

THIRD ANNUAL REPORT

—OF THE—

Directors, Physicians and Superintendent

—OF THE—

CITY WORK HOUSE

—OF—

TOLEDO, OHIO,

FOR THE YEAR ENDING DECEMBER 31st,

1878.

Directors' Report.

To the Honorable Mayor W. W. Jones, and the Common Council of the City of Toledo :

GENTLEMEN.—The Directors of the City Work House present you herewith, their Annual Report for the year 1878.

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 Work House, for the current year, has been 684, with an average imprisonment of 20 17 days each.

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

The buildings are of a temporary and inexpensive character, and in their construction the labor of the convicts was largely used.

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, involves the total cost of thirty-six cents per man per day.

Thus far the inmates have been employed in breaking stone for use in macadamizing streets. Sections of Broadway, Summit and Hamilton streets have been prepared with this material, and it is believed that next to stone pavement, it is the cheapest and most durable material that can be used on our streets. 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 for 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 Work House 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 Directors have been compelled to defer all action in the introduction of other and more profitable kinds of labor, until a permanent location shall be obtained, and larger and more suitable buildings erected.

An experiment was tried two years ago in the employment of a small number of the more trustworthy men outside of the Work House yard. The effort met with reasonable success, and it became apparent that, under more favorable circumstances, valuable work might be obtained from the Work House prisoners, upon public or private grounds, when the location is not too far removed from the Work House, and should the City authorities determine to enter upon the improvement of any portion of the old canal bed for streets 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 Work House. 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.

It is understood that in Cincinnati very considerable work has been performed upon the public streets by the Work House prisoners, and the result of such employment has been satisfactory.

The Directors again call attention to the imperative duty of erecting suitable buildings for the Work House at the earliest possible day.

It is believed that this is a duty, alike due 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 iraction, 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 Work House 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 offender 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 Work Houses, 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 can not 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 Work House renders it even now impossible to avoid altogether this vicious association, so detrimental to nearly all convicts.

The full advantage of the Work House 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 Work House, so far from being an additional burden to the community, will be an act of positive economy. An eminent authority says, "The objection that Work Houses 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 Work House, 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 Work Houses, 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. One youthful offender has recently cost this County nearly one thousand dollars in his several trials, and will in time cost the State as much more. This sum would have supported twenty boys for one full year at a Children's Home or at the Home for Juvenile Offenders.

Happily, this community has amply provided for the care and discipline of youthful offenders in the establishment of the House of Refuge and Correction. But the duty is still imperative for the establishment in this County of a Children's Home, where the little dependent waifs of society, without home, without friends, surrounded by all the environ-

ments 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 Infirmiry 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.

As the result of the considerations above stated, this Board believes,

That it cannot too earnestly ask for the construction of a suitable Work House at the earliest possible day, for the proper care and discipline of those offenders who have reached mature life.

They congratulate the City and County 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, twenty-three boys in the Toledo House of Correction were from the City of Toledo. How much wiser and more humane is the 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 Work House 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 Directors respectfully suggest that when a permanent location shall be decided upon for the Workhouse, it will be wise to erect immediately some section of a larger building, so arranged that additions can be made from time to time, as necessity shall require, and yet preserving the unity of the plan. A limited expenditure would serve for the beginning.

For want of room, no female prisoners have thus far been received in the Work House ; but, with a separate department, prisoners of this

class could be received with advantage, and many kinds of work, such as washing, mending, and the making of coarser garments, could be performed with profit to the City.

The Directors desire to acknowledge the benefit that the Work House prisoners have received from the moral and religious instruction imparted by Dr. Tenney and his associates on Sundays. This day necessarily hangs heavily upon the inmates, and all labor in the direction of their moral training is duly appreciated.

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.

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.

You are respectfully referred to the Report of the Superintendent, John W. Vanetten, 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.

By reference to the Report of the attending Physicians, Drs 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,

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

S. S. FISH, *Secretary.*

Table No. 6 indicates a large increase of long sentenced criminals over the preceding year of 1877, increasing the total days served, and necessarily increasing the expenses of maintenance.

The strictest economy has been observed in purchasing provisions and clothing, purchases being confined to the actual necessities for the proper maintenance of the inmates.

Our annual increase over the preceding year has been 21, showing a gradual increase every year, and the necessity of more room being provided for the prisoners. I am obliged to put often three prisoners into a cell scarcely large enough for two, the sick and well are often obliged to occupy the same cell, which fact, no doubt, causes the increase of sickness over the year 1877. We have had but one death during the year, owing, no doubt, to the unremitting care and attendance of our able physicians, Drs. Jungbluth and Hohly, who have been very attentive to the sick at all times, giving perfect satisfaction in all cases.

By referring to the Physicians' Report you will see the cause of the death above spoken of. Our balance, this year, is but little over half of that of 1877, and I am fully convinced that, with the proper facilities, this Institution can be made self-sustaining, and become a source of profit as well as a school for the punishment and reformation of criminals.

Reformation being the main object of our discipline, the inmates, as a class, seem when here to be animated by a desire to effect this great object; it being a fact, that many who formerly passed the most of their time here as criminals have, in a manner, reformed and become law-abiding citizens, and they admit that the discipline received at this Institution was the direct cause of bringing about this great result.

I believe the furnishing the inmates with uniform suits adapted to such an Institution, has had good effect in many ways, and gives perfect satisfaction to all. The citizen's clothing is carefully put aside and preserved intact, and returned to the inmates at the expiration of their sentence in as good condition as when committed.

To 203 $\frac{5}{8}$ cords unbroken stone, bought at \$4.80,	972 60
To fuel for House and Jail bought,	178 48
To cartage,	4 25
To salaries paid officers,	3,043 00
Total,	<u>\$15,794 33$\frac{1}{2}$</u>
Cr.	
By value of buildings, January 1st, 1879,	\$2,600 00
By 884 $\frac{7}{8}$ cords broken stone on hand Jan. 1st, 1879, at \$6.00,	5,309 25
By 40 cords unbroken stone on hand Jan. 1st, 1879, at \$4.25,	170 00
By 538 cords broken stone sold City and contractors,	3,274 30
By value of bedding on hand Jan. 1st, 1879,	200 00
By value of clothing and provisions Jan. 1st, 1879,	270 33
By value of fuel January 1st, 1879,	16 75
By value of tools and material (shop), Jan. 1st, 1879,	130 00
By cost of material for bathing tank,	6 00
By cost of making clothes press,	10 00
By amount received for boarding County prisoners,	2,085 30
By value of drugs and medicines on hand,	10 00
By value of office and kitchen furniture on hand,	89 70
Total,	<u>\$14,171 63</u>
To balance,	1,622 70 $\frac{1}{2}$
	<u>\$15,794 33$\frac{1}{2}$</u>

To the Honorable Board of Directors :

GENTLEMEN :—I have endeavored to give you as concise and complete information in the foregoing statement regarding the earnings and expenses of this Institution for the year ending December 31st, 1878, as possible, and hope it may be satisfactory.

We are under great obligations to the several publishing houses of the city, and also many of the citizens for papers and periodicals furnished for the use of the inmates ; also to Dr Tenney and others for the religious services held in the Work House, with good effect, and we believe such services have been appreciated by the inmates, and we cordially invite all who may feel disposed, to come and minister to the spiritual needs of the inmates, assuring them that good attention and respect shall be shown them by all who may be in attendance.

I am under lasting obligations to each member of the Board of Directors, for the uniform kindness shown me in aiding and advising me in the duties as Superintendent of this Institution, and in behalf of my assistants, I tender the Board our sincere thanks for the courtesy extended to us at all times.

I would add that the maintenance of discipline and successful management of this Institution is owing to the faithful and prompt discharge of the several duties assigned my assistants. I have ever found them punctual, willing and perfectly reliable in all cases, and hereby acknowledge my obligation for and appreciation of their faithfulness in the discharge of their duties in the interest of this Institution.

I am respectfully yours,

JNO. W. VANETTEN,

S. S. FISH, *Secretary.*

Superintendent.