

ANNUAL REPORT

OF THE

WORK HOUSE

OF THE

CITY OF TOLEDO, O.

FOR THE YEAR ENDING DECEMBER 31ST,

1880.

DIRECTORS' REPORT.

To the Honorable Mayor, Jacob Romeis, 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 1880.

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 700, with an average imprisonment of 17.19 days each.

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

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 forty-four and two-thirds ($44\frac{2}{3}$) cents per man per day, being an increase of five and two-thirds ($5\frac{2}{3}$) cents per day over the year of 1879.

The 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; 1880, 11,919. The expense of guards and attendance remains the same, notwithstanding 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 Work House 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 Work House 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 Work House 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 Work House to make an adequate showing for labor performed; yet it is believed that the city will be equally benefited in having an ample supply of cheap material for the improvement of streets, a substitute for the more costly material heretofore used.

The new Work House ground has been properly prepared by grading, enclosed by a substantial fence and foundations for new buildings

constructed during the past year, and we shall endeavor to erect a building thereon the coming season, as the necessity of having more room becomes more apparent each day.

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 Work House.

It is believed that the construction of a suitable building for the Work House 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 build-

ings 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 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.

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 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 Workhouse 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 Workhouse, 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 H. J. Haney 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>
O. W. IRISH,		
L. B. STEVENS,		
A. E. MACOMBER,		
CLARK AUCHARD)	

S. S. FISH, *Secretary.*

PHYSICIANS' REPORT.

TOLEDO, O., *January 1st, 1881.*

To the Honorable Board of Directors of the Toledo Work House :

GENTLEMEN :—In compliance with the Rules and Regulations for the government of the Work House, the undersigned have the honor to present to your Honorable Body the following annual report for the year ending December 31st, 1880.

The number of persons requiring medical treatment during the year amounted to two hundred and two.

The number of prescriptions given were about four hundred.

Considering the number of inmates, we are pleased to state that the health of the Institution has been remarkably good, there having been no deaths therein during the year.

The principal diseases requiring treatment have been Malarial Fevers, Catarrhal and Rheumatic affections and Venereal disease.

By an examination of the table of diseases appended, you will observe the large number of cases of Venereal disease. The contagious character of these diseases render their complete isolation imperative.

We would therefore respectfully recommend that in the construction of the proposed new Work House, *separate* rooms for contagious

and infectious diseases should be provided for both sexes, and that in the construction of these, as well as the other Hospital accommodations, including ventilation, the physicians of the Work House should be consulted.

As considerable time is likely to elapse before the completion of the new Work House, some attention should be given to ventilating the cells of the old Work House and especially the privys of the same. Iron pipes might be extended upward through the tiers of cells with apertures in each sufficient for the egress of the foul air which now, especially in the upper cells, is suffocating.

In regard to the general management in the Institution, we take pleasure in stating that the character and preparation of the food has been faultless, that great cleanliness has prevailed, and that the treatment of prisoners has been as kind and considerate as was consistent with discipline.

In concluding this report, we desire to express our thanks to the Superintendent as well as the other officers of the Work House, for their uniform courtesy and kindness shown to us, and for the care and attention always given to the sick.

All of which is respectfully submitted.

HORACE J. HANEY, }
MAX JUNGBLUTH, } *City Physicians.*

TOLEDO, O., *January 31, 1881.*

To the Honorable Board of Directors, Toledo Work House :

GENTLEMEN:—Herewith I have the honor of presenting to your Honorable Body, this, my Annual Report of the earnings and expenses of this Institution for the year ending December 31, 1880. The several tables have been carefully prepared for your information. You will observe that the daily cost of maintenance exceeds the cost of maintenance for the year of 1879 by $5\frac{2}{3}$ cents. This excess is owing to a slight advance in provisions and officers' salaries, also to the fact of a less number of days served. In the purchase of provisions and clothing, I have exercised strict economy in all cases. I have worked the men on the grounds and foundation of new Work House 2,224 days for which service I have charged the sum of 50 cents a day, a reasonable charge I believe. We have had less sickness than any year previous, and have had no deaths during the year. This result could hardly have been expected considering the crowded condition of our inmates, and is owing to the faithful attention and skill of our attending physicians, Drs. Jungbluth and Haney, to whom we are under great obligation, as well as the community at large, for their efficient services. Owing to the necessity of working our men on both sides of the creek and transferring from side to side, we have had fourteen (14) escapes, of which ten have been recaptured. We have had to deal with some of the worst criminals ever committed to a Work House, but have in all cases maintained good discipline in the Institution; this fact is owing to the efficiency of my assistants who have done their whole duty willingly and cheerfully in all cases. On their behalf, and my own, I tender our

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sincere gratitude to each member of your Honorable Body for the uniform kindness shown us for the past year, and shall endeavor to retain the respect and confidence of the Board as long as we remain in charge of this Institution.

Very respectfully,

S. S. FISH,
Secretary.

JNO. H. HAZLEWOOD,
Superintendent.

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