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STATE BOARD OF CHARITIES  
AND CORRECTION

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# FOURTH BIENNIAL REPORT

OF THE

## STATE BOARD

.....OF.....

# CHARITIES AND CORRECTION

FOR THE BIENNIAL PERIOD

ENDING NOVEMBER 30, 1898



DENVER, COLORADO  
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1899

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# THE STATE BOARD OF CHARITIES AND CORRECTION.

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Office, Room 1, State Capitol.



GOVERNOR ALVA ADAMS, *Ex-officio*.

MRS. SARAH S. PLATT,	Denver,	Term expires April 3, 1899.
T. H. DEVINE,	Pueblo,	Term expires April 3, 1899.
MRS. N. P. HILL,	Denver,	Term expires April 3, 1901.
J. S. APPEL,	Denver,	Term expires April 3, 1901.
REV. T. H. MALONE,	Denver,	Term expires April 3, 1903.
WILLIAM F. MCDOWELL,	University Park,	Term expires April 3, 1903.



## OFFICERS.



MRS. SARAH S. PLATT . . . . .	PRESIDENT.
WILLIAM F. MCDOWELL . . . . .	VICE-PRESIDENT.
C. L. STONAKER . . . . .	SECRETARY.
MRS. LUCY I. HARRINGTON . . . . .	CLERK.

### Standing Committees.

On Insane . . . . .	WILLIAM F. MCDOWELL.
On Dependent Children . . . . .	MRS. S. S. PLATT.
Industrial Schools . . . . .	J. S. APPEL.
Penitentiary . . . . .	T. H. DEVINE.
Reformatory . . . . .	REV. T. H. MALONE.
Deaf and Blind . . . . .	MRS. N. P. HILL.
Soldiers' Home . . . . .	The Secretary.
On Plans for Buildings . . . . .	J. S. APPEL and The Secretary.

## AN ACT

### CREATING A BOARD OF CHARITIES AND CORRECTIONS.

*Be it Enacted by the General Assembly of the State of Colorado:*

Section 1. That the governor shall appoint six persons, by and with the advice and consent of the senate, who shall constitute a State Board of Charities and Corrections, to serve without compensation; two of whom, as indicated by the governor upon the first appointment, shall serve for two years, two for four years, and two for six years; and upon the expiration of the terms of each, his or her place and that of his or her successor, shall, in like manner, be filled for the term of six years. The governor shall be *ex-officio* a member of said board. Appointments to fill vacancies caused by death, resignation or removal before the expiration of such terms may be made by the governor, to hold until next meeting of the general assembly. The governor may at any time remove any member of said Board upon causes to be specifically stated.

Sec. 2. The secretary of state shall provide rooms suitably furnished, for the use of the Board; in which it shall hold regular meetings quarterly, but it may hold adjourned, special or called meetings at such times and in such places within this state as, in its discretion, shall be deemed necessary. It may make, adopt and enforce for the regulation of its own proceedings, such rules and orders as are necessary to carry into effect the purposes for which this Board is created and maintained. It shall have the power to investigate the whole system of public charities and 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, and the officers of the various institutions named herein, shall, without necessary delay, when so requested in writing, furnish to the Board such information statistical or otherwise as may be demanded. The Board may prescribe such forms as it may deem necessary to secure uniformity and accuracy in the statements made by the several institutions reporting. All plans for jails, hospitals and similar buildings shall be submitted to this Board for suggestions, criticisms and approval before the same shall be adopted by the state, county or municipal authorities.

The Board in its discretion, or upon the official request of the governor or of the general assembly may, at any time, make an investigation by the whole Board, or by a committee thereof, of the condition and management of any of the institutions under its charge, and the Board, or the committee making such investigations, shall have the power to send for persons and papers, and to administer oaths and affirmations.



A full report of such investigation, including the testimony, shall be made to the governor and by him transmitted, with his suggestions, to the general assembly.

Sec. 3. The said Board shall appoint a secretary, who may or may not be a member of said Board and who shall be paid for his services, in addition to his traveling expenses such annual salary as shall be agreed upon by the Board. All accounts and expenditures shall be paid in the same manner as the expenditures of the executive departments of the state are paid.

Sec. 4. Whenever the Board shall deem it advisable and expedient to obtain information in respect to the condition and practical workings of charitable, penal, pauper and reformatory institutions in other states, the governor may authorize or designate any member or members of said Board, or the secretary thereof, to visit such institutions in operation in other states; and by personal inspection to carefully observe and report to said Board on all such matters relating to the conduct and management thereof as may be deemed to be interesting, useful and of value to be understood in the government and discipline of similar institutions in this state.

Sec. 5. No member of said Board or their secretary shall be directly or indirectly interested in any contract for building, repairing or furnishing any institution, which by this act they are authorized to visit and inspect; nor shall any officer of such institution be eligible to appointment on the Board hereby created.

Sec. 6. The Board shall biennially make to the governor a full and complete report of all their acts during the two preceding years, stating fully and in detail all expenses incurred, all officers and agents employed, with a report of the secretary, embracing all the respective proceedings and expense during the two years and showing the actual condition of all the institutions under their control, with such suggestions as they may deem necessary and pertinent. This report shall be printed as a public document.

Sec. 7. The sum of three thousand dollars is hereby appropriated out of any funds not otherwise appropriated for each of the years 1891 and 1892 for the payment of all expenses made necessary by this act, including salaries.

Sec. 8. *Whereas*, It is the opinion of the general assembly that an emergency exists; *therefore*, this act shall take effect and be in force from and after its passage.

JESSE WHITE,

*Speaker of the House of Representatives.*

WM. STORY,  
*President of the Senate.*

Approved March 19th, 1891.

JOHN L. ROUTH,  
*Governor.*

[Endorsed.]

STATE OF COLORADO.

Senate Bill No. 34.

An act creating a State Board of Charities and Corrections.  
State of Colorado, Secretary's Office, ss.

This act was filed in my office this 19th day of March, A. D. 1891,  
at 10:40 o'clock a. m.

E. J. EATON,

By G. W. TEMPLE,  
*Deputy Secretary.*

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## SUMMARY OF RECOMMENDATIONS.

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- 1. New lunacy law.
2. Non-salaried boards of control.
3. Civil service in subordinate positions.
4. Indeterminate sentence and parole law.
5. Habitual criminal law.
6. Prison labor.
7. Land and permanent buildings for State Home for Dependent Children. Boarding out of permanent charges.
8. Land and permanent buildings for State Industrial School for Girls. Uniform per diem charge for girls committed. Committed girls to be accompanied from court to school by a woman.
9. Amendment to law of Soldiers' and Sailors' Home changing time of residence in state, prerequisite to admission, from one to two years, provided, soldiers of Colorado regiments be declared eligible for admission at any time. Amendment excluding admission of dependents save wife, widow or mother or army hospital nurse.
10. Amendment to law of reformatory to permit the commissioners to remand to the trial court all discovered ex-convicts to be re-sentenced to the penitentiary. Amendment to law removing maximum age limit. Amendment to law requiring officers arresting paroled prisoners to notify warden.
11. Amendment of law of penitentiary requiring that a prisoner making an assault on an officer shall forfeit all good time already earned and be ineligible to parole.
12. Separate board of commissioners for reformatory.
13. That boards of county commissioners be authorized to appropriate annually a sum not to exceed \$50 for the use of board of county visitors.
14. Amendment to the law of poor relief requiring quarterly reports from the county clerks to the State Board of Charities and Correction on blanks to be furnished from this office.
15. Private associations undertaking any form of charitable work to secure a charter from the State Board upon application without fee, and requiring annual reports.

LETTER OF TRANSMITTAL.



Office of the  
State Board of Charities and Correction,  
State Capitol, December 31, 1898.

TO HIS EXCELLENCY,  
ALVA ADAMS,  
Governor of Colorado.

Sir:—I have the honor to submit herewith the biennial report of the State Board of Charities and Correction for the biennial period ending November 30, 1898, as required by law.

Respectfully submitted,

SARAH S. PLATT,  
President.

Attest:

C. L. STONAKER,  
Secretary.

**A**S a hospital flag, on every battlefield of civilized warfare is an emblem of neutrality and a sacred guarantee of protection to sick or wounded men; so, and more so, in political warfare the asylums for our dependent and defective classes should be sacred from the attacks of contending parties.

—Ex-President Rutherford B. Hayes.



# FOURTH BIENNIAL REPORT

...OF THE...

## STATE BOARD OF CHARITIES AND CORRECTION.

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Office of  
The State Board of Charities and Correction,  
State Capitol, December 31, 1898.

To the Governor—Herewith is submitted the fourth biennial report of the operations of this Board, its recommendations and accompanying tables and general information.

---

### RECOMMENDATIONS TO THE LEGISLATURE.

It has been the custom of this Board to make recommendations in its biennial reports to the legislature of such legislation as in its judgment is necessary and appropriate. During the history of this Board much of the legislation asked for in this manner has been granted, while there remained matters of legislation, which from various causes, while favorably considered by the respective houses, failed to pass both houses.

There remains much to be done to put the state charitable and correctional institutions upon a plane commensurate with the standing which this commonwealth has won in the Union, and this Board most respectfully urges that due attention and thought be given to the needs of the several institutions and interests coming under the survey of the State Board of Charities and Correction.

---

### STATE INSTITUTIONS.

The state of Colorado has undertaken to provide for the care, education and training of almost all classes of society, the epileptic, feeble-minded and adult blind being practically the only exceptions. The higher education is most liberally provided for. Our high schools and com-

mon schools are equal to the best in the land, and in many of our communities the kindergarten, sloyd, manual training and some technical instruction are likewise included. Provisions are in our law for public libraries.

In public charities the state has undertaken a noble work planned on a generous scale. The increasing demand upon the state's financial resources will tax the incoming legislature to meet these demands, for in no previous period has so much been asked for, while the proportionate revenue to be disbursed shows a constantly diminishing ratio.

It is important, therefore, at this time to determine how the public charity of this state shall be dispensed. The state can not afford to undertake to dispense its charity on any other basis than that of the most modern, scientific methods. State care should be of a character worthy the dignity of statehood. If the revenues available for the purpose shall be found insufficient, then state care should be augmented by county support and from private sources. In other words, the state may maintain its control and management of its charitable institutions, but may ask of the counties support on a *pro rata* basis. This may be supplemented by requiring from private sources payment for the cost of maintaining charges committed to the charitable institutions of the state.

The State Board of Charities and Correction believes in state care and state maintenance when the state revenues are sufficient for all purposes. Pending such a time, however, we believe that the counties should be asked to contribute in proportion to the number of state charges committed to the institutions. To carry this principle out to a conclusion may possibly be impracticable, but so far as it is practicable it should be done.

In reviewing the institutions coming under the survey of this Board, we have endeavored to keep in mind the limited revenues of the state and the comparative requirements of these several institutions, and have based our findings and recommendations accordingly.

These institutions are:

State Home for Dependent and Neglected Children, Denver.

State Industrial School for Girls, Denver.

State Industrial School for Boys, Golden.

Colorado School for the Education of the Deaf and Blind, Colorado Springs.

Soldiers' and Sailors' Home, Monte Vista.

Colorado Insane Asylum, Pueblo.

State Reformatory, Buena Vista.

State Penitentiary, Cañon City.

TABLE I.  
STATEMENT OF APPROPRIATIONS FOR BIENNIAL PERIOD ENDING  
NOVEMBER 1, 1898.

INSTITUTION	Special	Current	Total
State Home for Dependent and Neglected Children .....	-----	\$ 20,000 00	\$ 20,000 00
Industrial School for Boys .....	-----	50,000 00	50,000 00
Industrial School for Girls .....	\$ 5,000 00	-----	5,000 00
School for Deaf and Blind .....	5,000 00	-----	5,000 00
Soldiers' and Sailors' Home .....	-----	40,000 00	40,000 00
State Insane Asylum .....	35,318 52	15,000 00	50,318 52
State Reformatory .....	10,105 10	50,000 00	60,105 10
State Penitentiary .....	-----	150,000 00	150,000 00

TABLE II.  
SHOWING EXPENDITURES.

INSTITUTION	Total Maintenance	Cash Earnings	Deficit
State Home for Dependent and Neglected Children.....	\$ 20,000 00	.....	.....
Industrial School for Boys.....	59,457 02	\$ 4,661 94	\$ 4,795 08*
Industrial School for Girls.....	.....	.....	.....
School for Deaf and Blind.....	95,541 54	11,118 73	5,919 02
Soldiers' and Sailors' Home.....	58,326 42	.....	.....
Insane Asylum.....	149,456 91	579 00	18,636 44†
State Reformatory.....	74,131 08	121 64	22,631 08*
State Penitentiary.....	192,354 45	16,650 43	25,704 02*

\* Authorized certificate of indebtedness.

† Anticipated revenue from mill tax.

TABLE III.  
SHOWING APPROPRIATIONS ASKED FOR.

INSTITUTION	Maintenance	Improvements
State Home for Dependent and Neglected Children .....	\$ 30,000 00	\$ 40,000 00
Industrial School for Boys .....	60,000 00	10,000 00
Industrial School for Girls .....	25,000 00	20,000 00
School for Deaf and Blind .....	-----	24,000 00
Soldiers' and Sailors' Home .....	50,000 00	25,000 00
Insane Asylum .....	81,032 00	190,800 00
State Reformatory .....	75,000 00	50,500 00
State Penitentiary .....	185,000 00	5,000 00

TABLE IV.  
SHOWING APPROPRIATIONS RECOMMENDED BY THE STATE BOARD  
OF CHARITIES AND CORRECTION.

INSTITUTION	Maintenance	Special
State Home for Dependent and Neglected Children.....	\$ 30,000 00	\$ 40,000 00
Industrial School for Boys.....	50,000 00	10,000 00
Industrial School for Girls.....	-----	20,000 00
School for Deaf and Blind.....	-----	-----
Soldiers' and Sailors' Home.....	40,000 00	5,000 00
Insane Asylum.....	85,000 00	113,436 44
State Reformatory.....	65,000 00	15,000 00
State Penitentiary.....	-----	-----

**STATE HOME FOR DEPENDENT AND NEGLECTED CHILDREN.**

(Established by act approved April 10, 1895, amended by act approved April 17, 1897.)

The state of Colorado by this law has undertaken to care for dependent minor children committed to it by judicial process, and as guardian to educate them and care for them until a home can be found and they can be permanently adopted by residents of the state. It already develops that there must be necessarily of this number a certain percentage of children who can not be placed in homes, and the state will be required to care for them until they are self supporting.

The necessity for the state taking dependent children under its protection is now urged by all leaders in practical philanthropic work in this country. Juvenile dependents, unless placed in proper environment, generally swell the ranks of our habitual criminal class, and it is necessary, as a matter of protection to the state, to make an effort to train these minor wards that they may become useful citizens.

The first biennial appropriation for this home was \$10,000, and this sum was expended in rental, salaries, furnishings and equipment, maintenance and traveling expenses of the state agent.

The appropriation for the second biennial period was \$20,000, which sum has been expended in like manner.

Rented quarters must necessarily be inadequate, relatively expensive and, for many other reasons, totally undesirable for carrying on the work as the law intends. We endorse the recommendation of the board of control for a permanent site and suitable buildings as absolutely essential for the successful operation of this State Home. A tract of land at least ten acres in size, and two buildings, one for each sex, with a small hospital, are essential. When children, as has been the custom in the past, are sent to the public schools, their progress is hampered materially by loss of time each school year owing to quarantine restrictions made necessary during the prevalence of childhood maladies. Although only one child may be exposed, owing to lack of hospital facilities at the present rented quarters, all must be excluded from the public schools. The State Home should have its own school.

It has been shown by the present management that the children are capable of being taught to do a considerable amount of work on the premises; on a farm tract they could give material service that would be beneficial to themselves and result in a saving in the cost of maintenance. During the past year there was paid for eggs, \$115; for milk, \$675; for vegetables, \$150, besides a rental of \$600 per annum.

The state agency work will always be an expensive item in the operation of the State Home. The evils often arising in children's societies operating under private auspices are sufficiently grave to attract attention, and it is this state supervision which gives this institution its value. Through the aid of boards of county visitors the expense of state supervision may be kept within reasonable limits.

As the benefits of this institution become better understood and more widely known by the people of the state, demands on its resources will be increased.

The board of control has been most zealous and ardent in its work of supervision and organization of the State Home, every member having devoted a great amount of personal time and thought to the work. The board has been fortunate in its selection of the local superintendent and matron, Mr. and Mrs. H. W. Cowan.

#### RECOMMENDATIONS.

Knowing how careful the management has been in the past, we feel justified in endorsing the requests of the board of control, which are as follows:

For boys' cottage.....	\$10,000
For girls' cottage.....	10,000
For land.....	10,000
For equipment, including heating plant, laundry, furnishings, etc....	10,000
	-----
Total special appropriations....	\$40,000
Maintenance .....	30,000

In the event that the finances of the state absolutely prevent the purchase of a permanent site and the erection of buildings, we respectfully recommend that a total appropriation of \$30,000 be made for the maintenance of the State Home during the coming biennial period and to defray the expenses of rental, furniture, clothing, and traveling expenses of the state agent.

We recommend that the law be amended to provide for the boarding out, in suitable families and under proper restrictions, of children who are of necessity to become permanent state wards, whenever the board of control may so elect.

---

#### STATE INDUSTRIAL SCHOOL FOR BOYS.

(Established by act approved February 12, 1881. Amended by subsequent legislatures.)

The site of Jarvis hall, afterwards the State School of Mines, was given over to this purpose and the school opened in June, 1881. The grounds then comprised ten acres. Its growth was rapid and additional buildings were constructed from time to time. Fifteen acres of land adjoining the site were purchased, and subsequently a tract of land has been leased. In March, 1888, forty acres of land were added to the grounds.

During the past biennial period the entire premises have been policed, the buildings overhauled, and a great amount of improvement to the physical condition made under the vigorous management of the board of control and Superintendents Smither and Olds.



At the present time the physical condition of the premises is admirable, but a considerable amount of money must be expended for repairs and improvements necessary to make this something more than a place of detention. Superintendent Olds, during the past year, has reopened the manual training department, to the great advantage of the intellectual and moral training of the boys as well as the development of their hands and eyes. As a school the institution still falls far short of its purpose.

The difficulties under which the board of control and the superintendent have labored are shown in their biennial report.

The electric lighting costs \$65 a month, and the board of control has been anxious to put in an electric light plant, which might be valuable not only for lighting, but for the instruction of the boys. The heating arrangements are in great need of a general overhauling. The old building is heated but poorly by nineteen stoves, which constantly menace the safety of both building and occupants. The sanitary arrangements, including baths and general plumbing, are very unsatisfactory. The institution needs some modern machinery in the laundry, additional school rooms, additions to the library and the printing office. A general shop for sloyd and manual training and industrial work is greatly to be desired, especially if the institution is always to remain on its present site.

Modern progress in industrial schools tends to their location on large tracts of farm land, where diversified industries can be carried on. Farming ground available at the present site is limited in acreage.

While the financial condition of the state at the present time will not warrant very liberal appropriations, and some of the foregoing suggestions must be postponed for the time being, we deem it wise to direct the attention of the legislature at this time to the necessity of advancing the industrial features of the institution and to insisting upon the adoption of methods that will put this institution on a higher plane.

#### RECOMMENDATIONS.

We recommend an appropriation for maintenance (in addition to cash receipts) of at least \$50,000. For needed equipment \$10,000.

We would recommend amendment to the law that will provide for the commitment of boys for incorrigibility, or living in habits of vice, were the state in a position to appropriate a sufficient fund for the maintenance of the increased number of boys that would be committed under such a law.

We recommend the encouragement of the parole of boys committed to the institution as soon as they are properly trained and disciplined so that they can live on parole without falling into evil ways, and we favor in this connection the plan of boarding the boys in private homes under proper restrictions so far as the board of control are able to make suitable arrangements.

## STATE INDUSTRIAL SCHOOL FOR GIRLS.

(Established by law approved April 4, 1887. Amended by act approved April 28, 1897.)

Under the operations of this law, girls convicted of offenses against the law were sentenced to the Golden reform school for a time and thereafter they were committed to the care of the sisters of the House of the Good Shepherd in Denver. The law requires that the county committing a girl shall pay the expense of maintenance.

On June 20, 1895, the board of control was appointed by Governor McIntire, and this new board withdrew from the House of the Good Shepherd all state charges, establishing an independent institution at what is known as St. Cloud hotel, on St. Charles street, Denver. At the time of this withdrawal there was due to the House of the Good Shepherd the following amounts as shown in the bills presented, namely:

Arapahoe county.....	\$3,801 00
Boulder county.....	2,325 25
El Paso county.....	2,818 00
Las Animas county.....	32 00
Pitkin county.....	1,584 00
Archuleta county.....	-136 50
Lake county.....	32 50
Yuma county.....	5 00
Pueblo county.....	466 50

The attorney general has ruled that these amounts were due from the several counties and not from the state.

The income from the counties was not sufficient to open and establish additional money was secured and a beginning was made. The legislature, the school, but by popular subscription and by public entertainments ad- in 1897, made an appropriation of \$5,000 for repairs and improvements, but this sum was declared unavailable for maintenance, and the existence of the institution has been precarious.

Elsewhere in this report will be found a summary of the investigation made by this Board in February, 1898, which resulted in a complete change of management and the removal of the Home to the present quarters east of the city. The board appointed by the governor in February resigned in July, and the board now having the affairs of this institution in charge was appointed.

When the present board took hold there was a debt of \$1,300, and uncollected revenue from the counties of \$4,000. The board has paid the floating debt, has collected much of the outstanding revenue due from the counties, and, by careful financing, has been able to keep the institu-

tion going to the present time. This has required very much thought and personal attention and the board of control is to be commended for its efforts.

Of the duty of the state towards the class of girls committed under the law to this institution there can be no question. Elsewhere in this report we respectfully refer you to a discussion of this subject.

If this institution is to accomplish much good it will be necessary to give it a permanent home with sufficient ground and suitable buildings.

#### RECOMMENDATIONS.

We recommend that the sum of \$20,000 be appropriated for the purchase of land and the construction of suitable buildings.

We recommend that the law be amended requiring the several counties to pay the uniform sum of fifty cents per diem for the care and maintenance of girls committed to the school regardless of age at the time of commitment.

We recommend that there shall be a provision in the law providing that girls committed to the school shall be accompanied from the court to the school by a woman.

---

#### COLORADO SCHOOL FOR THE EDUCATION OF THE DEAF AND BLIND.

(Organized under territorial law in 1874; new act approved March 15, 1877; amended 1895.)

The state has been very generous in maintaining this school, which has resulted in a most efficient institution, equipped with a strong corps of instructors and provided with plenty of buildings and a fairly liberal amount of equipment. In proportion to the enrollment of the school, the expense of operation seems heavy, but of necessity this must be, else the practical value of this school is lost.

The state has undertaken to educate two classes of defective children, the deaf and blind, while there remains unprovided for the children of arrested mental development, the feeble minded and idiotic, and these latter classes for obvious reasons need education and isolation. In the present condition of the finances of the state, this Board feels justified in suggesting caution in the amount of money to be appropriated for any one institution.

In view of the urgent demands of other state institutions, this Board does not see its way to recommend any special appropriation for the deaf and blind, believing that all urgent repairs can be provided for out of the revenues accruing from the  $\frac{1}{2}$ -mill tax levy.

**SOLDIERS' AND SAILORS' HOME.**

(Established under act approved March 15, 1889; amended April 12, 1893, and April 10, 1895.)

This Home is located three miles east of the town of Monte Vista, on land donated by the citizens of Monte Vista and vicinity, consisting of an eighty-acre tract used for farming and forty acres upon which the buildings stand, a portion being covered by a lake, and a garden tract of ten acres. Practically one hundred acres are available for farm purposes. The buildings consist of the commander's residence, a main building two stories in height with two wings, each one story in height, and a well lighted basement under the whole; a hospital building, a power house, used as kitchen and dining room, and a commissary building, all of stone. There is also a cheap frame assembly hall, several small buildings and sheds built of lumber. The water supply comes from artesian wells and is ample and excellent. The premises are well supplied with sewer connections.

Owing to the physical condition of the old soldiers who seek the medical attention and comforts which this institution provides, but little productive work can be asked of them, and last year even the garden was but a partial success, the farm acreage being let out on shares. The capacity of the institution is taxed to the utmost, and there are many old soldiers awaiting enlarged capacity that they may enter. The experience of this with similar institutions in other states, demonstrates that increased hospital facilities are constantly demanded and the time is not far distant when the hospital feature will be the main requirement of the Soldiers' Home.

The Board believes that the discipline of the Home has been well maintained by Commander French and that all the comfort possible under the income has been accorded the inmates. Complaints were made to this Board in 1897 of partiality and undue severity on the part of Commander French, but, after a careful inquiry, the board believed the complaints were not well founded. Subsequent observations led the board to the opinion that with the withdrawal of the parties making the complaints from the Home, all further friction and trouble ceased.

**RECOMMENDATIONS.**

The present law admits to the Home all honorably discharged soldiers and those dependent upon them who have been residents of the state for one year preceding the time of application for admission. This board recommends that the time limit for citizenship be extended to two years previous to the time of application, with the provision that all soldiers of Colorado regiments be eligible for admission immediately upon application, regardless of place of residence. We further recommend that the words "those dependent upon him" be stricken out, because the state is not in a position to care for the families of old soldiers, and because it has been

proven in other states that such a law leads to great abuses. In lieu of this, we suggest that the words "and wife, widow or mother or army hospital nurse" be substituted for the phrase "those dependent upon him."

We recommend an appropriation of \$40,000 for maintenance and \$5,000 for additional hospital facilities.

### STATE INSANE ASYLUM.

(Established by act approved February 8, 1879.)

Elsewhere in this report will be found reference to this institution in a discussion of the subject of the "State Care of Insane." Also in the report of this board on an investigation of the Asylum findings relative to its condition and recommendations for future management are made.

A very liberal appropriation is required both for buildings and for maintenance. It is very deficient in the matter of furniture, kitchen and dining room utensils and equipment. The supply of clothing is very meager, and there is much need of repairs and betterments about all the buildings.

Additional buildings must be provided, of which a hospital for acute sick is absolutely essential, while the increase in the number of insane charges in this state warrants the construction of at least two cottages.

A provision in the proposed lunacy law should be made requiring pay from patients having estates or relatives able to reimburse the state for the care and treatment of insane charges. The law operating in a number of states fixing the residence of insane persons and deporting all aliens should be likewise adopted in this state.

We desire to renew the recommendations made by this board to the governor in the report of the committee which investigated the affairs of the Colorado State Insane Asylum.

### INSANE ASYLUM APPROPRIATIONS.

From the establishment of the Colorado Insane Asylum at Pueblo, in 1879, the appropriations made by the legislature at biennial sessions have been as follows:

1879-80.....General .....	\$ 8,000 00
1881-82.....Land and buildings.....	60,000 00
1883-84.....General, lands, buildings, furnishings.....	80,000 00
1885-86.....Outstanding indebtedness.....	27,000 00
1885-86.....Furniture and maintenance.....	16,000 00
1887-88.....Outstanding indebtedness.....	8,643 61
1887-88.....Maintenance, insurance, furnishings.....	20,000 00
1887-88.....Complete new wing, male building.....	15,000 00
1887-88.....Complete new wing, female building.....	30,000 00
1889-90.....General maintenance.....	20,000 00
1889-90.....Insurance .....	3,500 00

1889-90.....	Finishing west wing, male building.....	14,599 00
1889-90.....	Building east wing, female building.....	29,644 98
1889-90.....	Furnishing both.....	2,000 00
1889-90.....	Irrigating ditch.....	1,500 00
1889-90.....	Reading room and amusement hall.....	500 00
1891-92.....	General maintenance.....	20,000 00
1891-92.....	Insurance .....	4,000 00
1891-92.....	Irrigating ditch.....	2,250 00
1891-92.....	New female building.....	60,000 00
1893-94.....	General fund.....	20,000 00
1893-94.....	Finishing west wing, male building.....	2,340 00
1893-94.....	Furnishing same.....	2,000 00
1893-94.....	New wing, male building (cottage).....	25,000 00
1893-94.....	Repairs and completion.....	1,575 00
1893-94.....	Lunacy inquest and transportation.....	5,000 00
1895-96.....	General maintenance.....	14,000 00
1895-96.....	Completing cottage.....	6,500 00
1895-96.....	Furnishing same.....	2,000 00
1895-96.....	Boiler, replacing furniture.....	3,500 00
1897-98.....	Maintenance and insurance.....	32,500 00

Appropriations for deficit of \$32,818.52, and for new cottage, \$25,000, out of internal revenue fund, were vetoed by Governor Adams.

At the request of this office, Dr. Thombs furnished the following statement of the cost of buildings at the Insane Asylum:

#### APPROPRIATIONS FOR BUILDINGS.

1879.....	For buildings, male department.....	\$ 13,000 00
1881.....	For east wing, male department.....	55,000 00
1883.....	Finishing and furnishing male department.....	80,000 00
1885.....	West wing, furniture and sewage, male department..	27,000 00
1887.....	Building wing, female department.....	45,000 00
1889.....	For finishing and furnishing upper ward, west wing, male department.....	14,599 00
1889.....	For addition to female department.....	26,964 00
1889.....	Furniture for female department.....	2,000 00
1893.....	For male cottage, \$30,915; amount received.....	19,340 00
1895.....	For completing male cottage.....	6,500 00
1895.....	For furnishing male cottage.....	2,000 00
1895.....	For addition to boiler house.....	2,500 00
Total .....		\$293,903 00

## RECOMMENDATIONS.

The commissioners for the State Insane Asylum estimate that during the coming biennial period four cottages, each having a capacity of fifty patients, will be required. Estimated cost, \$160,000. We believe that two cottages will suffice, each costing \$30,000.

They recommend that the attendants be increased from eleven to twenty-six, estimated to cost \$5,400 per annum, or \$10,800. We endorse this recommendation.

They ask for an assistant medical superintendent at \$1,500 per annum, or \$3,000 for the biennial period. We endorse this request.

They ask for a hospital, estimated cost \$15,000. We recommend this strongly.

They ask for an amusement hall, to cost \$2,000. While this is desirable, other and more urgent needs prevent our endorsement of this request.

They ask for insurance, \$2,500; for ventilating appliance, \$1,500; for furnishing three unused rooms, \$2,000; to meet the present deficit, \$18,636.44; maintenance, \$85,000; all of which we endorse.

## SUMMARY.

	Commissioners' Estimate.	Board of Charities' Estimate.
Cottages .....	\$160,000 00	\$ 60,000 00
Fifteen attendants.....	10,800 00	10,800 00
Hospital .....	15,000 00	15,000 00
Amusement hall.....	2,000 00	.....
Assistant physician.....	3,000 00	3,000 00
Other improvements.....	6,000 00	6,000 00
Deficit .....	18,636 44	18,636 44
Maintenance .....	85,000 00	85,000 00
	\$300,436 44	\$198,436 44

## REFORMATORY.

(Established by act approved April 19, 1889; amended 1891.)

The physical condition under the supervision of Warden Hoyt has been maintained in a most excellent manner. So far as the capacity of the place permits, he has made a very good showing in farm and shop work, and the inmates have been kept busy during every work day.

The discipline has been well maintained, as the records will bear out. The food has been abundant and wholesome, the sanitary conditions are on a high plane, absolute cleanliness prevails in the cell house, and the entire premises present a clean and orderly appearance.

The record made by the parole system in force there is unusually high and compares favorably with the best institution of its kind in America. Owing to the limited capacity of the cell house, releases on parole have been granted more speedily than is probably wise, but by exercising considerable discretion and judgment, the commissioners have succeeded in making a good showing in this regard.

The need of a new cell house, or a building to be used as dormitory for the better grade of prisoners sentenced to the Reformatory, is urgent. A building to be used as kitchen and dining room, with chapel above, should be provided for.

The introduction of steam heat is an economical necessity. The present custom of heating by wood hauled from a great distance is expensive, dangerous and unsatisfactory.

With the growth of this institution the subject of prison labor will demand attention. If this is to be a reformatory, manual and industrial training must be established.

Educational instruction has been given during the biennial period by the chaplain in the form of individual instruction to the prisoners in their cells. This form of instruction has some advantages; the prisoners are not embarrassed because their associates can not know of their awkwardness or deficiencies, and the progress made by these pupils in reading, penmanship and in simple mathematics has been rapid. A school properly equipped with manual training features should be provided as early as possible.

To carry out the intent of the law, some further provisions should be made to secure the commitment to the Reformatory of only first offenders. The trial courts can not always know whether the defendants have served former terms in other penal institutions, and the prison commission should have the legal right to remand discovered ex-convicts to the trial courts, to be there resentenced to the penitentiary. It is also desirable that the maximum age limit should be removed, thus giving the trial courts further discretion in the matter of sentencing prisoners.

The law should be amended requiring officers arresting paroled prisoners to notify the warden, thus giving an opportunity for the warden to confer with the proper officers regarding the return of such prisoners without the formality of another trial and another sentence, thus saving expense in all trial courts.

We recommend a separate board of commissioners for the Reformatory.

#### RECOMMENDATIONS.

As the institution will start the coming biennial period with a deficiency of \$22,631.08, the deficiency for the previous period having been \$14,378.96, it is apparent that a more liberal appropriation will be necessary for the maintenance of this institution.

We recommend an appropriation of \$65,000 for maintenance. For betterments, not including addition to cell house, we recommend \$15,000.



### PENITENTIARY.

(Established by act of territorial legislature approved January 7, 1868, amended by acts passed by successive legislatures.)

Beginning with a tract of ground of twenty-five acres, the institution has grown by subsequent purchases of additional land and by construction of necessary buildings and walls. The available quarry rights will at no distant day be exhausted. Gardens upon ground owned by the Penitentiary have been inadequate to meet the demands, and a farm tract is leased each season.

Owing to limited appropriations the necessary repairs could not be done during the past biennial period, and the premises, in consequence, are in urgent need of betterments that can be delayed with safety no longer.

The discipline of the prison has been remarkable for excellent records obtained under adverse circumstances. The enforced rigid economy in management is apparent on every hand, while the burden of the expense of keeping 600 prisoners in idleness remains heavy. Efforts should be made to reduce this excessive expense to the taxpayers, which can be done in two ways, viz.: By reducing the prison population and by increasing its earning capacity.

A reduction of the prison population can be obtained by the establishment of the so-called indeterminate sentence and parole law, and by a law similar to that enforced in a number of the states, giving severe increasing penalties to habitual criminals or repeaters. Men on parole are not an expense to the state, and repeaters, knowing the excessive penalties awaiting them for convictions under the law, will leave the state.

### PRISON LABOR.

In sentencing prisoners to the Penitentiary the court may order hard labor. In the past some efforts towards this have been made under the contract labor system, and in the earlier days by hiring out the prisoners. In more recent years labor of the prisoners has been used in the construction of walls and buildings, on state canal No. 1, in the manufacture of brick and lime, and in the quarrying of fire clay and building stone and in the dressing of building stone. During the last biennial period there has been no work on the state canal. A limited amount of brick, lime and dressed stone has been sold, but labor unions have been aggressive and this business has been considerably curtailed thereby. Aside from this the only employment of the prisoners has been gardening and farm work and in routine work about the prison.

The consequence of this has been that day after day from 100 to 250 men lie in their cells under guard with absolutely nothing to do to occupy their time or to keep them in good physical condition. The strain day by day grows greater; the convicts are nervous, irritable, morose, and it is only by the exercise of rare executive tact that discipline is maintained.

It is obvious, therefore, that a system of hard work be provided for the prisoners at the Penitentiary immediately.

Prison labor may be conducted under four different theories:

First—Employment that shall be educational to the convict, that he may be the better equipped to lead an honest life when he leaves.

Second—Employment that shall be primarily remunerative to the prisoner and, secondarily, remunerative to the Penitentiary.

Third—Employment that shall be primarily remunerative to the state and, secondarily, to the convict.

Fourth—Employment that shall be remunerative to the state regardless of the convict.

Many plans have been proposed and a number of efforts have been made in Eastern states to meet this question without antagonizing commercial or labor interests. A prison farm of large acreage has proven remunerative in several states. The manufacture of merchandise of various kinds on state account satisfies the people in some states. The new law in force in the state of New York requiring state, county and municipal institutions and school districts to purchase prison made goods has proven highly satisfactory in that heavily populated state. The contract labor system is being year by year driven from the field.

There is much misapprehension regarding the so-called competition of labor. The fact remains that idle force behind prison walls must be supported by the taxes paid direct and indirect by labor without prison walls.

The Penitentiary commissioners in their report recommend the establishment of a branch Penitentiary upon a mining territory, and they also suggest a large farm. It appears to this Board that the latter suggestion can be immediately undertaken, and in a very short time be made more than self supporting. Suggestions have been made from various quarters relative to manufacturing within prison walls by hand labor and by the aid of machinery. Suggestions have been made that a machine shop or a large industrial building, equipped with tools and a variety of material, could be used as an aid to discipline and instruction of prisoners. Convicts in such a building could be permitted to work a prescribed number of hours on the construction of articles of value as they might elect, the product of their ingenuity and labor to be sold for them and the profits arising to be divided between them, their families and the state.

As a large percentage of convicts are practically illiterate, some form of education in the common branches should be undertaken. The success of the night school conducted by the chaplain with convict assistants has been fairly satisfactory, but with a trained educator in charge, the results could be vastly improved. In Minnesota the superintendent of the public schools of Stillwater is paid three dollars per night, three nights per week, to superintend the school work in the Penitentiary. To include in the educational work, industrial training and the enforcement of a reasonable number of hours at hard labor would result in positive good in the line of reformatory work.

An appreciable percentage of offenders against the law consists of first offenders, many of whom never return to criminal ways after being released. It is dispiriting to them to be associated with the hardened and deliberate criminal, but, under the present form of our Penitentiary system, there is no way to separate them properly. They could be transferred to the reformatory, or they could be given separate cell houses, separate dining rooms and separate places of work.

So far as the matter of capital punishment goes in deterring criminals from deliberate murder, or as an aid to discipline within prison walls, this Board is divided in opinion, but unites in the belief that it is a subject of minor consideration at this time. The law abolishing capital punishment has not had a sufficient test at this time. Murderers have been promptly tried and there has been no delay in carrying out the sentence. Appeals to higher courts have been few and the public mind has not been distracted by sensational trials and the published daily doings of a condemned man, who always, in such a case, secures unnecessary public sympathy.

This Board recommends that a provision be made in the law requiring that a prisoner who makes an assault upon an officer shall be held the full limit of the maximum sentence, and shall not be entitled to any good time already earned.

#### RECOMMENDATIONS.

We believe that the appropriation of \$185,000 asked for by the Penitentiary commissioners for maintenance should be granted regardless of what action the legislature may take on the matter of prison labor. Some reasonable amount of latitude is absolutely necessary in order to establish the Penitentiary on some kind of an earning basis. The prisoners at the Penitentiary can not do good, hard work upon the diet which they have been given in the past. The sum of \$5,000 is very small to make the required repairs and purchases asked for by the commissioners.

We recommend that a contingent appropriation of at least \$25,000 be made for the purpose of inaugurating some form of prison employment.

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#### JAILS AND LOCK-UPS.

An examination of the tables accompanying this report will show the conditions of the jails and lock-ups of this state so far as the office has been able to secure information. A feature of interest will be the number of jail-breaks occurring during the year 1898. This office has a record of eight jail-breaks, resulting in the escape of twenty-five men, few of whom were captured, and some of them were hardened criminals awaiting trial for grave offenses. The management of jails, as a rule, has been too generous to the prisoners, and they find incarceration in jails no punishment whatever. The only punishment is to witnesses held for trial or first offenders, who are turned loose among habitual criminals and confirmed tramps. All our jails, without a single exception, lack provision for absolute isolation and separation. In the large jails, like those of Arapahoe, Pueblo and

El Paso counties, while there are separate compartments, the cells are grouped together with a common inner court, affording opportunity for prisoners to mingle freely, and not enough care is exercised by the jailers in the matter of separation and isolation.

In the commitment of juvenile offenders to our jails, we respectfully urge that officials be required to provide for the complete isolation of such prisoners, so that they may not form the acquaintance of experienced criminals.

We respectfully urge that county officials give to this Board more prompt attention in requests sent from the office for statistical information as the law directs.

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#### COUNTY VISITORS.

A Board of County Visitors can materially supplement the work of the state board in the matter of supervision of local charities, both public and private, hospitals, poor farms, and jails. These visitors by correspondence can materially assist the management of our state institutions in many ways. All this work should be voluntary and for the betterment of conditions. Yet there are some small expenses in the work, and, therefore, we respectfully recommend that boards of county commissioners appropriate annually a sum not to exceed fifty dollars for the purpose of meeting legitimate expenses in conducting the work of these boards.

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#### POOR RELIEF.

The law relating to the expenditures of money by boards of county commissioners for temporary relief and pauper support requires that a registration of all applicants be made and that a summary be forwarded annually to the secretary of state by the county clerk of the information thus gathered. The main purpose of this law is to provide a suitable check upon the poor fund, but by a proper showing, much valuable information may be readily obtained from this registration in the several counties. We would recommend that the law be amended providing for quarterly reports to the State Board of Charities and Correction, instead of an annual report to the secretary of state, simplified blanks for the purpose to be sent out each quarter from this office.

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#### PRIVATE INSTITUTIONS.

The New York law recently adopted, requiring a charter to be issued by the State Board of Charities before any private association can undertake any form of charitable work, has proven advantageous in preventing the duplication of work in communities and in furnishing a check upon unwise and harmful institutions and societies, which, without such restraint, are sometimes conducted in a way leading to crying abuses. Especially is this true of private organizations for the care of children. No

legitimate charitable organization worthy the support or approval of the public will object to a proper supervision by a properly constituted State Board of Charities. We, therefore, recommend that a law similar in scope to the New York law be adopted.

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### CIVIL SERVICE REFORM.

Believing that trained and experienced employés are necessary for the betterment of our state institutions, we recommend that the appointment of all employés in subordinate positions be made under civil service rules.

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### NON-SALARIED BOARDS.

For the good of the service we believe that all boards of control should serve without salary, but that traveling and other necessary expenses be allowed for services actually rendered at regular meetings.

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### MEETINGS OF THE BOARD.

During the biennial period, December 1, 1896, to December 1, 1898, meetings were held by this Board as follows:

January 12, 1897, Regular Quarterly Meeting.

Present, President Mills, Mrs. Belford, Mr. Appel, Dr. Wheeler, Chancellor McDowell.

The bill for a new law governing the State Home and Industrial School for Girls was submitted and discussed in part. The secretary reported that work on the biennial report for this Board had not been finished because of the urgency of the governor to have the report of the board of pardons finished; that the time of the secretary had been largely occupied with matters connected with the office of auditor of state soon to be entered by him, and it had been impossible to perform the necessary labor of compiling a suitable report of the Board. The resignation of Secretary Lowell was presented and accepted, to take effect upon the election of his successor.

January 20, 1897. Adjourned meeting. Present, President Mills, Mrs. Belford, Mr. Appel, Dr. Beaver, Dr. Wheeler, Chancellor McDowell, Governor Adams.

Henry C. Olney was elected secretary. President Mills and the secretary were named a committee to supply information called for by a communication from a committee of the senate, requesting information in the absence of a biennial report.

The board considered the matter of a biennial report and recommendations to be made to the legislature.

January 27, 1897, Special Meeting of the Board, called by Governor Adams.

Present, President Mills, Mrs. Belford, Dr. Wheeler, Mr. Appel, Dr. Beaver.

The salary of the secretary was fixed at \$1,500. A committee of three consisting of the president, Mr. Appel and Mrs. Belford, was appointed on legislation, and the matter of the senate bill to repeal the act creating this Board was referred to that committee.

February 2, 1897, Special Meeting to Consider Legislation.

Present, President Mills, Mrs. Belford, J. S. Appel, Chancellor McDowell.

The senate committee on state institutions was present, and the question of abolishing the State Board of Charities and Correction was considered in conference.

April 13, 1897, Regular Annual Meeting.

Present, President Mills, Dr. Beaver, Chancellor McDowell, Mrs. S. S. Platt, Rev. Thos. H. Malone, Governor Adams.

A special meeting was ordered to consider class of labor to be inaugurated at the penitentiary under the provisions of the act appropriating \$10,000 for that purpose, and invitations were ordered sent to officials of labor organizations, the wardens and other people who might be interested.

A state conference on charities and correction was ordered to be called.

The annual election of officers resulted in the re-election of J. Warner Mills, president, and Mrs. S. S. Platt, vice president.

The quarterly report of the secretary, reviewing the work of the legislature in matters pertaining to this Board, was read and made a part of the minutes.

April 23, 1897, Special Meeting to Consider Prison Labor.

Present, President Mills, Mrs. Platt, Chancellor McDowell, Rev. Thos. H. Malone, J. S. Appel, Governor Adams.

July 30, 1897, Regular Adjourned Quarterly Meeting.

Present, President Mills, Mr. Appel, Father Malone, Chancellor McDowell, Governor Adams.

The Board heard complaints relative to the management of the Soldiers' and Sailors' Home, after which the persons making verbal complaint were requested to reduce the charges to writing and file with the secretary.

Mrs. Frances Klock, president, and Mrs. Mary G. Ingersoll, member, of the board of control of the State Industrial School for Girls, appeared in person and requested an investigation of the condition of that institution with special reference to a recent outbreak. Father Malone and Chancellor McDowell were appointed a committee to investigate and report.

The needs of the State Reformatory of money to construct a chapel, kitchen, dining room and hospital were discussed, and the governor was requested to make an inquiry of the supreme court if money could legally be expended for the purpose.

The quarterly report of the secretary was read and made a part of the minutes.

August 23, 1897, Special Meeting to Consider Report of Committee Appointed to Investigate State Industrial School for Girls.

Present, Dr. Beaver, Chancellor McDowell, J. S. Appel, Governor Adams.

The report of the committee was read and approved. The quarterly report of Mrs. H. C. Olney, who had assumed the work of the office from June 7 in the absence of her husband from the state, was read and made a part of the minutes.

October 12, 1897, Regular Quarterly Meeting.

Present, Mrs. S. S. Platt, Chancellor McDowell, Father Malone, Mr. Appel, Governor Adams.

The subject of a state conference of charities and correction was discussed, and Colorado Springs was selected as the place of meeting.

Charges preferred by Mr. Williams against the management of the Soldiers' and Sailors' Home were received, and October 15, 1897, was designated as the time for a hearing upon these charges.

President J. Warner Mills tendered his resignation in writing.

H. C. Olney, secretary, presented his resignation in writing.

Mrs. Sarah S. Platt was elected president of the Board; Chancellor Wm. F. McDowell, vice president.

C. L. Stonaker was elected secretary, to take effect November 1, 1897.

The quarterly report of Mrs. Olney was read and made a part of the minutes.

October 15, 1897, Special Session to Consider Charges of Mismanagement of the Soldiers' and Sailors' Home.

Present, President Platt, Governor Adams, Chancellor McDowell, Father Malone, Mr. Appel.

Attorney D. A. Ballard presented the charges, and Commander French, Commissioner Sawyer and General Hollister, of the board of commissioners of the Soldiers' and Sailors' Home, addressed the Board in defense of the management and in refutation of the charges.

October 16, 1897, Adjourned Special Meeting to Continue Hearing of the Soldiers' and Sailors' Home.

Present, President Platt, Dr. Beaver, Mr. Appel, Father Malone, Governor Adams.

Witnesses were examined and, after all who wished to speak had been heard, the Board went into executive session and returned this finding:

"From the testimony we learn that the board of commissioners permits peremptory discharges by the commander for reasons sufficient to himself. We recommend that this ruling be changed. No discharges should be made without a hearing.

"As to the other charges filed, the Board finds that these are not sustained by the evidence."

January 18, 1898, Adjourned Quarterly Meeting.

Present, President Platt, Mr. Appel, Chancellor McDowell, Governor Adams.

The secretary's quarterly report was read, discussed and accepted. A recent outbreak at the State Industrial School for Girls was considered, but the Board decided to take no action at the present time.

The results of the fourth annual conference of charities, held in Colorado Springs, January 9-11, 1898, were reviewed.

February 15, 1898, Special Meeting to Consider Report of the Investigation of the State Industrial School for Girls ordered by the governor, February 1.

Present, President Platt, Mr. Appel, Chancellor McDowell, Dr. Beaver.

Preliminary draft of the report was carefully reviewed, amended and adopted.

April 12, 1898, Regular Quarterly and Annual Meeting.

Present, President Platt, Mr. Appel, Chancellor McDowell, Father Malone, T. H. Devine, Governor Adams.

A committee from Arapahoe county appeared on behalf of the insane of the county committed to the state institution, but held at the Arapahoe County Hospital for lack of room at the state institution.

The governor was requested to call a conference of the county assessors and boards of county commissioners for the purpose of considering the question of increased revenue for the state government, which would necessarily include a proper fund for the care and custody of the insane.

The annual election of officers resulted in the re-election of all the old officers.

The secretary's quarterly report was read and considered. The secretary was given leave of absence to attend the National Conference of Charities and Correction in New York, and was, on motion of Mr. Appel, instructed to investigate the matter of state care for the insane by visiting such state institutions as he might deem expedient, and to make a full report of his findings to the Board.

July 12, 1898, Regular Quarterly Meeting.

Present, President Platt, J. S. Appel, Father Malone, Dr. Beaver, Governor Adams.

The subject of the overcrowded condition of the state insane hospital was discussed, and the secretary was instructed to fix a date convenient to all parties concerned when this Board, with the commissioners, meet at the state hospital in Pueblo to decide upon a policy to immediately relieve the situation.

September 29, 1898, Special Meeting to Consider Matters Arising from the Recent Official Visit of the Board to State Institutions.

Present, President Platt, Chancellor McDowell, Mr. Devine, Dr. Beaver, J. S. Appel, Governor Adams.

L. C. Paddock, register, and David Howe, appraiser of lands, from the state land board, were present with a chart showing location of lands in Arkansas

valley which might be available for the purposes of a penal colony farm. The state land board was requested to continue inquiries and report available tracts at the next meeting.

The subject of the care of the insane was considered, Superintendent Thombs and Dr. Eskridge, president of the board of commissioners, being present and assisting in the deliberations. The governor was requested to devise some way by which the sum of \$6,000 could be made available for the purpose of arranging to receive thirty-five or more patients now awaiting admission. The board of commissioners were requested to provide as early as possible for two resident physicians or internes, one to be a female physician. Dr. P. R. Thombs, superintendent, made a formal request that the affairs of the asylum be examined by the Board at some time previous to the meeting of the legislature. Dr. Eskridge seconded this request. Chancellor McDowell, Mrs. Platt, Mr. Devine and the secretary were named as that committee to proceed with the investigation and report at the next regular meeting.

November 15, 1898, Adjourned Regular Quarterly Meeting.

The secretary was instructed to prepare a form of blanks for quarterly reports of state institutions to this Board, to be submitted during the next biennial period. The Board decided to recommend that all laws relating to salaries and emoluments of trustees and commissioners of all state penal, reformatory and charitable institutions be repealed and that only actual expenses for such trustees and commissioners be allowed by law. It was decided to hold special meetings of this Board on the evenings of December 5, 6 and 7, and that boards of control of the state institutions be invited to attend for conference relative to proposed legislation effecting changes in the laws and appropriations of all institutions under the supervision of this Board.

The Board decided to recommend the establishment of a parole law for the State Penitentiary, for a separate board of control for the State Reformatory, and for the establishment of civil service in the state institutions.

December 5, 1898, Special Meeting on Conference with the Board of Penitentiary Commissioners and Wardens of the Penitentiary and Reformatory.

Warden Hoyt recommended that section 14 of the act creating the Reformatory be amended so as to abolish the maximum age limit, thus permitting the court to sentence offenders without regard to age, when it is known to the courts that it is a first offense, and one not of a serious nature. He suggested that power be granted the warden or prison commissioners to return known ex-convicts to the trial court to be re-sentenced. He recommended an appropriation sufficient to construct needed buildings and a proper fund for maintenance; an appropriation for steam heat is absolutely necessary. He also suggested a law requiring officers arresting paroled prisoners to notify the warden of such arrest, and, in the event of minor offenses, such paroled prisoner to be returned instead of submitting to a second trial.

Warden Cleghorn asked for a law relating to habitual criminals; for hard work for habitual criminals within the walls; for the introduction of the terminate sentence and parole system, with restriction that no old criminal may take advantage of this parole, no paroles to be granted until the minimum sentence has been served and all paroles to be approved by the warden, the commissioners, the trial judge and the governor. He urged some form of labor for the prisoners, and favored the purchase by the state of mining property. He opposed the contract labor system. He favored a civil service law relating to the appointment and discharge of all employees of the institution.

All these topics suggested by the two wardens were discussed freely by members of the Board and the prison commission.

December 6, 1898, Special Meeting on Conference with Boards of Control, State Institutions.

William Shaw Ward, president of the board of control of the State Industrial School for Girls, stated that when the board took charge a few months



ago it found a debt of \$1,300 and uncollected revenue from the counties of \$4,000. The debt has been paid, \$2,800 has been collected from the counties, and the institution operating without incurring further indebtedness. The board of control suggested an amendment to the law requiring girls committed to the institution to be accompanied by a woman from the court to the home; that a uniform rate of fifty cents per diem be charged for all girls admitted to the home irrespective of age. The board desired to urge the purchase of from twenty to forty acres of school land as near Denver as practicable, or lease for a term of years, and an appropriation for the purpose of erecting two cottages having a capacity for at least sixty girls.

W. A. Smith, of the board of control of the State Industrial School for Boys, stated that the institution needs an appropriation sufficient for maintenance, steam heat and minor improvements and repairs. In the event that the law shall be amended to make the offense of proved incorrigibility punishable by commitment to this institution, the appropriation for maintenance must be largely increased over the amount asked for. The increase of facilities for manual training was strongly urged. It was the opinion of the conference that the Industrial School for Boys should at no distant date be removed to a tract of farm land.

A. M. Sawyer, of the board of commissioners of the Soldiers' and Sailors' Home, stated that the needs of the institution are for sufficient money for maintenance and improvements and a settlement of the question of location. Money is needed for additional buildings, steam heat and a lighting plant, and a maintenance fund must be increased in proportion as the population increases. The question of removal was not debated. Commander French suggested an amendment of the law, omitting the clause relating to dependents, leaving the law to stand admitting soldiers, sailors and their wives, widows, mothers and army nurses.

December 7, 1898, Special Meeting to Consider Report of Committee of Investigation of the Colorado Insane Asylum.

Report submitted, approved and forwarded to the governor.

Special meeting in the governor's office on conference with boards of control of Insane Asylum, State Home and School for Mute and Blind.

Dr. J. T. Eskridge, president of the board of commissioners, gave a detailed statement of the financial needs of the asylum. Summarized they are: For maintenance for 472 patients, at forty-six cents per day for two years, \$158,497.60, less one-fifth mill revenue for two years, \$74,000, makes a net maintenance for two years to be met by appropriation, \$84,497.60. To furnish three unoccupied rooms, for insurance, improvements, additional attendants, \$12,000 is needed. A deficit of \$18,820 must be met, making the total appropriation needed \$115,000. Dr. Eskridge suggested the need of four new cottages, fifteen additional attendants and assistant medical superintendent, a hospital, an amusement hall, and the cost of caring for patients until cottages are completed gives a total cost, estimated upon a basis of 600 inmates, of \$353,736. The subject of a revised law and the creation of a lunacy commission was discussed.

Joseph A. Davis, president of the board of trustees for the School for the Mute and Blind, stated the needs of that institution to be for appropriations to meet a deficit, to establish an electric light plant, for painting, repairs, school supplies, insurance, furniture and fixtures, finishing industrial building, library and gymnasium, \$30,000.

H. W. Cowan, superintendent of the State Home for Dependent and Neglected Children, asked for an appropriation of \$10,000 for land, \$30,000 for buildings and \$30,000 for maintenance.

In these three evenings of special conference with Boards of Control a careful discussion was had relative to the estimated needs of the institutions, and a very clear idea was secured thereby. Details of these needs will be found in the reports of the various institutions and elsewhere in this report.

## PRISON LABOR.

A special meeting of the State Board of Charities and Correction was held in the executive chamber, Friday evening, April 23, 1897, to consider the subject of prison labor.

With the Board, representatives of labor unions and interested citizens discussed the subject. Governor Adams called the attention of the meeting to a plat of the township in which the penitentiary is situated, in which there is a school section about three miles from the penitentiary that could be watered from the state ditch if it could be completed to that point. The governor said that in other portions of the state there are state lands available which might be exchanged for this school land at no money expense to the state, to be used for a penitentiary farm.

C. P. Hoyt, warden of the State Reformatory, held that returns would come in slowly from a prison farm. The legislature anticipated prompt realization of their plans in the appropriation of \$10,000 made for prison labor purpose, while the planting of this land with fruit or cultivating it would be a question of time. Warden Hoyt, in response to questions, stated that the greatest expense at the penitentiary is the maintenance of the guards, who can care for six hundred men as readily as for three hundred men. The next item in expense is that for provisions and clothing. Work done outside of the prison walls is more expensive than work done inside prison walls.

W. L. Smith, former warden, did not think the fruit farm, with water from the state ditch, feasible. He asserted that it would take more money to finish the state ditch than the legislature would appropriate for that purpose in the next twenty years. There is a vast amount of fluming to be done to make the ditch available. Warden Smith held that besides the extra expense of guarding the prisoners while at work on the state ditch, labor of more useful value is demanded so that the prisoners may become self-supporting when their terms of sentence expire.

Warden Hoyt suggested that a great many industries can be worked in the penitentiary, such as hollow ware, kitchen utensils, stoves, etc. He believed that contractors with plants of machinery would establish factories within the prison walls if they could secure the labor of the prisoners.

Andrew Chalmers, representing the trade of granite cutting and monumental work, stated that the contract system hurt his business very much. He held that laboring men, as a rule, begin to understand that it is necessary for prisoners to have some kind of labor, but they oppose the contract system. From several discussions held in the Trades Assembly hall about coal lands, he stated that some had thought of adopting a resolution urging the mining of coal by the state to supply state, county and municipal institutions; that this would not interfere with free labor, as coal miners, he thought, are working under conditions but little better than convicts.

Otto Thum, of Pueblo, president of the state federation of labor, spoke against the contract system and favored diversified manual employment without machinery. He held that the laboring men would resist the introduction of machinery into the penitentiary and any attempt on the part of the management to place the product of machine work on the market. He suggested that such articles as are used in state institutions be made in the prison. He recommended that the convicts be employed in making their clothing, raising food crops and making needed repairs; that they make the clothing for other state institutions; that they build public roads; that United States prisoners be barred from prisons of the state.

Mr. Thomas said that if the people of this state must wear working shoes made by convicts, he wanted those shoes made at the State Penitentiary at Canon City.

Mr. Credwell, representing the Iron Molders Union, endorsed the fruit farm proposition of Governor Adams.

Rev. E. Evans Carrington, of Pueblo, said that in considering this subject we must decide whether this is a question of economics or mere reform. If the state intends to make money out of convicts we come to a fixed fact. If the state desires a means whereby these men can be employed so that they can be helped in life after they have left the prison it is another question. The attitude of organized labor is clearly against the idea of prison labor to produce something that will come into competition. He endorsed the suggestion of the governor.

Mr. Samuels, representing the Iron Molders Union, opposed the establishment of a factory in the penitentiary to make stoves or hollow ware.

Mr. Lee, of the machinists, urged diversified industries and opposed profit-making employment.

Mr. Hall, of the Typographical Union, opposed a printing office in the penitentiary. The Garment Workers' Union, he said, opposed the manufacture of overalls. He objected to the products made in the State Penitentiary being placed on the open market. He favored the manufacture of clothing for the inmates of other state institutions, including shoes and other necessities.

Mr. Thum, president of the State Federation of Labor, suggested that the subject would be discussed at the annual meeting of his body and that possibly some suggestion would be made from that body that would be worthy of attention.

No resolution or motion was adopted as a result of this meeting and nothing further was done in the matter.

#### SPECIAL COMMITTEE REPORT.

At the annual meeting of the State Board of Charities and Correction, held August 23, 1897, the following report of the committee appointed July 30 to investigate conditions at the State Industrial School for Girls was read:

To the State Board of Charities and Correction:

We beg leave to report that we have visited the Industrial School for Girls and also the county jail, and have investigated as fully as we were able the matters referred to us, with the following results:

1. We found the building neat, clean and apparently well cared for in all respects. Members of the board and officers appear devoted and earnest and wise in their management and oversight of the school. They are aided by several volunteer helpers whom it would be a pleasure to mention more fully, who are rendering much valuable service in behalf of the school.

2. The girls, some forty in number, at the date of our visit, agreed in expressing their satisfaction with their care and treatment in the school. No evidence was presented to us of any unfairness, or discrimination between the girls by the authorities.

3. We interviewed each of the girls in the county jail, urging each to speak freely and fully concerning the affairs of the school, and particularly of the recent disturbance, and we were convinced that there was no sufficient occasion for such an outbreak as occurred. The testimony of the girls, as given to us, did not show warrant for such disturbance on their part.

4. We are persuaded that the disturbance should have been dealt with in the school; that it was an error to send the girls to the county jail, and that they should be immediately returned to the school.

5. We are further persuaded that the authorities of the school should exercise full control at all times, calling to their assistance in emergencies, proper legal officers. Unofficial assistance, such as was reported to us as having been rendered by the husband of the superintendent, does not seem to us to be wise or to conduce to the best discipline.

6. We found that the school has no proper yard nor means for adequate outdoor exercise. We are thoroughly persuaded that the best results can not

be secured under the present conditions. The constant and necessary confinement of the girls within the walls of a building tends to create restlessness. Opportunities for out-door recreation and exercise should be secured as soon as possible.

Respectfully submitted,

(Signed)

THOMAS H. MALONE,

W. F. McDOWELL,

Committee.

### STATE INDUSTRIAL SCHOOL FOR GIRLS INVESTIGATION.

On February 2, 1898, the following letter was transmitted to the State Board of Charities and Correction:

Denver, Colo., February 1, 1898.

MRS. SARAH S. PLATT,

President State Board of Charities and Correction, Denver, Colo.:

Dear Madam—In view of the many conflicting reports relative to the condition and management of the State Industrial School for Girls, under the authority of section 2, page 326, of the Session Laws of 1893, I hereby request the State Board of Charities and Correction to proceed forthwith to said institution and make a full and impartial inquiry relative to its condition and management, and report of your inquiry, with suggestions relative to management, occupation and discipline to be filed with me without delay.

(Signed)

ALVA ADAMS,

Governor.

In accordance with these instructions the State Board met at the State Industrial School for Girls, February 4, and began the taking of testimony, continuing from day to day thereafter until completed. The report was adopted and submitted to the governor, who, in due time accepted the same and the recommendations were carried out with due speed. A copy of the findings and recommendations follows:

We find that there was not a fixed system of responsibility. The superintendent had little, if any, responsibility resting upon her by orders of the board of control, and there was consequently no discipline among the officers under her charge. The members of the board of control were entirely too active in personal suggestions and constant visitation to the institution for the good of the discipline. There was a division of authority, too many sources whence orders issued and many conflicts of authority, which in crowded quarters where the inmates had opportunity to note these differences, further led to failure to establish or maintain discipline. We find that serious differences regarding the management of the institution have existed in the board of control almost from its beginning, which led to bitter feeling and to resignations. These differences have had an unfortunate effect upon the discipline. The investigation has brought this plainly to light, and at the present time the members of the present board of control are suspicious of each other and not able to work harmoniously for the betterment of the institution.

We find that while occupying the present quarters it is absolutely necessary to make many improvements in the way of purchase of supplies for the use of the school in order to aid in the establishment of discipline and the comfort of the inmates.

In the discipline of the rebellious girls their tempers were excited by injudicious remarks and questionable methods of punishment until a state bordering on demoralization ensued. Handcuffs were brought into requisition; some of the girls were confined in the cells all night with handcuffs on; on one occasion they were handcuffed and loosely tied to the wall for three hours.

On two occasions, when endeavoring with the aid of an officer to handcuff the violent girls, Mr. Voorhies in the intense excitement, slapped two girls in the face, one having severely kicked him and the other was attempting to spit in his face. At the time Mr. Voorhees committed these two deplorable acts, for which, however, there was sufficient provocation, the girls had their hands free and one was threatening to brain him with the steel manacles. The girls in the institution became so enraged and so hysterical by these repeated exciting outbreaks and efforts at punishment and control that they had apparently lost confidence in everybody and were physically unable to control themselves. Further, they were repeatedly encouraged in their rebellion by reports of sympathy from the outside which led them to believe that the public justified them in their rebellion against the management of the institution.

We found upon examination of a number of inmates, who were leaders of the trouble, that they had no specific grievance against any particular officer or the management, and they could give no clearly defined reason for their repeated revolts, nor could they explain their conduct. Their grievances related to questions of partiality, unjust punishments, failure to keep promises and no clearly defined system of rewards or regularity of action relative to parole, until their respect for and confidence in the officers or board of control had been lost.

We find that members of the board of control have been earnest and devoted in their service to the school. They have had many obstacles in the way of success. They have been hampered by lack of funds, lack of sympathy from the public, failure of appropriation from the last two general assemblies, the uncertainty and irregularity of payment of money due from the counties, the abuse and criticism of enemies of the school and of the board, sensational and exaggerated stories, and by lack of experience and harmony among themselves. Their labor has been a labor of love, given entirely without compensation.

We find absolutely no evidence of corruption on the part of the board. They have not succeeded as they desired. It seems to us that their success should have been greater than it has been. The testimony indicates that better results could have been secured even in the unfavorable conditions, nevertheless, the thanks of the people of the state are due to the members of the board for their labor in behalf of the school.

We find that the board of control have not fully carried out the intent of section 11 of the act establishing the State Industrial School for Girls, page 72 of the Session Laws of 1897, the reason being that no well digested series of rules have been formed in conformity with this section.

We find a similar condition relative to section 12, providing for regulations regarding food, clothing and bedding.

We find a similar condition relative to section 13, providing for rules of government and instruction in domestic industries.

We find that no system of marks for conduct was formulated and that no records are on file with the secretary or in the books of the association to conform the intent of section 15.

We find the same condition relative to section 16, providing for the record of the standing of inmates.

We find that the intent of section 20, providing for the purchase of supplies through a financial agent, has not been conformed with, but that individual members of the board of control and officers of the institution have purchased supplies without any apparent system or method.

We find that the superintendent has failed to comply with section 24, relative to the keeping of a daily journal and to the provisions of section 27, relative to record of inmates.

We find that section 28 has not been complied with.

## RECOMMENDATIONS.

First—We would respectfully recommend that the resignations of all members of the board of control now in your hands be accepted.

Second—We recommend that in the selection of the board of control, to avoid any tendency to make the State Industrial School for Girls a local institution, you appoint two members not residents of Arapahoe county, and that two members be men, instead of one as heretofore.

Third—We recommend that the duties and authority of the superintendent and board of control be fully and sharply defined in a well digested set of rules formed in accordance with the statutes, and in harmony with the rules governing similar successful institutions in other states.

Fourth—We recommend that indiscriminate visiting be checked, and that all conferences with inmates be had in the presence of an officer of the institution.

Fifth—As a temporary expedient, we recommend that the superintendent be empowered to employ a bookkeeper who shall make up proper records in books, said bookkeeper to perform such other duties as the superintendent may direct.

Sixth—We recommend that the superintendent be given authority to appoint and discharge all officers employed in the institution.

Seventh—We recommend that the provisions of section 13 be immediately put in operation. It reads as follows: "It shall be the duty of said board of control to prepare and adopt from time to time, rules and regulations for said institution, for the government of inmates of the same, looking to their moral, physical, intellectual, social and industrial training. Domestic industries shall take precedence of trades, and there shall be a thorough education in every branch of household work." It is to this latter provision that we call special attention.

Eighth—We recommend the employment of a sufficient force of officers to permit of a division of the inmates into groups or companies, so that they shall be under constant supervision.

Ninth—We recommend that a well digested set of rules be adopted for the government of the board of control, officers and inmates, in order to establish a positive method of discipline, and we further recommend the avoidance of punishment, such as handcuffs, water from a hose, or dark cells.

Tenth—We recommend that immediate steps be taken by the board of control to lease the two houses adjoining the present premises, connecting the same with the present building and enclosing all with a proper fence for the purpose of giving recreation grounds and opportunity for the culture of gardens and flowers.

Eleventh—We recommend that the respective counties owing money for the maintenance of girls, be requested to immediately meet their obligations, and those in arrears are specially urged to forward their respective amounts to the institution without delay.

Twelfth—We recommend that the newly appointed board of control direct one or two of their number to visit some similar institutions in other states, to obtain such information as may be useful in the conduct and management of the Colorado State Industrial School for Girls.

(Signed)

SARAH S. PLATT, President.  
J. S. APPEL.  
IDA NOYES BEAVER.  
WILLIAM F. McDOWELL.  
T. H. MALONE.

## COLORADO INSANE ASYLUM INVESTIGATION.

The report of the State Board of Charities and Correction on the investigation of the State Insane Asylum is herewith given, the verbatim testimony of witnesses sworn in the hearing having been submitted to the governor along with the report:

To His Excellency,

ALVA ADAMS,

Governor of Colorado:

Sir—We, the members of the State Board of Charities and Correction, beg leave to submit herewith, with our approval, the report of the committee of this Board appointed at a special meeting, held September 29, 1898, to investigate the affairs of the Asylum, said investigation being upon the request of Dr. P. R. Thombs, superintendent, and Dr. J. T. Eskridge, president of the board of commissioners of the Colorado State Insane Asylum.

Respectfully submitted,

SARAH S. PLATT, President.

WILLIAM F. McDOWELL, Vice President.

J. S. APPEL.

T. H. MALONE (authorized).

THOMAS H. DEVINE.

ALICE HILL.

Attest: C. L. STONAKER, Secretary.

To the State Board of Charities and Correction:

We, your committee, appointed at the special meeting of the State Board of Charities and Correction, September 29, 1898, at the request of Dr. P. R. Thombs, superintendent, and Dr. J. T. Eskridge, of the board of commissioners, to examine into the condition and management of the Colorado State Insane Asylum, beg leave to report:

The secretary of the Board, Mr. C. L. Stonaker, was instructed to proceed without delay to examine the books and accounts of the institution, more particularly to inquire into the method of keeping accounts and records.

On the ninth and tenth of November, 1898, a formal hearing was held at the State Insane Asylum, there being present Chancellor McDowell, chairman; Mrs. S. S. Platt, T. H. Devine, and the secretary, constituting the committee; Rev. T. H. Malone, of the Board, and Dr. J. T. Eskridge and C. C. Unfug, of the board of commissioners of the Insane Asylum, who had been invited to sit with the committee during the hearing. Although Mr. Devine, of the committee, urged that Dr. Thombs be permitted to be present during the examination of witnesses, your committee decided to hold the meetings behind closed doors, the commissioners only being present with the committee. Witnesses were sworn and their testimony was stenographically reported, and is made a part of this report.

Two meetings have been held subsequently at the state capitol for the examination of witnesses, whose testimony is included in the report.

After a full, fair and impartial discharge of our duties in the premises, we beg to report the results thereof.

First—We find that in the management of the Colorado Insane Asylum there is no system of records and books in vogue which gives or can give any adequate idea of the general, financial, physical or material condition of the institution. For this reason it was beyond the power of your committee to conduct intelligently an examination into the financial and business affairs of the institution.

Second—We further find that, up to the date of our inquiry, there has never been any system relating to the issuance of supplies on requisition to the several departments of the institution, and no check whatever kept upon the supplies issued or delivered.

Third—We further find that there has been gross and habitual neglect on the part of many of the officers, attendants and employees of the institution with respect to their duties, and it appears from the testimony that this neglect has covered a long period of years, and could have been known to the superintendent of the asylum, which, under the law relating to his duties, he had full power to correct.

Fourth—We further find that the superintendent has given very inadequate, irregular and unsystematic supervision to the affairs of the institution. This finding is supported by the evidence received on the investigation, which shows:

a. That a wholly insufficient amount of time is spent by the superintendent at the institution.

b. That the superintendent has been grossly neglectful in the matter of visitation of wards of the institution.

c. That he has not required or received proper reports concerning, and knowledge of, the patients in the institution, and that no records of the condition of the patients, physical or otherwise, have been required or kept.

d. It appears that patients of the institution die, are prepared for burial, and are taken away without the superintendent seeing them and pronouncing, after examination, that they are dead; that he issues certificates of death upon the report of employees, who are not physicians, without a personal examination.

e. It appears that the superintendent has permitted attendants, in many instances, to determine, first, whether a patient requires medicine, and, second, to administer that medicine on their own judgment without advice from the superintendent, and that the attendants are permitted to keep in their possession certain drugs to be used and administered at their discretion, none of these attendants being physicians.

f. That the determination of the necessity for restraints upon the patients is left entirely to the judgment and discretion of attendants, and no report thereof is required to be made by such attendants to the superintendent, either, as to the occasion of the restraint or the character or the duration thereof.

g. That the supervision of the superintendent over the officers, employees and attendants has been utterly unsystematic, inadequate and neglectful, and that this absence of systematic supervision has resulted in gross neglect of duty on the part of many of the employees and attendants, to the serious detriment of the institution.

h. That the superintendent has not conducted any adequate, thorough and sufficient examination to determine the condition of patients admitted to the Asylum.

Fifth—That the Asylum, as conducted under present management, has been a place of detention rather than a hospital for the treatment of the insane. While we recognize the limitations caused by lack of funds, nevertheless we find that under proper management a very much better condition of the institution could have been secured, even with the funds at disposal. The management of the institution is derelict in the following particulars:

a. There is no regular or sufficient medical examination or knowledge of the patients.

b. No amusements of any sort are furnished for the patients.

c. The patients do not receive proper exercise, nor as much as could be given by the help employed at present.

d. That there has been no requirement as to daily ward reports as to condition of patients, and the superintendent has had no knowledge in regard thereto, except such as he occasionally acquired by talking to attendants or by occasional visitations on his part.

e. The testimony shows that from three to five hours out of each twenty-four the patients in this Asylum are regularly left unattended, and that fre-



quently during the daytime the wards are left unattended for from one to three hours at a time. In illustration of this, on the date of the last official visit of this Board, September 24, 1898, in inspecting the wards, members came upon the lifeless body of a male patient lying on a mattress in one of the wards, where he had died unattended.

Sixth—We find that there are unoccupied rooms at the woman's building, sufficient in size and suitable to accommodate from forty to fifty patients, if supplied with proper bedding and equipment, notwithstanding the fact that the superintendent has persistently reported to this Board and to the board of commissioners of the Insane Asylum that there was no additional room that could be used for housing patients. In this connection it may be stated that these rooms, according to the estimate of the superintendent, recently obtained, could have been fitted up and additional patients maintained until the next appropriation is available, at a cost of not to exceed \$5,000.

Seventh—We find that in the month of July, 1897, a child was born to one of the patients as a result of negligence on the part of an attendant in permitting a patient from the male department to associate with the patient first above named in the absence of others, the male patient having been employed in and about the woman's building for a number of weeks in making needed repairs, under orders coming from the superintendent, and that this unfortunate affair could have happened only through the gross negligence of the attendant in charge.

We further find that this child lived for a period of about two weeks from the date of its birth, when it died, and was buried in the cemetery on the Asylum grounds.

The following is the sworn testimony of the superintendent touching the death of the child: (See testimony, page 187.)

Q. What became of the child?

A. It died.

Q. Do you know?

A. Yes.

Q. How long did it live?

A. Nine days, I think.

Q. Of what did it die?

A. It never was healthy. I do not know what ailed it. It got good attention.

Q. Did you prescribe for the child at all?

A. All I gave it was a little quieting medicine once or twice. I gave it a little paragoric.

Q. Was that all you prescribed for the child?

A. Yes, sir.

Q. Do you know how much the attendant gave?

A. The usual dose, from five to ten drops.

We further find that the birth of this child was never reported to the board of commissioners of the Insane Asylum, and that no record of its birth or death was ever made by the superintendent and reported by him to the county board of health, as provided by law, and that in thus keeping the matter secret, the said superintendent not only violated his duties as such superintendent, but also violated the laws of the state.

Eighth—We further find that the superintendent has been grossly careless in permitting officers, attendants and employees to absent themselves from the institution on vacation for as much as six weeks at a time, and that during such absence of two of the attendants of the woman's building at different times, their duties were looked after and attended to in a measure by the laundress of the institution, who was not a trained nurse, nor in any sense qualified to discharge the duties of attendant.

Ninth—We further find that during the months of July and August, 1898, the night watch or attendant of the woman's building was given a six weeks'

leave of absence, during which time no one was employed or secured to attend to her duties; with the result that from 7 o'clock in the evening to about 7 o'clock in the following morning, during all the time before mentioned, the three wards in the woman's building were left entirely unattended, the only precaution taken by the management against fire to the building was that the night watch of the male building was instructed to keep an occasional eye on the woman's building; aside from this no precaution whatever was made or taken to prevent or guard against the destruction of inmates of the woman's building, either by fire or otherwise.'

#### RECOMMENDATIONS.

First—It is our judgment, based upon the evidence taken in the investigation, that a change in the superintendency and management of the Asylum is necessary.

Second—It is our judgment that there should be put into operation at once a competent and thorough system of records, reports and bookkeeping which shall cover the entire business of the Asylum, including the commissioners' meetings, and that there should also be adopted a thorough system of requisitions for supplies and checks upon supplies received and distributed.

Third—It is our judgment that the Asylum should be provided as soon as possible with a new set of rules and regulations for the government of the institution and those in its employ.

Fourth—It is our judgment that the management should be required to take advantage of the favorable climate of Pueblo and the ample grounds of the Asylum to give the patients regular and frequent out-door exercise.

Fifth—It is our judgment that the number of attendants should be considerably increased, and all attendants and others employed held to a faithful performance of their duties.

Sixth—It is our judgment that the state needs a new lunacy law which shall put the Asylum on a more modern basis, shall define the duties of the commissioners and superintendent more clearly and specifically, requiring that the superintendent shall devote his entire time to the interests and affairs of the asylum, provide for at least two resident physicians, one of whom shall be a woman, and put in operation civil service principles in the employment of all attendants and other employees.

Seventh—It is our judgment that the Asylum needs more money than it has had, both for the providing of very much needed improvements and facilities and for more adequate maintenance and support.

Eighth—It is our judgment that means should be devised to provide funds to furnish immediately all suitable vacant rooms for the reception of patients.

Ninth—It is our judgment that the location of the asylum is entirely satisfactory and that an additional asylum is neither desirable nor wise.

Accompanying these findings and recommendations are herewith submitted letters relating to the inquiry, including a letter dated November 15, 1898, from Dr. Thombs to Governor Adams, protesting at his exclusion from the sessions when witnesses were examined; the letter dated November 18, 1898, to his excellency, the governor, being the opinion of the attorney general on the matter, and a copy of the letter of November 23, 1898, to Dr. Thombs, being the answer to his protest, signed by William F. McDowell, chairman.

Respectfully submitted,

(Signed)

WILLIAM F. McDOWELL,  
Chairman.  
SARAH S. PLATT,  
T. H. DEVINE,  
C. L. STONAKER,  
Committee.

## FINANCES OF THE BOARD.

The appropriation of this Board in the past biennial period was \$3,000, construed by the state auditor to have been made distinctly for salary of the secretary.

An emergency appropriation of \$1,000 was made at the beginning by the legislature, and subsequently the regular appropriation was passed, making the total appropriation for the entire biennial period to be \$3,000.

By a ruling of the auditor the account was extended to meet the obligations of this Board regarding salary prior to the passage of the appropriation bill.

Vouchers were issued as follows:

March 6, 1897. John W. Lowell, for twelve days' service as secretary in January and for salary for December, 1896.....	\$231 17
March 6, 1897. Mrs. Harrington, salary, December, January and February .....	75 00
March 6, 1897. Henry C. Olney, secretary, salary, January and February .....	178 75
March 31, 1897. Henry C. Olney, secretary, salary for March.....	125 00
March 31, 1897. Mrs. L. I. Harrington, salary for March.....	25 00
Total .....	\$ 634 92
Subsequently vouchers to the secretary were audited to the number of twenty at \$125 each.....	2,500 00
Total paid Board of Charities and Correction fund.....	\$3,134 92

During the year 1897 no expenses other than that for salary were incurred. Requisitions for office supplies and stationery were made to the state board of audit and duly allowed.

In 1898 unanticipated expenses were allowed by the state board of audit. These included expenses incident to the investigation of the Industrial School for Girls, to the State Conference of Charities and Correction held at Colorado Springs, to the investigation of the State Insane Asylum, and to one visit by this Board to state institutions.

During May, 1898, the secretary attended the National Conference of Charities and Correction, with instructions to inquire into the question of state care for insane. An itemized bill for expenses incident thereto, amounting to \$134.75 was approved by this Board and subsequently paid by the state board of audit.

## RECOMMENDATIONS.

We respectfully recommend that there be appropriated for salaries, stenographer and traveling expenses of the State Board of Charities and Correction the sum of \$2,500 annually.

During the past biennial period the secretary was required to pay the expenses of necessary travel from his salary. In order to visit and inspect hospitals, jails and other local institutions, besides making quarterly visits to the eight state institutions under the survey of this Board, a fund to meet these necessary expenses should be provided. Members of this Board, while willing to give much time to this work without compensation, feel that legitimate expenses contracted in the discharge of their duties should be provided for.

During the past year, through the favorable ruling of the state board of audit, some of the expenses thus incurred have been met, but the expenses of the secretary have been paid out of his salary and no account has been made to this board of this expense.

As secretary of the board of pardons, additional expense is incurred in expenses to the State Penitentiary on business connected with the proper discharge of duties in that capacity.

The work required of the stenographer is heavy. Besides the usual correspondence there is the work of compiling statistics, which has been neglected in the past owing to lack of proper means to wisely prosecute this branch of the department.

For further information relative to the work of this Board and the institutions coming under its survey, we submit the accompanying papers compiled by the secretary and made a part of this report.

(Signed) SARAH S. PLATT.  
 WM. F. McDOWELL.  
 THOMAS H. MALONE.  
 T. H. DEVINE.  
 ALICE HILL.  
 J. S. APPEL.

Attest:  
 C. L. STONAKER,  
 Secretary.

REPORT OF THE SECRETARY.

## STATE BOARD OF CHARITIES AND CORRECTION.

Appointed	Name	Address	Term Expires	Remarks
Mar. 19, 1891	Rev. Myron W. Reed	Denver	April 3, 1897	Resigned Sept. 19, 1893
Mar. 19, 1891	Rev. John C. Hay	Pueblo	April 3, 1895	Resigned Oct. 9, 1893
Mar. 19, 1891	Wm. F. Slocum	Colorado Springs	April 3, 1897	Resigned 1896
Mar. 19, 1891	Bruce F. Johnson	Greeley	April 3, 1893	Expired
Mar. 19, 1891	J. S. Appel	Denver	April 3, 1895	Expired
Mar. 19, 1891	Dennis Sheedy	Denver	April 3, 1893	Expired
April 3, 1893	J. Max Clark	Greeley	April 3, 1899	Declined
April 3, 1893	J. Warner Mills	Denver	April 3, 1899	Resigned Oct., 1897
May 3, 1893	John K. Mullen	Denver	April 3, 1899	Resigned 1893
May 31, 1893	Dennis Mullins	Denver	April 3, 1899	Resigned April 10, 1894
Sept. 18, 1893	Byron A. Wheeler, M. D.	Denver	April 3, 1897	Expired
Oct. 9, 1893	Minnie C. T. Love, M. D.	Denver	April 3, 1895	Expired
April 10, 1894	Frances C. Belford	Denver	April 3, 1899	Resigned Mar., 1897
Mar. 25, 1895	Ida Noyes Beaver, M. D.	Denver	April 3, 1901	Resigned Oct., 1898
Mar. 25, 1895	J. S. Appel	Denver	April 3, 1901	
Feb. 5, 1896	Wm. F. McDowell	Denver	April 3, 1897	Expired
Mar. 24, 1897	Wm. F. McDowell	Denver	April 3, 1903	
Mar. 24, 1897	Rev. T. H. Malone	Denver	April 3, 1903	
April 5, 1897	Mrs. S. S. Platt	Denver	April 3, 1899	

Oct. 12, 1897.....	W. W. Sullivan.....	Greeley.....	April 3, 1899.....	Resigned Dec., 1897.....
Feb. 3, 1898.....	T. H. Devine.....	Pueblo.....	April 3, 1899.....	-----
Oct. 8, 1898.....	Mrs. N. P. Hill.....	Denver.....	April 3, 1901.....	-----

HX OFFICIO: {  
 Governor John L. Routt.  
 Governor Davis H. Waite.  
 Governor Albert W. McIntire.  
 Governor Alva Adams.

## BOARDS OF CONTROL.

COLORADO SCHOOL FOR THE DEAF AND BLIND.  
COLORADO SPRINGS.

Joseph A. Davis, president, Westcliffe.....	1901
Mrs. E. L. C. Dwinell, secretary, Colorado Springs.....	1899
A. L. Lawton, Colorado Springs.....	1903
W. H. Trout, Colorado Springs.....	1903
Mary S. McDonald, Pueblo.....	1901

ASYLUM FOR THE INSANE.  
PUEBLO.

J. T. Eskridge, M. D., president, Denver.....	1901
Chas. O. Unfug, secretary, Pueblo.....	1903
Fred Warshauer, Conejos .....	1899

SOLDIERS' AND SAILORS' HOME.  
MONTE VISTA.

T. C. Graden, Durango.....	1901
J. D. Lewis, Monte Vista.....	1899
A. M. Sawyer, Boulder.....	1899
W. T. S. May (ex-officio), Denver.....	1899

STATE HOME FOR DEPENDENT AND NEGLECTED CHILDREN.  
DENVER.

Mrs. Rodney Curtis, president, Denver.....	1899
Anna Marshall Cochran, secretary, Denver.....	1899
Louisa Arkins, Denver.....	1903
Dora E. Reynolds, Denver.....	1901
Tyson S. Dines, Denver.....	1901

THE STATE INDUSTRIAL SCHOOL FOR GIRLS.  
DENVER.

Dr. Minnie C. T. Love, Denver.....	1903
J. H. Gabriel, secretary, Denver.....	1900



Blanche I. Delaplaine, Denver.....	1902
William S. Ward, president, Denver.....	1901
Mrs. Izetta George, Denver.....	1899

STATE INDUSTRIAL SCHOOL.  
GOLDEN.

Carlos W. Lake, president, Golden.....	1899
William A. Smith, secretary, Denver.....	1901
Charles Landes, Pueblo.....	1903

STATE PENITENTIARY.  
CANON CITY.

Walter G. Hines, president, Trinidad.....	1903
I. D. Chamberlain, Pueblo.....	1899
William H. Meyer, Fort Garland.....	1901

COLORADO STATE REFORMATORY.  
BUENA VISTA.

Walter G. Hines, president, Trinidad.....	1903
I. D. Chamberlain, Pueblo.....	1899
William H. Meyer, Fort Garland.....	1901



## SECRETARY'S REPORT

...TO THE...

# STATE BOARD OF CHARITIES AND CORRECTION.

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During the past biennial period there have been three secretaries to this Board. Mr. John W. Lowell resigned to assume the duties of state auditor in January, 1897. Mr. Henry C. Olney was secretary until June, 1897, and resigned in October of the same year, his wife, Mrs. Henry C. Olney, occupying the position during his absence. The present secretary assumed duty November 1, 1897.

The work of inspecting state, county and city institutions has been conducted as carefully as time and means of the secretary afforded. At the state institutions the utmost cordiality towards this Board has been apparent and the secretary has been given all privileges he has requested. Of the results of these visits you have been advised in the quarterly reports made at stated meetings, which have been incorporated as parts of the minutes of such meetings.

Of the work of visiting county and municipal institutions much remains to be done, as will be found elsewhere in this report.

I regret my inability at this time to supply you with proper statistical tables. The only report in the form of statistics made to this Board by the state institutions is a monthly statement of the movement of population, a summary of which constitutes one of the tables accompanying this report. The Board has authorized the preparation of suitable blanks for the purpose of securing proper statistical matter from state institutions, and these will be prepared and sent out without delay.

Owing to the limited appropriation available for the use of this Board the work especially in regard to the statistical information was not undertaken upon the same scale as that in force in other states by similar boards. This office was deficient in furniture and office supplies, but during the past year the state board of audit has kindly allowed all requests coming from this office.

The statistical tables accompanying this report have been compiled largely from past biennial reports of state institutions. Those reports relating to county institutions have been obtained by personal effort and through correspondence. That they are incomplete is due to the failure to secure proper answers to inquiries sent out from this office.

Much of the time of the office during the past year has been devoted to the classification of the material in the office, which could never be properly filed owing to lack of office furniture previous to that time.

The work of the State Board of Pardons consumes a considerable portion of the time of this office. In short, there has been enough work in this office to keep both the secretary and the stenographer busy during more hours than the law directs, not to mention the time required to inspect state and county institutions, to make inquiries on complaints relative to public and private institutions, and the time consumed in personal consultation with citizens of the state both in and out of office hours.

#### VISITS OF THE SECRETARY OUT OF STATE.

The secretary was given leave of absence for the purpose of attending the National Conference of Charities and Correction in New York City, May 18 to 28, 1898, and he was instructed to investigate the matter of state care of the insane by visiting such state institutions as he might deem expedient.

This vacation extended over a period of six weeks, during which time the annual meeting of the American Medico-Psychological Association was attended at St. Louis, ten days were spent at the New York conference, and visits were made to institutions as time and convenience permitted. Notes were taken and have been extended, so that these individual observations are in available shape for inspection in this office.

Aside from the visits made to New York City institutions while attending the sessions of the conference, the following institutions were inspected:

- Work house, Kansas City.
- State Industrial School for Girls, Lancaster, Mass.
- Lyman School for Boys, Westboro, Mass.
- State Prison, Auburn, N. Y.
- State Industrial School for Boys and Girls, Rochester, N. Y.
- State Hospital for Insane, Rochester, N. Y.
- State Hospital for Insane, Toledo, Ohio.
- State Industrial School for Girls, Adrian, Mich.
- State Hospital for Insane, Kankakee, Ill.
- Wisconsin asylums, and hospitals at Milwaukee, Racine, Madison, New Richmond.
- City and County Hospital, St. Paul.
- State Penitentiary, Stillwater, Minn.
- Work House, St. Paul.

A day was spent in the office of the State Board of Charities, St. Paul, Minn., to examine methods of keeping reports and gathering statistics. At Canandaigua, N. Y., Dr. Chas. S. Hoyt (recently deceased), for many years secretary of the State Board of Charities and later superintendent of the state and alien poor, gave me the benefit of his counsel, advice and information relative to the general work of boards of charities, besides a review of his special department, almshouses and poor relief.

Included in this report are memoranda of visits made to some of the before mentioned institutions, other reports being filed in this office.



Escaped.....	2					3		5
Transferred to penitentiary .....							1	
Returned to reformatory .....								1
Absent with leave.....				105				
Dismissed on trial .....	37					1		
Dismissed on vacation .....		127						
Discharged by order of court.....								15
Transferred to insane asylum .....								2
Died .....	14	1	47	17				3
Total.....	63	130	116	195	33	81	126	265
Number in mates November 30, 1897 .....	52	133	431	122	50	113	95	617





	4	7	19	16	5	4
Escaped .....	4					
Transferred to county jail .....			10			
Transferred to penitentiary .....						2
Returned to reformatory .....						
Dropped from roll 60 days .....			5			
Absent with leave (furloughed) .....			147			
Dismissed on trial .....	35	9	3			
Transferred to hospital .....	6					
Adopted .....	2					
Returned to county .....	1					
Dismissed on vacation .....		131				10
Discharged by order of court .....						2
Transferred to insane asylum .....				3		6
Died .....	5					
Total .....	60	154	66		176	262
Number inmates November 30, 1898 .....	68	115	32		78	590

TABLE  
 COLORADO STATE INSANE ASYLUM POPULATION.

Purpose	1879-80	1881-82	1883-84	1885-86	1887-88	1889-90	1891-92	1893-94	1895-96	1897-98
Present beginning of period.....		38	49	97	138	171	274	296	366	422
Present close of period.....	38	49	97	138	171	274	296	366	422	-----
Admitted.....	77	57	125	191	207	278	243	314	279	244
Average.....										432
Discharged.....	25	46	77	150	174	175	221	244	223	227
Recorded.....	23	30	53	117	133	127	155	141	90	91
Partly recovered.....	2	1	1	2	7	14	22	25	31	22
Escaped.....	2	1	3	3	6	4	7	9	11	13
Died.....	12	14	20	28	28	25	37	69	91	101
Unimproved.....						5				-----
Percentage of recoveries.....		52.63	42.4	61.2	64.7	45.68	63.3	44.9	32.3	36.29
Admitted, males.....		45		146	152	202	175	206	237	213
Admitted, females.....		12		45	55	76	68	108	42	31
Recovered, males.....		25		89	103	87	115	99	74	76
Recovered, females.....		5		28	30	40	40	42	16	15

TABLE  
COLORADO INSANE ASYLUM DISTRIBUTION OF EXPENSE.

	1879-80	1881-82	1883-84	1885-86	1887-88	1889-90	1891-92	1893-94	1895-96	1897-98
Table.....	\$ 6,227 88	\$ 15,759 19	\$ 18,880 56	\$ 21,213 25	\$ 18,883 51	\$ 29,087 81	\$ 35,292 33	\$ 39,141 85	\$ 38,769 04	\$ 51,851 67
Clothing.....	754 52	1,284 03	1,982 38	2,178 01	3,039 97	4,421 47	5,270 14	6,781 79	8,048 32	9,621 32
Bedding.....	1,206 45	1,086 41	2,415 48	1,149 06	620 37	1,279 76	2,385 36	2,493 46	2,361 61	3,235 60
Improvements and repairs.....	6,360 42	2,839 35	-----	4,801 74	5,638 64	6,211 40	4,123 59	7,966 90	8 095 67	6,891 10
Farm, garden and stable.....	1,560 68	2,055 45	1,841 81	2,092 97	3,496 11	3,459 37	3,302 47	4,081 75	4,267 69	3,802 57
Kitchen and laundry.....	383 61	588 73	911 39	836 20	673 87	1,167 41	3,145 68	3,921 03	3,900 42	3,597 40
Medical supplies.....	250 40	572 60	689 52	1,320 16	1,243 25	1,241 16	1,564 85	1,676 80	2,053 11	1,606 37
Contingent.....	949 64	1,235 42	850 05	1,013 57	1,212 65	1,698 87	1,717 18	1,433 07	1,355 90	2,922 00
Furniture and fixtures.....	3,948 48	517 45	1,823 03	926 34	1,294 80	1,058 02	1,564 78	1,525 45	664 40	1,113 30
Fuel.....	796 27	1,739 91	4,639 01	4,261 32	3,617 60	4,628 57	4,550 30	6,588 99	6,083 49	7,425 03
Light.....	-----	-----	-----	973 35	1,050 75	2,575 50	2,761 25	2,410 85	3,594 95	4,009 32
Water.....	447 00	1,020 00	700 00	1,200 00	1,200 00	1,200 00	1,300 00	1,400 00	1,985 15	2,160 00
Telephone.....	-----	60 00	174 50	160 00	160 00	160 00	160 00	160 00	150 00	200 00
Mechanical restraint.....	55 00	4 60	121 05	-----	31 50	179 70	-----	68 00	341 00	-----
Wages.....	4,077 97	8,018 29	11,246 00	13,845 03	14,607 67	16,881 90	19,273 35	20,456 88	21,925 86	27,852 38
Salaries.....	6,000 00	10,050 00	9,300 00	9,600 00	11,775 00	12,675 00	12,977 50	13,010 00	13,075 00	13,641 66
Insurance.....	-----	500 00	-----	2,000 00	-----	-----	*3,988 69	-----	-----	-----
Real estate and buildings.....	13,000 00	60,911 21	83,146 90	-----	*4,500 00	*46,248 69	*60,000 00	*21,210 00	*8,129 05	-----
Total cost.....	\$ 46,719 49	\$ 108,272 64	\$ 138,823 68	\$ 68,111 00	\$ 69,765 71	\$ 87,935 94	\$ 99,791 78	\$ 113,126 82	\$ 116,691 61	\$ 140,456 91

\* Not included in the total.



TABLE  
 COLORADO STATE PENITENTIARY EARNINGS.

Purpose.	1881-82	1883-84	1885-86	1887-88	1889-90	1891-92	1893-94	1895-96	1897-98
Total earnings.....	\$ 61,471 84	\$ 50,405 83	\$ 70,057 28	\$ 80,676 17	\$ 53,836 61	\$ 59,238 47	\$ 36,724 62	\$ 22,952 39	\$ 16,378 91
Total cash receipts.....	59,787 14	44,200 12	70,183 37	59,000 00	50,000 00	34,163 31	32,772 95	24,251 10	18,069 70
Brick yard.....	\$ 3,977 35	-----	\$ 4,708 26	\$ 12,345 22	\$ 12,465 91	\$ 6,574 03	\$ 2,490 75	\$ 1,568 05	\$ 2,016 91
Stone yard.....	2,366 46	\$ 1,454 51	409 34	1,408 70	2,049 58	1,542 62	388 90	-----	-----
Lime kiln.....	28,464 93	28,542 44	58,431 12	58,520 82	31,196 11	31,800 47	14,732 86	11,103 39	9,929 01
Quarry.....	4,224 83	1,553 92	1,564 71	3,739 50	3,483 28	2,745 14	2,195 90	3,034 73	1,126 61
Visitors.....	642 40	479 90	426 39	641 03	742 30	1,405 80	1,266 65	1,400 90	1,194 49
Hogs sold.....	790 90	-----	317 04	1,078 21	979 32	799 90	1,141 47	519 00	109 25
Labor.....	18,053 37	9,199 84	3,157 04	689 26	1,519 77	843 75	854 67	4,394 76	2,403 29
Tools and implements.....	16 50	-----	-----	-----	-----	-----	-----	-----	-----
Supplies.....	179 92	1,497 01	1,009 07	2,174 08	1,147 50	11,733 80	10,256 65	2,362 46	793 84
Improvements and repairs.....	128,900 00	52,900 00	32,200 00	32,355 80	64,518 02	26,293 80	62,941 44	10,488 14	4,421 84
Shoe shop.....	515 90	-----	-----	-----	-----	-----	-----	-----	-----
Hogs consumed.....	1,684 70	2,181 17	5,751 20	3,291 20	2,957 00	1,842 03	717 61	1,304 35	834 80
Interest.....	-----	13 66	49 31	29 56	9 99	121 86	-----	-----	-----
Garden sales.....	-----	-----	-----	49 79	139 95	259 50	652 45	5,349 28	6,227 23
Fire clay.....	-----	-----	-----	-----	-----	1,411 66	109 50	-----	-----
Maintenance.....	-----	-----	-----	-----	-----	-----	-----	-----	-----
Total expenditures.....	\$ 204,736 04	\$ 230,260 39	\$ 226,486 44	\$ 233,986 13	\$ 212,730 53	\$ 213,509 67	\$ 267,823 05	\$ 196,192 53	\$ 194,354 45

## BOARD OF COUNTY VISITORS.

Owing to the general misapprehension of their duties and the apathy of county judges, the work of the Boards of County Visitors has, with some exceptions, been intermittent and uncertain. To make these Boards more effective, a small pamphlet was issued in November, defining the duties of these Boards and offering suggestions relative to the work. In a number of counties, while no formal reports have been received, correspondence and personal visits by the secretary has shown that much good has been accomplished, and that a better condition prevails by reason of the zeal and activity of these boards.

Were the law amended so as to permit boards of county commissioners to appropriate a sum of money not to exceed \$50 in counties of the second and third classes, the usefulness of these Boards would be materially increased. Such a sum would defray expenses of carriage hire, postage and stationery and other necessary expenses arising through an active operation of a Board of County Visitors.

What may be done for the improvement of conditions and the better conduct of county institutions is suggested in the following general report from Arapahoe county:

## ARAPAHOE COUNTY.

Arapahoe county begs to submit the following limited report and desires to mention the fact that they have worked under great disadvantages this year, owing to the resignation of their president, the death of one of our valued members and the illness of another member.

Upon request, the secretary investigated reports appearing in public print against the management of the county hospital, and considers the charges without foundation. I visited the hospital many times, always finding the wards clean, excellent sanitary arrangements, patients well satisfied and as contented as people could be who are compelled to accept public charity. I found the feeling regarding Mrs. Clark very different than I had been led to believe, most of the patients offering some word of praise for the improvements made by the housekeeper for their comfort. The woman who was quoted as dissatisfied informed me most emphatically she had no complaint to make of the food provided or her treatment by the hospital attendants, and she denounced in no light terms the persons who so misrepresented her, saying she knew the rules, and if dissatisfied she could report to the superintendent, who gave personal attention to such complaints. I have visited the institution frequently during the serving of meals, giving special attention to the quality of the food, the manner in which it was prepared and served, finding no just cause for complaint. All food for the very sick is prepared by the nurses in the tea room according to the orders of the attending staff physicians, who are very strict upon this point.

Now that the county commissioners have purchased a new farm and have closed contracts for buildings soon to be completed, the county will be capable of caring for the aged, indigent and chronic cases formerly kept at the hospital, in a better manner than ever before, and at the same time relieve the overcrowded condition of the hospital. This board has deplored the fact that the board of county commissioners has been unable to provide more suitable quarters for the insane patients confined at the hospital.

The Ladies' Relief Home Society has in the last year made valuable changes, having purchased a new site, erected buildings upon improved and modern style. With the new surroundings, the society has deemed it advisable to change the general work, transforming the home of the friendless into a home for aged people.

The secretary has signed papers of adoption for three children adopted by good families from the State Home for Dependent Children. Numerous other cases came under the observation of the secretary and were disposed of to the best interest of all concerned.

Special attention is called to the work of this board in the past relating to juvenile criminals. When the work was first undertaken it seemed beyond the control of the committee. However, we finally succeeded, by constant attention and enlisting the interest, good will and sympathy of the judges of the district court, fire and police board, chief of police, matron—in fact, every one who would in any way be concerned. This work represents many days and weeks, and sometimes a discouraged committee. Boys from the age of eight to sixteen were arrested for all sorts of misdemeanors, taken before a justice court with all classes of hardened criminals, and, after a hearing, if found guilty, were sentenced to the county jail for thirty or ninety days, and sometimes longer, in violation of the law, which provides that when a boy is sentenced he shall be taken forthwith to the State Industrial School. This is a branch of our work wherein we have accomplished much good, and the committee feels justly proud of the fact, having effectually wiped out the practice, thereby assisting the boys and saving many hundreds of dollars to the county.

In cases where the justice or judge has suspended sentence during good behavior, a member of the committee visits the boy in his home, interests him and keeps a general supervision over him. Very few boys thus cared for fall by the wayside a second time, and always have a kindly feeling for the committee.

The county board was well received at all institutions, those in charge feeling that we come in friendly spirit. With the united efforts of the members of this board, it will become an important factor in county charities.

Respectfully submitted,

JULIA E. KILLAM,  
Secretary.

## THE LAW.

The law creating the board of county visitors, in force July 2, 1893, provides for the appointment by the probate judge of each county of a board of county visitors for the inspection of all charitable and corrective institutions located in said county. The text of the law is as follows:

Section 1. The probate judges of the several counties of this state shall appoint, on the first day of May, 1893, six persons, three of whom shall be women, and not more than three of whom shall have the same political affiliations, who shall constitute a Board of County Visitors, two of whom, as indicated by the appointing judge, upon the fixed appointment shall serve for one year, two for two years, and two for three years, and upon the expiration of the term of each, his or her place and that of his or her successor shall, in like manner, be filled for the term of three years, who shall constitute a Board of County Visitors, for the inspection of all charitable and correctional institutions supported by such county, who shall serve without compensation.

Sec. 2. Duties of Boards of Visitors. It shall be the duty of such Board of Visitors, by personal visitation or otherwise, to keep themselves fully advised of the condition and management of all charitable or corrective institutions supported in whole or in part by county or municipal taxation, or which are under county or municipal control, or any private hospitals, infirmaries, asylums, retreats and orphanages, and especially the infirmary, county jail, munic-

ipal prisons, and children's homes; and they shall recommend such changes and additional provisions as they may deem essential for their economical and efficient administration, and at least once in every three months all of said institutions shall be visited by said board, or a committee of its members.

Sec. 3. The Board of County Visitors each year shall prepare a full report of their proceedings during the year, with such recommendations as they may deem advisable, and shall file the same with the secretary of the State Board of Charities on or before the 15th day of November of each year.

Sec. 4. It shall be the duty of the probate judge or other officer in each county, whenever proceedings are instituted before him to commit a child to the Boys' Industrial School at Golden, to have notice of such proceedings given to the Board of County Visitors of such county, whose duty it shall be to attend such proceedings, either as a body or by a committee, and protect the interests of such child.

Sec. 5. The courts are to construe this act liberally so as to effectually carry out the intent of the legislature in its enactment.

Approved April 3, 1893.

### SUGGESTIONS.

Boards of county visitors are considered to be supplementary boards to the State Board of Charities and Correction, and as such are the authorized agents, in the respective counties where such boards are organized, to the State Board. The office of the State Board of Charities is available, with its information and experience, to all members of the boards of county visitors, and information and advice will be gladly furnished at all times. The secretary of the State Board will meet in conference with any county board at any time and place which may be mutually agreed upon for the purpose of assisting the county board in their work.

The board of county visitors should hold stated meetings and organize by the appointment of officers and standing committees. One member of the board would be sufficient to attend trials wherein children are before the court, and, generally, one member is sufficient to look after the sanitary condition of jails or lock-ups, while another may devote his attention to the management and care of paupers in and outside of county institutions. In like manner private institutions may be given personal supervision.

In cases of uncertainty as to duty or propriety it will be wise to ask for suggestions from the State Board of Charities and Correction. Children placed out by private societies, neglected or abused thereafter, should be reported directly to the secretary. Families desiring to adopt a child should be placed in communication with the state home, or their addresses should be forwarded to the state home, that the state agent may proceed to investigate. It is very necessary that the work of placing out children be fostered and encouraged, and in this matter boards of county visitors can be of material assistance.

Much depends upon the spirit in which a board of county visitors approaches officials of county or municipal institutions or the management of private hospitals or homes. If the board manifests a spirit desiring to benefit the institution, and does not go in a fault-finding or suspicious manner, the local management will generally appreciate such visits, and will listen to suggestions and advice. Local officials will learn to seek the support of members of an active board of county visitors in efforts to improve the condition of their respective institutions, and the community at large will generally support and endorse any public action taken by a board of county visitors which is seeking to improve conditions. The main thing is that the board of county visitors take an interest in local institutions and become well informed of the general management, purposes and results of all charitable and correctional institutions.



The State Board of Charities desires to receive suggestions from time to time from boards of county visitors or members thereof, and will welcome any suggestion that seeks for the betterment of the general work.

## MEMBERS OF BOARDS OF COUNTY VISITORS.

## ARAPAHOE COUNTY.

Mrs. Thalia Rhoads, president.....	Denver
Mrs. Julia Killam, secretary.....	Denver
Mrs. Edward Piscoe.....	Denver
Mr. A. B. McGaffey.....	Denver
Mr. O. S. Storrs.....	Denver
Mrs. Mary V. Macon.....	Denver

## BENT COUNTY.

Mrs. Daisy Burke.....	Las Animas
Mr. A. M. Lambright.....	Las Animas
Mr. Frank Greybill.....	Las Animas
Mrs. A. E. Weil.....	Las Animas
Mr. H. B. Carter.....	Las Animas
Mrs. Lottie Graham.....	Las Animas

## BOULDER COUNTY.

Mrs. Harriett E. Williams, secretary.....	Boulder
Dr. E. B. Queal.....	Boulder
Mrs. Theron Weisenhorn.....	Boulder
Mr. Guy A. Adams.....	Boulder
Mrs. Sarah E. North.....	Boulder
Rev. E. G. Lane.....	Boulder

## CHAFFEE COUNTY.

Mr. H. S. Tompkins.....	Buena Vista
Miss Minnie Brown.....	Salida
Rev. E. P. Root.....	Buena Vista
Mrs. Laura Holtschneider.....	Buena Vista
Mrs. Anna J. Kennedy.....	Salida
Mr. A. E. Hanke.....	Salida

## CHEYENNE COUNTY.

Hiram Balow.....	Cheyenne Wells
Mrs. John Daly.....	Cheyenne Wells
John Farnsworth.....	Cheyenne Wells
Mrs. O. J. Green.....	Cheyenne Wells
C. A. Parker.....	Cheyenne Wells
Mrs. S. C. Perry.....	Cheyenne Wells

## FOURTH BIENNIAL REPORT

## CONEJOS COUNTY.

Mrs. Palestine Storer.....	Manassa
Mr. Crescencio Valdez.....	Antonito
Mrs. Minnie Johnson.....	Antonito
Mr. Chas. M. Ball.....	
Mrs. S. E. Newcomb.....	
Rev. D. G. Montfort.....	

## COSTILLA COUNTY.

R. L. Liggett.....	Mosca
Mrs. L. M. Watson.....	Mosca
Hon. A. A. Salazaar.....	San Luis
Mr. M. A. Sanchez.....	San Luis
Mrs. Nellie Patton.....	Mosca
Mrs. S. N. R. Jenkins.....	Mosca

## EAGLE COUNTY.

Mrs. Geo. A. Townsend.....	Minturn
Mr. Thos. Howard.....	Gilman
Mr. H. W. Goodrich, president.....	Red Cliff
Mr. L. S. Pierce, secretary.....	Red Cliff
Mr. John Love.....	Eagle
Mrs. Chas. Nogal.....	Eagle

## EL PASO COUNTY.

Mrs. Rosa E. Harris.....	Colorado Springs
J. W. Horner, Esq.....	Cripple Creek
J. T. Estill, M. D.....	Cripple Creek
Mrs. Mary G. Slocum.....	Colorado Springs
J. A. Whiting, M. D.....	Cripple Creek
Mrs. B. F. D. Adams.....	Colorado Springs

## FREMONT COUNTY.

Mr. N. F. Handy.....	
Mr. C. J. Frederickson.....	
Mr. J. R. Wright.....	
Dr. Mary Phelps.....	
Mrs. Nannie Reiter.....	
Mrs. Mary V. McCandless.....	

## GRAND COUNTY.

Mrs. Lizzie Jones.....	Hot Sulphur Springs
Mrs. Sarah Jones.....	Hot Sulphur Springs
Mrs. Mary Byers.....	Hot Sulphur Springs
Mrs. Lizzie Sullivan.....	Hot Sulphur Springs
Mrs. Martha Button.....	Hot Sulphur Springs
Mrs. Melinda Bock.....	Hot Sulphur Springs

## GUNNISON COUNTY.

T. J. Thompson.....	Gunnison
Geo. W. Sumner.....	Gunnison
Mrs. Sarah Williams.....	Gunnison
Mrs. B. H. Wegener.....	Gunnison
John Gordon.....	Gunnison
Mrs. S. D. Crump.....	Gunnison

## JEFFERSON COUNTY.

Samuel Eldridge.....	Golden
Nellie M. Townsend.....	Golden
Chas. H. Wade.....	Golden
Leonora Barnes.....	Golden
John H. Wells.....	Golden
Althea Dier.....	Golden

## KIT CARSON COUNTY.

Mr. John R. C. Husted.....	Seibert
Mrs. Chas. Lamb.....	Burlington
Hon. T. G. Price, president.....	Burlington
Mrs. Susie E. Morgan, secretary.....	Burlington
Mrs. William Cluphf.....	Burlington
Peter Guthrie.....	Burlington

## LAKE COUNTY.

Mrs. Jessie Sterling.....	Leadville
J. B. Whalen.....	Leadville
Mrs. A. E. Johnson, president.....	Leadville
Mr. John M. Whitton, secretary.....	Leadville
Mrs. Martha A. O'Neill.....	Leadville
Dr. J. A. Jeanotte.....	Leadville

## FOURTH BIENNIAL REPORT

## LA PLATA COUNTY.

Mrs. Calliopie Brown.....	Durango
Mr. T. C. Gradin.....	Durango
Mrs. H. J. Arnold.....	Durango
Rev. William Morrin.....	Durango
Mrs. O. S. Galbreath, president.....	Durango
T. C. Perkins, secretary.....	Durango

## LARIMER COUNTY.

Mr. Andrew Armstrong.....	Fort Collins
Mrs. Emma Hottel.....	Fort Collins
Carrie Chadbourne.....	Loveland
George Denig.....	La Porte
Susan J. Corbin.....	Fort Collins
George Krauskopp.....	Loveland

## LAS ANIMAS COUNTY.

Mrs. S. T. Brown.....	Trinidad
Mrs. Julia P. Brigham.....	Trinidad
Rev. B. F. Lawler.....	Trinidad
Mrs. Maria Luning.....	Trinidad
Rev. Oscar Samuels.....	Trinidad
Rev. C. A. Stevens.....	Trinidad

## LINCOLN COUNTY.

Mrs. Emma B. Henry.....	Hugo
Mrs. Elizabeth Will.....	Hugo
William S. Pershing.....	Hugo
J. Wilson Gardner.....	Hugo
Wm. J. Rothwell.....	Hugo
Maggie D. Rothwell.....	Hugo

## LOGAN COUNTY.

Mr. James Monroe.....	Sterling
Mrs. J. J. Cheavier.....	Sterling
Mr. H. C. Sherman.....	Sterling
Mrs. Georgia Hinckley.....	Sterling
W. E. King.....	Sterling
Mrs. G. A. Henderson.....	Sterling

## MESA COUNTY.

Mrs. Sarah Emma Oldham.....	Grand Junction
George E. Currie.....	Grand Junction
Wm. A. Marsh.....	Grand Junction
Mrs. Geo. W. Armstrong.....	Debeque
A. C. Newton.....	Grand Junction
Mrs. Fannie P. White.....	Grand Junction

## MINERAL COUNTY.

Mr. Phil Bauer.....	Amethyst
Dr. Samuel McKibbon.....	Amethyst
Mr. T. W. Vincent.....	Teller
Mrs. A. H. Majors.....	Creede
Mrs. S. B. Milon.....	Amethyst
Mrs. Frank Wheeler.....	Amethyst

## MONTEZUMA COUNTY.

Mrs. L. M. Eaton.....	Arriola
Mr. A. T. Samson.....	Mancos
Mrs. H. M. Guillett.....	Cortez
Mr. Henry Booze.....	Dolores
Mr. Stephen J. Smith.....	Cortez
Mrs. Mary White.....	Mancos

## MONTROSE COUNTY.

Dr. A. Johnson, president.....	Montrose
Mrs. J. T. Heath.....	Oak Grove
Mrs. M. E. Schlapp.....	Montrose
Mr. J. L. Atkinson.....	Montrose
Mrs. Sam Hitchcock.....	Montrose
H. M. Corey.....	Olathe

## MORGAN COUNTY.

Mr. James T. Devin.....	Fort Morgan
Mrs. L. H. Rutledge.....	Fort Morgan
Mrs. Ada G. Simpson.....	Brush
Mrs. Sarah E. Willard.....	Duel P. O.
Mr. Tyler D. Heiskel.....	Fort Morgan
Mrs. Hattie Otis.....	Fort Morgan

## OTERO COUNTY.

Rev. H. B. Callins.....	La Junta
Mrs. H. A. Hollowman.....	La Junta
Father J. H. Brinker.....	La Junta
Mrs. J. B. Sherman.....	La Junta
Rev. F. H. Hart.....	La Junta
Mrs. Hunt Jay.....	La Junta

## OURAY COUNTY.

Mrs. E. A. Walker.....	Ouray
Mrs. T. I. Bradshaw.....	Ouray
Mrs. F. A. Rose.....	Ouray
Dr. W. W. Ashley.....	Ouray
A. N. Humphries.....	Ouray
Julian Hulaniski.....	Ouray

## PROWERS COUNTY.

Mr. Wm. Harper.....	Lamar
Mrs. L. C. Harper.....	Lamar
Mrs. J. L. Martin.....	Lamar
Mrs. S. A. Martin.....	Lamar
Mr. David Barnes.....	Lamar
Mrs. Ella D. Barnes.....	Lamar

## PUEBLO COUNTY.

Mr. Thos. J. Downen.....	Pueblo
Mrs. M. W. Mealey.....	Pueblo
Mr. M. Studzinski.....	Pueblo
Mrs. A. Royal.....	Pueblo
W. F. Greer.....	Pueblo
Mrs. N. E. Guyot.....	Pueblo

## ROUTT COUNTY.

Mrs. M. E. Crowford, president.....	Steamboat Springs
Mrs. Miranda Voice.....	Trull
Miss Agnes Sturdevant.....	Steamboat Springs
Mrs. Maggie Humphrey.....	Slater
Miss Gertrude Heswig.....	Trull
Edward Brotherton.....	Trull

## SAGUACHE COUNTY.

Mrs. George Ellis.....	Saguache
Mr. Nathan Russell, president.....	Saguache
Mrs. Mary Hamilton.....	Saguache
Mr. Lee Fairbanks.....	Saguache
Mrs. D. J. Morgan.....	Saguache
Mr. W. A. Branougl.....	Saguache

## SEDGWICK COUNTY.

Mrs. Hopkins Smith.....	Julesburg
Mrs. H. C. McNew.....	Julesburg
Mrs. T. Jenkins.....	Julesburg
Mrs. S. Johnson.....	Julesburg
Mrs. G. Tavelle.....	Julesburg
Mrs. C. M. Harris.....	Julesburg

## SUMMIT COUNTY.

Mrs. Lilian Colcord.....	Kokomo
Mr. William McAdoo.....	Breckenridge
Mrs. Mary E. Swisher, secretary.....	Breckenridge
Rev. John R. Wood, president.....	Breckenridge
Miss Agnes Finding.....	Breckenridge
Mrs. Harriet Stephenson.....	Breckenridge

## WASHINGTON COUNTY.

Mrs. F. F. Stokes, president.....	Akron
Mrs. D. W. Irwin, secretary.....	Akron
Mr. George Kling.....	Plattner
Mrs. Lucy Chapman.....	Plattner
E. A. Lewis.....	Rock Creek
Alice Hovey.....	Burchett

## WELD COUNTY.

Mrs. Clementina Hawes, president.....	Greeley
Rev. J. Platon.....	Evans
Mr. Robert Steel.....	Greeley
Mrs. E. K. Smith, secretary.....	Fort Lupton
Benjamin Stanton.....	Platteville
Mrs. Ella Dickey.....	New Windsor

## YUMA COUNTY.

Mrs. W. L. Grissell, secretary.....	Yuma
Mrs. W. W. Cunningham.....	Wray
Mr. J. B. Campbell, president.....	Yuma
Mrs. E. S. Klein.....	Yuma
Mrs. D. A. Clark.....	Eckley
James Kerr.....	Yuma

## OUTDOOR RELIEF.

The county commissioners are authorized by law to establish a poor house whenever they may deem it proper so to do. The county commissioners are required to keep a record book in which shall be entered the names of all poor persons receiving assistance in money or other aid, or who may be maintained at any hospital, poor house or poor farm, together with the time and cost of such maintenance. The record shall also contain the nativity of all such poor persons, their time of immigration to Colorado, age, sex, amount of money given, cost of maintenance. The county clerk is required to make an annual report to the secretary of state containing this information.

Town councils have the power to establish and maintain an infirmary for the accommodation of the indigent sick of the city, either within or without the limits of the city, and to provide for the distribution of outdoor relief to the poor. In the absence of such infirmary, the town council can contract with established institutions for the care of cases coming under the charge of the town or city.

Under the operation of the poor law, the chairman of the board of county commissioners is *ex-officio* superintendent of the poor, and, in all counties but Arapahoe, such official attends personally to such work. Relief is given in the way of orders for groceries or fuel, and, through recommendation of the county physician, indigent sick are sent to the county hospital or private institution according to contract previously made.

As Colorado is comparatively a new state, its class of dependent paupers is small, consisting mostly of aged persons or workmen temporarily injured while engaged in work. Many applicants are strangers to the state who drift in from an adjoining state hoping to find employment, and when their money is exhausted they become temporarily public charges. Often the husband dies of some disease after having come to the state for its climatic advantages, and the dependent family is left helpless. It has been the policy of most of the counties to furnish transportation to dependents upon a proper showing that they have friends or relatives elsewhere who will provide for their immediate needs. Such practice, however, is gradually being abolished, because of the frequent abuses arising through this practice. It is a charity to forward deserving persons to the



place where they can be properly cared for by relatives or friends, but to simply "move on" to another county or another state is not a charity. Such practice increases the number of chronic paupers, and a comparison of cases of aid granted in several contiguous counties would doubtless prove that a portion of the public funds are being regularly contributed to chronic beggars.

Where the county population is small, the superintendent of the poor can readily discover fraudulent efforts made to obtain county aid. In Arapahoe county a clerk is employed at a salary of \$15, and an investigator at \$60 per month, to look after this work, while the city of Denver makes an appropriation of \$9,000 to the Charity Organization Society, and all applications for immediate relief made to the city officials are referred to that society. The same could be done by the county of Arapahoe, thus leaving one central bureau and preventing the duplication of work.

The tables submitted are made up from the reports coming from the county clerks annually to the secretary of state, as the present law directs. That they are incomplete is due to the fact that some counties entirely ignore the law, while other counties fail to make an intelligible showing of the manner in which the poor fund was dispensed.

However, some interesting facts are shown.

The number of American-born persons obtaining relief is proportionately large, followed by those of Irish, German and English descent in the order named.

In the southern counties many persons of Mexican or New Mexican birth receive aid in extreme old age.

Sickness and destitution are the causes most frequently assigned.

The counties having the greatest population fail to report, while those disbursing the greater sums give the least special information.

Uniform, regular and frequent reports would disclose the number of blind, of feeble minded, insane, crippled and other dependents supported by the several counties, with appropriate data.

It is not desired that cases of temporary distress should be thus collated, but, besides the relative cost of maintenance of the poor fund in the several counties, much data could easily be compiled were the reports promptly made and supervised by a department having special interest in this study.

As county clerks obtain all their supplies direct from the secretary of state, it is supposed that their reports should be made to that official; but in this matter, better information could be obtained by permitting this office to send out blanks and directions to the county clerks relative to outdoor relief.

TABLE SHOWING SUMMARIES  
SECRETARY OF STATE,

County	Male	Female	Total	Cost of maintenance	American	American colored	Canadian	Mexican	German	Austrian	Swedish
Cheyenne .....	6	1	7	\$ 345 90	5	--	--	--	1	--	--
Clear Creek .....	37	20	57	4,937 04	22	4	--	--	1	--	3
Costilla .....	17	15	32	1,611 10	30	--	--	--	1	--	--
Douglas .....	9	4	13	641 40	9	--	--	--	2	--	2
Fremont .....	38	6	44	4,779 20	21	--	1	1	3	--	2
Grand .....											
Gunnison .....	32	12	44	4,310 35	21	--	1	--	5	2	2
Hinsdale .....	6		6	486 50	5	--	--	--	1	--	--
Kiowa .....	2	1	3	203 58	3	--	--	--	--	--	--
Kit Carson .....	8	3	11	254 78	5	--	--	--	2	--	--
Larimer .....	35	17	52	2,701 57	42	--	2	--	3	--	--
Logan .....	13	12	25	509 50	9	--	--	--	2	--	--
Mesa .....	28	15	43	2,275 00							
Mineral .....	3	3	6	633 20	6	--	--	--	--	--	--
Montrose .....	17	17	34	746 05	28	3	--	--	2	--	--
Morgan .....	2	2	4	364 38	2	--	--	--	--	--	--
Otero .....	31	9	40	630 36	32	--	2	--	1	1	1
Park .....	21	3	24	3,935 87	19	--	1	--	--	--	2
Phillips .....	15	4	19	509 10							8
Pitkin .....	30	33	63	2,757 15	38	--	2	--	3	--	1
Prowers .....	2	2	4	320 00	4	--	--	--	--	--	--
Rio Blanco .....				175 00							
Saguache .....	6	4	10	970 00	9	--	--	--	--	--	--
Sedgwick .....	12	13	25	419 37	14	--	--	--	10	--	--
Summit .....	13	4	17	1,948 04	7	--	--	--	--	--	1
Yuma .....	8	11	19	218 40	13	--	--	--	4	2	--

\* Indicate causes assigned.



TABLE SHOWING SUMMARIES  
SECRETARY OF STATE,

County	Male	Female	Total	Cost of maintenance	American	American colored	Canadian	Mexican	German	Austrian	Swedish
Archuleta .....	4	4	8	\$ 595 50	8	1					
Baca .....											
Bent .....	41	1	42	3,615 39	30		2	2			2
Chaffee .....	29	4	33	3,161 45	21		1		2	1	
Clear Creek .....	29	26	55	6,281 30	25	6	2			1	6
Cheyenne .....	3	8	11	67 60	2		5		4		
Costilla .....	15	17	32	1,739 50	30				2		
Delta .....	9	2	11	740 00	11						
Dolores .....	1	1	2	730 00	1						
Douglas .....	11	4	15	325 30	8			1	2		1
Eagle .....	6	3	9	1,269 60	4						3
Elbert .....	3	10	13	360 00							
Fremont .....			57	5,760 45	19				3		1
Garfield .....	25	8	33	3,245 45							
Grand .....											
Gunnison .....	34	12	46	4,037 91	34				2		1
Kiowa .....	2	1	3	311 81							
Kit Carson .....	6	7	13	279 56	9				1		
Lake .....	301	46	347	12,826 00	182		12		33		26
Logan .....	6	10	16	217 50	14				1		
Mesa .....	40	16	56	2,091 00	46			2	5		
Miueal .....	3	2	5	370 45	4				1		
Montezuma .....	2		2	287 73							
Morgan .....	4	2	6	486 88	3				1		
Otero .....	14	4	18	993 64				1			
Park .....	14	7	21	3,436 80	10				2	1	2
Pitkin .....	11	22	33	1,490 21	19				6		
Rio Blanco .....	3		3	563 50	1			2			
Rio Grande .....	16	8	32	839 76	11			6	2		
Saguache .....	11	5	16	918 75	6			9			
Sedgwick .....	9	8	17	447 60	15				1		
Yuma .....	1	1	2	96 00						2	

\* Indicate causes assigned.

FROM COUNTIES REPORTING TO  
NOVEMBER 30, 1898.

Norwegian	Danish	Finlander	Russian	English	Irish	French	Italian	Swiss	Unknown	Sickness	Destitution	Old age	Widow	Out of work	Blind	Intemperance	Burial	Deserted	Insane or imbecile	Cripple
										2	3	2								1
				4	1				1	*	*	*								
		1		2	5					*	*	4	*							
		1		10		1	2	1		*	*	*	*	*	*	*	*	*	*	*
										*		*		*						
										1		23	1		7					
										5	3	1			1	1				
					1					1									1	
				2			1			*	*	*	*	*						
				2						4		3			1			1		
											10									3
				9	4		1													
				2	4		2	1		13	19	2			1	5			1	5
															2				1	
				1	1					4	7				2					
22		1		3	65	2		1		*	*	*								
				1																
				2	1					*	*	*	*	*	*	*	*	*	*	*
										3	2									
						2				1									1	
	1				1					1	5									
						1				13		2					2		1	
				3	2	1				10	6		1			2	1		1	
1					5		1	1		22	10	1								
										3										
					1	2				16					2		4			
							1			5		6			2		2		1	
	1									1	14	1								1
												2								

FORM OF BLANKS USED BY ARAPAHOE COUNTY.

APPLICATION FOR RELIEF.

Denver, Colo., .....189..

To the Board of County Commissioners of Arapahoe County:

Name .....

No. of Males.....Age of Males.....

No. of Females.....Age of Females.....

Where Born.....

Date of Immigration U. S.....

Date of Immigration Colo.....

Date of Immigration County.....

From What County.....

Address .....

Cause of Poverty.....

.....

RECORD OF RELIEF TO POOR.

Date.	Application for Relief.	Nature of Relief.	Amount.
.....	Name .....	.....	.....
.....	No. of Males.....Age of Males.....	.....	.....
.....	No. of Females.....Age of Females.....	.....	.....
.....	Where Born.....	.....	.....
.....	Date of Immigration U. S.....	.....	.....
.....	Date of Immigration Colo.....	.....	.....
.....	Date of Immigration County.....	.....	.....
.....	From what County.....	.....	.....
.....	Address .....	.....	.....
.....	.....	.....	.....
.....	Cause of Poverty.....	.....	.....
.....	Amount of Relief Granted, \$.....	.....	.....
.....	Remarks .....	.....	.....

Chairman.

COUNTY JAILS AND TOWN LOCK-UPS.

There being no appropriation available for the payment of expenses in necessary travel, the matter of jail inspection by the secretary has been only such voluntary work as was possible at private expense. No record has been kept of the number of jails visited or the mileage or the expense incurred. The boards of county visitors in a number of counties have made inspections and have urged improvements in many ways.

The secretary personally visited Ouray county jail after the lamentable fire of March 16, 1898, when Harry W. Hawkins was suffocated to death and Adolph Guenther was so seriously injured by the flames that death occurred two days later. The board of county commissioners secured plans for a new jail, which were inspected and approved after some changes had been suggested, and now an officer sleeps in the building, and in that county there will probably be no further menace to life in the county jail.

The city jail remains a veritable fire-trap in an alley, and it has been condemned and efforts have been made to have it destroyed. The community, however, still permits it to exist, and some day there will be a fire there.

The Ouray county jail fire was due to bad electric light wiring, and danger was increased by the absence of a night guard. The discovery of fire was made by a resident of the neighborhood, who was unable to release the prisoners, and had to run up a steep hill four blocks to arouse the jailer, who had the necessary keys. By the time rescue was effected one man was dead, and the other so badly burned that death followed two days later.

The Victor lock-up was burned February 5, 1898, resulting in the death of three men. Eugene Diblin or P. M. McAuliffe, James Connors, Thomas Quinn and "Shorty" Haley, working on the Florence and Cripple Creek railway grade, had been carousing about saloons and were arrested and thrown into jail. Connors tore the bedding in his cell into strips and attempted to burn his way to freedom. Diblin alone escaped with his life. At the coroner's inquest the officer made this statement:

"The last time I went down was about 4:30 a. m. The fellows in the jail were halloing all night and when I got down a ways I heard them yelling fire. I walked along and located the sound in No. 3. I recognized Connors' voice. I did not see any fire so I went back uptown. No, I did not go into the jail. I can not speak for the others, but I never went in at night unless I was throwing some one in."

The verdict of the coroner's jury included a condemnation of the night police for neglect of duty in not visiting the jail at intervals during the confinement of prisoners. The jail was a frame structure, the cells being of two by fours spiked together.

Although plans for a new jail were submitted to the Board of Charities and Correction and approved, the authorities subsequently decided not to build, and the same structure is still in use, having been repaired, white-washed, and a room fitted up where an officer is on guard at night. The expense to the municipality in damage suits, and the expense to Ouray county for a similar contest in the courts, should stand as a warning to other towns and counties in the state where insufficient protection against fire is known.

During the year there have been two other fires, one at Fort Morgan, January 14, 1898, where the county jail was burned, one prisoner being rescued with difficulty; the other being the city lock-up at Montrose, where one prisoner was released without injury.

The construction of jails and lock-ups in the state has been to a great extent the result of the advice of jail contractors of the East. Many jails are located in dark basements of court houses, and none of them are adequate or sufficiently well lighted to conform to modern ideas of jail management. Fremont county constructed its new jail on the second floor of an addition to the court house, making the sanitary arrangements practically perfect. There still exists a number of wooden structures, built years ago, which should be condemned and destroyed.

TABLE SHOWING CONDI

Location	Material	Built	Cost	Cells	Size of Cells	Size of Jail	Heat
Arapahoe, Denver .....	Stone.....	---	-----	95	-----	-----	Steam ..
Archuleta, Pagosa Springs	Wood.....	1892	\$ 500	2	8 x 12	20 x 26	Stove ..
Baca, Springfield .....	Stone.....	---	-----	2	7 x 8	24 x 22	"
Bent, Las Animas .....	Brick.....	---	-----	3	-----	-----	"
Boulder, Boulder .....	Stone.....	---	-----	6	-----	-----	Steam ..
Chaffee, Buena Vista .....	Brick.....	---	-----	3	-----	-----	"
Cheyenne, Cheyenne Wells	Brick and stone .....	1894	10,000	2	7½ x 12	20 x 24	Stove ..
Clear Creek, Georgetown.	Brick and wood .....	---	-----	3	7 x 8	18 x 22	"
Conejos, Conejos .....	Stone.....	1890	45,000	2	6 x 11	13 x 16	"
Costilla, San Luis .....	-----	---	-----	2	-----	-----	"
Custer, Silver Cliff .....	Stone and iron .....	1889	2,000	2	6 x 7	13 x 13	"
Delta .....	-----	---	-----	---	-----	-----	-----
Dolores, Rico .....	Brick and stone .....	---	20,000	3	5 x 7	-----	H't water
Douglas, Castle Rock .....	Stone.....	---	-----	2	-----	-----	Stove ..
Eagle, Red Cliff .....	-----	---	-----	---	-----	-----	-----
Elbert .....	-----	---	-----	---	-----	-----	-----
El Paso, Colo. Springs	Brick.....	---	-----	24	-----	-----	Steam ..
Fremont, Canon City .....	Brick.....	1897	5,000	5	7½ x 7½	19 x 31	"
Garfield, Glenwood Spgs .	Iron.....	1886	-----	3	9 x 6	25 x 20	H't water
Grand .....	-----	---	-----	---	-----	-----	-----
Gilpin, Central City .....	Wood.....	---	-----	3	7 x 14	14 x 35	Stove ..
Gunnison, Gunnison .....	Brick.....	---	-----	---	-----	-----	-----
Hinsdale, Lake City .....	Wood.....	1893	1,000	6	7 x 12	16 x 19	Stove ..
Huerfano, Walsenburg .....	Stone.....	1896	13,000	6	8 x 8	29 x 30	"
Jefferson, Golden .....	Brick and stone .....	1879	40,000	8	6 x 6½	12 x 26	"
Kiowa, Sheridan Lake.....	Stone.....	1888	900	1	6½ x 11	14 x 17	"
Kit Carson, Burlington .....	Iron.....	1889	4,000	2	7 x 8	18 x 24	"
Lake, Leadville .....	Brick and iron .....	1879	-----	8	6 x 7	60 x 85	Steam ..



## TION OF COUNTY JAILS.

Ventilation and Light	Cells for Women	Guard at Night	Fire Protection	Situation and Remarks	Prisoners Boarded
Electricity	9	Yes..	Fireproof....	Separate .....	.....
Windows...	..	.....	.....	Separate .....	.....
"	1	.....	.....	Separate .....	.....
"	1	.....	.....	Back of court house.....	.....
Wind'ws and electricity	2	.....	.....	Basement of court house; jail break Oct. 28, 1898; 5 escaped.....	.....
"	..	.....	.....	Rear of court house.....	.....
Windows....	..	Yes..	Water works	Separate .....	.....
Electricity	..	Yes..	Good .....	Separate; jail break July 25, 1898; 1 escaped.....	.....
Windows...	..	.....	No danger ..	Separate; jail break Mar. 20, 1898; 4 escaped.....	.....
"	..	.....	.....	.....	.....
"	..	.....	Fireproof....	.....	.....
.....	.....	.....	.....	.....	.....
.....	.....	.....	Water works	Basement of court house ..	.....
Windows...	..	.....	.....	Basement of court house ..	.. El Paso county jail
.....	.....	.....	.....	Unsafe .....	.. Lake or Garfield co.
.....	.....	.....	.....	.....	..... El Paso county
.....	4	Yes..	Fireproof....	Separate; jail break Nov. 4, 1898; 3 escaped.....	.....
Windows...	1	Sometimes..	Water works	Second floor of court house .....	.....
Electricity	..	Yes..	Water works	Part of court house.....	.....
.....	.....	.....	.....	.....	.....
Electricity	..	.....	.....	In court house .....	.....
.....	.....	.....	.....	With sheriff's residence ..	.....
Windows...	2	Yes..	Water works	Separate .....	.....
"	2	Yes..	Water works	Separate .....	.....
"	..	Yes..	Fireproof....	Basement of court house ..	.....
"	..	No...	None .....	Separate .....	.....
"	..	No...	Water.....	Separate .....	.....
Wind'ws and ventilators	3	Yes..	Water works	Separate .....	.....

TABLE SHOWING CONDITION

Location	Material	Built	Cost	Cells	Size of Cells	Size of Jail	Heat
La Plata, Durango				2			
Larimer, Fort Collins	Brick and stone	1887	48,000	4	7 x 8	40 x 60	H't water
Las Animas, Trinidad				15			'
Lincoln, Hugo		1891	90	2	6 x 8	12 x 12	Stoves
Logan, Sterling	Stone	1890	3,000	2	6 x 7	50 x 75	"
Mesa, Grand Junction	Brick	1891	2,000	4	7 x 7		Stoves
Mineral							
Montezuma, Cortez	Stone	1888	3,500	2	7 x 8	20 x 24	Stoves
Montrose, Montrose	Brick and stone	1897		2			
Morgan, Fort Morgan							
Otero, La Junta	Stone	1889	15,000	2	7 x 6		Stoves
Ouray, Ouray		1898	400	2	6½ x 6½	28 x 30	Steam
Park, Fairplay	Stone	1881	1,200	2	8 x 7		Stove
Pitkin, Aspen	Stone			5		60 x 80	Steam
Phillips, Holyoke							
Prowers, Lamar	Brick	1890		2	7 x 7	20 x 30	Stove
Pueblo, Pueblo	Brick	1889		51			Steam
Rio Blanco, Meeker	Wood and iron	1886	860	2	10 x 10	24 x 30	Stove
Rio Grande, Del Norte	Stone	1884		2	6½ x 8		"
Rontt, Hahn's Peak	Log	1890		2	6 x 10	16 x 20	
Sagnache, Sagnache				2			Stove
San Juan, Silverton		1882		2	8 x 8	20 x 24	"
San Miguel, Telluride				2			Steam
Sedgwick							
Summit, Breckenridge							
Washington							
Weld, Greeley	Stone and brick	1895	12,089	4	6½ x 9	30 x 40	Stoves
Yuma							

## OF COUNTY JAILS—Concluded.

Ventilation and Light	Cells for Women	Guard at Night	Fire Protection	Situation and Remarks	Prisoners Boarded
Poor				Basement of court house	
Wind'ws and ventilators	1	Yes	Water works	Basement of courthouse	
Electricity	3		Fireproof	Separate	
Windows		Yes	Water works	Separate	
"		No	None		
"		Yes	Water works		
Wind'ws and ventilators		No	None		
				Separate	
				Jail burned Jan. 14, 1898	
Windows	1	Yes	Fireproof	Separate; jail break Jan. 27, 1898; 4 escaped	
Wind'ws and ventilators	1	Yes	Good	Old log jail burned Mar., 1898; 2 deaths	
Windows		Yes	Water works		
	1			Basement of court house; jail break June 22, 1898; 2 escaped	
					Logan county
		No	Water works	Separate; jail break Nov. 9, 1897; 2 escaped	
	4	Yes	Fireproof	Separate	
Window		No	None	Separate	
Windows		No	Water works	Separate	
Windows	1			Separate	
"		No	Fireproof	Separate; jail break July 1, 1898; 4 escaped	
Electricity				In court house	
					Logan or Arapahoe county.
					Lake county
					Arapahoe county
Wind'ws and ventilators	1	Yes	Water works	Joins court house	
					Arapahoe county

TABLE SHOWING CONDITION OF

Location		Material	When Built	Cells	Size of Cells	Sleeping Accommodations
County	City or Town					
Arapahoe	Denver	Brick				
	Globeville	Brick	1891	2	7 x 8	Beds
Boulder	Boulder	Brick and Stone		3	5 x 8	6 bunks
	Longmont	Brick	1884	2	6 x 12	Bunks
	Lyons	Frame	1891	3	8 x 8	2 beds
Chaffee	Salida	Wood	1888	4	6 x 8	Mattress
Clear Creek	Georgetown	Stone		2		Bunks
El Paso	Cripple Creek	Stone	1898	5	4 x 8	Bunks
	Colorado City	Brick and Stone	1892	4	6 x 6	Bunks
	Anaconda	Stone	1893	2	8 x 10	Bunks
	Victor	Wood	1895	4	7 x 8	6 bunks
Dolores	Rico	Stone	1893	1	10 x 12	2 bunks
Fremont	Canon City	Stone and Brick	1885	2	6 x 10	Beds
	Rockvale	Wood	1886	2	6 x 8	Mattress
	Coal Creek	Stone	1885	2	8 x 10	Beds
	Florence	Brick	1893	2	8 x 10	Bunks
Garfield	New Castle	Stone	1897	2	6 x 8	No beds
Gilpin	Central City	Brick		2		
	Black Hawk	Stone		2		Bunks
Hinsdale	Lake City	Wood				
Huerfano	Walsenburg	Brick		1		
	La Veta	Wood	1878	3		3 bunks
Lake	Leadville					
Larimer	Fort Collins	Stone	1881	1	13 x 16	Bunk
Las Animas	Trinidad	Brick		1		Bed
Mesa	Grand Junction	Brick	1888	4	7 x 8	6 iron cots
Mineral	Creede	Wood	1892	2	8 x 12	Bunk
	Bachelor	Wood	1892	2	12 x 12	2 bunks
Montezuma	Cortez	Stone	1888	2	8 x 10	Blankets
Montrose	Montrose	Wood		2		
Otero	La Junta	Stone		2	6 x 8	
Ouray	Ironton	Log	1885	1	8 x 10	

## CITY AND VILLAGE LOCKUPS.

Bedding	Bedding Washed	Lockup Scrubbed	No. of Prisoners	Remarks
4 blankets	Twice a month		15	
24 blankets	When needed		200	
7 blankets	Twice a year			
8 blankets				
8 blankets	Never		200	
Blankets	Twice a month	Every day		
20 blankets	Four times a year			
8 blankets	Twice a month			
18 blankets		Once a week	175	{ Burned Feb. 5, 1898. Three lives lost.
			6	
Blankets				Basement Court House
Blankets	Every two weeks			
8 blankets	Twice a year		2	
Blankets				In fire station
Blankets			12	
				Dark
				Clean
				Re-caged, 1898
No blankets				
				"Foul, malarious den"
3 blankets				
				{ In cellar. Clean, but unfit for human be- ing to live in.
				Needs cleaning
2 quilts				
6 quilts	Once a month			
Blankets	Once a week		6	
				Set on fire Jan. 30, 1898
				{ Old log lockup. Con- demned. Dangerous fire trap.

TABLE SHOWING CONDITION OF CITY

Location		Material	When Built	Cells	Size of Cells	Sleeping Accommodations
County	City or Town					
	Ouray .. . . . .	Wood.. . . . .	1884	5	3-6 x 6 2-8 x 10	
Rio Grande ..	Del Norte .. . . . .	Wood .. . . . .	1875	4	10 x 16	Bunks ..
Pitkin .. . . .	Ashcroft .. . . . .	Wood .. . . . .	1882	3		
	Aspen .. . . . .	Brick .. . . . .		5	7 x 12	10 bunks ..
Phillips	Holyoke .. . . . .	Wood .. . . . .	1888	2	5 x 7	Beds. . .
Summit	Breckenridge . . . . .	Wood .. . . . .	1881	3	12 x 18	
	Kokomo .. . . . .	Wood .. . . . .	1881	2	7 x 3½	Bunk ..

## AND VILLAGE LOCKUPS—Concluded.

Bedding	Bedding Washed	Lockup Scrubbed	No. of Prisoners	Remarks
{ 14 blankets.... } { 4 comforts .... }	When dirty.....	Once a month...	60	.....
8 blankets.....	Occasionally .....	.....	.....	.....
50 blankets.....	When needed .....	.....	.....	"Regular fire trap"
4 blankets.....	Monthly .....	.....	.....	.....
.....	.....	.....	.....	.....
3 blankets. ....	.....	.....	.....	.....

## EXPERIENCES IN OUR JAILS.

The following narratives by prisoners actually confined in the jails of this state clearly illustrate some of the evils of our jail system. Both selections are extracts from authentic letters published in the newspapers of this state:

"A few minutes' walk brought us to the main entrance, the door-bell rang, the big bolts were slid back and I was a prisoner in a county jail for the first time in my life. I found myself in the office, and I was requested to take a seat, while I noticed my former guardian make a hasty exit to satisfy his hunger. The night jailer shortly appeared, searched me, relieved me of my pocket knife, watch, etc., and after my height and personal description were taken and entered into a book, I was invited to accompany the jailer to the kitchen, where the cooks, evidently trustees, were interrupted at a game of cards and ordered to get this man some supper. In one minute or less supper was served, consisting of a tin plate of cold cabbage, a tin cup of cold coffee (no sugar or milk), and a chunk of bread. Making a hasty meal I was commanded by the jailer, who had stood guard over me while eating, to come on, and was now conducted by the jailer up several flights of iron stairs to the store room, where several blankets and a hammock were supplied me for a bed. Shouldering my bedding I was now escorted up more iron stairs, a key was inserted, bolts rattled and I found myself behind steel bars in the corridor, a strong place five by sixteen feet, with steel bars on the east side, through which part of the approach to jail was visible, and three cells, in which the prisoners were locked up at dusk, opened out of the corridor on the west. On entering the corridor I had detected cries of 'fresh fish' from the inmates. After an invitation for my boots from the jailer, I was told to enter the middle cell. The cells were automatically locked from the corridor. In the semi-darkness I noticed that I was in a prison cell six by nine, with two companions in misfortune, who were occupying their hammocks, the younger of whom got up and placed my hammock in position by strapping into the steel plate walls.

"My arrival caused no little excitement among the inmates of my own and adjoining cells. Questions were fired at me from every cell at once, asking my name, and what I was in for, which I answered. The prisoners were in high glee over my arrival. Snatches of popular songs were sung, and I was invited to participate and sing them a song, which, under the circumstances, I respectfully declined to do. After this one of the prisoners, a young man, charged with horse stealing and jail breaking, blessed with a deep, sonorous voice, offered up a prayer which would have delighted an old-time Methodist deacon, in which the newcomer was especially remembered and reminded of the safe protection he was now under. The mirth of the prisoners finally ceased and, safe for the occasional muffled tread of the night jailer in the passage outside our cells on the west, quietness reigned and I was left to my own meditation, but not to sleep, though my conscience was clear of having committed any crime. Knowing that a preliminary trial would see me free, still here I was, locked up in a little prison cell, with men charged with murder, horse stealing, house breaking and ore stealing as my companions. No, though I had resolved to accommodate myself to circumstances, I will confess that I did not enjoy a good night's sleep, and in my cell was the first to arise and dress when morning came. Shortly after 7 o'clock our boots were thrown into the corridor, our cells were unlocked, enabling the occupants of the three cells to meet on equal terms in the corridor.

"After a hasty toilet, and while sitting on the bench, the only furniture in the cell, taking a daylight study of the situation, court was called. My seven companions lined up in front of me, and the judge—a young man awaiting trial for horse stealing, and acting judge by virtue of his long residence in the corridor—gravely informed me that I was to be tried on a most serious charge, at the same time informing me that any fine assessed and collected was used to purchase tobacco for the court; that in the event of resistance to the judgment



of the court I would be subjected to hard labor on the floor and cobbled. The cries of 'fresh fish' and rejoicing over my arrival the previous evening were plain to me now. I was the victim of the prisoners' kangaroo court, so, while pleading guilty to the charge, I informed the court that while I did not use tobacco personally, yet I sympathized with his honor and his officers, and that I would willingly turn over as a fine any money left on my person after the search below, whereupon I was fined the amount found upon my person, consisting of several nickels, and ordered to sweep the floor after meals—this task only until they caught some fresh fish. I now had my attention called to the rules and regulations of the corridor court.

"I may say that the fresh fish never appeared, and that at the time of my release I was still performing hard labor on the floor. Shortly after my trial by the kangaroo court the first meal of the day was served, consisting of a pot of weak coffee, unsweetened; a chunk of bread, three to five medium-sized potatoes with gravy, or an apology for that article, and a small piece of pork for each prisoner. The meals were brought to the corridor by trustees, with the jailer in charge, in ordinary buckets, and passed in for the prisoners to divide, one prisoner handling the coffee, another the bread, etc. The bench served as a dining table, the chairs consisted of slop or night buckets and old tin cans. This, the first meal, was served about 8:30 a. m., and was partaken of with a vim and appetite only possible after a fast of eighteen hours. The meal concluded, I was informed by several of the inmates that if I remained in that institution long I would be starved, that they did not get enough to eat; and this was followed by curses deep heaped on the head of Sheriff ———. And this kind of talk was indulged in more than once during my detention. One of the boarders, an artist with the pencil, also sketched to the amusement of us all, a head and shoulder portrait of a man in convict stripes, which was labeled 'The Sheriff as He Will Appear.' The board furnished us was rated by some of my companions, who had enjoyed the hospitality of many other jails, as the worst in the country, while the board supplied to the inmates of the ——— jail was held up as a model, one of my companions who recently enjoyed the hospitality of that institution dwelling with gusto on the fine dishes of beefsteak served there for breakfast.

"The second and last meal of the day is served about 2:30 p. m., and consists of a pint of soup or broth, with bread, potatoes and small piece of beef, usually all fat. Frequently after a meal the remark would be heard, 'I did not get my meat,' and the response, 'I divided evenly as possible.' The only change I saw during my detention was at the second meal, rice being substituted for potatoes, also beans. A common discussion while awaiting the meal would be, 'Is this potato, bean or rice day?' Personally I did not suffer from hunger, but am convinced that several of my companions did suffer the pangs of hunger.

"Saturday was scrub day. Soon after breakfast trustees under the supervision of the jailer appeared. Water was turned on and the prisoners scrubbed out their own cells and corridors, the trustees completing the work on the outside corridor, after which the cells were rubbed with coal oil to prevent rust. My cell, the cell on the north, and also the corridor, showed unmistakable signs of former jail breaks. The small holes which had been sawed through to permit escape had been patched. Sunday arrived, the great event of the week being the expected visit of the Salvation Army in the afternoon, for which visit the prisoners paid special attention to their toilet. The visit, I am sorry to relate, was looked forward to, not for the religious consolation, but for other benefits, as I overheard one of my companions earnestly telling his comrade to be sure and strike the sisters for money, as they were out of tobacco. However, we were doomed to disappointment. About 2:30 p. m., several members of a religious denomination appeared on the floor below us. The corridor doors were thrown open and we listened to a short service, in which gospel hymns predominated, but we failed to see our visitors personally. The gospel services concluded, whist was immediately resumed, the game having been interrupted by the singing.

"Monday and Tuesday passed without incident, the time being occupied by awaiting our two meals, card playing and reading. Our supply of literary matter consisted of several old novels, old newspapers and magazines, very limited in number; and exercise, which consisted in briskly walking the corridor floor like a caged animal. At dusk we were always locked in our cells for the night, and each inmate at once occupied his hammock. There was nothing else to do. During the last two days' confinement I was frequently reminded by my companions that evidently I was in there and forgotten, which seemed true, as I had had no communication with the outside world since Saturday, though my preliminary had been set for Monday. On Wednesday morning, September 28, shortly after the first meal was served, the jailer appeared and, addressing me through the bars, said: 'Roll up your blankets and come out.' In response to an inquiry, he said that he thought I had been released. On reaching the office I was handed the articles taken from me on my arrival, and the door then thrown open for my release. On inquiring after my release, I was informed that the district attorney had discharged me without trial on the ground that there was no cause for action."

Another letter published in a newspaper by a person who had been confined in another jail, is herewith given for what it is worth:

"We are let out of our cells at 9 o'clock in the morning and then we are given what is called breakfast. This consists of three spoonfuls of Oklahoma stew. The recipe for the same is as follows (which I give for many enterprising housewives): Two potatoes, one-half pound of beef (old beef preferable), one pint of water, one tablespoonful of flour; chop meat and potatoes fine, boil fifteen minutes and serve while cold. This will be sufficient quantity for ten persons. After breakfast there is an interval of six and one-half hours, in which we have to hold our stomachs to keep them from griping with hunger. Then we are given another elegant dish, consisting of two slices of cold beef, two tablespoonfuls of 'bull foot' gravy, five slices of bread, cut very thin, and containing about five mouthfuls, a pint of coffee, in lieu of which soup is sometimes given.

"A prisoner the other morning who complained of his food was told to keep his damned mouth shut. Also, that if he did not like the fare he might leave the boarding house, and that while there he ought to be damned glad to get anything at all. I understand that the county allows fifty cents per day for each prisoner, but, for the amount furnished, ten cents would fully cover all the expense of each man's food.

"Another thing I wish to speak of is the temperature of the place. It is always cold, the steam being turned on about one hour every day, and some days not at all. The jailer was going to be so accommodating when complained to about the coldness of the place, that he was going to present each with a red hot stove. It is impossible to keep warm unless one keeps pacing up and down the small allotted space. At night one can not sleep, owing to the cold, from 1 a. m. until let out of the cell in the morning. There are men there that have not enough clothes to make up a mop-rag for a good house-keeper. I think if the State Board of Charities were to investigate this matter they would find room for improvements and take a few dollars from the 'officials' who are unjustly robbing the unfortunates. As for myself, I can not tell you why I was put in there. I asked Justice ——— why I was confined in the jail, and he told me I had an attorney and ought to know.

"This is all the information I got from him. Furthermore, the justice called to see me yesterday and demanded costs in this suit which caused my imprisonment. Now what do you think of this for 'reform politics'?"

## REGISTER OF PRIVATE AND CHARITABLE INSTITUTIONS.

## ARAPAHOE COUNTY.

Working Boys' Home—William W. Crawford, superintendent. Located at 1129 South Fifteenth street, Denver, Colo. Admits boys between the ages of eight and fifteen years. Number received in 1897, 13; on hand 1898, 20; total for the year, 33; cash expenditures, \$1,929.04.

Young Women's Christian Association—Mrs. A. I. Foote, superintendent. Located at 1723 Stout street, Denver, Colo. Incorporated under the laws of Colorado for the purpose of promoting the highest interests of all women who may desire its protecting influence. This association furnishes room and board with good associations at cost. The association maintains an employment bureau, charging nominal fees. A summer rest home at Glen Park is conducted during the summer months. The association has a building site paid for, and the building fund is increasing satisfactorily.

Denver Orphans' Home—Miss Cromwell, superintendent. Located at Sixteenth avenue and Race street, Denver, Colo. Average number during 1898, 72 per month; receipts, \$7,000. Summer hospital established during 1898 for infants. Kitchen gardening and the kindergarten instruction given. Officers, Mrs. O. E. LeFevre, president; Mrs. E. S. Kassler, secretary.

Charity Organization Society—Mrs. S. Izetta George, secretary. Headquarters, room 35, court house, Denver. Organized eleven years ago and supported by annual subscriptions and by an appropriation of \$9,000 from the city of Denver. Dispenses temporary relief, does friendly visiting, and appropriates monthly to fifteen charitable institutions of the city. Receipts for 1898, \$22,-893.09; disbursements, \$22,700. This society issues a full annual report, which is published.

Soldiers' Aid Society—William M. Phillips, president. Organized May 27, 1898, to give the volunteer soldiers temporary aid and comfort while moving to the front, and subsequently to care for families of volunteers, and later to look after returning soldiers sick or injured. During the year a committee was kept on duty at the union depot, Denver, and Dr. Rose Kidd Beere was sent as a nurse for the Colorado soldiers in Manila. Number of articles sent to soldiers at the front, 5,319; entertained 3,250 soldiers passing through Denver, and 600 returning soldiers, sick and convalescent; families relieved weekly for three months, 88; for the last month prior to publication of this report, 58; receipts, \$5,833.05; disbursements, \$4,270.90.

Pioneer Ladies' Aid Society—Mrs. Birks Cornforth, president. Organized in 1889 as a social association, with incidental relief to its members.

Children's Home Society—William Byrd Page, president; Mrs. H. S. Maginnis, state superintendent; Rev. E. M. Battis, assistant superintendent; Henry C. Van Schaack, secretary. Incorporated 1892, with offices in Denver. Objects, to place homeless children in childless homes. Biennial report, November 1, 1898: Number of children on hand November 1, 1896, 8; received during two years, 93; returned for replacement, 44; number placed first time, 83; replaced, 42; returned to guardians, 9; died, 7; on hand, 4. Total receipts, \$4,409.44.

Denver Coal Guild—Mrs. T. H. Potter, president. Object, to supply coal in winter time to needy families.

Home League Home for Children—J. M. Lind, superintendent. Located at Fourth and Downing, Denver. Object, care and education of children with or without parents.

Needle Work Guild—Denver; Mrs. F. J. Bancroft, president. Object, members contribute ten garments annually for distribution among local charity societies and hospitals.

Colorado Cottage Home—Mrs. A. W. Hogle, president. Located 635 Pearl street, Denver. Refuge for unfortunate girls.

School for Invalid, Epileptic and Mentally Deficient Children—Miss Blanche Anderson, superintendent. Located at 1734 Broadway.

Colorado Humane Society—E. K. Whitehead, state superintendent. Jacobson building, Denver. Report for the year ending November 1, 1898: Cases handled, men, 17; women, 43; boys, 162; girls, 198; horses, 397; cattle, 308; children placed in Haymarket haven, 9; homes and asylums, 10; to state home, 17.

Ladies' Relief Home—Conducted by the Ladies' Relief Society. Located West Thirty-eighth avenue, Denver.

Working Girls' Home—Mrs. S. F. Lord, matron. Located at 808 Thirteenth street, Denver. Room and board furnished on a sliding scale in proportion to wages earned. Report for July, 1898, shows: Admissions, 518; situations secured, 229; average number in the home, 24; expenses for the year, \$2,587.66.

Belle Lenox Nursery—Conducted by Mrs. A. C. Peck. Located Tenth avenue and South Fifteenth street, Denver. Orphans and children of working women cared for.

Haymarket Haven—Located at 1148 Broadway, Denver. Industrial training for girls from twelve to eighteen years; employment bureau. Report, January 1, 1898, shows: Number inmates present, 64; discharged during the year, 31; received, 69; average, 58; average cost, 22½ cents per day.

Mothers' and Children's Home—Mrs. Alma Bentley, matron. Located at 1009 Thirty-second street, Denver. Object, care for babies and aid for mothers. Report for year ending November, 1898, shows: Children received, 103; babies born, 16; mothers boarded, 9; receipts, \$1,675.35; disbursements, \$1,526.98.

Florence Crittenton Home—Mrs. J. R. Preston, matron. Located at 2312 Champa street, Denver. Object, care of betrayed girls and women. Annual report for 1897 shows 73 girls sheltered, 11 infants, of which 6 were kept by mothers, 2 placed in homes and 3 committed to the state home.

Sheltering Rock Mission—Conducted by Mrs. Tiederman. Located at 3261 Champa street, Denver. Objects, relief to friendless women and homeless girls, night rescue work.

The Home—Rev. Frederick W. Oakes, superintendent. Located on West Thirty-second avenue, Denver. Designed as a home for consumptives at a minimum cost. About 100 patients in the home in 1898.

St. Elizabeth's Orphanage—Located at Denver, Colo. New building recently dedicated. Ninety-five inmates in 1898, under the management of the Sisters.

House of the Good Shepherd—Sisters of the Good Shepherd in charge. Located South Evans street, Denver, Colo.

St. Vincent's Orphanage—Sisters of Charity in charge. Located on Homer boulevard, Denver. In February, 1898, there were 175 children and 8 babies. A charge of \$7 a month is made if guardians are able to pay.

St. Anthony's Hospital—Conducted by the Sisters of St. Francis. Located on West Sixteenth avenue, Denver. Capacity for 200 patients.

St. Joseph's Hospital—Sisters of Charity in charge. Located on Humboldt street and Eighteenth avenue, Denver. Capacity for 140 patients.

Homeopathic College Hospital—Located at Park avenue and Humboldt street, Denver. Capacity for 50 patients.

St. Luke's Hospital—Dr. Alicia F. Jeffery, superintendent. Located on Pearl and Nineteenth avenue, Denver.

Steele Memorial Hospital—A. K. Worthington, physician in charge. Located at 702 Evans street. Hospital for contagious diseases.

Bethel Home—Mrs. E. M. Webster, matron. Located at 3254 West Thirty-second avenue. Object, to furnish shelter to working girls; 15 during 1898.

Colorado Domestic Science Association—Mrs. J. D. Whitmore, president; Miss Isabel Hill, secretary. Located at 20 West Fourteenth avenue. Cooking school, 145 pupils; class in sewing; class for waitresses; kitchen garden; 281 girls taught during 1897-8; three normal classes for teachers.

Hebrew Ladies' Benevolent Society—Mrs. Sol Ringolsky, secretary. Operating in Denver among Hebrews needing temporary assistance. Expended during 1898, \$2,391.09.

Woman's Christian Temperance Union Mission—Mrs. E. M. Craise, missionary. Located on Eleventh street, Denver. During 1898 gave away 4,153 baskets of food and 7,338 garments; 341 sick people aided. Conducts sewing classes, mothers' meetings and religious services. A great deal of friendly visiting is done. Expenditures for the year, \$960.

Denver Flower Mission—Miss Edith F. Head, secretary. Employs a visiting nurse; dispenses bouquets, literature and hospital comforts; made 1,361 visits during the past year.

Tabernacle Free Dispensary—Rev. Thos. A. Uzzell. Treated 2,892 cases; expenditures, \$180.

Pingree Gardens—Mrs. Fred E. Butler, chairman of committee. Cultivated 32 acres; assisted 350 persons; crop valued at \$3,000; expenditures, \$370.30.

Brightside School for Boys—Ralph Field, manager. Located on a farm across the county line in Jefferson county, with a central office in Denver. Aims to educate and train boys for self support.

#### BOULDER COUNTY.

State University Hospital—Located on university campus and operated in connection with the medical school. The county and city having contributed to its construction, have the benefit of this hospital.

Colorado Sanitarium—Under the auspices of the Seventh Day Adventists. Modeled after the Battle Creek, Mich., sanitarium.

#### CHAFFEE COUNTY.

Denver and Rio Grande Hospital—Located at Salida, under the management of The Denver and Rio Grande Railway Company.

#### CLEAR CREEK COUNTY.

St. Joseph's Hospital—Auspices of Sisters of St. Joseph. Located at Georgetown. A most excellently managed hospital and sanitarium.

#### DELTA COUNTY.

Dr. S. B. Houts maintains a private hospital at his home, Delta.

#### EL PASO COUNTY.

St. Francis Hospital—Auspices Sisters of St. Francis. Located at Colorado Springs. Capacity, 60 rooms and 6 wards, including a children's ward and a women's ward.

St. Joseph's Sanitarium—Auspices Sisters of St. Joseph. Located at Colorado Springs.

Glockner Sanitarium—Located at Colorado Springs.

Day Nursery—Mrs. G. W. Lawrence, president. Located at 522 South Nevada street, Colorado Springs. Incorporated.

St. Nicholas Hospital—Auspices Sisters of Mercy. Located at Third and Eaton avenue, Cripple Creek. Opened March, 1898, at a cost of \$12,000. Capacity, 26 rooms.

Associated Charities—Colorado Springs. Organized December 1, 1898.

#### GARFIELD COUNTY.

Sisters' Hospital—Located at Glenwood Springs. Remodeled in 1898 at a cost of \$18,000. Capacity, 40 patients.

#### HINSDALE COUNTY.

Sisters' Hospital—Located at Lake City.

#### LAKE COUNTY.

Pentecostal Children's Home—J. A. DaFoe, superintendent. Located at 320 East Fifth street, Leadville. In 1898 cared for 23 children. Receipts, \$2,250.

St. Luke's Hospital—Located at Leadville.

St. Vincent's Hospital—Located at Leadville.

#### LA PLATA COUNTY.

Mercy Hospital—Located at Durango.

#### LAS ANIMAS COUNTY.

Trinidad Sanitarium—Drs. Ynclan and Raizon, managers. Located at First and Beach street, Trinidad.

St. Raphael's Hospital—Auspices Sisters of Charity. Located at Trinidad, Colo. Capacity for 40 patients.

#### MESA COUNTY.

St. Mary's Hospital—Auspices Sisters of Charity. Located at Grand Junction. Capacity, 15 patients.

#### OURAY COUNTY.

St. Joseph's Hospital—Auspices Sisters of Mercy. Located at Ouray. Capacity for 20 patients.

#### PITKIN COUNTY.

Citizens' Hospital—Dr. Robinson, superintendent. Located at Aspen. Capacity for 20 patients.

#### PUEBLO COUNTY.

Pueblo Hospital—Susan Bierbower, superintendent. Located at Pueblo.

Mercedes Shelter Home—Mrs. Anna J. Bradbury, matron. Located at Pueblo. Accommodations for 5 girls; during past year 25 girls cared for.

St. Mary's Sanitarium—Auspices Sisters of Charity. Located at Pueblo. Capacity for 75 patients.

Josephine Home—Located at Pueblo. Object, care of dependent children.

Associated Charities—Mrs. Mary A. McDonald, secretary. Located at Pueblo. Operated after the plan of the Denver Charity Organization Society. Issues annual report.

Pueblo Children's Home—Mrs. W. A. Gray, superintendent. During biennial period cared for 260 children. Receipts, \$5,436.

#### DR. WORK'S PRIVATE SANATORIUM.

This institution for nervous and mental diseases is located at Pueblo, Colorado. The movement of population for the year ending October 1, 1898:

The whole number treated was.....	105
Discharged cured.....	11
Discharged improved.....	5
Transferred to states asylum not improved.....	5
Removed by friends not improved.....	3
Died .....	6
Total .....	75

Dr. Hubert Work, superintendent, reports:

"Our greatest embarrassment to securing satisfactory results, is due to the advanced stages of the disease in which our patients are received. Many of them are delayed in jails or kept at home with untrained attendants and little medication until their malady becomes essentially chronic before institutional care is sought.

"There is probably no illness that requires a more comprehensive treatment than that resulting in insanity and no other grave affection ordinarily receives so little. Aside from the humane considerations, the prompt treatment of the indigent insane is a direct economy.

"The out-door care of our patients has proven to be the most valuable feature of our treatment. They are kept outside every hour possible, many of them the entire day excepting the noon hour. No other treatment seems to have the quieting influence, the power to produce sleep and improve the appetite that a few hours in the open air has under the observation of a skilled attendant.

"Only trained help is employed and the one governing rule is that 'the institution is for the benefit of the patients and not for the ease of the help.' There are no limitations to duty in the case of the mentally sick, and prompt dismissal is the only remedy for neglect. The attendants now connected with the Sanatorium have proven themselves to be most capable. Every patient on the chronic ward is inspected daily by the superintendent or by his medical assistant. All cases of acute illness twice daily. Each patient on the curable and improveable wards is seen twice daily and oftener if sick from intercurrent disease.

"A printed bill of fare is closely followed in the preparation of meals. For no two days in the week is it the same. Both sexes eat in the one dining room at the same time, excepting private patients who have a separate room and are served in their private apartments.

"The restraining influence of the sexes upon each other has proven to be positive. No improprieties are possible because of the presence of the several attendants, and unruly patients are served in their rooms. The private patients occupy separate sleeping apartments, but the open ward or dormitory

system is used for those who are public beneficiaries. Both buildings are connected by telephone with the fire department and each ward is provided with a fire extinguisher and outside escape. An attendant to each ten patients is employed and sleeps on the ward with them.

"Thoughtful ladies of the city keep the indigent supplied with magazines and papers. The ministers and choirs of different churches hold song services Sunday afternoons, which the private patients attend as well, and simple entertainments are provided from time to time.

"Common reading rooms with a piano are provided where the patients are encouraged to spend their time when indoors. Association seems to divert them, to a degree, from introspection, and restrains many of them from little follies peculiar to mental alienation.

"The cardinal principle under which it is attempted to conduct the Sanatorium in its minutest detail is 'That it is a hospital for the cure of the sick, and not a place of detention for those whom society fears.'"

### STATISTICS ON JUVENILE CRIME.

Compiled by Mrs. L. I. Harrington.

I beg leave to submit the following compiled from the reports of the several sheriffs of this state of the prisoners confined in county jails during the year 1896.

Statistics of juvenile and youthful crimes in Colorado are largely the statistics of its cities and large towns. Wherever population congests there opportunity for crime, poverty and idleness also abound. During the year ending November 30, 1896, 3,664 persons of all ages were confined in the county jails of the state, 3,100 of whom were confined in the jails of Arapahoe, Pueblo, Lake and Pitkin counties.

As the inquiry made related only to those under the age of twenty-one years, comparisons can be made only with those of that class, consequently we turn to the school census that we may find the relative numbers. The school census of 1896 returns 130,362 children of school age in the state; of these, 606, or 1 in each 200, to use round numbers, were confined in the county jails.

Colorado has few districts of congested population, still 57,179, or more than one-third of the school population is found in five counties, each possessing a city or town of good size. This one-third of the school population, however, furnished over five-sixths of the children and youths confined in county jails, as will appear in the following table:

County.	City.	School Population.	Total Arrests	Arrests of Minors.
Arapahoe .....	Denver .....	33,979	1,166	244
El Paso .....	Colorado Springs .....	10,664	443	64
Pueblo .....	Pueblo .....	8,100	1,143	201
Lake .....	Leadville .....	2,717	274	14
Pitkin .....	Aspen .....	1,719	77	14
Total .....	.....	57,179	3,103	537



As will be shown by reference to tables submitted, the offenses charged against a majority of these minors are: Vagrancy, 165; larceny, 156; grand larceny, 46; burglary, 56; burglary and larceny, 38; robbery, 19, making a total of offenses against property of 315. Offenses against the person follow with assault, 12; assault and battery, 9; assault to kill, 7; disturbance, 13; concealed weapons, 15; total, 86. The remaining 64 arrests were for nearly every crime from simple trespass to murder.

A feature of the criminal record of the biennial period 1897-1898 has been the number of gangs and "clubs" of boys, organized for mutual protection from the consequences of mischievous or actually criminal actions. Of these the following may be mentioned:

A gang of about twenty-five boys living in West Denver, none over fifteen years of age, most under twelve, all children of parents able to support them and send them to school, but allowed to play truant and roam the streets without restraint. Over thirty mysterious burglaries in that section of Denver were traced to these boys, five of whom were arrested and two of the worst sent to the industrial school.

A gang of eight or ten youths, ranging from fifteen to nineteen years of age, known as the Lincoln Park gang, which was responsible for many fights and unprovoked assaults. Ringleaders sent to reformatory.

A gang of youths ranging from sixteen to twenty years of age, which operated in South Denver. Responsible for numerous fights and, after an unprovoked assault upon a street car conductor, broken up by the police.

A gang of about fifteen Capitol Hill boys, eleven of whom were recently arrested for burglary. They are children of parents well able to support them, but have lacked restraint.

Other cities and towns of the state have this evil of truancy to meet. Lack of parental supervision is remarked everywhere and our compulsory education law is practically inoperative. The curfew law, in a number of towns, is fairly well administered and minor children are thereby kept off the streets after 8 o'clock at night.

A committee in Denver is discussing the subject of a parental training school, while others are urging the adoption of the supplementary school provisions as exemplified in Providence, Rhode Island. There is need of truancy officers in nearly every town of the state with sufficient legal powers to compel parents to enforce obedience of their children to the laws of our state and to require their attendance at the public schools.

**TABLE**  
 SHOWING NUMBER OF YOUTHS AND CHILDREN CONFINED IN THE  
 COUNTY JAILS DURING YEAR ENDING NOVEMBER 30, 1896, AND  
 THE OFFENSES CHARGED.

STATE OF COLORADO.

Age	Number	Larceny	Burglary and Larceny	Grand Larceny	Burglary	Vagrancy	Assault	Incorrigible	Trespass	Arson	Assault and Battery	Robbery	Assault to Kill	Larceny from the Person	Concealed Weapons	Violating Internal Revenue Law	Held as Witness	Rape	Murder	Attempt at Escape	Malicious Mischief	Disturbance	Keeping House of Ill Fame	Shooting Fish	Cruelty to Animals
6.....	1	1																							
7.....	2	1	1																						
8.....	2		1	1																					
9.....	6	2	4																						
10.....	12	6	4		2																				
11.....	16	8	2	4		1	1																		
12.....	24	11	3		5		1	1	1	2															
13.....	15	6			5		1	1		1															
14.....	19	7	3	1	3	2					2	1													
15.....	31	10	1	2	5	3		3	1				2	3	1										
16.....	59	12	3	5	8	13	1	4	2		1	1		1	3	1	2	1	1						





**TABLE**  
 SHOWING NUMBER OF YOUTHS AND CHILDREN CONFINED IN THE  
 COUNTY JAIL OF EL PASO COUNTY DURING THE YEAR ENDING  
 NOVEMBER 30, 1896, AND OFFENSES CHARGED.

Age	Number	Larceny	Grand larceny	Assault	Burglary	Vagrancy	Arson	Incorrigible	Assault to murder	Rape	Robbery	Forgery
9.....	1	1										
10.....	2	1			1							
11.....	3	1	2									
12.....	3	2					1					
13.....	3	1	2									
14.....	3	1	1					1				
15.....	3	2							1			
16.....	6	1		1	2			1		1		
17.....	5		1		1	3						
18.....	6	3	1		1						1	
19.....	14	6	2		1	2					2	1
20.....	16	4	5			6						1
Total.....	65	23	14	1	6	11	1	2	1	1	3	2

**TABLE**  
 SHOWING NUMBER OF YOUTHS AND CHILDREN CONFINED IN THE  
 COUNTY JAIL OF PUEBLO COUNTY DURING THE YEAR ENDING  
 NOVEMBER 30, 1896, AND OFFENSES CHARGED.

Age	Number	Larceny	Incorrigible	Vagrancy	Burglary	Concealed weapons	Assault and battery	Assault	Murder	Witness	Robbery	Assault to murder	Cruelty to animals	Disturbance	Grand larceny	Soliciting
9.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
11.....	4	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
12.....	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
13.....	2	1	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
14.....	3	1	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
15.....	8	3	.....	1	3	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
16.....	19	2	.....	12	1	.....	1	1	1	1	.....	.....	.....	.....	.....	.....
17.....	32	2	.....	23	1	1	.....	1	.....	1	1	1	.....	.....	.....	.....
18.....	37	4	.....	23	.....	2	1	1	.....	.....	1	.....	.....	4	1	.....
19.....	51	5	.....	39	2	1	.....	.....	1	.....	.....	1	.....	1	1	.....
20.....	43	4	.....	25	.....	7	.....	1	.....	1	1	.....	.....	3	.....	1
Total.....	201	28	1	125	7	12	2	4	2	3	3	2	1	8	2	.....

TABLE  
SHOWING NUMBER OF YOUTHS AND CHILDREN CONFINED IN THE  
COUNTY JAILS DURING YEAR ENDING NOVEMBER 30, 1896, AND  
OFFENSES CHARGED.

LAKE COUNTY.		PITKIN COUNTY.											
Age.	Number.	Burglary.	Incortrigible.	Rape.	Larceny.	Robbery.	Malicious mischief.	Age	Number.	Larceny.	Assault.	Incortrigible.	Shooting flsh.
15.....	1	1	---	---	---	---	---	11.....	2	2	---	---	---
16.....	2	---	2	---	---	---	---	12.....	1	1	---	---	---
17.....	4	---	3	1	---	---	---	13.....	2	1	1	---	---
18.....	3	---	---	1	1	1	---	14.....	1	1	---	---	---
19.....	4	1	---	2	---	---	1	15.....	1	---	---	1	---
								16.....	1	---	---	1	---
								17.....	2	1	---	---	1
								19.....	1	---	---	---	1
								20.....	3	2	---	---	1
Total.....	14	2	5	4	1	1	1	Total.....	14	8	1	2	3

## STATE CARE OF INSANE.

The state Constitution permits the establishment of an institution for the benefit of the insane, and all statutes indicate that it is the policy of this state to care for all insane committed by the courts. The legislature of 1893 declared that all new or additional buildings erected upon the grounds of the present State Insane Asylum shall be of moderate size, upon the "cottage plan," and that a separate ward be provided for the criminal insane.

In some states the counties are charged for clothing and incidental expenses, and only dependent pauper insane are kept at state expense in other states. The Wisconsin plan aims to have the so-called "chronic" cases returned to districts within each of which a county asylum is located, where the inmates are cared for at a per capita rate from the state, with necessary additional appropriations from the county in which the asylum is located.

Under state care in state institutions there is the cottage plan and the congregate plan. The congregate plan varies in different states. Separation is made by means of different wards, inmates of a ward either sleeping in single rooms, in one general dormitory or a combination of dormitory with smaller rooms.

The tendency has been of late years to abolish the private sleeping rooms and adopt the general dormitory. Separate ward dining rooms give way to general dining rooms. In the cottage plan there are the private sleeping rooms or a general dormitory and a general dining room apart from the cottages.

The general aim of modern insane management is to secure the best possible separation of inmates, classified according to grade and the degree of dementia. Opinions differ regarding the ward system and the cottage plan, and between state hospitals and county asylums.

The state should assume charge and control of dependent insane, for the reason that county care must be upon a lower standard than state care. The Wisconsin system, though so popular in that state and so satisfactory to its people, has its drawbacks. It requires too much supervision of the state board of lunacy and leaves too little responsibility upon the direct management. Under state care it is necessary that the superintendent and executive officer be one well equipped as a specialist and a man of broad humanitarian principles to obtain the best results. It is the man at the head of the institution rather than the system that counts. Political methods by superintendent, board of commissioners or higher authority menace the work of an insane hospital.

The state ought to provide for the care of the insane in a properly constructed institution, provided with proper equipment, that the inmates may receive proper care under modern methods. Up to a population of 1,000 this can be most economically done in one institution under one management. The best ideas of recent years can be adapted to the Pueblo institution with less expense than would be necessitated were either the



county system adopted or another state institution authorized. The general dormitory plan can be applied, and thereby additional room may be obtained; additional cottages of the latest improved plans would give additional capacity and would greatly aid in improving the general work of properly caring for the insane.

Dr. Richard T. Dewey, who established a private institution for the insane near Milwaukee, Wis., after many years' service as superintendent of the Eastern Hospital for the Insane at Kankakee, Ill., is one of the leading alienists of this country. I had several conversations with him at the national conference at New York, and visited his institution at Wisconsin, and from him I gathered these ideas:

Dr. Dewey believes in plenty of grounds for an insane institution, an acre to a patient being necessary.

The state should assume charge and control of dependent insane, for the reason that county care must be necessarily upon a lower standard than state care.

There are three forms of care: First, chronic and harmless; their wants are simple, habits domestic, cost of maintenance cheap. Second, violent and dangerous; arrangements for care must be more secure and complete, requiring more expense in construction of premises and oversight. Third, acute and curable; needing modern hospital provision.

The state ought to provide for the care of the insane in a properly constructed institution, provided with equipment so as to wisely provide for a variety of care. The care of these three classes can be done in one locality where there is sufficient ground for separation, or, as in larger states, in different localities, each institution being designed for the care of a specific class of insane falling under the three forms of care above mentioned. Dr. Dewey does not consider the plan of separating curables from incurables, as contemplated by the Wisconsin system, as a wise one, for we are not in a condition to wisely determine when a patient is chronic and incurable. There is danger in making a separation on that basis.

The welfare of the patients is bettered by having the chronic insane and the recently insane under good classification, although associated under one management. A large number of so-called chronics are rational on many points and are capable of being helpful in many ways. A very large majority of insane patients must be associated in the dormitory plan. All states do this now by reason of economy, and all have found the plan beneficial to patients.

The main opposition to the Wisconsin county plan is that supervisors aim at economy to the injury of the best results to the patients.

An advantage of the Wisconsin system is that the state steps in to assist and give superior form to county care. The insane ought to have a better grade of care by physicians than can be secured by the county system. The system is lacking in night supervision, training schools and resident medical men. The system shows lack in such little things as books, papers, pictures, music, etc., which in large institutions, are always found.

Dr. George B. Lyman, superintendent for the state hospital for insane at Madison, Wis., in speaking of the county system in his state, said to me in substance: "The results of our system are satisfactory to the people of our state and room is provided for all patients. It has passed beyond the experimental stage. For eighteen years working under this plan has demonstrated its practicability, usefulness and superiority over our former plan.

"Briefly stated, the plan comprises, first, that the county from which the patient is sent pays \$1.50 per week, and furnishes \$40 worth of clothes per year to inmates committed to the state hospital; second, when transferred from the state hospital to a county hospital the state pays \$1.50 per week to the county hospital management and for all state-at-large patients \$3 per week and furnishes clothing; third, counties having no county asylum support their insane at the nearest county asylum, paying \$1.50 per week and furnishing clothing.

"County judges are by statute allowed to commit direct to the county asylum, but it is seldom done except in acute cases. The board of control can transfer these afterwards. Homicidal cases may be re-transferred back to hospitals. A lack of the system is a place for chronic homicidal and disturbed noisy patients. The state hospitals are still burdened with insane criminals, the law forbidding their transfer to county asylums.

"The state hospitals are really clearing houses from which the patients are distributed to the county asylums or to the new home for epileptics at Chippewa Falls. Transfers are made on the recommendation of the superintendent that the cases are chronic. The county asylums are visited by a supervising physician when called in, but the general direction is by a resident superintendent, who need not be a physician. By being near their homes the patients are visited frequently by relatives and friends, and abuses or neglect are quickly noted. These institutions are well ventilated, heated by steam, have hand laundrys, sewing rooms and kitchens, while the chronic male patients do chores about the place.

"The state board of control is the saving feature of this system. It is a paid board, appointed by the governor, and has full and complete supervision, visiting each county asylum once in three months and the state hospitals every month. The board has absolute power to direct the management, and it can transfer patients or withhold state pay if it finds the patients are not properly cared for. It approves all plans for buildings, gives permission to build, dictates the size and capacity of the proposed county asylum. The personnel of this body is all important to the success of the system.

"This system gives a stimulus to the care of insane, as each county is anxious to secure a county asylum as soon as possible and the tendency is to build faster than there is need. No insane are removed far from their friends, and the public is better educated on the subject of the care of the insane."

## ST. CROIX COUNTY ASYLUM, NEW RICHMOND, WIS.

JOSEPH WHEELER, SUPERINTENDENT.

Memoranda of visit by C. L. Stonaker, June 8, 1898.

This is one of the most recent of the county hospitals for insane in Wisconsin. It is located on a hill, one and one-half miles from town, and has ample farm grounds. A poor house is building within a stone's throw of the insane asylum, the commissioners having sold the poor farm located in another portion of the county so as to economize expense, both hereafter to be under one management. The county physician comes once a week, and oftener if necessary. The main theory is to feed them well and give them plenty of exercise. Epileptics get a regular diet and prescriptions sent by the state institution when the epileptic is committed. Mr. Wheeler says his policy is to make it as much like a home as possible, and the least watching gives the best results. The law does not permit the board of control to keep insane patients when the relatives give bond to cause the county no further care and expense and request the withdrawal of the patient. Pressure is often brought to bear upon the trustees to secure the discharge of a patient. Superintendent Wheeler remarked that he had recently discharged a woman who was the mother of six children, because the husband had asked for her and the trustees had consented. "She will be back here," said he, "and there will probably be another child." Fifteen counties send patients to this asylum after being returned from the state hospital, and there are, besides, ten state-at-large patients. The May report shows 71 males admitted during the month and 53 females. The asylum has a capacity for 80 males and 60 females. In this hospital the employment is classified as follows:

	Males.	Females.
Number who work all day.....	17	9
Number who work half day.....	18	9
Number who work less than half day.....	23	15
Number who do no labor.....	13	20

The total pay roll is \$290 per month.

The general plan of the building is most satisfactory. The main hall leads to the dining room, the office and drug room being on the left of the hall, and the private rooms of the superintendent on the right. The dining room contains tables for eight people, covered with a red table cloth and provided with neat tableware. It presented the appearance of a well conducted country hotel dining room. The patients were seen at the noon meal, and though the men and women eat at the same time in this dining room, the discipline was excellent. Back of the dining room is a serving room, also used as an attendants' dining room. There is a dumb waiter leading to the hospital ward above, china closets, a sink and modern shelving. In the kitchen a large range and steam cook table for vegetables, and a pantry excellently equipped and lighted. Back of the kitchen is the bakery, with a sheet iron bake oven, style No. 9, made by Joesting & Schilling, St. Paul. The cook supervises the work in the bakery and kitchen, all the help being inmates. The cold storage room off the kitchen is admirably arranged.

The floors are of maple, the wainscoting white oak. The building is heated by steam and hot air; the radiators being set on brackets near the ceiling, and the foul air ducts near the floor. Off the dining room at either side are the ward rooms. These are large, well lighted rooms, furnished with wooden settees and chairs, and a number of the inmates constantly work on these floors, dragging a heavy block covered with felt, for the purpose of polishing. It is one way of keeping them busy. In the hallways leading to the dormitories there are dust and clothing chutes. The dormitories have beds for eight. The

beds are provided with straw ticks, a pack and blankets. There is a lavatory and closets off the dormitory, and night vessels are not used. Off the dormitory is a strong room for the unruly, and this is the only window barred on the place. The attendant sleeps off the ward in a private room.

There are four dormitories and four strong rooms, with five single rooms off each ward. In one large room are spaces for the clothing of each inmate, and wherever the inmates are able they go to that room to change their clothes. Off the ward room is a large porch, where the inmates may sit at will. The building is furnished with electric light, the power being obtained from the escaped steam. Women attendants look after the sewing, directing the inmates. There is one male attendant for outdoor and one for indoor work. There is a carpenter shop in the basement. Fire protection is secured by a tank seventy feet high. Laundry is detached.

### ROCHESTER STATE HOSPITAL, ROCHESTER, N. Y.

EUGENE H. HOWARD, M. D., SUPERINTENDENT.

EZRA B. POTTER, M. D., FIRST ASSISTANT.

Memoranda of visit by C. L. Stonaker, May 31, 1898.

The Rochester State Hospital for Insane was established July 1, 1891, the Monroe county insane asylum buildings and thirty-five acres of land being purchased by the state for a nominal sum. The unsatisfactory condition of the buildings required great amounts of repair work and remodeling, and two new buildings were added at a cost of \$500 per patient. Since that time much money has been expended upon the property to improve its general condition. Dr. Potter, who kindly furnished me information, wanted me to make an exhaustive study of the premises, but time prevented this, and only some salient features were taken up, mainly in relation to the system of care under the New York law.

The system of official records and daily reports of the condition of the individual patients in the wards is exhaustive and complete. The state board of lunacy, with plenty of money, secures a great mass of material.

The expense of running the Rochester institution, having 560 patients and 120 attendants, is \$9,000 per month, which is the sum appropriated to this institution by the board of lunacy.

A training school for nurses is run in connection with this institution. A two-volume text book, written by Dr. P. M. Wise and published by G. F. Putnam's Sons, is used as a basis for study.

The capacity of the institution is about 500, but, as is usual and common to all states, the demands for more space are the same here as elsewhere.

Seventy-two per cent. of all patients have been daily employed in useful occupations, and the published report of this institution gives an itemized summary of the products of farm and garden, of work done and articles made in the sewing room, in the carpenter shop, in the tailor shop and shoe shop, and also the flowers and plants grown in the hothouse.

A complete dispensary is kept at this institution and prescriptions are compounded, but the nurse receives only single doses for the patients, which are conveyed in small tumblers upon trays to the wards.

One shoemaker and one tailor are employed to direct the work of the patients in those departments. The institution is preparing to make soap for all the insane hospitals.

The ward plan consists of a large sitting room, very neatly but completely furnished with easy chairs, couches, piano, books, tables, rugs on the floor, which is waxed. A number of popular periodicals are taken for the sole use of the patients, and this reading matter lies about the ward room as in a

private home. Going from the ward room is a large piazza, with settees and porch rockers, a wire network preventing the inmates from accident by falls. In the first ward visited, a male ward, thirty-six patients were under the control of one attendant, who has one assistant for a while in the morning. The sleeping quarters for this ward are single rooms of varying size, some containing space for one inmate, two for two or three. These are quite generously furnished, with bathrooms at the end of the halls and lavatory bowls in closets convenient. It is a feature of this institution that but few night vessels are used, the patients being trained to repair to the closets at the end of the halls. For the storage of night vessels small closets, with ventilating shafts running from the basement to the roof, are used, which completely protects the wards from unpleasant odors.

In the sewing room there are three attendants and a dozen sewing machines. In the convalescent ward there are forty-six patients with one attendant. In the receiving ward there are fifty-five patients and four attendants. At night there are two attendants in the female department, and they register at a clock hourly.

Throughout the institution there are sheets for the records of all patients; the temperature of all and a detailed report of the conduct of the patients is made by the attendants day and night, the twenty-four hours' record being filed in the office, where the resident physician, who is assistant, makes up a synopsis, and at the end of the month a monthly synopsis from these is made, which is filed away for future reference in relation to each patient. By this exhaustive system of records the condition of every patient in the institution is kept as a matter of record for the use of medical officers and for the inspection of the state board of lunacy upon its occasional visits.

The hospital ward is an open dormitory, as in any general hospital. Two attendants are here. Old ladies in this ward, who are able to go to one of the dining rooms.

There are three general dining rooms and five smaller dining rooms. At the time of this visit supper was served and 170 women were observed at supper in one main dining room, seated at small tables holding about eight people, and they were able to help themselves and serve each other. The food was well cooked and of good quality.

In the male department there are three female attendants with the male attendants, the management of this institution believing that male patients behave better, and the male attendants are more thoughtful and careful in their discipline by reason of having the female attendants about. Besides, female attendants see things about a ward which men attendants overlook. The very fact that a woman is around causes the male attendants to see that the male patients keep their clothes buttoned, brushed and in presentable shape at all times.

In this institution, in the wards and about the house, there is one attendant to every nine patients. All the help averages one to four and a half patients.

There are three male attendants on each of the male wards, and two on the disturbed wards, at night; on all other wards one attendant to a ward is sufficient at night.

Nurses and attendants wear an inconspicuous uniform, sufficient, however, to identify patients from attendants.

Dr. Potter believes in the ward system and the congregate hospital, believing that the more you get together the better you can classify. He recalls in his earlier experience in New York the county system, where the effort of the commissioners was to make a record for cheapness, and the result was very bad from a scientific point of view. He does not believe in the Wisconsin county system for chronic county patients.

On the grounds of this institution there is a six-foot concrete walk running from the farm and into the woods, and patients are given walks in the open air every day, winter and summer. Snow storms and cold days do not stop

this daily outdoor exercise. The management believes in plenty of activity for the patients, and to keep the male patients busy on bad days in the winter time they are put to sorting beans. The very poorest quality of beans to be found in the market are purchased by the barrel, and the patients are kept busy sorting out the few good beans from the mass of undesirable stock.

This institution is modern, up to date in management, and is a good type of the congregate plan. In spite of the number of attendants in proportion to patients, the published report of this institution urges additional help and speaks of wearied and overworked attendants, which results in failure to effect as much good among the patients as the management desires. More ground is urged for the use of this hospital.

A statement made by an officer of this institution throws some light upon the much boasted Craig colony for epileptics, where such a remarkable record for cures is reported as the result of that system. The information is that all troublesome epileptics are returned to the insane hospital as being insane patients and not epileptics, so that in the hospital institution a large number of epileptics are cared for along with the chronic and acute cases.

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### TOLEDO STATE HOSPITAL, TOLEDO, OHIO.

DR. H. A. TOBEY, SUPERINTENDENT.

Memoranda of visit by C. L. Stonaker, June 1, 1898.

This is an institution on the cottage plan and is about ten years old. It was built upon a tract of land containing much swampy ground. At the time of this visit the grounds looked like a well kept park with little lakes, rustic bridges and arbors, trees and shrubbery, showing much thought in the landscape gardening. All the work of beautifying the grounds was done by the inmates.

There were 1,400 patients and the per capita cost is \$116 per year. All the food products are raised on the farm and employment is given to all.

The cottages are arranged around a great oval with a wide asphalt walk defining the oval in front. It is upon this walk that the patients take exercise every day in the year. The cottages have a capacity ranging from thirty-five to sixty. One cottage visited had a capacity of forty-two. It has a large general room with waxed floors and a library alcove, a bath room, a small entrance hall and a store room occupies the remainder of the space on the first floor. In the library are straight-backed chairs, rocking chairs and rattan divans. There are pictures on the wall, rugs on the floor, sewing tables and two or three sewing machines. The women sat about this room and library alcove reading, knitting or sewing or sleeping, the attendant mingling with them simply to be there in case of disturbance. In the library room the women undress, leave their clothing and pass up stairs to a main dormitory, where all sleep in one large room with windows on three sides, giving complete ventilation. A small electric light in the ceiling gives a dim, twilight effect to the room during the night. There are two attendants in this cottage during the day time. One sleeps down stairs the other up stairs in a small room off the main dormitory. There is a night attendant who makes the round of the beds in the dormitory from 8 to 5 a. m. to observe the conduct of each sleeping patient and to minister to the restless. In case of disturbance at night, which is very seldom, the night attendant removes the disturber to a small sleeping room, calling upon one of the day attendants for assistance. Dr. Tobey states that the open dormitory system is absolutely satisfactory after years of experimenting, and he has increased the number of patients who sleep in general dormitories until nearly all his patients now sleep in that way, even those of the suicidal cottage and the disturbed and noisy. He states as a result of his experimenting in this place that there is something

about a locked door and solitude which is annoying even to a well balanced mind and that there is comfort to the sane person in sleeping with others in the room. Savages, he says, do not sleep alone, and it is the natural way to sleep in company. For this reason the insane patient upon retiring at night in the dormitory, when they see others around them going to sleep, lose all fear and drop to sleep themselves. He says that a good honest snore is an aid to discipline in a well regulated asylum, for nobody snores when they are in fear.

This cottage visited cost \$12,000.

In the Toledo hospital nearly all the patients take their meals in a general dining room, the dining room for male patients being on one side of the general kitchen, while that for females is on the opposite side. In so large an institution the kitchen occupies a separate building and each of the main dining rooms are likewise in separate buildings, connected with a passageway through which the meal is conveyed in large vessels on carts. In these dining rooms over 600 patients were seen at dinner, the women wearing their hats and shawls, waiting among themselves from dishes of food placed in the center of the table, assisting each other, and when they leave the dining room the knives, forks and spoons are not even counted to see if they are kept there. They are all there. The attendants take their meals in another dining room and only two or three are on duty in the dining room while the six hundred are at meals. Dr. Potter states that the trouble of caring for these people at meal time is so little as not to be considered, months going by without a single outbreak. For disturbed and noisy cases and for advanced cases of dementia there are separate dining rooms in cottages, food being conveyed in carts in bulk in closed cans to serving tables, where it is heated over steam heaters so that it may be served hot.

Night vessels are practically unknown in this institution.

The theory of care of insane in this institution is to keep all patients busy.

A numerously illustrated report of this institution recently issued is now on file in this office.

Dr. Tobey has had opportunity to remodel and improve upon his cottages until his new cottages are the result of years of practical experience and thoughtful consideration. Every detail of construction, the arrangement of rooms, lighting, ventilation, etc., have all been carefully worked out.

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## EASTERN HOSPITAL FOR THE INSANE, KANKAKEE, ILL.

DR. W. G. STEARNS, SUPERINTENDENT.

Memoranda of visit made by C. L. Stonaker, June 6, 1898.

This is an institution established over twenty years ago and it has been managed by three different superintendents during that time, political influence being especially strong in this institution. The grounds are large, beautifully arranged and well cared for, and the farm land gives ample space for gardens, pastures, corn and grain fields.

The main building consists of administration quarters with a three-story wing on either side, there being three departments or wards in each wing. The building has a capacity for 300 patients and is used for acute and violent cases, male and female. In the basement there was recently established a congregate dining room for six wards in the main building, all wing wards having separate dining rooms.

There are thirteen cottages for men, having a capacity varying from 35 to 170. Dr. Stearns thinks that a cottage having a capacity for fifty is large enough, although one hundred men of the working chronic class might be eco-

nomically managed in one cottage. He believes the policy of a man and wife as managers of a cottage gives the best result. Dr. Stearnes believes that the congregate system of cottages is better than the county asylum plan, and that patients coming from private or small institutions seem to enjoy the change and variety which comes in a large institution.

They have a large library where patients may come and draw books at will; classes of instruction in sewing, including fancy sewing; dancing classes for patients, an instructor coming several times a month, and regular dancing evenings in the large hall, where employees are detailed to dance with the patients.

Four of the cottages have a congregate dining room, two other cottages have one dining room, all others separate. There are eleven cottages for women, each having an individual dining room. There are three kitchens on the grounds, food being supplied to the several dining rooms by means of carts. Plans are prepared and the work is in process of completion for an underground trolley car service.

There are 2,200 patients with 450 people on the pay roll. The state furnishes board, room and medical care; the county or the individual furnishes clothing and incidentals.

In the workshops the patients make brooms, brushes, do all the printing, have a machine shop, frame pictures, cobble shoes and make slippers, make scrub brushes, mattresses, baskets, cane chairs, make hammocks, cut and roll bandages, make rag carpets, twist cord for hammocks, renovate hair mattresses, besides the usual amount of routine, detail work about the large premises, which is very heavy.

A woman oversees the work done in the male cottages, her duty as housekeeper being to direct the attendants in matters regarding the sanitation, care and comfort of the inmates.

Back of the women's cottages Dr. Stearnes has laid out a great circle of ground subdivided into patches, and each woman able to go out is required to cultivate her separate patch of ground, simply to keep her occupied out of doors a certain time each day.

The matter of conveying food is simplified in this institution by a series of square tin dishes, which form a nest, so that patients unable to leave the bed may be served with warm food, they eating from these tin vessels which serve in lieu of dishes.

In an institution of this size there is little which suggests itself of value to a small institution.

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### STATE CARE OF WAYWARD GIRLS.

How far the state shall go in the care of children is one of the most important problems requiring speedy solution at this time. One of the great problems upon which the minds of the most experienced workers in charitable and correctional work do not agree. The home training of girls of American parents is not perfect, but it is a difficult thing to decide at just what point the state shall step in and assume the guardianship, care, instruction and development of girls. The history of the care of girls by the state in this country has been that such care began with the most stubborn and wayward cases first appearing to public attention in the courts. Girls charged with the commission of crimes, who were deemed too young to be sent to prisons, have been committed to places of detention, for which a variety of names have been given. It has taken



years to develop the idea that such girls were, to a degree, not personally responsible for their criminal acts, by reason of their youth and lack of home training, and that such girls could be readily trained out of their criminal ways and made useful members of society.

So it has come about in recent years that industrial schools for girls have been established in the more progressive states, where, instead of punishment for past offenses, the training of the girl for a future life of good conduct and usefulness is the main consideration.

It is true that, as a general rule, only girls who have committed crimes of a petty nature and who have been apprehended by peace officers, tried and committed by the courts, make up the population of these schools. Some states, however, go a little farther than this, and by means of properly constituted officials apprehend girls found living in undesirable environments and place them in these schools for instruction and training. Every one knows that in every city there is a number of young girls whose public conduct promises no good for the future, while in country districts there are to be found occasional instances of a like nature. To what extent the state shall step in, deprive these children of personal liberty and seek to train them, is the question about which the best workers in charitable and correctional lines differ.

Recently I visited three institutions where girls are committed by the courts and cared for at state expense, and the fact was plainly apparent that, while methods differed in each of these institutions, each management was endeavoring to accomplish the main purpose of industrial training, so that when the girls are released they shall have ability to support themselves and confidence in an ability to care for themselves.

Passing over the general character of the inmates of these institutions, their past history and moral and physical condition upon entering these schools, I desire to narrate something of the work that is done.

The Industrial School for Girls at Lancaster, Mass., is over forty years of age, and the present superintendent, Mrs. L. L. Brackett, has been in charge for thirteen years. Were it not for the fact that these girls are committed by the courts and that their previous conduct in many instances would rival that of any of the girls who made things lively at the St. Cloud hotel during January and February last, the visitor at Lancaster might readily conclude it was a private seminary for the education of young ladies. The grounds are beautifully shaded, have delightful walks winding across well-kept lawns; there are flower beds, vegetable gardens and a good sized farm, but no stone walls or high board fences. There are six cottages or ward buildings, each with a capacity for forty inmates. There is a chapel, a neatly painted cottage hospital, the superintendent's home, barn and out buildings.

A girl, upon entering this institution, though she comes with a stubborn determination to make things lively and escape as soon as possible, finds the atmosphere of the place so quiet and reposeful, the people so kind and considerate, that she quickly decides that it is a very good place for her and she settles down for serious work. The understanding is

clearly set forth at the outset that as soon as she is able to take care of herself in a proper way and has acquired a knowledge whereby she can earn an honest living, that she is to be paroled and given her freedom, although, however, she must remain under the supervision of the management until she is twenty-one years of age. The Massachusetts law requires that a portion of her earnings must be sent monthly to the treasurer of the institution, to be kept in trust for her until she is finally released from the supervision of the management. A lady visitor in each county makes monthly visits to all paroled girls and acts as wise counselor in all matters. The girls are taught to consult with this county visitor in all matters of differences between them and their employers, and these visitors act as good friends to all paroled girls. If the girl, after being paroled, with this protecting supervision, makes a failure of her efforts, she is returned to the institution to be "braced up" for another trial. In some cases it requires a number of trials before the girl is finally strong enough to take care of herself.

Having been received by the superintendent and having received in the course of a long interview a general idea of what is expected of her and of what she may expect in return, the girl is assigned quarters in one of the six cottages, where she remains without transfer until her release. She never sees the inside of any other cottage and never makes acquaintances outside of her own cottage, save what little opportunity is given in outside work in the garden or on the farm. Opportunities for acquaintanceship are extremely limited because the girls of Lancaster are under constant personal supervision during the waking moments and their conversation is guided and directed by the officers.

The cardinal principle of the management is constant activity. The girls are kept busy every moment of the day, and even when they have their "roll of honor parties" in the chapel they are kept moving until they are completely tired out and ready for bed. The girls retire to their rooms at 7:30 o'clock and they lose no time in going to sleep. Such early retiring, however, is necessary, as everybody is up in the morning at half past five.

In each cottage there is a matron, a housekeeper and a teacher. While the girls are in the cottage they are under the direct personal supervision of one of these officers during every moment of the day, and opportunities for conversation among themselves, except in the presence of an officer, are stolen ones and necessarily brief. It requires at least a year for the girls to complete the course of instruction, and paroles are not made until the superintendent is satisfied that the girl has not only a knowledge of all details of household care, but an ability to perform such duties to the satisfaction of a Yankee housewife's particular requirements. The painful cleanliness of every portion of these cottages is distinctly noticeable to the visitor. Floors are never scrubbed, but are waxed and turpented until they shine like polished mahogany. Kitchen, pantry and storeroom are always in perfect order, and the girl who has a month's training in keeping the cellar in order is made to feel uncomfortable if any disorder

is ever discovered there by the watchful superintendent. Each girl sleeps in a separate room, for the care of which she is alone responsible. She may decorate it as she wishes, but there is trouble if any dust is found in any portion of it, even on the floor of the closet. After their rooms are placed in order in the morning, the girls pass to the school room, where they study for an hour and a half before breakfast. After breakfast each girl proceeds to her respective household duties, after which she reports to the sewing room for two hours' instruction. Those who have still further household duties continue their tasks until the midday meal, at 1 o'clock. Recreation hour follows, on the lawn in pleasant weather, and in the house in bad weather. After more time in the sewing room, the girls are given an hour for private seclusion in their own rooms. Two more hours in the school room fills the time until supper is announced. A recreation hour follows and then bedtime arrives.

The course of household instruction is so arranged that in a year's time each girl has had personal responsibility for a stated period in every department of the house. The first six months she is under the direct control of the housekeeper in the front part of the cottage, during which time she is taught to knit, to sew, and to do all the work required of a chambermaid or second girl. During the next six months she has a month in the cellar, which includes the care and management of the furnace, a month in the laundry, a month in the ironing room and three months in the kitchen, where promotions from one detail of the work to another are systematic and orderly. The girl is very proud when the final month comes round when she can make all the bread and pastry and superintend the cooking for the entire cottage, for then she knows her end of probation is near at hand. At no time in the course of her training is a girl permitted to slight her work. If she can not learn to wash clothes in two months to suit the ideas of a most exacting New England housekeeper, she continues trying day after day until she does pass the ordeal.

According to the last published report, 67 per cent. of the girls on parole were reported as behaving well, 10 per cent. as behaving badly, 9 per cent. were feeble minded or unfit subjects for the school, and 14 per cent. had left their places and had disappeared beyond the knowledge of the management or county visitors.

The Rochester, N. Y., School for Girls is part of the great institution where boys are kept behind a twenty-foot stone wall in prison-like barracks and taught mechanical trades. The girls' division is not as pleasant as the woman's prison at Auburn, N. Y., and the management is more after the style of a prison than an industrial school. However, there is a very well equipped cooking school, besides a rather gloomy school room, where the ordinary English branches are taught.

In the Connecticut school, besides the domestic instruction with a cooking school department, the girls are employed in the manufacture of paper boxes. That this is not entirely satisfactory is evidenced by the following extract from the last report of that institution:

"A new home is needed in order more fully to perfect our methods of character building, and more fully to develop in our girls self control and self government; and to enable them before leaving the school better to evidence their purpose and ability to perform each day's duties, and fulfill its opportunities, without discipline or restraint, only receiving instruction and advice. By this I mean a home in which to test character, and to prove their ability to manage themselves and conduct themselves with propriety."

The Michigan school is located in a beautiful farming region, three miles from the town of Adrian. The administration cottage and residence of the superintendent occupies a commanding position near the road, while back of it are ranged the cottages in a semi-circle. The landscape gardening about these cottages has been most attractively done. In methods of management this institution differs in many features from that in force at Lancaster, Mass., although on the same cottage system, with separate sleeping rooms for the girls. This institution aims only to give the girls a domestic education, so that they may take positions as servants in private families. Mrs. Sickles, who has been in charge of this school for a number of years, estimates that 50 per cent. of all girls committed to the school are saved and are leading good lives, supporting themselves honestly and well; 30 per cent. return to their former habits, and of the rest nothing definite is known.

Of the benefit upon the future life and conduct of girls committed to institutions where, for a time at least, they are brought into contact with pure women of noble purposes and high aspirations, it is, of course, impossible to judge. That depends upon the individuality of the officers and the general spirit of the school.

There are some good workers who believe that institution life is not good for any girl, no matter what her previous life and habits may have been. And such persons advocate the boarding out of such girls in families where they may receive practical home training and such education as the public schools afford.

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### LYMAN SCHOOL FOR BOYS, WESTBORO, MASS.

F. F. CHAPIN, SUPERINTENDENT.

Memoranda of visit by C. L. Stonaker, May 27, 1898.

This industrial school for boys is located one and one-half miles from the town of Westboro, in a beautiful rolling farming country. The superintendent has been in charge for eight years, having served as a school superintendent, and he accepted the office only upon an agreement that he should have five years' undisputed sway. The school is, therefore, the development of Mr. Chapin's educational ideas, and the theory upon which all work is based is the quickest possible development of the natural abilities of the boy.

Upon the arrival of the boy in this school, under commitment by the court, he is given a bath in the tailor shop, where a bathtub is built into a small closet. He is furnished with a suit of clothes and is assigned to one of the several cottages on the premises. He is placed in the school room, which is fitted up with sloyd benches, and by the time a few weeks have elapsed the

superintendent learns something of the natural abilities of the boy. If he has no knowledge of form or dimensions, and shows no taste for mechanics, no further time is wasted upon him in sloyd work or shop work, but his working hours are spent upon the farm, about the stables or garden, or in routine work in the cottage.

Each cottage family is distinct, but transfers are made. Each cottage has its own school room, but the institution will this year employ a school superintendent and will grade the boys, who will attend school in a school building now in process of construction.

The boys sleep in a dormitory without supervision except an occasional visit of a night watchman. A trusty boy acts as monitor for the dormitory, and he is responsible for the good order. The superintendent tells me that he reports whenever there is an infringement of the rules, and he believes that the monitor system is a sufficient check to secure absolute quiet and good moral conduct at all times. The watchman has a peephole through which he looks to examine the dormitories at night, but the superintendent thinks this wrong and intends to remove the peepholes.

The beds are provided with hair mattresses, made by the boys in the work shops.

The dining room has two tables, the officers sitting at the head of each table. A work room is in the cottage, and its equipment consists of a carpenter's bench with five sets of tools, and the work varies with the ingenuity of the teacher. The boys make stepladders of different sizes for the open market, wheelbarrows, the iron castings coming from the foundry and blacksmith shop, which are in a separate building; and other articles of salable value are made from wood, as the ingenuity of the superintendent or house master can devise.

The effort of Mr. Chapin has been to employ as masters of the cottages practical mechanics who have a knowledge of carpentry, iron working or some other of the more general trades, and the boys are located in the cottages with reference to the kinds of work to be done under different masters. Mr. Chapin does not employ a shoemaker, but the boys are taught to cobble their shoes, and new shoes are purchased cheaper than they could be made.

In the basement is a large play room fitted with suitable appliances for exercise, all the work of the boys, and there are book shelves in this room, to which the boys have free access at all recreation hours. The water closets and bath rooms, with standing spray baths, are in this room; also closets for the working clothes and working shoes of the boys, so that when they remove their working clothes the inducement to take a bath is conveniently near. On racks in the lavatory are pigeon holes for each boy's brush, comb, toothbrush and soap.

The entire housework is done by the boys, under the supervision of officers; the floors are waxed and turpented and never scrubbed. Each cottage has its own laundry, but Mr. Chapin believes it unwise to have all the boys learn laundry work, and he foresees a central laundry plant for the entire institution.

The employees of a cottage consist of master, his wife as matron, a laundress and a teacher. Connected with each cottage is a garden patch, where the vegetables for use in that cottage are all grown. A large amount of farm work is done by all of the boys, besides their two hours a day in the sloyd room and a proportionate time in the school room.

A feature of the school is that all reports and complaints of officers against boys are made in duplicate, one being sent to the superintendent, the other being posted on a bulletin board in the play room, where all may read. This is a double check—it prevents unjust complaints by officers and is a mode of discipline to the boys, and, if a complaint is unjustly made, the boy knows of it, and can secure audience with the superintendent and correct the same. In a glass case the open pages of the record book, containing the standing of each boy of the cottage, under the merit system, are always in view.

In the work shop a boy is allowed to work his way out, a proportion of his earnings being given him in lieu of a number of merits to be earned before he is entitled to parole.

During the year from twenty-five to thirty lectures are given by people interested in the school.

The dairy is an admirable feature of this school, and the sight of fifteen Jersey cows in stalls scrupulously neat and clean, each cow having its own grain dish and faucet and a ventilating tube, giving it fresh air at all times, certainly shows Yankee thrift and ingenuity. The milk is weighed and each cow's record scientifically kept, and the boys, under the care of the foreman of the dairy, are given a scientific as well as practical education in dairy work. The same is true of the poultry department, and the same thoughtful educational work is carried through each department of the institution. The primary motive of this management is the education of the boy that he may be of some value and have some practical knowledge when he is paroled.

Under the Massachusetts law boys committed to the reformatory are supervised until they are twenty-one years of age, county visitors keeping informed and making regular reports to the superintendent wherever the boy may be, and a portion of his earnings are forwarded to the treasury to be kept until the boy shall have reached the age of twenty-one.

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## AUBURN PRISON, NEW YORK.

J. W. MEAD, WARDEN.

Memoranda of visit by C. L. Stonaker, May 28, 1898.

"In May, 1897," Warden Mead said, "I had a hundred men on the lawn with case knives grubbing dandelion roots to keep them from going insane." At the time of this visit all the inmates of the prison were at work on productive labor, as the morning report shows, a copy of which was given me. It is as follows:

Baskets and brooms.....	37
Cane shop.....	55
Cloth department No. 1.....	102
Cloth department No. 2.....	154
Cloth department No. 3.....	27
Hospital .....	11
Kitchen .....	59
Setting machines.....	4
Stone shop.....	41
Waiters and clerks.....	69
Cabinet work.....	108
Construction and repairs.....	62
Hollow ware.....	65
Enameling .....	28
Foundry .....	102
Iron bedsteads.....	25

Machine shop.....	31
School furniture.....	52
Tailor shop.....	45
Ward work.....	45
Total .....	992

The law in force in the spring of 1897 under the new constitution authorizes wardens of prisons to employ the labor of the convicts in the manufacture of articles needed by state, county and municipal institutions. The work at the Auburn prison was devoted by the prison commissioners to the list mentioned before, and a great deal of the efficiency of the work in the one year was due to the energy of Warden Mead. For his cotton manufactory he secured as guard a man who had been for years a foreman in the Massachusetts cotton mill; in the woolen factory he employed as foreman a man thoroughly experienced in the wool manufacturing trade, and the convicts are trained in the various departments by men capable of giving them instruction.

All appointments to positions in state institutions in New York are under civil service rules, and the warden had a waiting list of 125 applicants assigned to his prison by the civil service commission, and he has no choice in the selection of his employees save to take them in the order in which the list reaches him, excepting that fitness for the particular work required is demanded by him. In other words, he can easily fill a particular position with men from the list best adapted to that particular place, as foreman of a cloth mill or foreman of a woodworking shop.

To show the great amount of work which can be done under this system in New York state by prisoners, it may be stated that the state last year used 50,000 blankets in its institutions; cloth in immense quantities for hospitals, jails, prisons, insane asylums; brooms for public schools; soiled clothes hampers and waste paper baskets for state institutions, of which the New York schools alone gave an order for forty-five dozen; 2,200 iron bedsteads have been put into hospitals; beds for fire departments in cities, toweling, sheeting, etc.

The women were engaged at the time of this visit in the manufacture of canvas knapsacks for the volunteers of the state, the first order being for 10,000.

The Auburn prison has been sufficiently described in reports and books. It consists of immense blocks, 900 cells to the block—dark, narrow, illy ventilated, shabbily furnished, but unmistakably clean. Warden Mead has put in a new bath, which occupies one large room, tiled floors and sides, with sprays on the four walls. Fifty convicts can be lined up around this wall and sprayed at one time. The kitchen is new, with tiled sides and floors, and equipped as in a first-class hotel.

The cotton cloth factory contains over 100 hand looms, built in the penitentiary by the convicts, and these looms are greatly improved over the old-fashioned hand looms. The cost of making these hand looms, the warden states, is about \$10 apiece, and a convict can make from six to ten yards of toweling a day.

The woolen mill plant was purchased at a bargain at a time when the woolen industry was paralyzed in the country, and machinery which cost \$16,000 could not now be duplicated for \$80,000.

A catalogue and price list of the articles made at this prison has been published.

The warden estimates the cost per capita to support a man at the table at nineteen cents per day.

The warden states that the difference in discipline as a result of active employment of the prisoners shows wonderful improvement, but he still uses

the dark cell and the rings on the wall. The Bertillon identification system is in use, and the warden says it is wonderfully valuable in cases of identification.

The Elmira reformatory transfers to the penitentiary all prisoners who prove intractable, seventy having been sent to Auburn from Elmira during the past year. Warden Mead last summer employed a Harvard student for three months to instruct a party of his most capable convicts in wood carving, so that now he has men enough to do all the wood carving required in the cabinet shops, and most elaborate office desks and chairs for the state capitol at Albany are made in this prison.

## MINNESOTA STATE PRISON, STILLWATER, MINN.

HENRY WOLFER, WARDEN.

Memoranda of visit by C. L. Stonaker, June 9, 1898.

Stillwater penitentiary was located years ago in a coulee or steep ravine along the river side, and there is no opportunity for extending the grounds; their quarters are, therefore, very much congested. The contract labor is to be abolished as soon as the present contract with a shoe manufacturer expires.

Large numbers of the convicts are employed in the manufacture of hemp and jute twine for harvesters which is made under the direction of the warden and sold by the prison commission at cost in the open market, orders being filled at the penitentiary and an effort constantly made to fill small orders from individual farmers in preference to orders from jobbers, jobbers getting no better prices than the farmers.

In the hospital, a detached building, there were ten patients, each of whom is locked in a cell somewhat larger than ordinary cells. There is a prison physician and an assistant, the latter being a resident, who compounds the prescriptions and performs the duties of steward in the hospital. This steward prepares a very elaborate record of the convict, showing his physical condition from the time of his incarceration.

Beneath the hospital cells are the punishment quarters, consisting of solitaires, handcuffs and wall rings. The bed for convicts in punishment is a plain plank.

There are five tiers of cells in the cell blocks, the cell blocks being in the form of an immense L. The beds consist of woven wire springs unattached at the sides, straw and husk mattresses, sheets, blanket, feather pillow, straw bolster. There is a small folding chair or bench, a very small folding table attached to the wall, a night vessel in a tight corner box, a Bible, tin basin, cup and plate, water jar containing two gallons and a shelf. Cells are lighted by electricity and are whitewashed occasionally. They are five by seven by nine. The floor is iron. The ventilation consists of a small circular outlet near the floor.

There are three grades in this prison, the first wearing gray clothing, the second checked suits and the third stripes.

Breakfast and dinner is served in the dining room, supper in the cells. Upon returning from work in the shops the convicts pass a stand at the foot of the stairs where a pan of oatmeal and milk and all the bread they wish is handed them. Coffee is served in the cells. A sample menu follows:

Breakfast—Hash, coffee, bread.

Dinner—Hominy, fresh pork, boiled potatoes, pickles.

Supper—Oatmeal and milk, bread, coffee.

Cake is served on Sunday, when two meals are served, the men being permitted to take from the tables some food for the third meal in their cells if they wish. The men are shut in cells all day Sunday, save an hour at chapel.



There is a school running three nights a week in which only those sentenced on the reformatory plan and the illiterate go. The superintendent of the city schools gets three dollars a night for directing the work of this school.

The convicts complain very bitterly of their feet. Standing on floors saturated with oil the leather of their shoes absorbs this oil, causing their feet to burn, and from this annoyance there seems to be no relief.

The lock-stem has been abolished, but they move in close order, which is practically the same.

First grade prisoners write every Sunday, second grade write every two weeks, the third grade have no privileges.

No paroles are granted save to first grade prisoners, and then only to those sentenced on the reformatory plan.

A board of pardons, consisting of the governor, attorney general and chief justice, meets three times a year to consider cases recommended by the warden.

First grade prisoners have a separate dining room. Third grade all eat in their cells and have scanty fare. Old offenders get time sentences. The courts may sentence first offenders on the reformatory plan. The prisoners sentenced on the reformatory plan are only eligible to parole after one-half of their time is served. A prison agent looks after all paroled men and aims to secure a situation before a parole is granted.

In one of the cell corridors a barber shop is set up having two chairs, and here all the convicts are shaved.

Prison population on the date of visit, 516.

The names of convicts and their number is painted on the cell door.

In the kitchen a new floor of wood has been recently laid. There were meat, soup and coffee tanks and a steam table for cooking vegetables and a rotary bake oven has been successfully worked for several years. The bread room is very fine.

A small lawn with flower beds and climbing vines occupies one corner of the yard. The woman's department had seven inmates and a matron was in charge.

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## ST. PAUL CITY AND COUNTY HOSPITAL.

DR. A. B. ANCKER, SUPERINTENDENT.

Memoranda of visit made by C. L. Stonaker, June 9, 1898.

The hospital occupies a commanding site overlooking the river and sufficiently near the business center of the city. The land, building and equipment cost about \$250,000. It was constructed under the personal direction of Dr. Ancker and is most admirably arranged and the equipment is complete.

The board of control, consisting of three members appointed by the district judges, has charge of the city and county hospital, the Ramsey county almshouse and the out-door relief of the poor. The appointments are made by the district judges in an effort to have the management divorced from local politics. The board of control, as constituted, includes men of excellent standing in the city, who have held office for many years and will probably continue to hold it until they retire at their own volition. The board appoints the city and county physician and the superintendent of the county almshouse. The city and county physician is also superintendent and physician and surgeon in charge of the city and county hospital. He is the medical officer of the Ramsey county almshouse, the St. Paul workhouse, the Ramsey county jail and the smallpox hospital. He is also the police surgeon of the city of St. Paul. He has charge of the out-patient department, which consists of caring for the indigent sick and injured. He does the city and county ex-

pert work in personal injury suits. He has executive as well as medical charge of the city and county hospital. He appoints and discharges all employees without interference. For this he receives \$5,500 per annum, quarters, heat, light, fuel and laundry services, but provides for his own table. Out of this sum \$2,000 goes for salaries to two assistants on the out-door work.

Dr. Ancker lives in the hospital building, has his own servants whom he pays out of his salary, his own kitchen, and in purchasing supplies for the family he is careful to have no dealings with merchants who are selling to the hospital. All supplies are purchased by officers of the institution by requisition on the board of control. Dr. Ancker personally inspects all requisitions before they go to the board of control, but so great confidence have the board in him that their approval of his requisitions is not required in order to make the purchase, that being done at their regular meetings. The employees of the hospital are appointed and discharged by the superintendent without interference, and Dr. Ancker on a number of occasions has declined to consider applicants recommended by members of his board for the reason that such applicants, even if fitting for the work, might cause trouble in the discipline.

The head nurse gets \$50 per month. She has supervision of the wards and nurses. She has charge of the property of the wards; she must see that the nurses work faithfully; she must teach them and give lessons according to a well digested course of study. The housekeeper gets \$50 a month and has charge of the domestic affairs, including an oversight of the laundry and kitchen. It is her business to keep the house clean and in good order; she directs employees about the house excepting nurses. Other employees are chief engineer, \$50; night engineer, \$30; day fireman, \$15; druggist, \$20; steward, \$30; bookkeeper, \$35; ambulance driver, \$20; yardman, \$25; three orderlies, each \$15; two cooks, \$25 and \$20; four laundresses, \$20; two ward maids, \$10; two scrub girls, \$10; one waitress, \$14; with one girl assistant, \$8. The steward has charge of supplies, checking in and out upon written requisition and, upon approval of his requisitions, he does the buying, distributing his purchases among down-town jobbers. He weighs in the coal and a weekly report is made by the engineers showing the consumption of fuel during each twelve-hour period, with the average temperature during that period. The matron, the nurses through the superintendent of nurses, and the engineer make their requisitions upon the steward, who sends them into the superintendent's office for approval. The steward also looks after small repairs and all minor work about the place. The druggist buys for his department upon requisition approved by the superintendent. There are four house officers taken by competitive examination from the University of Minnesota, who serve without pay. There are twenty-five nurses who receive \$10 per month during the second year. All employees live at the institution for the reason that they get board and laundry as part compensation.

The diet lists are generous and varied. There are diet kitchens on each ward and steam tables, so that food is always served hot to patients in beds. It is transported from the kitchen in bulk in closed vessels and served from the diet kitchen by the nurses. The beds are of iron with hair mattresses done over once a year, and the beds are examined for vermin three times a week. Requisitions on the laundry are made three times each week and the supply for each ward has its distinctive mark. Soiled clothing is sent to the laundry daily.

#### RAMSEY COUNTY WORK HOUSE, ST. PAUL, MINN.

Memoranda of visit by C. L. Stonaker, June 11, 1898.

The Ramsey county workhouse and farm grounds and farm grounds adjacent is located across the avenue from the large city park. Inmates are committed from the municipal and district courts for terms of ten, thirty and sixty days and for long terms of ninety days to two years. The short term

inmates work in the park and on the farm. The long term inmates work in the broom and knitting factories. Enough farm products are grown to support the institution and quite a surplus is sold. The park work is charged against the park board. Brooms, brushes and socks sell on the open market and the institution pays a profit to the city every year over the expense of operation.

The superintendent lives on the ground. At the time of visit the register showed the highest consecutive number, 23,011. There were sixty-seven men and eight women serving sentence, which was said to be a very light population. The maximum daily average is 161. The superintendent is serving his twelfth year and the management is non-political. The cell room has a cement floor, the cells are of iron with canvas hammocks for beds. There is a tailor shop where clothing for the inmates is made, a cobbler shop, a broom shop, where twenty-six men were at work on the day of visit, and the knitting factory with hand machines, which was not in operation because of surplus of socks on hand. One main dining room where all the inmates take their meals, a barber shop, bath room and kitchen occupy the basement. The suits of inmates consists of cotton flannel underwear, denim shirts and jeans trousers. A sheet iron oven of large size meets all requirements for bread making. The men are very well fed on a liberal and varied diet. The female department has a matron and the women do the laundry work. This institution is a most successfully managed workhouse, remarkably clean and well ventilated. It is a model which any city may copy with profit.

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### STATE CONFERENCE OF CHARITIES AND CORRECTIONS.

The State Board of Charities and Correction called a state conference of people interested in the work, either in a public or private capacity, and a three days' session was held in Colorado Springs, January 9 to 11, 1898. A very full and entertaining programme was prepared and carried out, and much interest was created thereby. As a result of this conference a permanent organization for the state was effected, the Hon. O. E. LeFevre, of Denver, being elected president, with a full list of vice presidents, secretary, assistant secretaries and executive committee. The date of the next meeting of the conference was left to the executive committee, and the meeting was voted to be held in Denver some time in January, 1899.

The proceedings of this conference were fully reported, but they have not been published. Extracts from some of the papers appear in this report:

#### PRISON LABOR.

James A. McParland, superintendent of the Pinkerton agency in the West, read a most interesting paper, as follows:

I am now and always have been an advocate of the abolition of the contract labor system formerly in force in nearly all prisons, and still in force in a large number of prisons in this country. There is no place where the "Contract Labor System" has existed but the products of that system have come in contact or competition with free labor. The convict derived no benefit from what he produced, the state derived very little, the contractor derived the balance, to the detriment of honest mechanics who produced the same class of goods. There are, however, some instances where the state

itself manufactures certain classes of goods giving some employment to their convicts, and in such cases where the state has accumulated a surplus stock of such production, they dispose of the same, but not a cent under the regular price that free labor obtains for the same class of articles. Now the fact that convicts produce anything is to a certain extent infringing on free labor, however, you must bear in mind that all convicts are not professional criminals and most individuals are so constituted that the hardest task you could impose upon them is idleness. I have known convicts here in this state and other states where convict labor was abolished, that have applied to their friends to intercede with the warden to give them employment. You take a man who has followed physical or mental labor for years, give him his liberty, but deprive him of work both physically and mentally for a few years and I will guarantee that you will discover that man a total wreck in a very short time. He will either form habits of indolence or other habits even worse so that after a few years he will be incapable of earning a living where either mental or physical ability is required, therefore, while advocating the abolition of both the contract and state system of manufacturing articles in our penitentiaries which come in contact with free labor, still some system should be adopted wherein each convict would have some kind of employment during a portion of each day while confined in the penitentiary. If this is not done the class of convicts or criminals that we wish to reform after their discharge, will not be in any physical or mental condition to be reformed, and before taking up the disposition to be made of discharged convicts it is best to prepare the way by first looking into the condition of the convict while in the penitentiary, that is to say, the first step relative to the reformation of the convict, after he is discharged, should be taken while he is in the penitentiary is the place. The longer a warden is in office, the more competent he becomes, and this holds good in every department under the warden, from his chief deputy down to the turnkey. The state should provide the warden with ample facilities for safely caring for the convicts in his charge. It is wrong to group prisoners promiscuously. The young man who has been properly raised and educated and becomes an embezzler or perchance commits a forgery should not be grouped with the professional forger, sneak, pickpocket or burglar. If he is, the chances are that when he is discharged he has not only acquired through his associates all of their vices, but has lost all of his former virtues, therefore, the warden of a penitentiary having ample means and judgment will discriminate and separate the different classes of criminals, thereby preventing the association of minor criminals with professionals. In this way the warden can do more good to suppress crime than most of our courts or criminal officers of the state.

As to the disposition of discharged convicts, I would state, first, that there are but two classes of criminals: The professional, who either inherits his criminal tendencies or has acquired them through early associations with the criminal classes, and who has no higher ambition than to be what is called a first-class criminal; the other class are simply creatures of circumstances. A young man who has been well raised and educated, fond of society, but by chance comes in contact with a reckless class of associates who are already criminals, although not known to be so by him, in order to keep pace with his new found friends he steals a little money from his employer. He calculates at the end of the month to make good the money he has taken; the end of the month comes around; he is still in more straightened circumstances and takes more money, intending to return it all in full, but before he has a chance to return the money he has stolen his theft is discovered, he is arrested, tried and convicted. Now this young man is not a criminal at heart, although he has violated the law and has been convicted. However, he is sent to the penitentiary. There is no penitent on earth that ever formed stronger or better resolutions to become good than this young man does the day he enters the penitentiary, or, in fact, before; but during the time of his confinement, if he is allowed to associate with professional criminals, the chances are that he

becomes worse than the worst criminal in that institution where he is confined, and there is very little hope of working any reformation in his case. However, on the other hand, the warden has succeeded in keeping this young man apart from professional criminals, and when his time expires, if he is unable to obtain employment on his own account from the fact that he is an ex-convict, it is then that a prison aid society, if existing, could do some good. The agent of this society would take charge of this young man, and send him away from all his former evil associates to another agent at some distant town or place, who would obtain employment for him. His employer should have full knowledge that he is an ex-convict, so that a fellow ex-convict or vindictive officer could not injure him, and in a short time he would be able to learn enough to still go to another place where he could obtain employment without his employer knowing that he was an ex-convict, and in a little time he would outlive his shame and become a useful citizen. As it is under the present system, an ex-convict has a poor chance to reform. In most penitentiaries, when his time expires he is furnished with a suit of clothes and enough money to pay his fare to the city or county seat where he had formerly been convicted. Each penitentiary may have a different pattern of goods, but it does not require much experience on the part of an officer to detect a penitentiary-made suit of clothes on a man. He can't find employment, and after a few days he is notified by the authorities to leave town. It is also discovered in what direction he is going, so the police department in the city where the young man is bound for is notified that he is on his way there, and when he arrives at his destination he meets with the same reception he had already met with in the city he had left; therefore he can't find employment. Now, no matter how strong his resolutions heretofore have been, he becomes sour on the public in general; his money is out, he is too proud to beg and starts in to steal, and eventually gets back to the penitentiary. Now this is the case under our present system. There are still other cases, where ex-convicts have found employment and are conducting themselves in a proper manner. Nobody knows that they have ever been in the penitentiary. However, they are discovered by a fellow ex-convict. He wants to make friends with the sheriff or some of the city police. He goes to them, tells them that he himself has been in the penitentiary, tells a very plausible story stating that he is going to get work and so forth. Then, in a great secret or burst of confidence, he informs the officers that John Jones, an ex-convict, is holding a responsible position with Mr. Brown, and that he is simply doing this so that he can rob Brown when a favorable opportunity presents itself. Brown is notified and Jones is discharged. Possibly he is not told the reason why, but he applies to somebody else for employment and is asked for reference. He refers them to Mr. Brown. Mr. Brown is seen and says: "Well, he was a first-rate clerk, and seemed to be all right, but I discovered that he was an ex-convict, and it was only a question of time when he would rob me, so I discharged him." Therefore he can't get work. After making several unsuccessful attempts to obtain employment, it dawns upon him that on account of his former record he is unable to earn an honest livelihood, and so eventually goes back to stealing, or whatever branch of the criminal profession he has previously followed. Now, if a prison aid society existed, this young man could have applied to the agent of the society, who would have had the matter investigated at little or no cost, and showed to Mr. Brown that while Jones had been a convict, still he was all right, and they (the society) were keeping track of him. This done, he would have held his position and become a good and useful citizen. However, until a proper organization is formed that will cover every state in the Union, or the majority of them, there is little show for a convict to reform. If a proper organization was formed to look after ex-convicts who had only been convicted of their first offense, I am satisfied that a large percentage of such criminals could be reformed and made good citizens. The state and county is very liberal in supporting courts, seeing that justice is done to the offender, as well as to the state. Now I think if a little money was expended towards the reformation of ex-convicts, the courts would soon become less expensive to the state, and the

state and public in general would be benefited. Nor is it impossible to reform some of the professional class of criminals, because I have seen it done myself, and simply through the action of one or two men who interested themselves in the convict's behalf, and at no great expense to them. I could name hundreds of such cases wherein even professional criminals have been reformed. The state of Pennsylvania has a prison aid society, and in their own way have done and are still doing a vast amount of good, but their means are too limited. The lack of proper organization of the same kind in other states makes the labor of the prison aid society of Pennsylvania a mere local affair, but even at that the amount of good is something wonderful. If a national organization was formed, the expense of such an organization would not be necessarily very large. Railroad officials would be willing to give reasonable transportation to ex-convicts. Large corporations and certain individuals who employ a great deal of labor could be canvassed through the agents of the society, and they would certainly find places for most of our unfortunates. The fact that some might return to their criminal occupations should not be a good reason for not still following up the good work, and I hope the time is not far distant when every state legislature will recognize the fact that the public demands that some provisions be made to assist in reforming our ex-convicts, or at least a portion of them.

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#### JAIL MANAGEMENT.

Rev. Hastings H. Hart, secretary of the National Conference of Charities and Correction, spoke on "Jail Management," saying in part:

A lock-up is a public institution, and it is not too much to ask that every public institution should be so constructed that it can be readily kept clean, wholesome and free from vermin; that it shall afford a reasonable privacy for women, children and insane persons, even if it does not provide for the classification of other prisoners, and that it shall not expose the inmates to unnecessary peril of life, health or morals.

In Minnesota the law now forbids the erection of any lock-up unless it has at least two separate rooms, is so constructed as to be easily kept clean, and is either fireproof or is covered with fireproof materials within and without. The State Board of Corrections and Charities furnishes plans for the erection of good, suitable lock-ups at a cost of not more than \$800 for a two-cell lock-up, \$1,200 for one of four cells, and \$2,000 for one of eight cells, not including plumbing.

County jails are prisons maintained at county expense for the detention of prisoners awaiting trial, and the punishment of persons serving sentence for misdemeanors. In most states the county jail is in charge of the sheriff, who appoints the jailer and the matron, in the few jails where a matron exists. As a rule, the architecture of the county jail is much better than that of the lock-ups; yet some of them are very poor. A few days ago I inspected a jail, located in the cellar of a sheriff's residence. It had six cells, all dark, two of wood, two of iron, and two underground brick cells, built like coal cellars outside the walls, under the sidewalks. An open vault under the jail poisoned the atmosphere both of the jail and the sheriff's residence. Many jails have dark, unventilated cells, but there is a gradual improvement in jail construction.

Jails are of two classes: city or village jails, and county jails. The city or village jail is familiarly known as the police station, the lock-up, the calaboose or the cooler. We have in the state of Minnesota 300 lock-ups, and out of that number it may be truthfully said that not 10 per cent. are fit places in which to keep a man over night. They are usually built of pine lumber, with innumerable crevices which form an impregnable harbor for filth and vermin. No officer, however faithful, can keep such a place in a cleanly and sanitary condition. They are entirely insecure, patience and a jack-knife, with an absent watchman, being the only requisites for escapes. Every such lock-up is a fire-

trap, exposing its inmates to danger of cremation. We roast about one inmate a year in the lock-ups of Minnesota.

When a young man goes to jail for the first time he is shocked. He says, "If I can get out of this you will never find me in jail again." That is the moment of our opportunity, and how do we use it? He needs to be alone, and to reflect quietly; but we open an iron door and thrust him into an iron cage with five to twenty other prisoners. They cry "Fresh fish!" They crowd about him, ask for the news and beg for tobacco. If they find that he is "soft" they ridicule his scruples, persuade him that his offense is nothing and fill him with the idea that he has been abused. If he avoids them, they persecute him. If he goes out and tries to lead a decent life, they blackmail him.

What is the remedy for this evil, which is admitted by all thoughtful observers? The remedy is simple, and doubtless occurs to you at once: Classify your prisoners. Put the hardened criminals by themselves, the inexperienced by themselves, the children by themselves. But what shall be the principle of classification? The sheriff is not infallible, still less the average jailer, who works for thirty or forty dollars a month. Appearances are deceptive. How shall we infallibly recognize those different classes and assign them to their proper wards? There is a principle of classification which is infallible and can be applied by the most ignorant jailer. Make just as many classes as you have prisoners. In other words, keep each prisoner in his own cell until he has been tried and sentenced.

"But," you say, "that is solitary confinement. It is barbarous; it is inhuman!" But wait a little. The prisoner is either guilty or innocent. If he is guilty, an opportunity to reflect will do him good, and it is quite probable that his confinement in the jail will be the only punishment he will receive. If he is innocent he will prefer his own society rather than to be forced into the society of such characters as throng our county jails.

Put the question to yourself. Suppose you were so unfortunate as to be sent to jail—some very good people go to jail—which would you prefer, to be placed in a steel cage and put on exhibition like a wild animal in a menagerie; in a place where it is too dark to read with comfort, with no place to sit down except a canvas hammock, with no opportunity to take a bath; in a place where you could not keep yourself free from vermin; forced to listen during your waking hours to the vilest language in the thieves' dialect, and shut up for ten hours out of the twenty-four with from two to five others in a cell six and one-half by nine feet? Would you prefer these conditions or would you rather be shut up by yourself in a clean cell six and one-half by seven feet, with a clean bed, a chair, a table, good reading, frequent visits from the jailer and occasional visits from your friends?

The separate plan is the only proper plan for keeping jail prisoners. It has been followed for many years in several states and has been found successful.

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#### CHILD SAVING.

D. C. Dudley, superintendent for the Colorado School for the Education of the Mute and Blind said:

I fear that all we are now doing to save the young is more in the nature of cleansing the stream than of purifying the fountain head. It is a commendable thing and a humane thing to try to save those who are already lost, but it would be infinitely more sensible to prevent their being lost in the first instance. For years now the older states have had their reform schools and their reformatories, but the crop of criminals comes right along, year after year. Indeed, recent investigations in New York prove that there were almost twice as many boys convicted of crime in New York in 1896 as 1867. According to all our theories there should be a gradual diminution, but such I fear is not the case.

Now wherein lies the fault? How can better results be obtained? There are ways in which the average reform school could be much improved, but the public is not ready to pay enough. It would surely have to pay twice as much as at present, and it must be confessed that the results obtained heretofore by reform schools are not such as to convince the public that it should tax itself heavier to maintain them. If I were running a reform school and had all the money necessary, I should arrange it as follows:

First—I should have every pupil work hard at least five hours a day at some useful trade, which would serve him in bread winning after leaving the school.

Second—I should never let the pupils be together except under strict supervision, so that they could not compare notes and intensify one another in depravity. At night each should have a separate room. Under the present indiscriminate mixing of bad, worse and worst it is an open question whether those who are sent to reform schools do not come out more hardened criminals than when they went in.

Third—I should have a part of each day devoted to intellectual improvement, the teachers being strict but kind and the classes small enough to admit of the study of each individual character. In conjunction with this intellectual training, and also extra of it, I should insist upon a systematic moral training, and an observance at least of the outward forms of moral living.

Fourth—I should have families of not more than twenty, each with a matron of warm-hearted, motherly instincts, and yet strict in discipline and wise in expedients.

Fifth—I should institute a careful supervision over those discharged, try to secure work for them and encourage them to report regularly as to how they were getting along, assuring them they should always have sympathy and help if they needed it.

I might, as I examined into the matter from a closer standpoint, add other features, but these I have mentioned are, in my opinion, absolute essentials.

With a reform school so organized I should hope to save at least four times as many as are saved now, but even then, I fear the failures would far exceed the successes.

To come directly to the point, I think we begin to save children from ten to twelve years too late. We know their surroundings are such as to inevitably make criminals of them and yet sit supinely waiting till some overt act notifies us that the thing is an accomplished fact. Then we wake suddenly up and tax all our powers to effect a reform which is almost as difficult as raising the dead—indeed, it is raising the dead, as every moral faculty of our subject has been dead for years.

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#### KITCHEN GARDENING.

Read by Miss Isabel Hill.

There is no more important problem before thoughtful minds to-day than that relating to the home life of the people, and the means to be employed in elevating, purifying and rendering these homes healthful and attractive. In the homes of the wealthy, who are a small minority in each community, this question may be already practically solved, but with the great mass of the people much remains to be done. In some localities good wages for household work can command skilled labor, but there is no place where the supply is equal to the demand. It seems as if something were radically wrong when positions in stores, factories and offices are eagerly sought, where the small wages must be disbursed for suitable clothing and the bare necessities of life, while in hundreds of homes there are those willing to pay good wages,



who offer to employees safe and comfortable homes and yet have to suffer from an absolute dearth of material or help of an inferior quality. Those who are familiar with the homes of the poor know how frequently dirt and discomfort exist even where fair pay is coming to the wage earner. The women instead of cleaning house, cooking plain, nourishing food in a healthful way, sewing and mending for the little ones, of whom there is an invariable supply, neglect the simplest duties and prefer to hang unwashed and unscemly, over the neighbor's fence, gossiping and wasting the shining hours.

This mist arises from a dense atmosphere of ignorance, for it is human nature to enjoy doing a thing that one can do well, and when one brings to the task trained faculties and has some understanding of the scope and dignity of the work as well as knowledge of the detail, then constant performance becomes a pleasure.

About twenty years ago a bright thought came to a worker amongst the poor in New York City. She was almost discouraged because in the wretched homes she visited she found the women so ignorant and unthrifty. Of 244 women visited by another, five knew how to make bread, and only one did make it; their only idea of preparing food was to fry meat and boil a few vegetables; the children sitting about in squalor or ran wild in the streets. About this time she visited the kindergarten, and the thought came to her that by the same agreeable methods she might train these little ones to know how to make home a decent or even a happy place. She never expected her labor and its fruits to extend beyond the few families whom she reached through her mission class, but the songs and games which she originated were based on a true principle, and her methods were introduced here, there and everywhere with the greatest rapidity. It has spread to many cities and towns in the United States; it has crossed the ocean to England and France, and, more wonderful still, has taken root in India and Japan.

She took advantage of the rich domestic instinct that is implanted in the soul of every little girl, and the cherished doil, the diminutive cook stove, the imaginary meals, waiting on table, tending door, playing visitor, were utilized with songs and games that lightened and cheered, while many lessons important to learn and never to be forgotten were installed.

To Miss Emily Huntington, who originated the work and who planted it in the Wilson mission in New York City, where it still flourishes, all who are interested in kitchen gardens still look for inspiration and advice. She has given her best thought and time to it for these many years, and has formulated her theories into compact lessons which may be mastered by an intelligent child in six months, the work being divided into six departments, each requiring a month's work. Where desirable, the little ones are called upon to go over and over the same ground until they have perfectly learned to sweep, dust, wait on table, tend the door, care for baby, do all the fine laundry processes, and with molding clay are taught to model pie crust, biscuits and bread.

The cooking lessons are desirable to add to this course, but the kitchen garden is complete in itself, and while it frequently gains homes for the graduates as waitresses and housemaids, the primary object of the originator was that the knowledge gained should be applied to the home of the student.

The materials used in the work comprise miniature dishes, laundry bags and clothing, beds and bedding, cooking utensils—in short, almost everything used in a well furnished household. A large, sunny room is desirable, furnished with kindergarten tables and chairs, pictures on the walls, and a cupboard close at hand in which to store the material.

A trained teacher in charge, with volunteers to assist with the music and at the tables, complete the necessary requirements. Miss Huntington has normal teachers in New York and Chicago, and furnishes instructors for any new field where the kitchen garden may be introduced, as she considers it highly important that the work should be started by competent teachers and be on a uniform basis everywhere. The children of the poor are usually trans-

formed from pale, listless, indifferent objects, into deft-handed, light-footed and light-hearted beings, and this by no magic, but because the merry dances, cheery companionship and fascinating work stimulate the imagination and satisfy the child's instinctive sense of order and propriety.

Now we have endless devices for helping the poor, but all have come to recognize that the best and only permanent way is to help them to help themselves, and that this kind of amelioration must come through the rising generation. Temperance workers realize that the craving for strong drink, in many cases, comes from a poorly nourished body that cries out for stimulants, lacking the healthy food to satisfy its proper demands. Many a home is less clean, light and attractive than the neighboring saloon, where the free lunch is more appetizing than the home viands. Now if the little daughter can be so trained that cheer, order and decency will be reflected into that home, the saloon will lose its supremacy and the home become what God intended it to be.

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### COLORADO'S FEEBLE MINDED CHILDREN.

Read by Dr. Hubert Work.

Two years ago, with the cordial co-operation of the county superintendents of schools, I attempted to secure definite data concerning the mentally feeble children of the state under twenty-one years of age. To aid in securing this information, blank forms were mailed to each superintendent, who in turn sent one to the secretary of each school district, with the request that they be filled out and returned. This was done in every county in Colorado with the exception of a few having a sparse population, when the report of the superintendent alone was depended upon. Fifty counties returned a census, and I believe they were approximately correct, excepting that of Denver, whose city superintendents could not be actively interested. However, from other sources it was found that one-fourth of the total number located were residents of that city.

The whole number reported at that time, together with those since located through my connection with an institution designed for the care of such children, is fifty-eight--thirty-one males and twenty-seven females. The youngest was five years, the oldest twenty years, the average being thirteen and one-half years. Seven of these children have, during the two years the gathering of these statistics covered, attained to twenty-one years of age, and are consequently beyond the scope of this paper, but doubtless more than seven others have come forward. Five of those having recently reached twenty-one years, are now in the State Asylum for the Insane, together with five others about eighteen years of age. The majority, however, are being cared for at home, or in families and institutions as county charges.

The state now has five times more feeble minded children than it had insane when the state asylum was established, and the problem for Colorado to solve in this connection is simply whether she will expend a tithe of the sum to protect and train her idiot child that she sets apart to educate his normal brother, or will she release to society the imbecile who will, by the stern law of transmission, taint and pollute as he drifts into his inevitable fate in the jail, asylum or penitentiary.

The study of heredity teaches this, that succeeding generations can not escape the stain of a mentally defective ancestor. Possibly, with exceptionally strong marriage, the first generation may escape, but it will inevitably reappear and spread by natural increase.

We can not hope to interest a majority of our legislators in behalf of these incapables from a philanthropic view-point, for in their minds these are associated with the decrepit pauper, for whom it is impossible to do more than provide shelter and food. Those who make our laws must be shown that each of those mentally clouded is the possible founder of long lines of criminal

paupers and insane; then, perhaps, as a problem in political economy, they may be induced to provide a remedy for the state's protection, if not for the relief of those who, intellectually, are always children.

Colorado was too young a state, with too much good blood in its arteries, to allow the admixture of this taint. We should represent the highest type of healthy mentality, but this fraction which fails to develop even the average type of intelligence is a constant menace to the moral and mental integrity of the whole. We are not alone endangered by the degenerate children we already have, or those who may yet be born in the state, for the number is subject to increase by immigration. The United States as a whole is believed to have approximately 100,000 such, with institutional provision for 8,000, leaving some 90,000 at liberty to migrate. The criminal of Colorado has been luxuriantly provided for, because safety of life and property demanded it. Protection is provided against the insane for the same reason. But the imbecile, the possible progenitor of every type of moral obliquity and mental incompetency, is allowed to weave a trail of a serpent through the social woof without hindrance.

We can not dogmatically say who may or who shall not be allowed to perpetuate the species, but by surrounding the mentally lame with prohibitive environments designed for their protection and improvement, the question of who shall not marry is solved for this class at least, whose propagation is inimical to our moral and financial welfare.

Several attempts have been made before Colorado legislators, born of the hope that the state might sanction at least the appropriation of a tract of land for the use of our mentally feeble; but little more was asked, but that little was refused, solely because a sentiment, supported by the knowledge of its necessity, had not been created in advance. The power and disposition to extend this information and promulgate this sentiment for humanity's sake is, I know, not wanting in this Board, neither will their recommendations go unheeded.

In the light of past legislative failures due to the apathy of many members and the contentions of those of rival sites and, greater than either, the honest objections that have been and will be urged against the creating of new institutions while those we are already obligated to have necessities in excess of their appropriations, it seems alone feasible to ask the state to appropriate annually a certain sum to be expended to the best advantage by its board of charities, in the care of such number of selected children as it may be made to provide for, this board to use its discretion, as to the best method of expenditure. Left thus untrammelled by legal directions inconsistent with the provisions to execute them, arrangements could be made with some charitable institution already officered and supplied with the expensive machinery of institutional work, to care for these children at least temporarily and at a minimum cost. This fund could be added to by popular subscription, and the fees of those who would willingly become life members of an association designed for this purpose, precisely as beds are endowed in hospitals and other charitable projects are fostered, but in this instance to be under the authority of the state, through its officers who constitute the official board of charities and correction.

There is a certain proportion of these children whose relatives could pay their entire expenses in such an institution. Another proportion whose guardians could pay a part of the actual cost of their maintenance and the remainder would be strictly objects of charity, either upon the state fund to be provided, or upon the joint fund subscribed by charitable friends of the enterprise. The state would thus avoid the burden of those for whom means could be found by friends, yet who would otherwise become charges upon it as promptly as would the penniless, and the fund derived from private donation and subscription would materially assist the state, which we all know to be torn between its desire and ability to maintain in a creditable manner its institutions.

I believe it to be the duty of the members of this conference to urge that Colorado owes its mental defectives not only proper care in training but life guardianship. Our normal school should be asked to make the training of defective children a feature of its required course for graduation, so that the teachers of our public schools would be able to detect signs of mental weakness in the so-called incorrigibles, truants and juvenile delinquents, and assist in their early enrollment in special schools where moral waywardness is understood and scientifically treated.

It is only through the aid of our teachers that these defectives may be discovered while yet young enough to be amenable to the maximum improvement, and the importance of their immediate removal from contaminating contact with the impressionable normal children of the public schools is urgent.

Colorado at this time may well give heed to this specific charge of the Koran: "Give not unto those who are of weak understanding the substance which God hath appointed you to preserve for them, but maintain them thereout and clothe them and speak kindly unto them."

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### CIVIL SERVICE REFORM IN STATE INSTITUTIONS.

Read by H. S. Van Kleeck.

What is true of the benefits brought by national civil service is also true of that of the states and cities where it has been tried. The great states of New York and Massachusetts were the first to follow the national lead in placing the entire civil list of not only the state, with its public institutions, but also of the cities, under the aegis of this reform. New York has gone further by incorporating the principle of this reform in her new constitution. Illinois has a local option law, under which the city of Chicago is governed. The reform has been adopted in part or in full by the states of Indiana, Pennsylvania, Ohio, Michigan, Minnesota, Maryland, and by other states and municipalities, where the application of the merit system to local institutions has been found to bear most favorable results.

Colorado in her constitution and by legislative enactment, has provided for the education of the youth, the care of the sick and insane, the redemption of the unfortunate, as well as the punishment and reformation of the criminal classes within her borders. She has provided for the proper and economical administration of state and municipal affairs, and for due protection to life and property, but what do the wisest provisions of the law avail unless those charged with its administration are not only honest and moral persons, but are, furthermore, capable and experienced, and fit to discharge the duties of their respective positions? Why is it that the teachers in our public schools, notwithstanding they may possess diplomas from approved institutions, are required to pass a special examination before they can be employed. It is for the purpose not only of ascertaining whether they have sufficient knowledge, but whether they have the health and the experience and ability to make successful teachers. The same test should be applied to every other form of public employment in our commonwealth, and especially in our state institutions. No one, as attendant, guard, or in any capacity, should be employed unless it has been ascertained that he or she possesses sufficient knowledge to discharge the special duties required, and is otherwise fit for the position.

The same fitness should be looked for in a higher degree in the selection of commandants, superintendents or wardens to be placed in charge of these institutions. They should not simply be persons of good character, but should be selected by reason of their special preparation for, and experience in, such work. The heads of all of our state institutions should be well informed on the most intelligent and approved methods adopted in similar institutions in our sister states, and in Europe.

The board of control of any institution should have the sole authority and responsibility for the selection of the superintendent or warden, who should be retained in office, without any reference to whether he is in political accord with the successful party at the last election, as long as he discharges his duties satisfactorily. He should, under the general direction of the board, be held responsible for the management of the institution in his charge, with full power at any time to dismiss all employees who fail to render satisfactory service. All subordinate positions should be filled only by selection from a class of persons, certified by an independent board of civil service commissioners, appointed by the governor, as having been ascertained by competitive examinations to be qualified for the duties of the place to be filled. In this way only can responsibility be placed where it belongs, and the management of these institutions be relieved from the incubus of having to retain incompetent employees, whom the superintendent can not dismiss lest his discharge offend some member of the board of control, or the governor himself. An employee, under such circumstances, would have to possess very high character indeed not to be influenced adversely in his sense of duty to his superior officer. This is but one of many illustrations from actual experience which might be given to prove the iniquity of the present system in force in our institutions. The need of a civil service reform law has been repeatedly and earnestly advocated by the State Board of Charities and Corrections, which in its third biennial report says: "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."

At the state capitol, every two years, every employee of the state, the clerks in the administrative offices, the secretaries of the various state boards, the stenographers, the engineers, and even the janitors and laborers employed about the building and grounds, expect to be discharged, and that their places will be filled by the friends of the new administration, no matter how valuable their services may be to the state by reason of their past experience. It was stated on the floor of the senate last year that in one of the important departments of the state government a double set of employees had to be paid during the first month of the new administration, so that the old clerks who knew their duties, and who had been discharged, should instruct the new clerks who knew nothing about the work expected of them! This was afterwards denied, but it illustrates well what actually takes place every two years in our state government. The cost of such a change to the state lies not only in the comparatively poor character of the service rendered by the new employees for months to come, and in the larger force required to do the same work than if in experienced hands, but also in the inattention and neglect of duty everywhere apparent for several months during every political campaign, and before the close of every administration, while each one is working for a possible reappointment.

The only way to secure the enforcement of this great reform in our state is by a general civil service reform law, making the reform obligatory on the government of the state, of its public institutions, and of the larger municipalities. We, in Colorado, have no such law among our statutes, although some effort was made to obtain the passage of such an act by the legislature, but we have got an aroused public sentiment, which we believe will secure the necessary legislation from the next assembly. This will certainly be accomplished if the friends of the reform will make their influence felt in their respective localities. The passage of such a law will put Colorado in her proper place among the intelligent and progressive commonwealths of the nation.

This can best be done by the organization of local civil service reform associations, which will crystallize public opinion in each neighborhood, and bring it to bear on its representatives in the legislature. Such associations have been organized in Denver, Greeley, Fort Collins and Pueblo, while in Colorado Springs the work has been taken up by the Good Government Club. Similar associations should be formed in Boulder, Trinidad, Canon City, Cripple Creek, Leadville, Grand Junction, and in every city and town in the state.

Civil service reform means that the public business shall be conducted on business principles, but it has a far deeper and grander meaning than this. It means that self-seeking, unscrupulous men shall no longer, through their control of the patronage, put, and keep themselves, in power. It means that the people's money shall not be used to defeat the will of the people at the primaries or the polls. It means that elections shall no longer be a struggle for office merely. It means that men shall vote according to their calm convictions on public questions, uninfluenced by the hope of gaining office, or by any fear of losing it. It means that political parties shall no longer be looked upon as hostile armies, but simply as means for expressing the deliberate judgment of the people on men and political measures. It means, in brief, a new declaration of political independence for the people of these United States.











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