the discharge of their duties, and the discipline of the Institution is well maintained.

The cost of food furnished the prisoners, the expense of officers' salaries, and the purchase of such clothing as was absolutely necessary for the convicts, involved the total cost of thirty-nine (39) cents per man per day, being an increase of three (3) cents per day over the year of 1878.

This increased cost is explained in part by a slight advance in the cost of provisions and clothing, but principally in the reduced number of days of confinement.

The total number of days served in 1878 was 13,803, and in 1879 13,338. The expense of guards and attendance remains the same, not

withstanding the reduction of inmates, and consequently the expense per day will increase as the number diminishes.

The reduction of the number of days served in the Workhouse is the result, in part, doubtless, of the improved condition of the business of the country. But to a large degree it is believed the result is due to the discipline of the institution.

The temptations which attend enforced idleness are strongly felt in Institutions of this class, but the Board have reason to believe that the influence of the Workhouse is already exercising a salutary effect upon those predisposed to belong to the criminal classes. Many names that were repeatedly found on the registers of the Workhouse a few years ago have disappeared altogether, and this not by a change of residence, but by a new ordering of life.

Thus far the inmates have been employed in breaking stone for use in macadamizing streets. Sections of Broadway, Summit, Hamilton and Erie streets have been prepared with this material, and it is to be hoped that a demand may be found for its more general use.

This Board last year, upon full conference with the Committee on Streets, placed the price of broken stone much below what the same material can otherwise be furnished in this market, for the purpose of inducing its more general use, and to place it beyond the competition of less durable material. While this low price leaves but a small margin for the labor expended in breaking the stone, and does not enable the Workhouse to make an adequate showing for labor performed; yet it is believed that the City will be equally benefitted in having an ample supply of cheap material for the improvement of streets, a substitute for the more costly material heretofore used.

The Board regret to observe an apparent discrepancy in the account of stone bought and sold, of one hundred and forty-nine (149) cords. This matter has received careful consideration, and so far as can be learned, the discrepancy seems to have arisen in the following manner, namely:

First.—It will be remembered, that the Stone-yard had been in operation under the Work House Committee of the Common Council

some time before the management was placed under the control of this Board. At the time this transfer was made the Superintendent was instructed to make an inventory of stone on hand. There is reason to believe that the measurement or estimate made at that time was incorrect, and that the Board was charged with more stone than was actually on hand.

Second.—The Board are satisfied that the former Superintendent was imposed upon by a number of contractors in the measurement of stone delivered. Formerly the measurement was made in the boat as the stone was loaded; now the Board require that all stone shall be unloaded and compactly corded up before a measurement will be received. This method has proven very satisfactory.

Third.—Most of the measurement of stone sold has been made in the streets after the stone had been put in place. The Board has never been satisfied with the estimate made in this way of stone delivered. It cannot be made to tally with the measurement made in the yard of stone taken away, and it is believed that the discrepancy does not lie alone in any error made by the former Superintendent. The Board now require all stone to be carefully measured before delivery.

Fourth.—Allowance must also be made for a slight difference in the measurement of unbroken and broken stone. It is to be remembered that the discrepancy named above represents the full shortage arising from all sources since the first inventory was made four years ago.

The Board are still of the opinion that under favorable circumstances valuable labor may be obtained from the Workhouse prisoners, upon public or private grounds, when the location is not too far removed from the Workhouse; and should the City authorities determine to enter upon the improvement of any portion of the old Canal bed for park or ornamental purposes the ensuing season, it is suggested whether much useful labor may not be obtained for this purpose from the inmates of the Workhouse. It is probable in like manner the County Commissioners might conclude to improve the new Court House square recently purchased, and put the same under lawn and fence. This class of labor

could be used to advantage upon other public grounds belonging to the City, from time to time, with great economy.

The employment of this kind of labor need not supplant other and more honorable labor, for the City would be enabled to prosecute improvements in other directions, as its financial condition should justify.

Since the last report some advance has been made in the direction of securing a permanent site and building for the Workhouse. Last April the City Council secured from the State a lease for thirty (30) years, of the old Weighlock property, so called, and comprising about three and a half ($3\frac{1}{2}$) acres of land lying between Swan Creek and the Canal. This tract has been cleared up and enclosed with a suitable fence. The old Weighlock building has been taken down and the foundation and weighlock discloses a large quantity of valuable building stone suitable for the construction of a permanent building.

By the terms of the lease the City is authorized to use this stone in the erection of a Workhouse building on the tract. It is believed that this quantity of stone found on the ground, together with a quantity of equally valuable stone to be found on the abandoned Canal property in lower town, will prove nearly sufficient to erect a building with cell capacity sufficient to meet the requirements of many years.

If funds can be provided, the Board desire to erect, the present season, a permanent building for the confinement of prisoners, and to use in such construction the valuable building stone now on hand.

It seems proper that the County shall unite with the City in the expense of erecting such building, and the Board are assured that, at the proper time, such co-operation, on the part of the County, can be relied upon.

In the construction of the proposed building, it is intended to provide ample room for the female prisoners of the City and County. For want of room, thus far, no prisoners of this class have been received; but, with a separate department, they can be properly cared for, and many kinds of labor, such as washing, mending, and the making of coarse garments could be performed with profit to the City.

"It is very essential," says Mayor Romeis, "that this purpose should be consummated, for so depraved have become the female convicts, that not only does the Sheriff desire to be free from further responsibility in their case, but the very enforced idleness in which they live while in his custody tends to an increase of crime, and no sooner are they released than they are again imprisoned for other offenses. Moreover, a new offender becomes contaminated by this association with hardened criminals in the County Jail, and often comes out much more depraved than when she went in."

This forcible view is not overdrawn. The deplorable situation has fortunately arrested the attention of the press. The Ladies of the Woman's Christian Association have not been unmindful of the condition of these poor convicts, and have urged anew upon this Board and the public the necessity of immediate action in the direction of furnishing for them suitable places in the Workhouse.

It is believed that the construction of a suitable building for the Workhouse at the earliest possible day is a duty, alike to the criminal classes and to the public at large. Both are interested in the administration of wise methods of restraint, punishment and reformation, and it is earnestly and respectfully urged that the wisest economy of expenditure in this direction will be found, not in the policy of inaction, but, in the adoption of such methods of treatment, and the erection of such buildings as will enable the public to wisely discharge its duty towards these offenders.

The Workhouse idea demands that the criminal should be committed to hard labor, to the end that he may contribute to his own support and as a greater degree of punishment. It contemplates that all inmates should be confined to separate rooms, except during the hours of labor, meals, and public exercises. It seeks, in this way, to inspire in the mind of the offender, a healthy fear of the law on the one hand, and a determination and ambition on the other to become better citizens.

The County Jail system involves the confinement of the offenders in idleness, with no separate room except at night, and the result is, that

by the reason of such vicious associations, the prisoner, at the end of his term, is a greater adept in vice and crime than when he first entered. Whoever would obtain a knowledge of the demoralizing and corrupting influence of the County Jail system upon the inmates, and thus upon society at large, should read a pamphlet published last summer by Messrs. Harper & Brothers, entitled, "Mag." The story is founded upon facts that may be gathered daily in every County Jail in Ohio, and are so startling in their nature, that it is not possible to conceive that this method of vicious association will be permitted much longer.

General R. Brinkerhoff, a member of the State Board of Charities, said in a recent public address, "I call your attention to the subject of our County Jails, and the importance of supplementing them by Work Houses. I earnestly invite your attention to the appalling revelations made in this direction from year to year in the Reports of our Board of State Charities. An ordinary County Jail in Ohio is a blot upon civilization. Instead of preventing, it fosters crime. If there is any spot upon earth where Satan especially makes his headquarters, I think it is the common hall of the average County Jail. Here all day long, old and hardened sinners are permitted, without molestation, to instruct the uninitiated into all the mysteries of crime. Boys sent up for petty offenses, witnesses detained for testimony; young men accused for the first time, and awaiting trial, are all pupils in this school; and surely, if they fail to graduate worse than when they came in, it is not for want of opportunity and diligent instruction.

"The thing to do, is to establish District Workhouses, into which should be emptied every man and woman in our County Jails confined as a punishment, and then let them be put at hard labor and earn their living, instead of having an easy time at the expense of the public, as at present; and let the County Jails be simply places of detention, and never for punishment. In addition, require the prisoners to be kept in cells, so that one cannot contaminate another, and all can have an opportunity for quiet and sober reflection. All new jails should be so constructed as to permit this separation, and in all jails where separation is possible, it should be enforced by law.

Hon. C. I. Walker, of Detroit, speaking of the County Jails of Michigan, at the National Prison Reform Congress, said, "The prisoners have no work, no instruction, nothing to do but to amuse themselves as best they can. Here are to be found in intimate association the old offender and the wayward youth, the former relating his exploits, glorying in his crimes, and inspiring the latter with a desire for similar adventures. The novice is thus made familiar with the 'tricks of the trade,' and goes forth prepared to operate with all the skill of the accomplished rascal, save experience. In the best and most expensive Jails, as well as in the poorest, this association is of daily occurrence. In the most costly, during the present year, we have witnessed wayward little girls caged up with notorious prostitutes, and truant boys made the companions of degraded and desperate characters. In the very nature of things, imprisonment without labor, and the unrestrained association of offenders of different grades, must have the effect to increase rather than diminish the number of criminals."

And yet this is the true story of the treatment heretofore received by the criminal classes in this County, and the inadequate buildings furnished the Workhouse renders it even now impossible to avoid altogether this vicious association, so detrimental to nearly all convicts.

The full advantage of the Workhouse system can only be realized after the erection of adequate buildings, so constructed that this contamination may be avoided, and ample and remunerative labor imposed upon all.

The erection of a suitable Workhouse, so far from being an additional burden to the community, will be an act of positive economy. An eminent authority says: "The objection that Workhouses will add to the public expenses is well answered by practical and experienced students of the subject of pauperism and crime, both men and women, by the managers of the State Charities and Aid Associations, whose opinion upon such a subject may well be regarded as conclusive. They show the mistake of the supposition that this measure proposes increased expense; for it provides for the transfer of vagrants from the County Jails, where they spend their time in idleness and a school of crime, to a

Workhouse, where they will be compelled to support themselves. The counties will thus be relieved of the maintenance of thousands of the idle and vicious while they are undergoing punishment. Moreover, a reformatory treatment will be pursued in the Workhouses, and a certain part of the inmates will thus be made self-supporting."

It is a well recognized principle of social economy, that the wisest methods of treating crime are, in the long run, the cheapest. As human nature is now constituted, the maintenance of social order involves the expenditure of large sums of money for protection against the criminal classes. Few persons pause to estimate this expenditure in the direction of ample police force, criminal courts, jury fees, prison charges, etc.

The Board again take the liberty to urge the importance of establishing a Children's Home in this County, where the little dependent waifs of society, without home, without friends, surrounded by all the environments of vice and crime, may receive due care and protection, and gentle sympathy and right instruction, and be put on the road to useful and independent lives. For every hundred dollars expended in this direction to-day, one thousand dollars will be saved ten or fifteen years hence in the reduction of the expenditures for the restraint and care of the full grown criminal. And the economy of Institutions of this class is still more manifest. The ten Counties in this State that have availed themselves of the ample authority for the establishment of County Children's Homes, find that upon the average these Homes cost the County an additional tax of 1-10 of a mill, and the annual Infirmary expenditure since the establishment of these Homes has been reduced more than 1-10 of one mill. And in Massachusetts and Michigan, where ample provision is now made for the care of dependent children, "such changes have taken place as would scarcely be credited but for the unimpeachable evidence of statistics."

In the former State, when the new policy first began to take effect in 1867, the number of pupils in the State reformatories was 752, and the sum drawn from the State for their support was \$140,000. As the result of the new system for the care and education of dependent children in 1873, the number of inmates in the State reformatories had been

reduced to 400, and the annual expenditure therefor to \$70,000; half the sum expended for a like purpose six years before. In the meantime, the population of the State had largely increased and juvenile crime had diminished nearly one-half.

The City and County are fortunate in the possession of a retreat for juvenile offenders, so complete in all its appointments as to rank among the first of its class in the country. According to the last report, seventeen (17) boys in the Toledo House of Correction were from the City of Toledo. How much wiser and more humane is this policy of thus caring for and directing the future career of these youths than to leave them to grow to maturity, amid vicious associations, and ripen into grown offenders, dangerous to the welfare of the community, and whose restraint and detention, when secured, will be sure to involve a large expenditure. The influence of this Institution in the future reduction of City and County expenses, in the direction of Court costs, County Jail and Workhouse detention, will be sure to return to the community a hundred fold of all that has been expended in its behalf.

But while the City and County seek wisely to care for the offenders of mature life, and for the wrong-doers in the more mild stages, the duty still remains strong and imperative, that some provision should be made for that class of neglected little ones, from whom the class of mild and grave offenders are being continually recruited.

The Public Charities and Institutions of this City cannot be regarded as complete until some further provision shall be made for these neglected little waifs of society. And this provision can be made in the most economical way, and in the direction that will accomplish the greatest good, now and for the future, by the establishment of a Children's Home for this County. This provision can be made with a small expenditure for buildings only, by the appropriation for that purpose of the old Work House lot in the Seventh Ward. This tract comprises some fifteen acres, and its situation, adjacent to the Orphans' Home on Lagrange street, might induce the efficient managers of that Institution to take charge of the more enlarged opportunities for the care and maintenance of the dependent children of this City and County, and thus

make the public and private charity, in this direction, much more efficient and economical than could otherwise possibly be the case.

The Superintendent will extend to all properly accredited persons every facility in his power to aid in all efforts to impart suitable instruction to the inmates of the Work House, and a cordial invitation is extended to all persons disposed to aid in this direction.

Whoever by speech, song or music, lifts the convict out from the depths of his degradation and shame, and calls into play the better impulses and feelings of his nature, does a righteous act to the unfortunate, and performs a substantial service to the community.

You are respectfully referred to the Report of the Secretary and Superintendent for a more extended view, in detail, of the workings of the Institution, including a full statement of all receipts and expenditures during the year.

The Board mention with pleasure the valuable services of the Secretary, Mr. S. S. Fish.

By reference to the Report of the attending Physicians, Doctors Jungbluth and Hohly, will be found a full statement of the matters pertaining to the Medical and Sanitary Department.

All of which is respectfully submitted,

ROGER SHEEHY,	}	<i>Directors.</i>
JOHN W. TOULLERTON,		
CECIL A. HALL,		
A. E. MACOMBER,		
CLARK AUCHARD,		

S. S. FISH, *Secretary.*

PHYSICIANS' REPORT.

To the Honorable Board of Directors of Toledo Workhouse:

GENTLEMEN:—In compliance with the Rules and Regulations for the government of the Toledo Work House, adopted October, 1877, and approved by the City Council, the following Annual Report for the year ending December 31st, 1879, is respectfully submitted for your consideration.

The number of persons requiring medical treatment during the year amounted to one hundred and eighty-seven; the number of prescriptions given, about three hundred.

Considering the number of inmates, we are pleased to state that the sanitary condition of the Institution has been remarkably good, there having been no death in the past year. During this time, three to four regular visits per week have been made, and more, when called by the Superintendent, or when, in our judgment, the necessities of the patients required it.

The average number of cases attended to during each visit in summer time was about five, the average in fall and winter three.

During the summer the principal causes of complaint were diarrhea and dysentery; and in fall and winter intermittent and remittent fevers, catarrhs of the respiratory and digestive organs, and rheumatism.

The number of persons suffering from venereal diseases has been the same as in former years, very large; which fact demonstrates the

necessity of some public institution in the city or county, where such persons could receive proper treatment. Being unable to receive such, many persons affected with that kind of disease commit offenses, and are arrested and brought before our police courts, in order to gain admittance to this institution, for the purpose of receiving medical assistance.

Another contingent of the large number of patients is mainly due to the improperly ventilated cells of the institution. If this pernicious evil could be remedied—and it should be under all circumstances—it would add very much to the general health of the inmates.

Nearly all the patients had to be treated in their cells, and for only a few of them better accommodations could be furnished in a separated room of the second floor. This practice not only interferes, as we remarked already in our last year's report, with the discipline of the Institution, but is detrimental to the patients as well as to those confined with them. The erection of a new Workhouse being now under consideration, we would take the liberty of suggesting again to your honorable Board the absolute necessity of better accommodations for the sick. To have a few properly furnished and well-ventilated rooms for the use as an hospital is one of the great needs of our Institution.

With pleasure we extend our thanks to the Superintendent as well as to the other officers of the Workhouse for their kind attention to and assistance in the care of the sick and their watchfulness over the healthy; and further state, that the kind of food furnished to the prisoners has always been in fresh and good condition, that its preparation has been faultless, and that perfect cleanliness has been observed in the buildings as well as in the cells and dormitories.

Following this report your honorable body will find a detailed list of the diseases occurring in the last year.

Yours, very respectfully,

M. C. JUNGBLUTH, *M. D.*

FREDERICK HOHLY,

City Physicians.

To the Hon. Board of Directors of the Toledo Workhouse:

GENTLEMEN :—In the foregoing Report I have endeavored to exhibit to your satisfaction the workings, earnings, and expenditures of this Institution as far as possible for the year ending December 31, 1879.

Referring to Table No. 2 you will observe that the commitments are forty-nine (49) less than for the previous year of 1878.

Table No. 27 shows the cost of maintenance per man per day to have been thirty-nine (39) cents; this expense embraces the cost of food, clothing, fuel, and officers' salary.

The purchasers of supplies have been confined to the absolute necessities of the inmates, and strict economy observed in all cases.

We have had no deaths, and less sickness than any previous year since the Workhouse has been in operation, notwithstanding the overcrowded condition of the inmates, and I am convinced that with more room the sick list would be still further decreased.

More escapes have occurred during the past year than for any preceding year, which fact is owing more to the insecure condition of the building than to any neglect of officers or guards.

In conclusion, I would respectfully acknowledge the obligations myself and assistants are under to the uniform kindness and respect shown to us in all business relations by each member of the Board, and desire that the confidence may continue throughout our business intercourse.

Very respectfully,

JOHN H. HAZLEWOOD,

Superintendent.

S. S. FISH, *Secretary.*