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Biennial Report, 1895-96.

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THIRD BIENNIAL REPORT

OF THE

STATE BOARD

OF . . . . .

CHARITIES  
AND . . . CORRECTIONS

OF . . . . .

COLORADO

NOVEMBER 30, 1896



DENVER, COLORADO  
THE SMITH-BROOKS PRINTING COMPANY, STATE PRINTERS  
1897



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# THIRD BIENNIAL REPORT

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## STATE BOARD

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## COLORADO

NOVEMBER 30, 1896





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OFFICE OF THE  
STATE BOARD  
OF . . CHARITIES . . AND  
CORRECTIONS

DENVER, COLORADO, November 30, 1896.

TO HIS EXCELLENCY, ALBERT W. MCINTIRE,  
GOVERNOR OF COLORADO.

SIR:

We have the honor to submit herewith the Third Biennial Report of the State Board of Charities and Corrections, together with the report of the Secretary, in accordance with law. [Laws 1891, page 327, section 6.]

Very respectfully,

J. WARNER MILLS, President.

JOHN W. LOWELL, Secretary.

## MEMBERS OF THE BOARD

1896

GOVERNOR ALBERT W. MCINTIRE, *Ex-Officio*.

J. WARNER MILLS, President	-	-	-	-	Term Expires April, 1899
FRANCES BELFORD,	-	-	-	-	" " " 1899
J. S. APPEL	-	-	-	-	" " " 1901
IDA NOYES BEAVER, M. D.,	-	-	-	-	" " " 1901
BYRON A. WHEELER, M. D.,	-	-	-	-	" " " 1897
DR. WILLIAM F. McDOWELL,	-	-	-	-	" " " 1897



## STANDING COMMITTEES OF THE BOARD

Industrial School for Boys,	-	-	-	-	J. Warner Mills
Industrial School for Girls,	-	-	-	-	Frances Belford
State Home for Dependent Children,	-	-	-	-	Frances Belford
Insane Asylum,	-	-	-	-	Ida Noyes Beaver, M. D.
Mute and Blind Institute,	-	-	-	-	Byron A. Wheeler, M. D.
Penitentiary,	-	-	-	-	Dr. William F. McDowell
Reformatory,	-	-	-	-	J. S. Appel
Soldiers' and Sailors' Home,	-	-	-	-	John W. Lowell, Sec'y
Auditing Committee	-	-	-	-	{ J. Warner Mills Frances Belford



## GENERAL REPORT OF THE BOARD.

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The act creating the State Board of Charities and Corrections enacted into law on the 19th day of March, 1891, defines the powers and duties of the Board as follows: "It shall have the power to investigate the whole system of public charities and public correctional institutions, to examine into the condition and management of all prisons, jails, reformatories, reform and industrial schools, hospitals, infirmaries, orphanages, public and private retreats and asylums for the insane and any or all other institutions which derive their support wholly or in part from state, county or municipal appropriations."

Furthermore, the law requires that the Board shall secure statistical information as to the dependent and delinquent classes, and shall prescribe uniform methods to secure accuracy in such statements; that all plans for buildings for jails, hospitals, etc., shall be submitted to the Board of Charities and Corrections for criticism and approval before the same shall be adopted by the state, county or municipal authorities, and that it shall investigate, when requested by the governor or general assembly, or in its own discretion, the condition or management of any institution under its charge and report to the governor a full account of such investigation, said report to be by the governor transmitted to the legislature. The said Board is to employ a secretary, elected by the Board, who shall receive such compensation for his services as may be agreed upon by the Board. No member of the Board is to receive any compensation for his services, but is to be reimbursed for his actual expenses incurred in the performance of duties required by law.

### FUNCTIONS OF THE BOARD.

The functions of this Board are wholly advisory; we have no executive functions whatever, and the fact that we have to rely entirely upon public opinion to have our recommendations followed is an added reason why the institutions are quick to

adopt and follow what we do recommend, knowing we have no motives in making such recommendations but what public opinion would uphold.

The Board, or its secretary, is authorized by section 4, when it is deemed advisable or expedient, and upon designation of the governor, to visit the penal, reformatory, pauper or charitable institutions of other states, and by personal inspection to carefully observe and report to said Board on all such matters pertaining to the management and conduct of similar institutions in other states as may be deemed to be interesting, useful and valuable in the administration of our state institutions. This section has enabled the members of the Board to meet with the members of the state boards of charities and corrections of other states of the Union, as well as superintendents, wardens, commissioners, trustees and managers of all the leading representative institutions embraced in this category, who attend the annual national conference of charities and corrections, at which gathering not only the officials above enumerated, but also the leading sociologists, philanthropists and persons interested in the elevation and benefaction of human brotherhood are assembled. Every opportunity is thus afforded to secure a practical knowledge of the workings of the various departments for which this Board has been established, and of visiting institutions, thus obtaining by practical information what is most needed and desired, and also adds to the value of the discussions of the conference.

The Board is composed of six members, whose services are all given voluntarily and in the interest of those of our fellow beings who need the arms of the state to be extended in parental tenderness, including the deaf and dumb, the blind, the homeless, the insane, the distorted epileptic, the driveling idiot, the vicious criminal. The care of these unfortunates is a recognized public duty, and to provide such care is a function of our civil government, which, apart from the tax for public schools, is by far the heaviest burden upon the people of the state. It is therefore important for the people to know not only to whom, for what, where and how this money is expended, but, how can it be most judiciously used to aid those whom it is intended to help, and to be of least burden to the taxpayer. The people do not complain of the actual cost of caring for the dependent and delinquent—to stint the poor is not according to the American idea—but that there should be neither extravagance nor stinting, state supervision by a State Board of Charities and Corrections is necessary.

The single fact that such supervision provides for inspection of public institutions which may take place at any time and without notice to the immediate management, leads to a more constant attention upon the part of the officers than could be secured by any other means. Under such supervision, the general conditions of neglect and cruelty, which had long pervaded our county jails and poor houses, and also some of our state institutions, and which evils, to a very large extent, have not as yet been eradicated, will be provided against as far as human oversight will go towards the prevention of such brutality.

The collection and tabulation of statistics showing the numbers, classes, character and conditions of those who are in any wise dependent upon the public care, with the cost of their maintenance, and the causes producing pauperism, insanity and crime—such statistics carefully collected and accurately compiled, will constitute the best possible basis of social and moral reform. Our young commonwealth, with its large prison population (a greater per capita than any prison (white) population of any state in the Union), presents problems of which we must endeavor to procure a solution in the interest of the general welfare and of posterity.

#### COMPOSITION OF THE BOARD.

The State Board of Charities and Corrections began its existence under the administration of Gov. Rountt, and the first Board consisted of Rev. Myron W. Reed, Dr. W. F. Slocum, Rev. J. C. Hay, J. S. Appel, B. F. Johnson and Dennis Sheedy.

The Board has since that time included in its membership Minnie T. C. Love, M. D., and Dennis Mullins, who served during 1893-1894, and those at present members.

The members of the Board of Charities were formerly the same as the members of the Board of Pardons. So arduous were the duties connected with either Board that this Board of Charities and Corrections asked to be relieved of the duties of the Board of Pardons, which request was granted by the legislature at its last session, but the duties of secretary of the Board of Pardons are still imposed, without extra compensation, upon the secretary of this Board.

#### SOME OF THE WORK ACCOMPLISHED.

The Board has every reason to feel proud of the work it has accomplished. Reforms come slowly, and especially reforms that are little understood, as well as often opposed by those whose

private interests are attacked. The honest warden or superintendent had naught to fear from the scrutiny of the Board, but the corrupt or cruel spoilsman met a foe who, he felt, was in his way and an obstacle to his management.

Among the many acts framed into laws through the agency of this Board may be mentioned the following:

Amending the law affecting the Industrial School at Golden, changing the commitment and providing for an indeterminate sentence.

The establishing of boards of county visitors.

The grading system at the Penitentiary.

The abolition of cruel punishment, etc.

The statute regarding the care, custody and commitment of the insane.

The establishing of a Home for Dependent Children.

A statute for the better government of the Soldiers' and Sailors' Home at Monte Vista.

This Board earnestly promoted the establishing of the kindergarten as a part of our public school system, and the creating of matrons in charge of the female departments at city and county jails and State Penitentiary.

#### INVESTIGATIONS.

Among the investigations conducted by this Board with good results were those at the State Industrial School for Boys, the Soldiers' and Sailors' Home and the State Reformatory.

The report of the investigation of the latter is worthy of careful reading. The result of this investigation, while not all the Board could have wished (as the commissioners who so flagrantly violated their trusts should have been summarily removed), however proved decidedly beneficial, for the abuses complained of were remedied by the late warden, and the good work was continued by his successor. We can not but regret that this institution has not yet reached the highwater mark which its purpose and the expenditure it necessitates entitles it to. Certainly, the parole system has never yet had a fair test, and, as it has been administered thus far, affords no guarantee as to its efficiency as a measure of reform for young convicts. The Reformatory should be provided with a resident chaplain, a man thoroughly interested in his work, but, above all, the commissioners should be men whose knowledge, interest and influence would be used for the proper management of an insti-

tution which should return its inmates to society better and truer. Attention is called to our recommendation 4, concerning this institution.

#### OBSTACLES TO PROGRESSIVE MANAGEMENT.

The chief obstacle to the progressive management of our state institutions is the periodical change in their administration, resulting from the pernicious idea that the "patronage" of these institutions, amounting to some ninety-eight places, is a legitimate part of the political "spoils" belonging to the successful party at the preceding state election. Within recent years a wholesome public sentiment has arisen in the older commonwealths of the Union, which has brought forth practical measures of reform. The state of New York recently, upon the adoption of a new constitution, incorporated the duties and powers of its state board of charities in its organic act and extended the scope of its work, and no removals in the state institutions can now be made without knowledge and consent of the board. The states of Massachusetts and Indiana have now upon their statute books a civil service law, which makes partisan appointments impossible. In Ohio, Pennsylvania, Michigan, Minnesota and Maryland, removals from state institutions for political reasons is no longer tolerated, and in each of these states the various institutions are officered by men of national and international reputation, famous as specialists in the particular field which they have chosen, and their respective institutions show the effect of their able management, by decrease in the expenditures and increase in efficiency. This Board is unanimously and earnestly of the opinion that a careful and impartial civil service reform law is needed in our state institutions, and that such a law as would withhold the insane, the imbecile, the blind, the deaf and dumb, the infirm soldiers and sailors, the orphans and the youths in our correctional institutions under charge of the state, from the destroying grasp of partisan politics would be a blessing to our commonwealth.

#### PRISON LABOR.

We call attention to the report of the commisisoners of the Penitentiary and the warden, as well as to the farewell message of Gov. McIntire in reference to prison labor. We also quote from our report of November 30, 1894 (pages 54 and 55):

"The question of the proper employment of prisoners has been the cause of much earnest discussion, often with considerable feeling, where the interests of different industries have

been affected. The most rational view to be taken of this important subject is the one that may be based upon the significant motto: 'That the injury of one is the concern of all.' No system of labor will be tolerated by the community to-day which may destroy the earning power of honest working men and women. On the other hand, it is a recognized fact that the prisoner should have such employment that when discharged from prison he may have the means of earning an honest livelihood, and not be compelled to return to a career of crime. The prisoner should have every opportunity for improvement in his condition in any honest effort he puts forth to raise himself in the scale of manhood. What such particular labor shall be is a delicate task which the commissioners and warden have to determine, but the present method of working the prisoners in gangs away from the prison gives them an opportunity for degrading, boastful prison talk, and should be discouraged, provided other employment can be obtained which will not be objectionable to the industrial and labor interests of the state. Such employment should be shop work and educational work, for which some compensation should be allowed the prisoner, and such a sum as may be in excess of the cost of his maintenance should be placed to his credit for his own use."

The legislation which prevents convicts from engaging in useful labor is an error born of narrow mindedness and demagogism. Why should convicts be exempted from the rule, "In the sweat of thy face shalt thou eat bread?" Why should men who have violated the laws of society be supported thereafter by the labor of their law-abiding fellows, instead of by the work of their own hands? Convicts should earn their living, as well as other folks. Men convicted of crime are kept in prison, not in vengeance, but for the protection of society and for their own good. Society is not benefited by driving them crazy through idleness. Their possible reformation is an object to be kept steadily in view. Work is a great aid to discipline, keeps the men in good health and counteracts a disposition to mutiny and make trouble. When men learn in prison a useful trade, the chances of their becoming decent citizens when they get out of prison are fairly good. If, however, they are kept in idleness, they inevitably go out of prison worse criminals than when they entered. Humanity and sound economy both dictate that convicts shall be engaged daily at something that will occupy their time, attention and energies, and contribute to their maintenance.

The competition of men in jail need not be more formidable to other workmen than the competition of the same number of

men out of jail. If a shoemaker in wrath cuts a man, the shoes which he makes in prison will not be more competitive in the market than the shoes he made when out of jail, unless they are placed on the market at less than the price at which free labor can make shoes with profit. This should be forbidden.

The only valid objection to convict-made goods is the low price at which, under the contract system, these articles have been placed on the market. Protection from this form of cheap labor is a legitimate demand, but that is quite a different thing from absolute prohibition of convict labor, which some agitators are always urging and which some legislators have provided, to the great embarrassment of their state penal institutions and the injury of those confined there in idleness.

#### RECOMMENDATIONS.

The Board desires to call attention to the recommendations in this report. We believe each and all of vital importance, and bills will be presented for the consideration of the legislature which it is our hope shall be enacted into laws. Each and every member of the Board is ever ready to appear before any committee of either house to answer any questions or give such information as may be required. The secretary of this Board, or his assistant, will be found constantly at the office during office hours, to respond to all calls for information.

#### THE INDETERMINATE SENTENCE.

1. We recommend that the legislature provide that all commitments after conviction of criminal offenses shall be by sentence for an indefinite term, known as the indeterminate sentence; the term of such sentence shall be limited only by the minimum and maximum terms of sentence fixed by law for the particular offense; that the judge of the court pronouncing the sentence shall direct that the clerk of the court shall prepare an abstract of the testimony taken and all circumstances in mitigation or aggravation of the offense, and shall transmit the prisoner's conduct while confined shall be kept by the warden same to the parole commissioners. An accurate record of the and transmitted to the parole commissioners at their request.

#### EMPLOYMENT OF PAROLED PRISONERS.

2. That a state agent be employed, who shall receive such compensation as the legislature shall determine. It shall be the duty of the state agent to find suitable places of employment for those who shall be paroled from the State Peniten-

tiary, Reformatory or the Industrial Schools for Boys and Girls. It should also be his duty to see that all prisoners paroled make the reports required by law or the parole commissioners.

At the present time convicts leave the prison with a suit of clothes, a ticket to the county from which sentenced and \$5 in money. They were, many of them, drifting about, working a few days here and there before their arrest, and possessed of few friends; their disgrace and absence has estranged them from society. Work is not easily found, even by honest men known in the community and used to labor. These men have been taken by the strong hand of the state and kept, at least one-third of their time, in enforced idleness; their hands are soft, their muscles flabby. They come out to all the hardships of an unemployed man and the suspicion of police and detectives in every center of population. It is the duty of the state to see that each man is given a chance to reinstate himself among honest working men.

A parole system is of but little worth unless means exist for keeping strict though kindly supervision upon all men out on parole, so that violations may be quickly known and punished and also that blackmailers may have no chance to annoy such men.

#### THE BERTILLON SYSTEM.

3. That the Bertillon system of identification of criminals be adopted.

(The advantages derived from such a system are very great. A prisoner when discharged, if reformed and desirous of leading the life of a good citizen, can never be molested. Society will be better protected against repeaters, for no sooner is a person rearrested and his description taken, than his past history can be ascertained.)

#### COMMISSIONERS OF THE REFORMATORY.

4. That separate boards of commissioners for the Reformatory and Penitentiary be established.

(Under the present laws this would cause no increased expense for the reason that the commissioners are by the terms of the law establishing the Reformatory, given \$400 each per annum and mileage at ten cents per mile for each mile traveled in the performance of the duties pertaining to their office, in addition to the \$400 each, and like mileage given them as commissioners of the Penitentiary. The interests of the two institutions are so different that this Board is satisfied that the Re-



formatory will never become what the law makers of this state meant it to be until such change is made. It is still managed along prison lines, given prison discipline, prison accommodations and the prison atmosphere. Obedience is inculcated, no doubt, but that self-reliance and self-respect which should be awakened in these young men is lacking to a painful degree. They are taught only the elements of a few industries; in fact, no systematic effort is made to teach them trades. When it is known that the one fact most generally true of all criminals is that their hands have never been taught to do honest work; that over 65 per cent. of all the criminals in the United States have no trade; that another 20 per cent. were apprentices, and that less than 10 per cent. are skilled workmen, the absolute necessity for such training must be seen. Give this institution a board of commissioners that will make it a Reformatory, not a small Penitentiary.)

#### EXAMINATION OF TEACHERS.

5. That all teachers employed in the Industrial Schools for Boys or for Girls should be required to pass the examinations now be made a prerequisite to teaching in the public schools of this state.

Teachers in manual training, sloyd, carpentry, agriculture or other technical branches should be required to give satisfactory proof of their ability and proficiency in the branches they are required to teach, as well as their ability to impart such knowledge to the young.

#### SLOYD AND TRADE INSTRUCTION.

6. That provision be made for a course in sloyd, of at least one year, at each of the Industrial schools and the State Reformatory, to be followed by trade instruction; said trades to include those incident to wood and iron working, to building, and those incident to domestic service and comfort, such as cooking, washing and ironing (both laundry and home methods should be taught), baking, dressmaking, tailoring, shoemaking, etc.

The management of the state reformatory of Massachusetts requires that a certain definite course in sloyd shall be finished by every young man entering the institution before he is admitted to the trade classes, whether the finishing takes one year or three. After that is done, however, he may choose any one of some twenty-two different trades, including all the above and many more. As a consequence of this training and the oversight given after the men are paroled, a very high per cent. remain law-abiding and self-supporting citizens.

## STATE BOARD OF LUNACY.

7. That there shall be established a state board of lunacy commissioners in lieu of the present board of commissioners of the Insane Asylum, to consist of five persons, who shall serve without compensation except actual expenses; one member shall be chosen from each of the three leading schools of medicine and at least one from the legal profession.

The superintendent and physicians should be appointed by the commissioners; each of these officers should appoint, with power to remove, all their subordinates and assistants.

## THE INSANE ASYLUM.

8. Provision should be made for the erection of an amusement hall and for a hospital at the Insane Asylum. A training school for nurses should be established at the Asylum, and careful consideration be given to the question of establishing a hospital for the recent or acute insane.

A cottage for female patients should be erected.

## COUNTY ASYLUMS FOR THE INSANE.

9. This board recommends that such legislation shall be adopted as shall secure the best features of the Wisconsin system of county asylums for the insane; that asylums built in pursuance of any such law shall not be built in connection with any other county institution, but erected where there shall be ample grounds and farm lands for farm work and other outdoor occupations; that the state shall maintain strict supervision of it, and that all laws relating to the care, custody and treatment of the insane shall be applied to the county institution the same as to the state asylum; that no inmate shall be admitted to such county asylum except upon the certificate of the State Insane Asylum authorities that such person is incurably insane and that medical treatment can no longer be profitably employed.

For details concerning the workings of this system we refer to the report of the official visit made by Mr. Mills to the insane asylums of Illinois and Missouri.

## COMPENSATION OF GOVERNING BOARDS.

10. That the laws giving compensation and mileage, or either of them, to the members of boards of control, commissioners or trustees of the various state institutions be repealed, and that provision be made for their actual expenses only. By

so doing, ordinarily only those persons who have a deep interest in the welfare of the institutions will accept a position upon the governing board.

#### POWERS OF BOARDS OF CONTROL.

11. That the boards of control, commissioners and trustees shall appoint the superintendent or warden of their respective institutions, who shall have power to appoint and remove all subordinate officers, but such appointments shall be made upon merit and not for political reasons. No political party shall have a majority of the members upon any board of control, board of commissioners or board of trustees in the state, and they shall be selected with special reference to their fitness for the place.

The necessity for purely non-partisan management of our state institutions is growing more and more apparent to all careful observers of their workings. Wherever tried, non-partisan management has been of great value to the success of the institution, as evidenced by the high standing of those so governed. All of the charitable and correctional institutions of Massachusetts, New York, Pennsylvania and Rhode Island are under non-partisan boards of control. In New Jersey the hospitals for the insane, state prison and state reform school are so governed, as are the industrial school for Girls of Connecticut and the state reformatory for men at Mansfield, Ohio. The state reformatory for men of Minnesota is controlled by a board composed of three democrats and three republicans, while boards of control of all other institutions are composed of representatives from these two parties, but politics do not enter into the management of any state institution. The boards in charge of the state prisons and asylums of Michigan are composed of three members each, not more than two of whom shall belong to the same political party, while Illinois, Wisconsin, North Carolina and Wyoming have purely partisan boards of control.

#### PURCHASE OF SUPPLIES.

12. That no supplies shall be purchased except by contract entered into by open bid after due advertising in such papers as shall best give full notice to the public. Copies of all such bids so offered and the accepted bids shall be filed with the state auditor and with the secretary of the State Board of Charities and Corrections, and all bills of supplies shall be made out in triplicate and filed as the bids are; one copy of such bill shall be sent to the institution to which the goods are de-

livered. All bills for supplies shall be paid by warrants drawn on the state treasury. Provision should be made that, quality being the same, the lowest bid should receive the choice.

#### JUVENILE CRIMINALS.

13. That power to pardon juveniles prior to conviction in cases of misdemeanants under fourteen years of age be conferred upon the court or trial judge. The necessity for such power is very great in cases of young boys, who, for some trivial offense, have been bound over to await trial. The associations while lying in jail are very detrimental.

#### STATE INDUSTRIAL SCHOOL FOR GIRLS.

14. That the State Industrial School for Girls be provided for. We have the enactment of the legislature now for such a school, but no provision has ever been made for its maintenance. At the last session of the legislature a bill providing a fund of seven thousand five hundred dollars (\$7,500) each for the years 1895 and 1896 passed the house, and after amendment, passed the senate, but, so amended, when returned to the house for ratification, was defeated by one vote. During the past two years the board of control appointed to direct this institution have secured funds by private subscription, and by entertainments given, sufficient to enable them to start this institution on an independent footing. The counties sending the largest number of girls have paid the per diem formerly paid the private institution which cared for the girls, and thus furnished enough for running expenses, but it is a burden upon these counties and an injustice that these girls, plainly state charges, should be cared for either by charity or at county expense.

Provision should be made for the parole of these girls. The Colorado institution is the only one of its class in this country, so far as we know, where no reward for good behavior such as is suggested above, can be given. It should be hedged about with wise restrictions, but, under such conditions, the girls should have the same opportunity as is given to the boys.

#### CARE OF THE FEEBLE MINDED.

15. That a home for the feeble minded and epileptics be established.

Statistics gathered through the last two years show over 100 epileptics in the state, seventy of whom are reported from the city of Denver alone, convincing the Board that the total number in the state is many more than the above estimate.

There are over 200 feeble minded persons in the state, many of whom could be greatly improved by special education and rendered capable of self-support. From this class of people come many of the petty criminals and paupers that fill our jails and poor houses. This class, if left alone, increases at a fearful rate. No trait is so surely transmitted as feebleness of mind. Most feeble minded women become mothers, and a careful study of feeble minded families proves that it is a suicidal policy to allow such people to roam at large, a source of moral contamination to the youth of the state. In Indiana a study of 248 families shows that they contained a total of 887 different individuals. Of this number 65 per cent. were found to be feeble minded, 2.6 per cent. epileptic, 3 per cent. insane, 8 per cent. blind, and 1.7 per cent. deaf. Of the entire 887 persons 20.9 per cent. were illegitimate. In 101 families studied, where feebleness of mind existed in two generations, 80 per cent. were feeble minded. This question will not be dealt with adequately by educating the children alone. The adult feeble minded must be taken away from society and prevented from reproducing their kind. This detention will not necessarily be unkind. On the contrary, such people receive much better care in a proper institution than in families where they are burdens, or as vagrants or wanderers, the butt of each low jest. Colorado has several families where both man and wife are feeble minded, and they, with their children, are county or state charges. Connecticut forbids, under stringent penalties, the marriage of feeble minded persons.

Above all, it must be kept in mind that these people, nearly all of them, must be cared for at public expense. Shall it continue to be haphazard county care or continuous, intelligent, uniform state care?

In starting such an institution no plans should be considered that do not include ample lands for farming and outdoor work. Feeble minded people are nearly always tractable and kindly in disposition, often extremely affectionate towards those who are kind to them, and it has been found that they accomplish more work of value in caring for domestic animals and in general farm and garden work than in any other occupation of profit. The experience of the older states has been so conclusive that they have purchased at high prices large tracts of land upon which to colonize these defectives, for the reason that they can be made self-supporting and contented. In some of the colonies thus established they are not only able to maintain themselves, but to accumulate a fund for the erection of additional buildings and for necessary repairs.

## THE COTTAGE PLAN.

16. That sites for state institutions not already located be selected from state lands as far as practicable. These institutions should be established upon the cottage plan and should be commenced with a small expenditure. In this connection we recommend that all additions to the Soldiers' and Sailors' Home be upon this plan—cottages simple in construction and of light expense, to accommodate say from eighteen to twenty-five occupants.

## COUNTY VISITORS.

17. That the county commissioners of the respective counties pay the actual expenses of the boards of county visitors incurred in the performance of their duties and in attendance upon the state conference of charities and corrections, in the same manner as the expenses of other county officers are paid.

In many of the counties of this state there are several towns, each large enough to possess its own jail or calaboose and hospital. The poor farms are, as a rule, located a distance from the county seat. To make the required inspection necessitates time taken from business and the expenditure of money for railroad fare or the hire of conveyance. The large number of public and private institutions to be reported upon in the largest counties necessitates an outlay for street car fare which, in the aggregate, amounts to no small sum. These people give cheerfully of their time without compensation. They should not be required to pay for the privilege. A bill providing for the allowance of their actual expenses passed the house at the last session of the general assembly and was on special orders in the senate and within the list of next twelve bills to be considered by the senate at the time of its adjournment on the next to the last day of the session. This Board earnestly hopes that their recommendation as to this measure will be adopted, and this recognition given to the work of these good men and women who devote their time unselfishly to the care of their unfortunate fellow men.

## COUNTY JAILS—CONDUCT OF, ETC.

18. That a humane and consistent county jail law be enacted.

Colorado has an abnormally large criminal population. In our Penitentiary there are 607 prisoners. Minnesota, with four times our population, with cities larger than ours, with lumber men and river men to offset our mining camps, has but 400. Our

sheriffs report 3,530 prisoners in county jails in 1895, and an average of 336. Minnesota reports 160 in the million, or about one-fourth as many. Colorado must rouse itself to the consideration of this problem before it is too late.

Among the immediately potent factors in this showing, the conduct of our county and city jails comes first. As at present managed the best of them are acknowledged by our ablest officers to be "seminaries of vice and schools for criminals." Indiscriminately mingled together are the young and the old, the desperate and the weak, the chronic vagrant and the unfortunate poor. Among the prisoners in the county jails of Colorado in 1895, only a very few were given any work to do. Most of them idled away one dreary day after another or busied themselves in teaching or learning new lessons in crime. The boards of county visitors in many counties report that jails are located in basements of cellars of county court houses, are poorly heated and lighted, provided with no adequate means for ventilation or sewerage. As one physician describes the jail in his city: "The water closets are on one side, an open sewer runs on the other and a cesspool is beneath. Vermin and dirt flourish unchecked. A well man would be sick if detained ten days in it. I have complained to aldermen, mayor and every one in authority, with no change."

Of all our correctional institutions, our county jails are the most unsatisfactory. We recommend some new legislation on this question which shall provide for strict separation of prisoners and that no prisoners awaiting trial shall be placed or allowed to remain in the same cell or room with any other prisoner.

There will be no cessation of the physical and mental degradation now going on in these jails until a rigid separation of prisoners is made mandatory. Prisoners awaiting trial or detained as witnesses, should be carefully separated during the entire time of their detention. Prisoners serving jail sentences, if allowed to associate together at all, should do so under rigid supervision. In many of the jails this separation could be attained now; in others, at very slight additional cost. A law requiring this separation in all cases possible, with penalties for its non-observance, and prohibiting the erection of any jails in future that do not provide amply for such separation, should certainly be provided. Such a law would be no expense to the state and the good it would accomplish would be immeasurable.

## STATE HOME FOR DEPENDENT CHILDREN.

19. Through the earnest efforts of this Board the State Home for Dependent Children was added to the list of our state institutions by the tenth general assembly, and the initial step taken to raise Colorado from its place at the foot of the list, as regards criminal population.

This institution has made a fine record during its first year, having been opened for the reception of children on March 21, 1896. Nearly sixty children have been cared for, clothed and fed, kept clean and in health, sent to school and given all that the word home implies, as is evidenced by the good feeling and affection manifested by each and every member of the management towards their wards and the loving responses given by the children. Nineteen have been adopted into families and are doing well. Several others are temporarily placed out on trial so that the management may be sure that the home and the child are well suited to each other before permanent papers are drawn. It is not the object of this institution to gather up all the homeless children of this state and keep them till grown, to institutionalize them and, in a measure, unfit them for winning their own way, but rather to be the way station where the homeless child is cared for till the right home is found. There is a childless home for every homeless child in Colorado, if only the two can be brought together. Great care has been exercised in placing the little ones and all thus far are contented and happy.

During the next two years this home will probably be called upon to care for from 200 to 300 children. We recommend an appropriation commensurate with the growing needs of this institution. Dollars wisely spent here will save the spending of hundreds of dollars in the future.

Some difficulty has been experienced in determining what is meant by the term "Dependent Child." We recommend a clear, concise definition by the legislature of this term.

At present none but physically perfect children can be received in this home. There are no provisions for caring for the unfortunate homeless child who is physically afflicted. For these doubly unfortunate children no place but the poor house exists. These more than others need the tender care of a home and an opportunity for education, and we recommend that provision be made for their reception and care.



## APPROPRIATION FOR EXPENSES OF THE BOARD, ETC.

20. That an appropriation of \$3,500 per annum be made for the salaries of secretary and stenographer, and for the incidental expenses of the Board.

Respectfully submitted,

J. WARNER MILLS,  
President.

FRANCES BELFORD,  
Vice President.

J. S. APPEL.

IDA NOYES BEAVER.

B. A. WHEELER.

WILLIAM F. McDOWELL.



## REPORT OF THE SECRETARY.

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To the State Board of Charities and Corrections:

I herewith submit the third biennial report of the secretary of this Board.

The following changes have taken place in the personnel of the State Board of Charities and Corrections during the past two years: Dr. Minnie C. T. Love, whose term of office expired April, 1895, was succeeded by Dr. Ida Noyes Beaver; Mr. J. S. Appel was reappointed for a term of six years; Dr. William F. Slocum, Jr., resigned on February 5, 1896, and was succeeded by William F. McDowell.

On December 23, 1895, by resolution of the Board, the term of the secretary of the Board, John H. Gabriel, was declared ended, and Lester G. Brewer, private secretary of the governor, was appointed acting and temporary secretary until the appointment of a permanent secretary. On February 1, 1896, John W. Lowell was appointed secretary.

### VISITS OF MEMBERS OF THE BOARD TO STATE INSTITUTIONS OF THIS AND OTHER STATES.

The secretary and various members of the board have frequently visited the several state institutions of this state and carefully inspected their workings.

Mr. Appel, Dr. Wheeler, Dr. Beaver and Secretary Gabriel visited the National Conference of Charities and Corrections at New Haven, Conn., in June of 1895. The National Prison Association Congress was held in Denver, September 14 to 18, 1895, and was attended by all of this Board.

In June, 1896, upon appointment of Gov. McIntire, Dr. Beaver visited the state institution for feeble minded youth, located at Columbus, O., and the state insane asylum, at Toledo.

Her report of her observations and the most excellent suggestions and recommendations deduced therefrom contain so much of value that it is printed in full in the appendix.

In September, 1896, upon appointment of Gov. McIntire, J. Warner Mills visited the insane asylum at St. Louis, Mo.; the asylum for insane criminals at Chester, Ill.; the Central hospital for the insane at Jacksonville, Ill.; Oak Lawn Retreat, a private asylum for the insane, also located at Jacksonville; the Eastern hospital for the insane at Kankakee, Ill.; and the Cook county insane asylum at Dunning, Ill. His report contains a world of valuable information which has already been most helpful to this Board, and we trust will be availed of to still greater extent by this and future Boards. It is published in full in the appendix hereof.

#### SOLDIERS' AND SAILORS' HOME.

In obedience to your orders I visited the Soldiers' and Sailors' Home, at Monte Vista, during the month of October, spending two days, and carefully inspecting the grounds, government and finances of the institution.

While about 75 per cent. of the members of the Soldiers' and Sailors' Home are so aged and feeble that manual labor is practically impossible for them to perform, it seems desirable that a larger amount of ground should be placed under cultivation and those that are able to perform manual labor should be encouraged to do so as being conducive to their health and assuaging the discontent that naturally follows in the wake of idleness. However, this should not be carried to the extent of becoming a burden to any of them, as the home is designed to be a quiet resting place for their last years.

The location of the home seems to be in some respects unfortunate. The altitude is about 7,000 feet and it is believed that those among the old soldiers who are afflicted with rheumatism suffer more severely than they would in a lower altitude. There is also complaint of high and severe winds through the valley in the colder months of the year, making the old soldier's life there very chilly and unpleasant. For about two-thirds of the year the weather seems to be very pleasant; the buildings are substantial and comfortable and the surroundings are of cheerful character.

One objection to the present location seems to be that it is somewhat difficult of access, being located far away from the center of population, and the cost of transportation is an item which prevents the friends of those domiciled there visiting them as frequently as is desirable. It seems as though it would have been better to have located the home nearer the center of population, not only as a matter of economy, but also in order

that the old soldiers might not have cause to complain of their isolation from their friends and relatives and from association with their fellow men.

#### BUILDINGS.

The buildings at Monte Vista are very pleasant to behold and seem to be excellently constructed and fairly well adapted to the purposes for which they are intended. Within the last two years the following additions have been made:

An east and west wing to the main building, each 31x55 feet, one story and basement, finished complete with bath rooms and closets, and in connection a tower sixty-five feet high, in the top of which is a large water tank into which water is forced by a new steam pump, the water being taken from a cistern into which flows the water from a new artesian well. This pump and water system have been put in during the last two years and form a complete water supply for all the buildings. There was also an enclosure made to the hospital porch. There has also been built a new kitchen and bake oven attached to what was formerly called the power house, which is now the main dining room.

A quartermaster's department has been constructed, also a vegetable cellar and an artesian well has been sunk in the cemetery; the walks have been graded and trees planted. Additional shade trees have been planted in the grounds, roadways have been made, grass plats planted and many improvements in the way of beautifying the grounds made.

The aggregate cost of these general improvements amounts to the sum of \$14,000.

#### WIVES AND WIDOWS.

It is to be hoped that within the coming year the legislature will be able to provide for the construction of a proper building for the accommodation of the wives and widows of the old soldiers.

#### MEMBERS.

At present there are sufficient accommodations for 150 soldiers. The average number per year since the opening of the home has been:

1891.....	15
1892.....	27
1893.....	50
1894.....	77
1895.....	92
1896.....	102

Provision should be made for 150 members during the winters of 1897 and 1898. The number of members during the summer months is somewhat smaller than the average number cared for during the winter months.

#### APPROPRIATIONS.

The estimated cost for the maintenance of the Soldiers' and Sailors' Home for the next two years is as follows:

1897.....	\$30,000
1898.....	30,000

The appropriations made by the last legislature have been ample for the maintenance of the home, and it is hoped that the incoming legislature will make equally necessary appropriations.

The tenth general assembly passed a new law governing the Soldiers' and Sailors' Home which is a great improvement upon the old law.

#### ITEMIZED ACCOUNT OF EXPENDITURES.

Warrant Number	To WHOM ISSUED	Amount
1895		
42797	J. H. Gabriel.....	\$ 333 33
42798	J. H. Gabriel.....	33 50
42799	J. W. Mills.....	8 00
42800	J. M. Gleemer.....	13 50
42801	W. F. Slocum.....	26 00
43436	J. H. Gabriel.....	166 67
43624	L. I. Harrington.....	150 00
43958	Agnes Cummings.....	1 55
43959	J. H. Gabriel.....	166 66
43961	W. F. Slocum, Jr.....	3 25
44084	Minnie C. T. Love.....	3 00
44085	Wyckoff, Seamans & Benedict.....	6 85
44086	J. W. Mills.....	6 00
44087	J. S. Appel.....	3 75
44088	B. A. Wheeler.....	4 70
44089	J. H. Gabriel.....	18 95
44090	Denver and Rio Grande Railroad Company.....	60 00
44091	J. H. Murray.....	178 04
44092	W. T. Dodge.....	5 00

## ITEMIZED ACCOUNT OF EXPENDITURES—Continued.

Warrant Number	TO WHOM ISSUED	Amount
44093	F. M. Tannahill.....	5 00
44094	C. W. Coe .....	2 50
44095	M. R. Geraghty .....	4 50
44117	J. T. Bartow .....	18 00
44269	J. H. Gabriel.....	166 67
44309	News Printing Company .....	46 50
44576	Burlington and Missouri Railroad Company.....	18 50
44650	J. H. Gabriel.....	15 90
44680	Colorado Telephone Company.....	32 50
44781	Union Pacific Railroad Company.....	144 75
45329	J. H. Gabriel.....	166 66
45651	J. H. Gabriel.....	166 66
45660	I. N. Beaver.....	10 35
45740	Denver and Rio Grande Railroad Company.....	2 00
45746	J. S. Appel .....	3 35
45747	J. S. Appel .....	87 65
45748	L. I. Harrington.....	25 00
45872	J. H. Gabriel.....	166 67
45873	L. I. Harrington.....	50 00
45874	J. H. Gabriel.....	25 25
46159	J. H. Gabriel.....	166 66
46160	L. I. Harrington .....	25 00
47257	J. H. Gabriel.....	333 33
47354	L. I. Harrington.....	50 00
47355	L. I. Harrington.....	10 20
47356	J. H. Gabriel.....	67 98
Total warrants drawn for year 1895.....		\$ 3,000 33

## ITEMIZED ACCOUNT OF EXPENDITURES—Continued.

Warrant Number	TO WHOM ISSUED	Amount
	1896	
37379	J. H. Gabriel.....	\$ 123 65
47333	J. H. Gabriel.....	25 00
47513	L. I. Harrington.....	75 00
47531	W. F. Slocum, Jr.....	8 12
47849	L. I. Harrington.....	25 00
47850	John W. Lowell.....	149 50
48301	John W. Lowell.....	166 66
48302	L. I. Harrington.....	25 00
48959	L. I. Harrington.....	25 00
48960	John W. Lowell.....	166 66
49263	John W. Lowell.....	166 66
49264	L. I. Harrington.....	25 00
49693	John W. Lowell.....	166 66
49694	L. I. Harrington.....	25 00
49695	C. M. Van Law.....	26 00
49813	Denver Omnibus Company.....	6 00
49817	I. N. Beaver.....	63 10
49828	John W. Lowell.....	166 66
49936	L. I. Harrington.....	25 00
50026	J. W. Mills.....	57 88
50086	J. W. Mills.....	4 65
50087	C. M. Van Law.....	54 00
50088	B. A. Wheeler.....	113 33
50101	John W. Lowell.....	166 66
50102	L. I. Harrington.....	25 00
50519	John W. Lowell.....	166 66
50520	L. I. Harrington.....	25 00
50795	John W. Lowell.....	166 66
50796	L. I. Harrington.....	25 00
51043	John W. Lowell.....	166 74
51044	L. I. Harrington.....	25 00
51090	J. H. Gabriel.....	166 74
51091	L. I. Harrington.....	50 00
51292	B. A. Wheeler.....	8 00
	Total warrants drawn for year 1896.....	\$ 2,680 99



## ITEMIZED ACCOUNT OF EXPENDITURES—Concluded.

## RECAPITULATION.

Total amount warrants drawn for 1895.....	\$ 3,000 33	
Total amount warrants drawn for 1896.....	2,680 99	
<b>Grand total</b> .....	.....	\$ 5,681 32
Unexpended balance.....	.....	318 68
		\$ 6,000 00

## MISCELLANEOUS.

The attention of this Board is called to the law under which it works. The conditions under which official visits are made to institutions or conferences in other states may need some change. The refusal of the secretary of state to order the printing necessary to enable this Board to gather the statistics required by law should also be considered, and the law so changed as to allow all necessary printing done, not only of blanks but also of bulletins of information or instruction.

In some instances, not many it is true, the county clerks have refused to give the information asked for, and it has been impossible to get a report of any kind from one of the smaller counties. Is there any penalty that could be enforced against such officials?

Plans have been received from architects at Pueblo for what they call two cottages for the women's department. They are on file in this office.

Mr. H. H. Hart, of the executive committee of the National Conference of Charities and Corrections, wishes the attention of this Board called to the special meeting of the National Conference of Charities and Corrections, which is to be held at New Orleans, March 3-7, 1897.

Your attention is called to the report of the board of county visitors of La Plata county, and especially concerning the condition of the county jail, which they say is an abomination.

The report of the Otero board of county visitors is worthy of note, as is also the opinion of the chairman concerning expenses.

The board of Boulder county has sent a draft of a bill concerning boards of county visitors, which is on file, together with all the reports that have been received.

The Lake county board makes several recommendations.

Two of the lady members of the Weld county board have visited this office and report very bad conditions prevailing in the county hospital by reason of the character of one of the principal officials; that when complaint was made they were threatened with arrest and greatly annoyed; furthermore, that no attention was paid to their recommendations, they being openly taunted with their inability to enforce the same.

A bill has been prepared by Judge Butler for the government of the State Home and Industrial School for Girls. With some amendments, which have been seen by the judge, it is, for the most part, heartily concurred in.

The decision of the attorney general concerning the legality of the proposed action of this Board in paying the bills of The Rocky Mountain News Printing Company, conditionally approved at the last meeting of the Board, was to the effect that all the printing this Board could get must be through the office of the secretary of state; that, strictly construed, this Board could allow only the salaries and the expenses of those officially sent to visit institutions in other states. This is a matter which may call for some change in the law.

Your attention is respectfully called to the reports from boards of county commissioners showing a number of public buildings and changes in heating, lighting, etc., that have been made or are soon to be made. Should not this Board issue a formal approval of the plans of such buildings, and should not a record of such plans submitted and approvals given be kept in this office?

Boulder county has erected no new buildings; has changed the manner of heating the jail, and is preparing to erect a new building on the poor farm.

Fremont county has erected an addition to the present court house at a cost of about \$14,000; also jail fixtures and cells in rooms on second floor at a cost of \$5,000, and contemplates putting in steam heat at a cost of \$2,500; has also put in electric lights in the court house. The steam heat is to be put in within a year from this time or less.

Montrose county is preparing to erect a new jail on the old site.

San Juan county has erected an additional court room at a cost of \$3,559.

Clear Creek county has changed the manner of lighting the court house from gas to electric light.

Huerfano county has erected a new jail at a cost of about \$1,100.

Dolores county has erected a new county court house, commenced in 1893 and finished in 1896, at a cost of \$20,000.

Weld county has changed the manner of heating the court house from stoves and furnace to hot water heat.

Arapahoe county has made an addition to the superintendent's house at the farm, at a cost of about \$300. They have also changed the manner of lighting the county hospital from gas to electricity, and create their own light from a plant in the engine room of the hospital. They also state that they badly need a new farm and new farm buildings, and say it is owing to the times whether any buildings are erected in the near future.

La Junta county is preparing to erect a new court house at La Junta.

Ouray county has expended for the relief of the poor, other than those relieved at the poor house, \$662.18.

Gilpin county has adopted plans for a new court house and jail, to cost \$32,350, exclusive of grading the site and furnishing the building.

#### BOARDS OF CONTROL, TRUSTEES AND COMMISSIONERS AND WARDENS OR SUPERINTENDENTS OF STATE INSTITUTIONS.

##### Colorado School for the Deaf and Blind—

Joseph A. Davis, president, Westcliffe.

Joseph F. Humphrey, secretary, Colorado Springs.

E. L. C. Dwinell, Colorado Springs.

W. K. Sinton, Colorado Springs.

Mary S. McDonald, Pueblo.

D. C. Dudley, superintendent, Colorado Springs.

##### State Penitentiary—

Chas. H. Boetcher, president, Denver.

I. D. Chamberlain, secretary, Pueblo.

William H. Meyer, Fort Garland.

John Cleghorn, warden, Canon City.

##### State Reformatory—

Same commissioners as the Penitentiary.

Fred J. Radford, warden, Buena Vista.

## State Home and Industrial School for Girls—

Frances S. Klock, president, Denver.  
 Alta B. Mayfield, secretary, Denver.  
 Alice M. Ruble, Denver.  
 Thos. A. Uzzell, Denver.  
 Mary A. Ingersoll, Denver.  
 Harriett S. Hauser, superintendent, Denver.

## Industrial School for Boys—

C. P. Hoyt, president, Golden.  
 Emma Ghent Curtis, secretary, Cañon City.  
 Carlos W. Lake, Golden.  
 Robert G. Smithers, superintendent, Golden.

## Asylum for the Insane—

J. T. Eskridge, M. D., president, Denver.  
 L. W. Walker, secretary, Pueblo.  
 Jose B. Romero, Conejos.  
 P. R. Thombs, M. D., superintendent, Pueblo.

## Soldiers' and Sailors' Home—

W. P. Harbottle, president, Denver.  
 George H. Adams, vice president, Crestone.  
 A. M. Sawyer, treasurer, Boulder.  
 J. D. Lewis, Monte Vista.  
 T. C. Graden, Durango.  
 H. O. Dodge, department commander G. A. R., ex-officio,  
 Boulder.  
 S. M. French, commander, Monte Vista.

## State Home for Dependent and Neglected Children—

Dora E. Reynolds, president, Denver.  
 Tyson S. Dines, secretary, Denver.  
 Louisa Arkins, Denver.  
 Anna Marshall Cochran, Denver.  
 Luna A. Thatcher, Denver.  
 Dr. Rose Kidd Beere, superintendent, Denver.

## SECRETARIES OF BOARDS OF COUNTY VISITORS.

Jefferson—Hon. Joseph Mann, Golden.  
 Gunnison—Mr. John Gordon, Gunnison.  
 Fremont—Mrs. Julia E. Smith, Cañon City.  
 Eagle—Mr. H. W. Goodrich, Red Cliff.  
 El Paso—Addison Danford, Esq., Colorado Springs.

Costilla—Hon. A. A. Salazar, San Luis.  
 Conejos—Mrs. Palestine Storer, Manassa.  
 Chaffee—Mr. Henry Logan, Buena Vista.  
 Boulder—Mrs. Harriet E. Williams, Boulder.  
 Arapahoe—Mrs. Julia Killam, Denver.  
 Weld—Mrs. Jennie C. Hornish, Fort Lupton.  
 Saguache—Mr. Lee Fairbanks, Saguache.  
 Routt—Mr. W. H. Rose, Craig.  
 Pueblo—Mrs. C. M. Noble, Pueblo.  
 Morgan—Mr. Edward E. Williams, Fort Morgan.  
 Montrose—Dr. A. Johnson, Montrose.  
 Mesa—Mr. Frank Leach, Grand Junction.  
 Montezuma—Mr. H. M. Guillet, Cortez.  
 Mineral—Mrs. M. V. B. Wason, Wason.  
 La Plata—Mr. T. C. Gradin, Durango.  
 Larimer—Mr. Andrew Armstrong, Fort Collins.  
 Lincoln—Mrs. Emma B. Henry, Hugo.  
 Lake—Mrs. A. E. Johnson, Leadville.

#### REPORTS OF BOARDS OF COUNTY VISITORS.

But few of the boards of county visitors have made reports to this office. The importance of this work can not be too prominently urged. The county visitors should be the active adjuncts of this board. The reports, so far as received, are herewith submitted.

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#### ARCHULETA COUNTY.

Pagosa Springs, Colo., December 18, 1896.

HON. JOHN W. LOWELL, Denver, Colo.

Dear Sir—Replying to letter of inquiry will say that as far as I know our jail (which is rather an insignificant affair) has never been examined. There is no poor house or farm or any other charitable institution in this county.

Very truly yours,

D. L. EGGER,

County Judge.

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#### BOULDER COUNTY.

Boulder, December 9, 1896.

J. W. LOWELL.

Dear Sir—Enclosed find amendment to section 20 of the laws of 1893, as corrected by you last Friday. Judge Secor made one change, as you will observe, in section 5.

If you wish copies sent to other county boards, specify them, giving address of secretaries. We put a copy in the hands of our coming senator, Hon. J. P. Maxwell, last night, and secured his promise to do what he could.

I did not have time for, or rather you did not have the time to hear, all the questions I wished to ask, so I take the liberty to encroach on your time again.

How do you feel in regards to the registration law for paupers? Will there be a movement this coming session for its repeal, or will it be nullified by an amendment?

What is the prospect for an appropriation for an Industrial School for Girls? Is there anything we can do to forward this matter?

Also, will the incoming administration appoint a new board of control, or does the whole or a part of the old board hold over?

Who is chairman (with postoffice address) of the board of managers of the Home for Dependent Children?

I will stop asking questions for this time, trusting you will take time to reply, if not in detail, at least briefly.

Yours truly,

MRS. HATTIE E. WILLIAMS.

Boulder, December 25, 1896.

J. W. LOWELL.

Dear Sir—Yours of the 10th received. Have delayed replying until we could visit the institutions in our own town; that we are expected to do and would gladly go to Longmont and other towns to look after city jails if the county commissioners would pay our fares. The commissioners refuse to do this, consequently we do not go.

Our county jail was never in better condition—well ventilated and in cleanly condition. Cost per capita, fifty cents a day. Cost for boarding prisoners from November 1, 1895, to November 1, 1896, \$1,282. At present, eight prisoners, all men.

During the year there have been fifteen insane confined here, only until provision could be made for them at Pueblo. The sewerage of the building is first class. The building is heated by steam or hot water (don't know which) and lighted with electricity. A woman prisoner is the exception, when there is one she has a separate cell, entirely away from the men; boys are not put in the same room with the men.

Reading matter is supplied in abundance, some from our reading room and quite a little that is furnished by the Colportage association, of Chicago, which I take to the prisoners and also to the county farm. The calaboose was reasonably clean. It should be connected with the city sewer.

The county farm we always find in good condition and well provided with comforts for our unfortunate ones. The Christian Endeavor association hold a praise service there every Sabbath afternoon, which is appreciated and enjoyed by all, and some hopeful conversions are reported. The Christian Endeavor furnishes considerable reading matter for the inmates, and with what I am able to send they are fairly well supplied. We have one totally blind inmate and others nearly so, they are entertained by those having good eyes reading to them. There are sixteen men there now. We have a county physician who has a kindly heart, and we believe our sick ones in the poor house are carefully looked after by him.

There are some items of expense you ask for which I am unable to obtain. The county reports are not in till January; you will get them, doubtless, from the county clerk, as I saw your letter of inquiry for them.

It occurs to me that there should be blanks for these reports; they could then be put into concise form and abbreviated somewhat and would be much easier prepared for publication than when submitted in the form of a letter.

If there are points I have omitted that you wish light on, let me know and I will try and answer all questions.

Yours,

MRS. HATTIE E. WILLIAMS,  
Secretary County Board of Visitors.

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CHEYENNE COUNTY.

Cheyenne Wells, Colo., December 17, 1896.

JOHN W. LOWELL, ESQ., Secretary State Board of Charities and Corrections, Denver, Colo.

Dear Sir—In reply to yours of the 10th inst., will say that we have no county board in this county. We have a county jail which is kept in very fair condition, as it is looked after in person by C. H. Norman, sheriff. We have no other charitable institutions in the county.

Very respectfully yours,

C. I. SPERE,  
County Judge.

## FREMONT COUNTY.

Cañon City, Colo., December 21, 1896.

MR. JOHN W. LOWELL.

Dear Sir—Inclosed you will find the few reports handed in. There have been but three meetings this year and reports limited in number.

City jail reported in good condition. County jail as good as surrounding circumstances will permit, but new county jail is nearing completion.

Hoping to be able to give better and fuller reports next year, I remain,

Yours respectfully,

MARY E. PHELPS, M. D.

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 CANON CITY.

October 5, 1896.

Report of the County Hospital—Number of inmates, twelve, all men, and all but two of them able to get around. Everything clean and in a good sanitary condition when last visited.

MRS. CETTA HOUSTON,

One of the Committee.

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 HINSDALE COUNTY.

Lake City, Colo., December 15, 1896.

Dear Sir—In reply to the within there is little to say.

We have no county hospital, poor house or poor farm.

We have a very good county jail in which there is a steel cage having cells and a corridor for the confinement of criminals generally, and in another part of the building two iron cells for women and boys. In this building there are also four comfortable living rooms which, when occasion requires, are used for the accommodation of the county poor, who are well attended and cared for.

The county clerk will make you such a report as he can from the data in his possession as to the number of inmates the jail has had in the past year as well as to the number of paupers and the cost of maintenance.



We have not had any case of insanity in the county during the year now ending. We have no county board of visitors. I have been county judge ever since the law requiring their appointment has been in force, and I have not appointed for the reason that I could not find the requisite number of people, or any considerable portion of the number, who would accept the appointment and attend to the duties of the office.

Yours truly,

HENRY A. AVERY,  
County Judge, Hinsdale County.

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LAKE COUNTY.

Leadville, December 23, 1896.

To JOHN W. LOWELL, Secretary State Board of Charities and Corrections:

Dear Sir—The Lake county board of visitors beg leave to report as follows:

On December 21, 1896, a meeting of this board was held, the following members being present: Mrs. A. E. Johnson, Mrs. Hermina Kahn, E. E. Williams, John M. Whitton and J. B. Whalen.

The Lake county jail was visited and its condition was found to be satisfactory. The prisoners' apartments were found to be clean and well lighted, heated and ventilated, the food supplied to the prisoners being ample and substantial. During the last two years new closets have been added and canvas hammocks have been substituted for the old iron beds and mattresses in the male ward.

The female apartment is well supplied with iron beds, springs, mattresses and blankets. In both apartments the bedding was reasonably clean. There were eleven male and one female prisoners in the jail at this time.

No boys were present, and we were told by the jailor that boys are kept separated from the older prisoners when any are in the jail.

St. Luke's and St. Vincent's hospitals were visited and everything was found to be in good condition, the rooms being amply large and well ventilated and the bedding clean. Both of these hospitals are private institutions, St. Vincent's being conducted by the Sisters of Charity, and to which a new operating room has been added, which seems to be a model of its

kind, containing many appurtenances required for the purpose and affording facilities with which few hospitals of its size are blessed.

At St. Luke's there were twelve male patients. At St. Vincent's there were twenty-six male and two female patients, and we believe the patients of neither place have any cause for complaint.

As the council has issued an order for the occupation and use of the old city jail for prisoners, the same was visited. This structure is one of great antiquity, dating, in fact, to the genesis of Leadville. This board takes into consideration that the terms of prisoners in this place are short, and that most of their days are spent in the open air on the "chain gang," and therefore refrains from calling attention to its general unfitness. The building used for women, outside the main building, should be provided with a modern trap water closet and the present one (a hole in the ground), which is inside the building itself, cleaned out and filled up.

The county poor house and hospital contains twenty-three inmates, all males, three of whom are termed more or less insane. We find this institution in the best possible condition, the care and attention perfect, the inmates cleanly, in well ventilated but warm rooms; the building clean, dry and inviting; the provisions in the store house of the same grade and brand used in the residences and hotels of the city; the meats, kept in a cool, dry cellar, as good as can be obtained. The genial, homelike air that pervades the institution robs the name "poor house" of half its terrors. The keepers, Mr. and Mrs. Robert Telfer, are certainly well qualified for the position, and this board would view with regret any change in the management.

We find that the sanitary conditions have been improved in that a cesspool twelve feet by twelve feet by twelve feet has been completed, into which water only from the kitchen sink is conducted. It was formerly taken through a wooden box to a vacant lot near by. We believe neighboring residents have now no cause for complaint from this source.

We find the new building supplied with iron beds and clean, warm and ample bedding.

We would recommend and advise, and we further believe it is the duty of the city board of health to enforce the laws regarding the cow sheds across the alley from the new building. Not only are the droppings for some time past piled up around

these sheds, but we are reliably informed that manure is hauled from other points from which unused hay and undigested grain is eaten by the cows.

We would advise that a hot water tank or heater be attached to the kitchen range (no additional expense for fuel will result) of sufficient capacity to supply all demands; that both hot and cold water be piped to the bath tub in the new building (it is now packed in a bucket); that a bath tub be placed in the main building and "connected up" with hot and cold water. The opinion of this board is not favorable to tin or zinc lined bath tubs, modern ingenuity having provided substitutes more suitable and, in the end, quite as cheap.

We would advise and believe it the duty of the board of county commissioners to discontinue the present "old fashioned and out of date" closet (it is about fifty feet from the main building) and substitute three modern water closets, one upon each floor of the main building and a third in the new building. This will do away with the use of "stools" in the rooms and remove a fruitful and constant source of atmospheric pollution. These suggestions could be accomplished with very little expense.

We find that gas is used in every apartment, and this board is inclined to the belief that electricity would be more cleanly, safer and more suitable, if not cheaper (assuming that a meter would be used), but make no recommendation on this point.

J. B. WHALEN.

JNO. M. WHITTON.

E. E. WILLIAMS.

HERMINA KAHN.

MRS. A. E. JOHNSON.

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LA PLATA COUNTY.

Durango, Colo., December 26, 1896.

JOHN W. LOWELL, ESQ., Secretary State Board Charities and Corrections, Denver, Colo.

Dear Sir—In response to your letter of the 10th inst., we would report that there is one hospital in La Plata county, which is a private institution conducted by the Sisters of Mercy, a Catholic order. It is well kept, and has modern appliances, and its management is in every way to be approved. It is possibly suffering from lack of funds just now, but its management is to be commended.

The county owns a poor farm, but the poor are not kept on it, and it is put to little use. Most assistance is rendered to individuals at their homes. We believe that it would be far more effective and economical if the poor farm were put to the use for which it was intended.

The city jail is a modern structure, well ventilated, and its sanitary condition is excellent. The board has no criticisms to offer upon its arrangement or its management.

The county jail is an abomination. It is situated in the north side of the basement to the court house, where neither air nor light can freely come. It is damp and gloomy, and there are no provisions made for the separation of the sexes, nor of the juvenile offenders from the older criminals. There is a steel cage in which at times seven men have been continuously confined for months. The plan of the jail is radically defective, and this board waited upon the county commissioners and protested against it in September. Nothing has been done about it, however. It is due to the sheriff to say that he uses every means in his power to keep the jail in good sanitary condition, but owing to its location it is impossible for him to remedy the defects pointed out. This same condition of our jail was reported in our last report to you. There have been no improvements since then.

In this connection I wish to say that there is a deaf mute boy living near Durango, who ought to be educated. His father's name is George Howe, and he lives at Animas City, Colo. Does it come within the duty of your Board to look after such cases?

I believe that the above embraces the substance of what you asked for in your letter.

Yours truly,

F. C. PERKINS,  
Secretary La Plata County Board of Visitors.

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LOGAN COUNTY.

Sterling, Colo., December 12, 1896.

To JOHN W. LOWELL, Secretary.

Dear Sir—Your communications of inquiry duly at hand. Replying will say that it has not been necessary to call together the board of county visitors the past year and they have not met and made any report.

The only institution coming under this head in Logan county is the county jail, a two-story, stone, metal-roof building, with good ventilation. The jail has been unoccupied a good portion of the year, and no boys or females have been confined therein during the year.

A committee of "examination of jail," under the orders of the district judge, have twice reported, "jail in good condition" in the past year, and I am of the opinion that further report hereon will be unnecessary.

Very respectfully,

H. D. HINKLEY,  
Judge.

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OTERO COUNTY.

La Junta, Colo., December 16, 1896.

MR. JOHN W. LOWELL, Denver, Colo.

Dear Sir—Yours of the 10th inst. was handed me by Judge Parker for reply. Enclosed find our report to date. We are all busy people, and the majority of us in the employ of others with no moral right to take time to attend to such matters as service on this board requires. I think you ought to have the present law so modified as to allow the members of the board a reasonable remuneration and expenses for their services, and until you do that every board appointed ought to refuse to serve. Good sense alone ought to be guide enough in the making of such a law. No service worth having can be secured for nothing. We have too many such calls made on us in our immediate community.

Sincerely yours,

W. E. COLLETT,  
Chairman.

REPORT.

We, your board of charities and corrections for the county of Otero, state of Colorado, respectfully submit the following report:

Since our appointment, May 1, 1896, we have attended the trial of one Stella M. Gastrich, aged fifteen, charged by her father and step-mother with incorrigibility. The court returned a verdict of not guilty.

We have this day visited the county poor farm, county jail, city calaboose and the Santa Fe hospital.

At the county poor farm there are two residence buildings, the one for the superintendent and family, a four-room structure; the other for inmates, having two rooms. These are substantial and comfortable, properly lighted, heated and ventilated. The bath tub has no drainage, but empties its contents immediately outside the house, where it stands in a pool. The water closet is an outdoor vault within twenty-five feet of the inmate building, having behind it a large reservoir of water for stock, whose natural underground seepage is through the vault and toward the buildings. The cistern is filled from the irrigating ditch, the common method of obtaining drinking water in this country, but the cistern ditch runs across one end of a large cattle corral, whose natural drainage of rains and melting snows is into said cistern ditch, thereby rendering it impossible to obtain pure water for drinking and cooking purposes. The superintendent receives \$1.75 per week for each inmate for food, laundry, light, fuel and care. There has been but one woman inmate in the last two years, who was kept in the house with the superintendent's family. No children are allowed there except as a temporary arrangement.

The city calaboose at La Junta is a twelve by twelve stone structure, with an eight-foot ceiling. The water closet is simply an uncovered stool in one corner, with a vault directly beneath, from which there is an outside vent, a four by four pine box, extending two or three feet above the roof. We did not detect any foul odors.

The county jail is in good condition. Women inmates are confined entirely apart from the men. Boys are confined with older convicts. It is heated by a stove placed in one end of the cells room, which does not sufficiently heat the cells at the opposite end of the room. The jail is lighted by electricity; ventilated from the windows.

The Santa Fe hospital is in every way satisfactory.

(Signed.)

MRS. G. S. THOMPSON,

Secretary.

W. E. COLLETT,

Chairman.

F. W. HART.

MRS. G. J. GARVIN.

D. S. O. BEGLEY.

La Junta, Colo., December 15, 1896.

## PROWERS COUNTY.

Lamar, Colo., December 15, 1896.

JOHN W. LOWELL, Denver, Colo.

Dear Sir—I do not know of any work that the board of visitors has done yet. We have no poor farm nor poor house in our county, and there is but very little work for them to look after. At present the jail is kept in very good shape, and I know of nothing else to report on.

Very respectfully,

D. W. ROBINSON,  
County Judge.

## ROUTT COUNTY.

Craig, Colo., December 21, 1896.

STATE BOARD OF CHARITIES AND CORRECTIONS, Denver, Colo.

Ladies and Gentlemen—Replying to your favor of the 10th inst., will state that I was a member of the board of county visitors appointed by Judge Dunfield in May, 1893, for three years, hence my term has expired, but do not know that my successor has been appointed. We have no hospital in Routt county, neither have we any insane people.

We have one jail with two cells, in which we have three prisoners, all of whom are males. They are all well provided for; sanitary conditions are good; they are properly fed.

We have a poor farm, but at yet we have no paupers. We have a few families, five or six in number, that are being assisted somewhat by different neighbors.

Since our present board has been established, our jail has been provided and the poor farm has been established, also a local board of health has been established at Craig, Colo., with very good results, and at present there is no suffering for want of charitable work.

WM. H. ROSE.

## TABULATED STATEMENTS.

The following tabulated statements will be found of special interest, and with this report are respectfully submitted.

The fifty-three counties which have reported have cared for an average of 349 paupers at the various poor farms, at an

expense of \$49,264.41, or about \$141.16 per capita. The relief of the poor, other than those cared for on poor farms, has cost these counties \$82,623.98.

The prison census reported from fifty-five of the fifty-six counties of Colorado enables us to lay before you nearly complete statistics concerning the number of prisoners confined in the county jails of the state during the year ending November 30, 1895, their ages, employment, cost of maintenance, etc.

Total number of prisoners, 3,530, of whom 225 are females.

Average number of prisoners, 336.

Maintenance of county jails has cost \$86,873.21.

Maintenance of the prisoners has cost \$41,763.49.

Salaries of jailers and guards has cost \$37,628.92.

Average cost per capita, \$258.55.

One hundred and fifty-two of the prisoners were under sixteen years of age, one little girl of seven and a boy of eight being among the number.

343 are between 16 and 20

873 are between 20 and 30

738 are between 30 and 40

317 are between 40 and 50

151 are above 50

In eleven of the counties no record or but a very incomplete one of the ages was kept. A careful estimate shows that over one-half of all the prisoners are under thirty years old. The years from twenty to forty contain four-sevenths of all the prisoners. These facts, taken with those to follow, show that Colorado is rearing up a criminal population of steadily increasing numbers.

Outside of the counties containing cities and large towns the per cent. of juvenile criminals is very small. Of the 152 children confined in county jails, ninety-eight are credited to Arapahoe, sixteen to Pueblo, twelve to El Paso, ten to Lake and four to Pitkin. The remaining eleven are scattered through eight counties; forty-one counties report no juvenile criminals.

Facts concerning those between sixteen and twenty are analogous. Arapahoe, Pueblo, El Paso, Lake and Pitkin furnish 304 of the 343 youths, leaving thirty-nine distributed among twenty counties; thirty-one counties report no youthful criminals.

In the counties reporting the larger number of prisoners, two meals a day seems to be considered enough; the smaller counties



give, as a rule, three meals. Twenty-five cents a meal is the ruling cost in the smaller counties, though some pay 35 cents, 37½ cents, and one reports paying 75 cents a meal. Arapahoe county pays 10 cents a meal, El Paso pays 15 cents, Las Animas 17½ cents, Lake and Pitkin pay 25 cents.

In the matter of employment for prisoners, our counties, for the most part, report none whatever given. Eleven of the fifty-six employ a few; seven at cleaning the jail; one at splitting wood for the jail; one on the county roads; one at running the elevator, and one at hard labor.

The fifty-five counties report 161 insane during the year, many of whom have been confined in county jails, hospitals, private asylums, etc., at a cost to the counties of \$11,285.65.

Yours respectfully,

JOHN W. LOWELL,  
Secretary.

MOVEMENT OF POPULATION OF THE STATE CHARITABLE AND  
CORRECTIONAL INSTITUTIONS.

	Penitentiary	Reformatory	Industrial School for Boys	Industrial School for Girls	Home for De- pendent Chil- dren	Insane Asylum	Soldiers' Home	School for Mute and Blind
Enrolled November 30, 1895.....	631	53	119	50	-----	385	88	121
Received during year ending November 30, 1896, new.....	210	107	64	43	53	138	69	17
Former inmates re-admitted.....	30	-----	2	4	-----	12	28	1
Probationers returned.....	-----	4	3	2	-----	8	83	110
Escaped inmates returned.....	5	1	3	9	-----	2	-----	-----
Total received.....	876	165	191	108	53	545	268	249
Total discharged.....	269	63	72	55	27	124	153	126
Enrolled November 30, 1896.....	607	102	119	53	26	421	115	123
Discharged during year.....	229	-----	53	23	19	49	56	5
Pardoned or given commutation of sentence.....	16	1	-----	-----	-----	-----	-----	-----
Paroled.....	-----	62	14	6	-----	-----	-----	-----
Dismissed on trial or for vacation.....	-----	-----	-----	8	3	14	88	115
Escaped.....	6	-----	5	18	-----	6	-----	-----
Executed.....	2	-----	-----	-----	-----	-----	-----	-----
Died.....	8	-----	-----	-----	5	55	9	3

Transferred to insane asylum .....	1								
Discharged by order of court .....	7								
Total discharged.....	269	63	72	55	27	124	153	126	
Officers.....	7	3	7	2	1	4	5	4	
Guards.....	48	9							
Attendants.....					5	11		8	
Teachers.....		1	2	2				13	
Other employees.....		5	12	1		11	18	12	
Total employees.....	55	18	21	5	6	25	23	37	







APPENDIX.





# INSANE ASYLUMS OF OTHER STATES.

REPORT OF J. WARNER MILLS OF VISITS THERETO.

To the State Board of Charities and Corrections:

In accordance with the provisions of section 384d, Mills' Annotated Statutes, I have the honor to submit herewith the following report of my official visit, upon the appointment under said statute of his excellency, Albert W. McIntire, governor of Colorado, to the following institutions: The insane asylum at St. Louis, Mo.; the asylum for insane criminals, at Chester, Ill.; the Central hospital for the insane, at Jacksonville, Ill., and while there I visited Oak Lawn Retreat also; the Eastern hospital for the insane, at Kankakee, Ill., and the Cook county insane asylum, at Dunning, Ill. I visited these several institutions in the order above named, and in that order I shall here speak of them.

## ST. LOUIS INSANE ASYLUM.

This was my second visit to the St. Louis insane asylum. When I was there two years ago Dr. Mueller was in charge. On my recent visit I found Dr. Edward C. Runge, the superintendent now in charge. One of the most noticeable features of the new management was the disappearance of the high board fence in the attractive grounds of the institution, into which the inmates were formerly taken for an airing. Dr. Runge allows the patients to roam through the fine grounds in connection with the several buildings very much at their pleasure, at least, so he told me, with but very few exceptions.

There were 405 inmates in the asylum on the day I was there. They are graded in four classes: First, the feeble and filthy; second, the convalescent, clean and unaggressive; third, the aggressive and clean—paranoics; fourth, the aggressive and violent. The usual physical restraints used in insane asylums I found in use here, but no resort was made to narcotics or hypnotics for purposes of restraint, though occasionally bryonal, bromides and chloral are made use of. The number of re-

coveries is estimated at  $7\frac{1}{2}$  or 8 per cent., or fifty-nine out of 800, but such estimates are always uncertain and deceptive, and in this opinion Dr. Runge most readily agreed.

This institution is, in many respects, much better managed than when I was there before. I notice the introduction now of games and billiard tables, pianos and the like, and decorations upon the wall that were absent upon my former visit. Dr. Runge is preparing his official report and has promised that our Board shall receive the same as soon as issued. He informs me that in that report he discusses very fully the matter of restraint, proper and improper, to be used in an insane asylum or hospital. He justifies physical restraint, but inveighs against hypnotics.

This insane asylum is on a very fine location adjoining the poor farm, and the grounds are well cared for, covered with grass and finely kept. There is no one able to be out of bed who is not taken into the open air several hours each day in fine weather. The asylum is the property of the city and the report by the superintendent is made to the chief health officer of the city. The frequent changes in management, owing to the political revolutions in the city government, is the great obstacle in the way of successful and progressive management of this institution. The management changes with almost every election—so I was informed by Dr. Runge—and this he thinks a matter of most serious importance to so large and helpless and unfortunate a class. There are several hundred chronic insane who are kept in commodious buildings upon the adjoining poor farm, and transfers are made almost daily from the one place to the other, owing to the crowded condition of the asylum. But even with this objectionable feature, the St. Louis asylum is much superior to the Cook county asylum, of which I shall speak later.

#### ASYLUM FOR INSANE CRIMINALS, CHESTER.

The asylum for insane criminals at Chester, Ill., reminds me very much of the Arapahoe county jail. Nature, however, has given to this asylum a site that but few institutions enjoy. It is on the summit of a bluff overlooking the Mississippi river. At the bottom of the hill is one of the large penitentiaries of Illinois, which contains many hundred inmates, carrying on five or six different industries. The sentinels in their towers are, of course, visible from the grounds of the asylum.

Dr. V. S. Benson is the superintendent in charge of the asylum. He is a gentleman of very pleasing address and very

kind in his manner and attentions. The places for the inmates are constructed much after the manner of the Arapahoe county jail. Three tiers of iron cages rise one above the other, in two wings of the structure, enclosed by the stone walls of the building. In these stone walls are windows with the usual iron bars, and the inmates are huddled together in the corridors in congregate system, the same as in our county jail.

A new building or addition is just being finished, at a cost of about \$20,000, much better built and more commodious, durable and suitable than the old building, which cost \$50,000, and is said to have been one of the great "institutional jobs" that were so common in Illinois until taken vigorously in hand and exposed and destroyed by Gov. Altgeld.

The floors now are all cement. In the old building, until changed by Dr. Benson, there was nothing but a wooden floor laid upon joists. In washing the floors the water had rotted the floors in many places. It had sunk into the earth so continuously as to keep the building always damp. This unsanitary condition brought on a form of dysentery that caused in a single year twelve deaths out of a population of 120. There were but seven deaths for the two years following the replacing of the floor by cement. Dr. Benson says that when excavating for the steam pipes and replacing the floors, the poison had so thoroughly saturated the entire ground that not a single workman engaged in this labor escaped from serious sickness during some part of the work. Coal stoves furnished the only heat, and a scant quantity at that, prior to the laying of the steam pipes. Water from the side of the hill seeped through into the cellar and was an additional cause of dampness, which even yet is not entirely removed, but an earnest effort is now being made to check it. It is almost inconceivable that this institution should have been allowed to receive inmates during the period to which I have referred, when the conditions were so thoroughly unhealthy and offensive. The cooking is all done down in a cellar, so dark even in the day time that lights are always required, and the floors of which are generally covered with water from the seeping from the hillside mentioned above. In the new building, soon to be completed, a commodious kitchen on the first floor is furnished and the accommodations in every way are much improved.

As far as I could learn from the management or glean from an examination of the several corridors of prisoners, there is here no system of grading worthy of the name, but all are crowded together in long corridors during the daytime, with

separate bunks, however, in the cell cages for the night. So far as I could learn, moreover, the inmates are held and treated as prisoners, wholly upon the prison basis, and, unless suffering from some acute disorder, not treated at all upon the hospital plan.

Dr. Benson expressed the opinion that in many cases where the plea of insanity had been successful in deceiving the jury, still it failed to convince him that it involved anything more than a desperate sham.

The law for the existence of this institution is set out in the Illinois Revised Statutes of 1893, chapter XXIII., page 233. The institution was located in 1891, and opened January 5, 1892, and the day I was there had 121 inmates. Reference to the statute above shows the legal constitution of this asylum and the conditions upon which it receives its inmates. On certificate from the state board of charities and corrections of Illinois, after examining cases unruly or boisterous or giving unusual trouble at any of the insane asylums, a transfer of any such inmates may be ordered from any of the hospitals for the insane to this asylum for insane criminals, and persons accused of murder, attempt at murder, rape, attempt at rape, highway robbery or arson, who interpose a plea of insanity and are acquitted, are sent to this institution to remain until the medical superintendent and the state board of charities and corrections adjudge them "fit subjects to be discharged." Convicts who go insane after their sentence are also committed to this institution under the following restrictions: "In case the insanity of any convict shall continue after the expiration of his sentence, he shall be retained in said asylum until adjudged by the medical superintendent thereof and the board of commissioners of said penitentiary a fit subject to be discharged. Whenever any convict who shall have been confined in said asylum as lunatic shall have been restored to reason, and the medical superintendent shall so certify in writing, he shall forthwith be transferred to the penitentiary from whence he came, and the agent or warden of such penitentiary shall receive the convict into such penitentiary. Any convict whose sentence has expired, and who is still insane, may be delivered to his relatives or friends, who will undertake with good sureties to be approved by the board of commissioners, for his peaceful behavior, safe custody and comfortable maintenance without further public charge."

This institution, however, is too new and limited in its operation to afford any sufficient data as yet upon which to found a

satisfactory conclusion as to its real societary benefits or disadvantages. From anything that was made to appear on my recent visit, I could not see that it is an institution we in Colorado need be in any haste to imitate or transplant.

It will be noticed that in the Illinois institutions for the care of the insane, there has been care taken to use the word "hospital" instead of the words "insane asylum." This change was brought about, I was informed, by the good work of the state board of charities and corrections, and the hospital idea has been urged by that board in all of these institutions of the state. The institution at Chester for insane criminals is the only one where the word "asylum" is still retained. One might pause to inquire if a person really and in fact and truth was insane in the commission of a given act, how such person could be a criminal. There is a natural inharmony and impossible legal and etymological connection between the words "insane" and "criminals." What is meant undoubtedly is that certain persons are supposed to have a type of insanity that is specially dangerous to the community. But enlightened alienists at this day may well question the propriety of confining and treating any person really insane, whatever act he or she may have committed, the same as if such person were in fact a criminal.

The institution at Chester is for men only. While some very revolting and fatal acts are committed by insane women, it is not thought necessary to provide any separate institution for that class, or any ward for women in the institution at Chester. The conclusion is altogether probable that the Chester institution is chiefly founded upon the idea that our courts, as heretofore and now administered, have been and are turning loose upon the country masculine miscreants who have simply shammed insanity as a defense. Additional check upon such shamming is now established in Illinois in the shape of this new prison at Chester, administered under the name of an asylum.

The system, in my judgment, is hardly defensible. Deterrents do not furnish the modern method of dealing with the truly insane, and those who are shamming may be sufficiently deterred by the knowledge that among the truly insane a special ward is held in readiness for their reluctant coming. And why, too, we may ask, are the six crimes mentioned above the only ones where the successful insane shammer is to suffer confinement behind the iron bars of an asylum? It certainly can not be said that these six crimes are either exhaustive of those common and heinous, or exhaustive of those where shamming insanity is a notorious practice. Our laws might be so amended

as to commit to the asylum all prisoners acquitted of felony on the ground of insanity, to remain there until "fit subjects to be discharged," just as we already commit convicts in our Penitentiary to the insane asylum, to remain there until "fit subjects to be discharged," but further than this in the direction of the Illinois experiment, if indeed so far, Colorado should be in no haste to go.

#### CENTRAL HOSPITAL FOR THE INSANE, JACKSONVILLE.

The Illinois Central hospital for the insane, at Jacksonville, is the oldest institution of the kind in Illinois. The central building was erected in 1851. The grounds are contiguous to and a part of the residence portion of the city of Jacksonville. They are magnificent in their extent, covering several hundred acres. The beautiful lawns, the well trimmed trees, the artistic flower beds, are all the result of the work of the inmates.

There are thirty-five wards in this institution and about 1,500 inmates. About one-third of these wards are called open wards, that is, the inmates are allowed all possible freedom in going in and out of the building. The grading of the inmates is so perfect that nearly all except the hospital patients are allowed the freedom of the grounds during some portion of the day during clement weather, and this, too, without any appearance of espionage or the immediate attention of attendants.

This institution consists of many buildings, but all upon the old congregate plan. Dr. Watson says he is not opposed to the cottage plan, but there have been no late additions to their institution which would give them a chance to build on the cottage plan. He thinks, however, that the best plan for an institution for the insane is a union of the cottage with the congregate system, such as exists at Kankakee.

The mortality of the institution during Dr. Watson's time was eighty-four out of 1,200. The average cost per capita for twenty years prior to Gov. Altgeld's administration was \$154.57. During the first year of the Altgeld administration the per capita expense was \$139.45; for the second year, \$130.81; for the third and present year it is \$110, which, in the opinion of Dr. Watson, is the minimum per capita maintenance for such an institution.

The system of purchasing in this and all other state institutions has been radically overhauled during the administration of Gov. Altgeld. Prior thereto purchasing agents made all the purchases for the various state institutions. Gov. Altgeld abolished the purchasing agent and introduced the plan of each

institution making its own purchases through the superintendent by a system of competitive bidding, cash only being used in payment, no institution being allowed to purchase on time. This system has, according to the statement of the management of these several institutions mentioned in this report, resulted in the saving to the state of Illinois of many hundred thousands of dollars.

Nothing is purchased for these several state institutions or produced by the labor of the inmates that does not pass through the hands of the storekeeper, and everything that can be weighed is kept by weight upon the institution's own scales. Coal, like everything else purchased, is weighed upon the institution scales and payment is made upon only the weight shown by these scales. About sixty cows are milked at the Jacksonville institution, and all the milk is received by the store keeper and weighed and passed out to the proper department upon a receipted voucher and requisition from the superintendent. All fruit and vegetables raised upon the many acres of farm lands cultivated by the inmates are likewise handled by the store keeper. There is not a penny's worth of anything, from building material or fuel to the stock or farm or garden produce but passes through the hands of the store keeper.

The bill of fare is made every Saturday for the following week at a joint meeting of the farmer, cooks and store keeper, and to show how well the dietary of the patients at Jacksonville is looked after, I attach to this report a bill of fare for the week I was there.

When I saw this system so admirably in force at Jacksonville and so completely amplified at Kankakee, the thought was impressed upon my mind that there should be no delay in giving out-door employment to such patients as would enjoy such occupation at Pueblo in the cultivation and tillage of lands there owned or to be purchased or rented for the purpose by the state. At Kankakee there are over 1,000 acres owned by the state; at Jacksonville some 500 acres, some of which, I believe, is rented; and even at Chester a small plot of ground is rented and gives employment to trusties at the asylum for insane criminals.

At Jacksonville sixty cows are milked and great droves of hogs are kept and many farm horses and other stock. At Kankakee over 150 cows are milked and the hogs and other stock are kept by the hundred. They have an institution slaughter house at both Jacksonville and Kankakee. The milk at Jacksonville costs them  $8\frac{1}{3}$ cents per gallon, whereas, the milk they

buy costs  $12\frac{1}{2}$  cents per gallon, and they have to buy nearly one-half their milk. They intend to add to their stock of cows as fast as their means will permit and thus save money for the institution and give still further employment to willing inmates.

The grading at Jacksonville is as well done as the crowded condition will permit, the males being separated from the females and the clean and unclean being kept in wards by themselves. The unaggressive and clean are in classes by themselves. The epileptics are kept in a ward by themselves.

The individual dose system is here in use. A drug store is maintained in the institution and whenever a prescription is filled for a patient it is for a single dose, notwithstanding it may be frequently repeated, still it means that the prescription shall be severally prepared as often as needed. The advantages of this are claimed to be: First, that it enables the management to know that no more and no less is taken than is desired, and at the exact time required, so that no inattentive or forgetful attendant could give more or less than prescribed or at irregular intervals. If the dose is to be repeated at intervals it is sent direct from the drug store promptly at those intervals and given direct to the patient. Second, no bottles, either empty or full, are permitted to be left around in the rooms or premises where they may result in harm to the patients, either by breaking and using the glass destructively upon their persons or by insanely swallowing their contents. I did not find this system in use at any other institution. Medicines are prescribed to those patients only who have some acute suffering or for whom medication is supposed to be beneficial. For the chronic insane medication is not resorted to in any of the Illinois institutions so far as I could learn.

The attendants at this institution for the women were ladies, and for the men, men. The resident medical staff consists of both men and women. Every attendant is required to report daily, giving the name of each patient during his or her watch and everything noticeable with respect to each. These lists pass to the superintendent. A like report is also made to the superintendent daily by the physicians in charge of each ward, and in this way the superintendent has a bird's eye view of all the patients in his institution.

The usual physical restraints are in use at Jacksonville, but Dr. Watson assured me that it was but rarely they were resorted to, and that narcotics were never used for purposes of restraint. There is no idea more absorbing to his mind, so Dr. Watson told me, than that such an institution must be per-



sistently used as a hospital and not as a prison; that officers of such an institution can not too constantly remember this, and at every point enforce the discipline of a hospital and not that of a prison, and treat the patients as hospital patients are treated, for disease, and not as inmates of a prison are treated, for crime. It is from this standpoint, he said, that he has made, as above stated, about one-third of the thirty-five wards of the institution open wards. I was somewhat surprised at this expression from Dr. Watson, as I had always heard that the institution at Jacksonville was an insane asylum conducted on much the same principles and, indeed, furnishing the model for the conduct of our own institution at Pueblo. Accordingly I asked him how long the views he expressed had been in force at Jacksonville. He said that this change of discipline and purpose came with the Altgeld administration. His predecessor was the first to introduce this new method and he had himself followed it up persistently for the year and a half he had been at the head of the institution; that it was his purpose to continue the development of this idea until the institution was, in all respects, a hospital for those suffering from disease of the brain; that he was constantly adding to the liberties of the inmates and classifying and grading them so as to enable them at all times, so far as consistent with their safety and the safety of the community, to enjoy the fullest liberty. I asked him about the management that preceded this change of base. He said that the institution had been under the control for a long series of years of two alienists of distinction, each of whom had presided over the institution for twenty or thirty years. One of them was Dr. McFarland, the elder, whose entire family grew up during the many years Dr. McFarland was in charge of this institution; that under Dr. McFarland and the other superintendent referred to, the hospital idea now in force was not so highly regarded, and what we are wont to call the prison idea in holding and treating the insane was in full operation.

I asked Dr. Watson what experience he had prior to being installed as superintendent at Jacksonville. He informed me that he was a physician in general practice in some town in Illinois whose name has now escaped me. I inquired whether he had made a specialty of nervous diseases or neurology and its special branches and he replied in the negative; that he came there with certain fixed ideas with reference to the manner in which this unfortunate class of our citizens should be treated, and that his immediate predecessor was imbued with

the same ideas; that he had simply carried them out on a more extended scale and was continually studying as to their further extension. He also said it was the good fortune of the superintendents of the insane in Illinois to come together at the capitol at occasional intervals at the invitation of Gov. Altgeld, and in his presence engage in mutual converse; that these conferences had been very beneficial and had enabled the several superintendents to know personally of the problems being dealt with in each institution and give helpful advice as to their solution.

I found about the same number of attendants at Jacksonville as at Kankakee, and no more than are provided for a similar ward in our asylum at Pueblo.

The halls are tastefully decorated with pictures and other ornaments and the rooms are likewise fixed up tastefully with neat beds and attractive ornaments for the walls. Numerous billiard tables and pianos are scattered through the various wards and a magnificent theater hall is maintained, where dances take place twice in each week of the year, hot weather alone excepted, and where entertainments of various sorts are given to the patients. At the dances the male patients sit on one side of the room and the female patients on the other; the male attendants always dance with the female patients and the female attendants with the male patients, and numerous sets are thus maintained without any jealousy. Every Sunday afternoon some minister from the city conducts a religious exercise in this hall, he being cautioned by the superintendent to omit the exhilarating and revivalistic aspect of ecclesiastical worship and all gloomy religious views, and preach only along lines of cheer and hope. These exercises are pronounced by Dr. Watson to be very comforting and beneficial to those who care to attend, and he has not known them to lead to any serious results. Those patients who have been committed because of religious mania of any sort are not encouraged to attend the Sunday exercises, but in all other cases where the patient has any regard for anything of the kind it breaks the weekly routine with pleasant memories of something familiar in other days, and affords them beneficial entertainment. A similar experience, in a general way, was mentioned to me by Dr. Gapen, at Kankakee.

In order that the attendants may be fresh and in good condition for their arduous tasks, a separate hall is provided for them, where they congregate when off duty, both male and female, and enjoy themselves in social converse and games, and maintain various sorts of entertainments and clubs. Dr. Watson expressed himself as being fully satisfied with attendants

who are in good, strong physical condition and with ordinary good sense, without being specially trained for the work. He was unable, at the present time at least, to appreciate the philosophy used by Dr. Gapen, of Kankakee, with reference to a training school for nurses. As to this matter I shall speak further when I give specific consideration to the Kankakee institution.

#### OAK LAWN RETREAT.

After Dr. McFarland severed his connection with the state institution at Jacksonville, he opened what is called Oak Lawn Retreat, a private institution for the insane, located a little more than a mile from the state institution. As I was aware that a number of unfortunates had been committed to Oak Lawn Retreat by Colorado courts, I was anxious to know something personally about this institution and, accordingly, made a special effort to visit the same. Although my trip was necessarily brief and hurried, it was sufficient to enable me to approve by my personal testimony the order recently issued by the state board of charities and corrections of Illinois revoking the license of this institution. I found Dr. George McFarland in charge, who chatted very pleasantly with me for a few minutes and showed me through the building, where he claims still to have twenty-seven patients, although there were not half that number visible at the time I passed through. He introduced me to one patient from Lake county, Mrs. O'Neill I believe was the name. All I saw were under lock and key and the accommodations very unsatisfactory and lifeless. One frame building on the premises is entirely deserted, with windows broken here and there and in a bad state of repair. This was formerly occupied by male patients. The grounds are ample in scope and picturesquely situated, with fine trees, and in one corner a small pond, but the whole situation was one of decay and gloom. The premises were not kept up, the lawns were not free from weeds, and many pines, with their dense foliage untrimmed and untended, were specially calculated to add to the gloom. Dr. McFarland stated that the premises had been left by his father's will, the elder Dr. McFarland, to himself and his daughter and some other member of the family whom he named; that he, Dr. George McFarland, had leased the premises for two years to his own daughter, Annie, but the lease expired in February last and he had been a sufficient length of time away from the work to feel that he had a strong desire to return to it. He did so. The property had been divided and he was now in charge himself and he intended to continue in charge; that his daughter

Annie had been recently married and was living in Kentucky. The elder Dr. McFarland passed away some few years ago by the act of his own hand, as I was informed in Jacksonville.

Dr. McFarland informed me that he and Dr. Thombs, of our asylum at Pueblo, attended lectures together in Chicago in 1860. He expressed the highest encomiums upon our superintendent and entertained me generally very pleasantly while I was there, and was especially anxious that the county commissioners of our state should be informed that there was a better place where, for reasonable figures, all insane of Colorado that are crowded out of the asylum at Pueblo can be kept, than in county poor houses and jails. He said that he had resolutions from the board of county commissioners of Clear Creek county eulogistic of his management and of the terms he had given them. I asked him if any of the commissioners had ever visited his Oak Lawn Retreat and he replied in the negative.

Dr. George McFarland, in his conversation with me, introduced what I had myself seen but a few days before in the Chicago Tribune, notice of the revocation of the license of his institution. He claimed, however, that it was wholly political persecution because he was not supporting Gov. Altgeld. In view of the use made by Colorado courts of this institution, however, I feel it my duty to say that, in my judgment, a board having the responsibility of issuing and revoking licenses for private asylums or hospitals for the insane would be very derelict in the performance of that duty if it were to continue the license of Oak Lawn Retreat as the management and situation appeared to me when I was there. I am sure I voice the sentiments of this Board in inveighing against the incarceration of insane in poor houses or county jails, and it has been our effort to prevent such treatment of these unfortunates. Through our activity in the premises a law preventing it has become a statute of the state. While we all know the crowded condition of our asylum at Pueblo and of the inadequate provision by our counties or cities for keeping their insane at home, still with these disadvantages I would feel it, under existing circumstances, but a questionable and costly exchange to commit them to Oak Lawn Retreat. I am satisfied that we should introduce something in the nature of the Wisconsin county system of which I shall speak later in this report and, in my judgment we should discourage both county commissioners and courts from incarcerating our insane in the Oak Lawn Retreat at Jacksonville.

## ILLINOIS EASTERN HOSPITAL FOR THE INSANE, KANKAKEE.

Dr. Clarke Gapen is the superintendent in charge of the Eastern hospital for the insane at Kankakee. I was much pleased with the kind attention and the fund of information I received from Dr. Gapen.

This institution has a distinct pathological department, ably presided over by a pathologist. This feature is something I have not found in other similar institutions. The post mortem work, and glass mountings preserving the results of same, done by this department, was claimed by Dr. Gapen to be greater and more extensive in scope than in all the other institutions in the United States combined. The pathological laboratory is supplied with all the necessary appliances, the latest machinery. Every inmate coming into the institution is thoroughly diagnosed by pathologists, the record of the nervous system, its condition and action, being thoroughly and scientifically made with the aid of the most delicate, recent French and American appliances. This department has frequent reports from the medical staff of the inmates of the several wards, so that a complete and scientific record is kept of the progress or retrogression in each case. When an inmate dies a post mortem examination is made and the pathological condition of the brain and spine and nerve centers is carefully made and sections infinitesimal in thickness are taken from these various organs, mounted on glass and identified by numbers and preserved in drawers. This department, thus conducted, enables the medical staff to check up on their work and detect any errors, if such there may have been, in their diagnosis and treatment.

It would require at least a week's time to thoroughly inspect every department of this immense institution. Dr. Gapen very kindly and warmly pressed me to stay several days with him, but as I was obliged to return to Colorado at the very earliest moment after making a brief visit, I was forced to decline the invitation and to make a hasty inspection as far as I could with the time at my command. I was taken through what were said to be fair samples of every ward in the institution, though I did not by any means go through every ward. The cottages are very neatly built upon the most approved models for the accommodation and treatment of the insane. Several of these cottages are devoted to hospital purposes only. The cooking in these latter cottages is done with the same

care, and affords the same kind of delicacies that one would be expected to have only at home from the hand of the most attentive mother, wife or sister.

Another of the cottages is devoted exclusively to the use of the attendants where, while off duty, they can recuperate, free from the excitement and worry, noise and annoyance that at times is more or less incident to every ward. There is also a theatre hall where the same sort of entertainments, dancing and Sunday services are held as at Jacksonville. This theatre is very old and small and far from meeting the present demands.

There is a library maintained in a neat little cottage on the premises where the librarian is always in evidence and books, papers and magazines are taken out exactly as in any circulating library in the cities. I found here, the day I looked through the library, a large number of female inmates reading books and examining papers. I was informed by the librarian that the library contains several hundred volumes and is very well patronized, and that the insane patients resent the statement that they are simply light readers and do not care for anything that is deep. The librarian, an entertaining lady, told me that a great deal of history is taken out, but it is her opinion that, after all, it is not very thoroughly read and digested, but rather skimmed over.

Several of the wards for women are adorned with paintings, costly and ornate, which were donated by celebrated artists to the institution. Numerous pianos are scattered throughout the wards. Neat individual rooms for the inmates are tastefully fitted up and appropriately adorned. I found carpets and mats frequently upon the floors, and many of the halls are fitted up in the most attractive style.

The largest possible liberty is also granted here to the inmates. Dr. Gapen insists upon the hospital idea absolutely and exclusively, wholly repudiating the prison theory, incarceration, as a method of caring for the insane. All the inmates, male and female, are allowed to go out during the daytime. Many of the wards are what are called open wards. One ward is devoted exclusively to the inmates who work upon the farm. All kinds of light or heavy labor the inmates care to do is given them. The farm of many hundred acres is carried on by the labor of the patients under the charge of the hospital farmer; likewise the vast stables and the milking and pasturing and feeding of the great herd of cows, also the horses, cattle, hogs and other stock.

Dr. Gapen is an enthusiast in his work. He has had a large experience in Wisconsin in the insane asylum at Madison and, as I understand, was for some time, in Madison, in an active and successful general combined practice of both law and medicine. He did not speak to me about the law side of this practice, however, as he might perhaps have done had he known I was a lawyer, but I presume he took me for a doctor, for he certainly discussed and enlarged upon the subject in a manner that assumed that I was at least reasonably familiar with diseases of the brain, if not other medical subjects. This institution contains over 2,200 patients. As remarked above, there is a union here of the congregate and cottage systems. There are more than twenty cottages and several other large and stately buildings with many small and yet commodious and suitable structures for various purposes. In all, the buildings number more than seventy.

The grounds comprise about 1,000 acres. The lawns and trees, the buildings and walks, the farm houses and stables, ice house, store house, boiler house, slaughter house—all these present to the eye the spectacle of a small city in itself and such indeed we find this institution to be. The officers, attendants and the various workmen, with their families, constitute in themselves a real local community coöperatively carried on. The system of coöperation is most complete in all its details and, as I am informed Dr. Gapen is entitled to no little personal credit for bringing about the perfect system that here prevails. This institution is managed as economically and with as low a per capita basis as any other similar institution in the state. But to show this, proper deduction must be made for the new buildings and vast improvements that are always going on.

The resident staff of physicians consists of Dr. Gapen and four other gentlemen and two women. A regular training school for nurses is one of the striking features here. The first year is the attendant's year, qualifying one to be simply an attendant. The second year entitles one to the full grade of nurse. Lectures on anatomy, physiology and neurological subjects, hygiene and hospital and surgical appliances and treatment, together with practical hospital work, all form a part of the prescribed course. Dr. Gapen maintains stoutly that wonders can be accomplished by one who has some personal and theoretical knowledge of the character of diseases and purpose of the treatment to be employed in dealing with the insane. This, added to the practical knowledge gained by actual contact with the patients, gives a proficiency of a high order. They have introduced the

home life as far as possible, all the wards having women nurses and attendants as well as men. This feature is much prized at Kankakee, and is worthy of consideration, and I believe will be found to result in much good when given more extensive application in institutions of this kind.

Dr. Gapen agrees thoroughly with Dr. Watson, that the largest amount of out-door employment should be given to the inmates so far as they may be induced to work. This, in their view, is a most helpful remedial agent. The women are employed in the berry patches, gathering peas, working about the laundry, in sewing and in various other employments. The men attend to the chore and farm work already mentioned, work about the lawns, maintaining them in the most beautiful style and make themselves of general use in many specific directions too numerous to mention.

The laundry at this institution is the most extensive and perfect that I have ever seen. The bedding and soiled clothing that come from the patients are received in a given department and there steamed and purified and renovated. A series of fans have been placed in the laundry department, so that I found myself for the first time in an ironing and washing room where it is really cool and comfortable.

The dietary is attended to very carefully and provided for by one who is employed for that particular purpose and who makes out the bill of fare for each day by going to the farmer, the cooks and the store keeper and finding out what each has on hand and how much of a given article they wish to use that day. The scheme of the dietary seemed as perfect as well could be, and, in passing through the places where the cooking is done, I found everything so neat and clean that one would feel that he was being as well served even in taking what is intended for the patients as in getting what went to the officers and attendants.

In reference to restraints, Dr. Gapen informed me that he did not claim to have an institution where physical restraint is not used, but that he has very little occasion, however, to resort to it, and when it is done it consists of the usual familiar methods. This institution is run so thoroughly upon the hospital idea and so completely ignores the antiquated prison theory that has so long prevailed in the treatment of the insane, that one passing through the various wards is impressed with the feeling that he would be content that one endeared to him by ties of affection, who was unfortunate enough to require an institution for the insane, was in good fortune to be enrolled among the many hundred patients at Kankakee.



## WISCONSIN COUNTY ASYLUM SYSTEM.

In this connection I desire to say a few words in regard to the system for counties that is growing in favor in Wisconsin and being favorably regarded by many competent authorities. Dr. Gapen, having long resided in Madison, is familiar with this county system, and seemed to be a very earnest advocate of its efficiency. He said that the first idea to be discarded with reference to the Wisconsin system would be the impression received in going through the county asylums of Illinois. They would find the Illinois county asylums to be simply wards of the county poor house. This is not the Wisconsin idea at all. While it is true that the county asylums are often built upon lands contiguous to the county poor farm, still the county asylum is under its own management, having its own buildings and its own distinct system. Those county asylums are intended for the chronic insane only. Each county is required to pay the state for taking care of its insane at the state hospitals \$1.50 per week, with 25 cents added for clothing and extras. Incurable insane do not receive medication at a state hospital. The insane received at the state hospitals are not returned by the state institution to the county whence they came until they are declared by the medical staff to be incurable. That means that medical treatment is no longer intended for them, but simply a place where they may reside in comfort, with safe employment to give them exercise, and where in this way they may finally end their days. But the out-door system and the home life that is provided in many of these asylums has awakened new life in the supposed chronics, and a percentage so large and astonishing of cures has been effected in these county institutions among this hopeless class, that alienists of highest rank are now giving the Wisconsin system the most careful consideration. There are twenty-three of these institutions maintained, some of them with magnificent appointments. The average cost of maintenance does not exceed \$1.75 per person per week, and the state pays to the county for the care of these chronics \$1.50 per person per week. This sum, added to the \$1.75 that is saved by keeping the chronic insane at home, amounts to a net saving of \$1.50 per capita per week. With these savings arising from the sum given by the state, these several institutions have been able to pay for their lands, buildings and for the most competent help, and to keep entirely free from debt. No county can build such an institution except by permission of the state board of control, which corresponds to our Board of Charities and Corrections, and it is said that ap-

plications are always on file from several counties to be permitted to be the next to engage in asylum building. There is thus a real rivalry between the counties.

I am also able to give some personal testimony as to the success of these county institutions of Wisconsin, as I am somewhat familiar with the one maintained at my old home at Lancaster, Grant county. I believe that the time has come in Colorado when a county like Arapahoe should make the necessary investment in the purchase of lands and the erection of buildings for its chronic insane. This institution should not be in connection with the county hospital nor the county poor house. The chief value of the system would be lost if it were attempted to be put in force on a site where there is no opportunity for the inmates to engage in healthful labor in the open air and where the lands are too limited to permit of the constant occupation of all that are physically able to labor. It should not be made a part of the poor house as it would by that means fall under a ban that should never attach or be permitted to attach to the place where this unfortunate class of our fellow citizens are to be kept presumably for their remaining natural days. If Arapahoe county had such an institution now we could remove from the asylum at Pueblo all the chronic cases from this county, now numbering many, and thus give needed relief to that institution and enable it, as far at least as Arapahoe county is concerned, to care for the acute insane. In my judgment this alone should be the vocation of a state-care hospital for the insane. This boon to Arapahoe county, which would also be a boon to the unfortunate insane of the entire state who are now crowded out of the asylum at Pueblo, should be made an accomplished fact at as early a date as possible.

#### COOK COUNTY ASYLUM.

This institution is located about fourteen miles from the city of Chicago, in a small place called Dunning. It is simply a ward, or several wards, of the poor house. It is necessary to pass through the poor farm and by all the buildings for the accommodation of the hundreds of Cook county's paupers before reaching the several buildings devoted to the custody of the insane. When one at last reaches these buildings the grounds immediately surrounding them are well kept up and have a bright and cheerful aspect as compared with the neglected poor farm grounds through which the journey led. I found the superintendent of this institution absent, but I was placed in the hands of a deputy, who was very cordial and communica-

tive. I inquired for the printed report of the institution and was informed by the deputy and other officers in charge that there had never been a printed report since the institution had existed; that they simply sent in their statements to the county board of commissioners and had their accountings with the commissioners and that was all there was of it. This was a remarkable disclosure to start off with. The St. Louis asylum has its printed report and every asylum mentioned hereinabove that I visited cheerfully supplied me with their printed reports, a copy of all of which I herewith submit for the permanent files of this Board.

The Cook county asylum affords an instance where a show of modern methods is apparently put forth, with the substance of such methods entirely wanting. I found that they claimed to have here the cottage system in full force, and I was shown through seven very commodious cottages, each bearing the name on a brass plate on the front door of some distinguished alienist, such as Dr. Wines and others. But upon inspection these cottages lacked wholly the attractive interiors that one is familiar with in passing through institutions where the cottage system is in force with all that it implies, giving as far as possible the attractive home life to those who are there brought together. I pause here to mention a very pitiful sight that fell upon my eyes as I passed through one of the cottages. Five children and a mother, the oldest child not exceeding ten or twelve years of age, all hung about the neck of a demented father and sought, in their tears and embraces, to start in him some of the familiar parental affection that was once the happy lot of this now distracted family.

The officers of this institution were receiving some patients while I was there, and I was invited to enter the receiving room, where a man of foreign birth and about forty years of age, and in apparently strong physical condition was undergoing examination. He was stripped naked and, as his trouble seemed to be alcoholic mania, he was very obstreperous and violent. Two strong men were supposed to hold him during the entire examination, and what specially attracted me was the resentment that these attendants gave to some of the acts of their violent patient, sometimes returning his efforts at a blow with a pinch or a punch or a shove or something that was closely akin to a blow on their part. This, to my mind, was an instance where the trained attendant would have given an entirely different treatment to the patient. If there is any one thing that trained nurses and attendants are taught around all

hospitals, especially in attending those suffering from fevers and manias of any kind, I am informed that it is that the temper of the attendant should never be lost; it must always be kept even, to make the contrast between their own condition and that of the violent patient as marked as possible; indeed, that the contrast itself may be so marked and sharp as to be a remedial benefit to the patient.

In Kankakee, in one of the violent hospital wards, I witnessed a spectacle that stands in strong relief as compared with that just mentioned at Dunning. A patient who was suffering from violent mania and was held by a strap upon his couch was using most vituperative language to the lady attendant. His demand was for water and he wanted it quick, with several adjectives. The attendant stroked his head as a sister might stroke a suffering brother and counseled patience, saying in a gentle voice: "Try to control yourself; I will get the water," and the water was quickly got. This contrast between the excitable, irritable conduct of the patient and the quiet, soothing attendance of the nurse was so marked that who can say it was not of medicinal benefit to the patient.

But to return to Dunning. I was shown through their bath rooms, rooms for Turkish and hot baths and, finally, a very gorgeous plunge, but was informed that all this was for the officers alone and for the attendants; that it was not for the patients; and that nothing like it has been built for the patients; that this was something the officers enjoyed by reason of the reign of the so-called "boodle" commissioners of Chicago.

In passing through the cottages, in the dining rooms the odor was most offensive, being in striking contrast to that I had experienced elsewhere in my visits. The congregate system of dining rooms is in use here and I saw several hundred at their frugal evening repast. It was very frugal and something I was glad for myself was passed as soon as possible.

The grading is most inartificial and insufficient. The prison system is in full force, there being the usual iron bars, and at the end of each ward was built out into the open air an extension of the ward in the shape of a cage, which was supposed to give to the inmates all the air that nature intended them to receive, and there they were, cage after cage, tier on tier, reaching to the height of six or more in number, and the unfortunates were out there filling the air with their yells and their wails, and even proving a vulgar attraction to the passers-by on the premises, allowed to excite them by calling back and en-

gaging in mutual guys or converse. An iron stairway or fire escape runs up on the outside. Several strangers, unknown to the attendants, climbed this stairway while I was there and penetrated as far as the fourth floor, said to be the most violent ward they had, and engaged in conversation with the unfortunate prisoners within, stirring them up to an unusual pitch of excitement. When their presence was discovered by my gentlemanly attendant, they were driven down, and I asked who they were. He said he did not know who they were nor how they got there. I know of no similar institution where such an affair could have happened. This asylum is certainly a disappointment to any one who has ever been in an institution for the insane conducted on modern principles. Every grade of life is to be found here in these several wards, both male and female. They have a class that is called the bonded inmates. I had the meaning of this class explained to me, and I was told it was a class of persons whose bill for clothing is guaranteed by some friend or family relative, the amount generally not exceeding, so it was said, \$4 to \$6 per year, in rare cases ever reaching as high as \$10. One would think that everybody, under these circumstances, might be a bonded inmate, but it appeared that the bonded inmates were far from being in the majority. I was further told by the deputy having me in charge, who was the clerk of the institution, that when transfers were made from this institution to Kankakee, Cook county, being in the district tributary to the hospital at Kankakee, that the selections always fell to this bonded class. I am sure that if the public spirited people of Chicago, stirred as many of them are by the noblest and most humane impulses, were aware of the method by which they are permitting 1,171 inmates to be cared for (as that was the number the day I was there) in the poor house wards at Dunning, they would so revolt at the situation as to make an immediate change and conduct this institution in accordance with the more enlightened practices that are now prevailing all about them in the institution at Elgin, not more than thirty miles away, and at Kankakee, not more than thirty-five miles away. We certainly want no county insane asylum in Colorado patterned after the Cook county insane asylum as at present managed. We would like their cottages, but we certainly should see that they had different interiors and a different management. If we can, for our counties, duplicate the Wisconsin system spoken of above, then all will be well, but until that time we should not bring into existence any imitation of the pitiful spectacle presented at the Cook county asylum at Dunning.

These observations are all that I care at this time to submit to the attention of the Board. There are many other things I should be glad to mention, but they descend too much to details and touch matters we have often mutually canvassed in social conversations at our various meetings, and at some such conference it may be my privilege, as it certainly will be my pleasure, to mention to the Board such matters as the occasion may suggest.

Respectfully submitted,

(Signed.)

J. WARNER MILLS.

OHIO INSTITUTE  
FOR  
FEEBLE MINDED YOUTH.

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REPORT OF IDA NOYES BEAVER.

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TO HIS EXCELLENCY,

A. W. McINTIRE,

GOVERNOR OF COLORADO:

Pursuant to appointment dated May 29, 1896, I visited the state institution for feeble minded youth, located at Columbus, O., and the state insane hospital, at Toledo.

The asylum for feeble minded was established in 1857, and soon afterwards located about three miles out from the city of Columbus on a small farm, a large portion of which at that time was considered almost valueless and untillable. Under wise management the institution has grown and prospered remarkably, until to-day every foot of land, about 190 acres, is under a high state of cultivation.

Only children between the ages of six and fifteen, and who are mentally weak or defective, may be admitted. At the time of my visit the institution was caring for 1,000 of these unfortunate children.

The object of the institution is to furnish special means of improvement to that portion of the youthful population of Ohio who are so deficient in mind or have such marked peculiarities and eccentricities of intellect as to deprive them of the benefits of ordinary educational institutions. Great pains are taken with each child intrusted to the care of the institution to discover his real mental disability and every means resorted to to carefully cultivate the weak faculties and develop them in a stronger and higher grade. I was especially interested in noticing that

the teachers were enthusiastic and tender in their appreciation of the defects and capabilities of their pupils, spending months to laboriously implant an idea that an ordinary child would grasp in a few moments, yet never getting discouraged, never giving up and ultimately producing astonishing results.

Idiots and imbeciles are feeble in body as well as in mind. They are wanting in muscular and nervous power. The gait and voluntary movements are generally awkward and slow and the special senses undeveloped or inactive. Physical training and physical development are, therefore, essential to permanent mental improvement, hence the importance of gymnastic, calisthenic and other exercises which are calculated to strengthen and develop the muscles. The reciprocal influence of the body over the mind, the mind over the body is carefully studied and applied. The dormant energies of the body are roused to action by every possible means. The wayward muscles are trained to move in obedience to that dim spark of will that may exist, at the same time that every effort is made to strengthen and develop that will.

The power of attention in the feeble minded is always very weak, and extraordinary means must be used to cultivate and attract the attention. The affections must be nursed, the special senses trained and cultivated. Vicious habits must be corrected and the idea of obedience and moral obligation must be planted and nourished, all of which implies that people intrusted with the care of these unfortunate children must be of broad, cultivated minds, large heart, trained specially for the work and unselfishly devoted to the interests of those whom they have in charge.

It appeared to me to be preëminently the case with the teachers whom I met and observed while at Columbus, and in looking over the records of the institution I was pleased to observe how few changes of employés there had been. Dr. G. A. Doren, the present incumbent, has been superintendent thirty-eight years; his wife assistant superintendent thirty-seven years, and the matron, Miss H. T. Purple, informed me she was "the oldest idiot of all," having been in charge of her department thirty-nine years. I noticed that among the teachers and attendants a period of fifteen to twenty years was no uncommon term of service. This fact certainly speaks well for them, and I could not help but feel that a large measure of the success of the institution was due to the fact that political changes of state administration had had no influence upon the management of the institution, but that each and every one was employed because of real merit and fitness for the work.



Primarily for the purpose of giving proper and healthful muscular exercise, but at the same time giving training in useful occupations, a great deal of the work of the institution is done by the children under the guidance of skilled attendants. All the shoes and clothing are made by them, and well made, too. A large garden, I believe about ninety acres, was in a high state of cultivation and almost supplies the institution with fresh vegetables and small fruits. The buildings were kept scrupulously clean through the labor of the inmates and the kitchen and laundry work entirely performed by the children was all that could be desired in that line.

While it is true that by this means the expenses of the institution are materially reduced, yet the management disregard the fact as a means to that end, the sole object being to develop the children physically and healthfully and to endeavor to train for at least some degree of usefulness. It is, in short, an attempt to solve the problem before the world to-day, which is not "What do you know?" but "What can you do?" The management recognizing the truth of the old adage that "All work and no play makes Jack a dull boy," has made ample provision for amusement and healthful recreation. There is a large amusement hall where dancing parties for the children are given once every week and all the children are trained to dance. I saw several hundred of them dancing one evening, all seeming to greatly enjoy it. The music was furnished by an orchestra of thirty instruments, all played by imbeciles. The music was of such good character I found it almost impossible to believe that it was not an orchestra from the city hired for the occasion.

Besides dancing, the hall is used for concerts, calisthenics and various other entertainments, of which there is no lack.

In pleasant weather picnics, pleasure excursions, walks, drives, croquet, baseball, etc., make life very pleasant while serving to arouse the dull minds of these helpless children.

During ten months of the year the children are in the school room three hours in the morning and two hours in the afternoon, and the work covers practically the same ground as the primary grades of the city schools, besides the ordinary work of the manual training schools. A large percentage of the children are able to master a fair amount of arithmetic, history, geography and grammar, their work being quite on a par with the first six grades of the city schools.

I have purposely avoided describing the buildings of this institution, preferring to present more of the general aim and

scope of the work, although the buildings were numerous, large, handsome and well constructed. I was not impressed with the idea that they were best adapted to the purpose for which they were intended. A more careful consideration of this class of unfortunates is rapidly displacing some of the old theories and consequently demanding improved methods of caring for them, and one important factor, in my judgment, is the manner of housing them. I believe the cottage plan, rightly managed, bringing fewer children under the same roof and more nearly approaching the true home life, to be the ideal plan.

The superintendent urged that in the founding of a new institution, two important matters should not be overlooked. First, that a large farm, not less than 1,000 acres should be provided, in order that a healthful means of occupation could be given a large number of boys and that ample supplies could be furnished the institution at a minimum cost; second, that the aim and object of the institution should be two-fold, viz.: educational and custodial. He urges truly that the state should care for its feeble minded, not only for the betterment of this class of unfortunates, but as a measure of social self-preservation, for the greater health, physical and moral, of the social body. His long years in the work here enabled him to see the utter folly of allowing these feeble folk to go out into the world to reproduce their kind. Statistics show that of this class sent out, for every hundred dismissed, in the course of six or eight years their number has increased three times. He believes that when they have graduated from the educational institution, they should be sent to a custodial farm where they should remain for life under the care and supervision of the state, happy and harmless.

Dr. Doren believes that there is no field of political economy which can be worked to better advantage for the diminution of crime, pauperism and insanity than that of idiocy. Only a small percentage should ever be returned to the community and then only under conditions that would preclude the probability of marriage or becoming sources of moral and physical disease under the garb of tramps or incorrigibles.

#### THE INSANE HOSPITAL.

The state insane hospital, located on a farm of 300 or 400 acres, five miles out from Toledo, is generally conceded to be a model institution. One gets the first hint of the new idea about the care of the insane in the name of the institution.

It is not "asylum," which calls to mind a great, gloomy place of incarceration for shrieking and gibbering lunatics, but "hospital," where the sick are tenderly cared for.

The institution is only about ten years old and has profited by being able to test the more advanced theories concerning the care of the insane. About 200 acres have been laid out in all the attractions of the landscape gardener's art. In the center are grouped in convenient juxtaposition the numerous buildings that constitute the hospital, the whole giving one at a distance the idea of a beautiful village. Both in the construction and grouping of the buildings the twin idea of beauty and utility seems to have been paramount. The administration building, large, handsomely and conveniently arranged, is not only the business headquarters for the institution but the home of the superintendent. Near it is a handsome chapel where religious services are conducted regularly on the Sabbath. A large amusement hall attracts the eye and is in constant use, about once a week a dance is given and seems to be greatly enjoyed by the patients able to take part. They have a very good band of musicians and music is quite a feature of all the entertainments, it having a wonderfully soothing and quieting influence over the insane. Concerts, lectures, dramatic entertainments, etc., succeed each other in rapid succession, so that there is generally something nearly every evening in the week, the people of the city gladly contributing anything available in the way of amusement. A lecture on Cuba, illustrated by stereopticon views was given one evening of my visit and I looked over an audience of 1,000 insane people, who all through the long lecture gave good attention and not once was there a sign of any noise or disturbance.

One thing that surprised me very much was the idea of a large dining hall in a building set apart for the purpose, where all the patients able to do so, regularly take their meals together. At a given signal the patients in the various cottages march in a double column to the dining hall, quietly seat themselves at their table in regular order, each table presided over by the cottage attendant. I saw about 700 dining together in this way and they chatted and ate as quietly and naturally as ordinary people would in a large hotel. It seemed incredible that so much liberty could be given this dangerous class of people, but I was assured that there had never been any serious trouble with them. Of course, there were a good many attendants on the alert so that if a patient became suddenly violent he was quietly and gently led out of the room before others

were excited by him. The cottages are handsome, two-story brick buildings, all built on the same general plan and arranged to accommodate about forty patients. Each faces the broad driveway, surrounded by lawn, has a broad, comfortable porch in front and made attractive by vines, shrubs and abundance of flowering plants. There are no iron bars at the windows, suggestive of a prison house. On the contrary, there is nothing to indicate that the building was designed for any other purpose than an ordinary comfortable residence. On entering the cottage you step from a small hall or vestibule into a large, well-lighted, well-ventilated parlor. The polished floors are covered with large, handsome rugs; pictures on the walls; handsome draperies and curtains, an abundance of easy chairs, large and small rockers, an open piano, plants and flowers in profusion. On the tables, books and papers, showing that they are in use. Scattered about the room or in groups are the patients, and mingling with them in a pleasant, friendly manner, one or two attendants. There is nothing to indicate that it is other than an attractive, comfortable home for invalids. The patients are encouraged to exert themselves to be helpful to others. The idea is that each insane person should be led away from his own delusion constantly and persistently by occupying his attention in another direction until finally his fixed idea grows less and less and he is led along the road to recovery. As an instance of this I observed in one of the cottages a wild-eyed, gaunt woman go across the room to a patient who had thrown herself upon a lounge sobbing and moaning pitifully. She tried in such pathetic ways to soothe her, and finally the sobs ceased, the moans grew fainter and the woman had won at least a partial success. On inquiry I learned that this same wild-eyed patient was entered as a dangerous maniac, that probably there was no cure for her, but that she was kept harmless and happy by being encouraged in the belief that she was doing great good in the world by helping others, and as a matter of fact, she was an able assistant. What a contrast to the old idea that these unfortunate creatures must be confined in a small, barren, barred cell, there to serve out a miserable existence, with nothing to divert them from their malady, everything to sink them deeper and deeper in the depths of an awful and incurable disease. Through curtained archways you catch glimpses of smaller rooms similarly furnished, where patients rest or read or work in pleasant retirement and yet not alone. The second story is chiefly a large dormitory where the patients sleep in separate beds but in the same room and several small rooms

for temporary lodgment of patients needing special and constant care. Each floor is furnished with commodious baths and toilet rooms, clothes closets, etc. The doctor explained that the plan of having the patients sleep in one large room seemed preferable on several accounts, the chief one being that patients were better contented and less liable to make a disturbance, each exerting a restraining influence over the other. Night nurses are always on duty so that no patient is ever made to feel that he is alone or neglected. The doctor and I dropped in unexpectedly one evening at one of the cottages just in time to see "ghosts flitting about," and I shall never forget the scene of fun and frolic that suddenly ceased when the "ghosts" discovered my presence, and later on, how the faces that peeped at me from the pillows still showed the influence of the cheerful disrobing hour.

They are permitted to go out of doors whenever they choose, wander about the grounds, go fishing or boating, picking berries, anything that will entertain or keep them pleasantly occupied. It is all a part of the plan for the cure of the insane. There are no high walls around the grounds to prevent escape, and there are no escapes. There is every appearance of unrestraint, and yet every patient is under constant surveillance. The superintendent, Dr. Tobey, told me that nothing he had attempted to do had met with such determined opposition as the making of an artificial lake on the grounds, the idea being that it would be a perpetual invitation to suicide. The ground was low and swampy and the doctor decided that beauty and scenery demanded the construction of a lake which should serve the double purpose of draining the ground and affording pleasure to the patients. In ten years there have been two deaths from drowning, both accidental.

During and since my visit to the insane hospital my brain has been busy with the thought, "How can we adopt the main and desirable features of this institution to the betterment of our own?" In a recent visit to Pueblo I discussed the matter quite freely with the superintendent, Dr. Thombs, and I am glad to say the doctor entered heartily into the spirit of the idea and seems not only willing but eager to adopt any suggestions that are practicable.

I see no reason why the cottage plan may not be adopted for our state institutions. There is urgent need for the accommodation of about fifty women patients at the present time. Instead of building a wing to the present woman's building, as was the original plan, a cottage constructed according to the modern

idea of caring for the insane could be built as easily and I believe as cheaply as a wing. Dr. Thombs is having a set of plans for such a cottage prepared and will soon present them to the Board of Charities and Corrections for approval. I think it important that this plan should be carefully studied before being adopted, because of its being an initial step in this direction.

The superintendent of the insane hospital impressed upon my mind the importance of having plenty of tillable land owned by the institution, not only because it furnished supplies and materially reduced the expenses of the institution, but because it was so large and important a factor in the care and cure of the patients. I believe immediate steps should be taken to secure more land for the institution at Pueblo. Already the grounds are too limited and the patients debarred from the healthful out-of-door exercise which is all-important to these sick people. At the frightful rate at which insanity is increasing in our country, it is certainly wisdom to provide liberally in this respect for future needs.

I am fully persuaded that with careful, thoughtful management, our own state institution can gradually be worked up to become a model institution, conducted on the most approved scientific methods, and a blessing to those unfortunates seeking its sheltering care.

Respectfully submitted,

IDA NOYES BEAVER.

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