

TO THE HONORABLE MAYOR AND COUNCIL
OF THE CITY OF PORTLAND.

Gentlemen:

On April 21, 1913, Mayor Rushlight appointed a committee of five citizens to report upon the advisability of providing a detention home for women convicted of violating city ordinances, with a hospital ward in connection therewith for the treatment of venereal diseases, together with a free dispensary. The appointment of this committee was authorized by Council Resolution No. 6300, adopted March 12, 1913. The committee held its first meeting on April 25, and voted to prepare a draft of an amendment to the city charter, providing a maximum sentence of two years for offenders. Following is the amendment to subdivision 3 of Sec. 73 of the charter:

"To provide for the punishment of a violation of any ordinance of the city by a fine not exceeding five hundred dollars, or by imprisonment, or by both, or by confinement in a house of detention or industrial home, such as may hereafter be provided by ordinance, and for working any person sentenced to such confinement during the term thereof, and to provide for the punishment of any such person who shall refuse to work when ordered. Such imprisonment in jail shall be for a term not exceeding six months, but in case of commitment to a house of detention or industrial home, it shall be for a term not exceeding two years; provided, however, that any inmate of such jail, house of detention, or industrial home may be paroled or released, if in the judgment of the Council such action is advisable, before the sentence is fully served."

This proposed amendment was drafted and filed with the mayor and auditor on April 26, and was placed on the ballot by the council on April 28 and adopted at the polls on June 2d by a vote of 23,087 for, to 12,543 against.

JAIL ACCOMMODATIONS.

The committee inspected the new county jail where many city prisoners are confined, and on May 10 filed a report suggesting that confining women in heavy steel cages for the commission of misdemeanors is unnecessarily harsh, and can have no good effects because it does nothing towards preparing them to return

to the normal life of the community. It is respectfully recommended that the mayor and council inspect the county jail and consider the desirability of sending city prisoners there. Attention is directed to the solitary and dark cell, and also the obstruction of light and ventilation by the false wall built outside of the prison on the seventh floor of the county building, and in the use of opaque glass in the windows.

The plans for the women's quarters in the new jail to be constructed in the police headquarters building at Second and Oak streets are probably as good as can be provided in a city jail, but they provide close confinement without occupation.

INVESTIGATION CONCERNING MALE DELINQUENTS.

On May 14, 1913, in response to a memorial from the Oregon Prisoners Aid Society recommending the establishment of an industrial home for drunkards, drug fiends, vagrants and other male delinquents, the Council adopted resolution No. 6671 authorizing the mayor to enlarge the detention home committee by five members and to request the committee to report on the advisability of establishing a detention home for women and also an industrial home for men.

The enlarged committee has held weekly meetings and has visited the jails and collected data concerning the treatment of delinquents in Portland, and has corresponded with superintendents of reformatory institutions in other states, and studied the reports of investigators and practical workers among the delinquent classes of men and women with the view of suggesting certain changes to correct very obvious defects in the present treatment of offenders in this city.

TREATMENT OF IMMORAL WOMEN.

This committee quotes below a few paragraphs from the report of the Vice Commission as the most forcible argument in

favor of changing the system of treating delinquent women.

"An examination of the city ordinances relative to prostitution, especially when supplemented by a study of their practical workings in the police court, will bring the most optimistic observer to the conclusion that the ordinances of the City of Portland indirectly encourage the business of prostitution.

"The legal status of a prostitute is that of a vagrant---a tramp or hobo. The common sense of mankind is outraged at the idea of trying to levy a fine against the tramp because he is such, for to assume that a tramp has money is to assume that he is not a tramp. The female tramp---the prostitute---gets money by selling her body, and so by a curious perversion of reason she is fined money for being a vagrant, when it is recognized she can only obtain that money to pay a fine by selling herself more times than it ordinarily would be necessary for her to do in order to live as a tramp. That is to say, the law, when enforced, compels the prostitute to be more of a public nuisance than she otherwise would be, in order to pay a fine which the law prescribes to prevent her from continuing her life of vagrancy and prostitution.

"From this fact, taken in connection with the story which a study of the court docket tells, it is beyond question that the fining system provided for in the city ordinances renders any control or improvement in the matter of commercialized prostitution impossible. The full significance of this can only be realized when a study is made of the various business interests that have money invested in property, both real and personal, which is in constant use and demand in the business of prostitution. The owners of real estate get a bigger rent; the furniture stores sell larger quantities of furniture; the real estate men do a larger business; investors of capital get a higher interest; wholesale liquor dealers sell greater quantities of liquor, and retail liquor dealers---especially the proprietors of grills---do an increased business. The business of prostitution, which is practically licensed by the City of Portland through the operation of its laws, does all these things, to say nothing of the wholesale dissemination of disease among its citizens. And in the meantime the prostitute---professional or otherwise---who, after all is said and done, is a woman, is being knocked about with the butt of stupid law, in many cases a nuisance to herself; in all cases a menace to the community, and in no case with a chance for improvement.

"The one fact which sticks out of the whole matter is the stupid and mechanical way in which the law attempts to deal with the situation. Attention has been drawn to the fallacy of the fining system as offering any relief of deterrent influences, but the nub of the matter lies in this---that the law at present regards every man and woman arrested as a normal person who has come within its power. It is a fact which has been so clearly established that there is no need to offer proof of it here, that most professional prostitutes, a large percentage of occasional prostitutes and a certain percentage of men who are arrested for this class of crime are either subnormal or abnormal. They should be treated as such by a special court, by a judge whose training and intelligence would equip him to handle such cases, and removal from the present mechanical process of expensive and inhuman repetition."

The committee urgently recommends the establishment by the city of a house of detention for woman offenders as a substitute for the old system of imposing fines or giving short

jail sentences for the offense of prostitution. This plan has been tried in different states and it has worked successfully in case of the younger women convicted of leading an immoral life. In the case of the older offenders there has been a certain hesitation in employing the long term sentence because of its being regarded as a punishment, though with younger women it is admitted that as a reformatory measure an indeterminate sentence of some years duration is required.

The committee desires to express the conviction of its members that there should be no plan of punishment whatever of these~~n~~ unfortunate women in the house of detention. These women may be divided into two classes, the abnormal and defective, and the normal. There can be little done with abnormal persons except to cure them of disease and restrain them from being a constant menace to society and to make them as nearly self-supporting as possible. It will be a vastly important thing to determine what women are abnormal and mentally defective in deciding upon their detention. This can be done with certainty by trained experts, and it will save a great amount of labor and expense to segregate the defective members of this class. On the other hand the normal women ought to be given encouragement to lead respectable lives and training in some form of labor which will make them self-supporting. This plan provides a sensible and humane alternative to the fining system, which simply encourages the dissemination of disease. While it has always been recognized that legal measures are necessary to protect society, the present method is marked by stupidity and brutality. Houses of detention will not abolish prostitution, but in connection with the legal control and repression of premises used for the business they will be necessary if any progress is to be made. The committee recommends that provision be made for 175 women in view

of the fact that in a period of 18 months 1500 women were arrested for immorality in Portland.

It has been the experience of other cities that the detention of these women for a somewhat long period leads many of them to migrate, so that the measure is a repressive one to the business to an extent. If other states adopt the same plan, as it is their privilege to do, a first-class repressive measure without any harshness in it will have been evolved. The committee recommends that this house of detention be established outside of the city at a distance not exceeding 25 miles, and in close proximity to a railway line. Inquiry has been made as to the probable cost of land and it is believed that a suitable tract of at least fifty acres can be obtained for the purpose at from \$50 to \$200 an acre. This will permit of a certain degree of freedom and healthful exercise of the inmates in attending to gardens and fruit, poultry raising, and bee-keeping and such other occupations as may prove desirable.

In accordance with the resolution of the city council appointing this committee, the building inspector was requested to make an estimate of the cost of suitable buildings for such a home, and his tentative estimate is given herewith.

PRELIMINARY ESTIMATE OF COST FOR A GROUP OF
BUILDINGS FOR A HOUSE OF DETENTION.

GENERAL: The following estimates are preliminary and approximate, and are made before plans or specifications for the buildings in question have been prepared for the taking off of actual quantities, and are based on the probable cubical contents of the following general specifications:

SPECIFICATION No.1: For a two-story frame building, containing ten sleeping rooms, one large sitting room, and one toilet room:

Basement,--None.

Foundation,--6" concrete walls with studded underpinning

Construction,--Walls, 2 x 4 studs, single #2 rustic siding, shingle roof, double floors, stud lath and plaster partitions, interior finish all fir sanded mill work throughout.

Workmanship--first-class throughout.

Painting,--two coats inside and out.

Electric service to each room.

Gas " " " "

Plumbing,--All substantial, medium-priced goods:

One bath tub, hot and cold water,
One shower, " " " "
Two wash basins " " " "
One toilet.

ESTIMATE: One building, ground area about 48' x 30',
35,000 cubic feet at 7¢ per cu. ft.,-- \$2,450.00

SPECIFICATION No.2: For a two-story frame building same as Specification No.1, but with one large dining room and kitchen in addition:

ESTIMATE: Contents building Specification #1, 35000 cu.ft.
Ground size new addition 24'x 50'; contents, $\frac{15000}{50000}$ " "

at 7¢ per cubic foot, - - - - - \$3,500.00

SPECIFICATION No.3: For a two-story frame building, containing basement and twenty-five sleeping rooms, two dining rooms, one kitchen, one toilet room, together with an addition containing a hospital with one operating room, eight smaller rooms and one general ward and toilet room, and one steam heating plant of sufficient capacity to heat the other ten buildings of this group above specified.

Excavation for basement six feet under main portion of building.

Foundations, six-inch concrete walls.

Constructions,--Walls 2 x 4" studs, single #2 rustic siding, shingle roof, double floors, partitions 2 x 4 studs lath and plaster; interior finish all fir sanded mill work. No ornamentation - all plain.

Workmanship,--first-class throughout.

Painting,--two coats inside and out.

Gas and electric service to each room.

Plumbing,--all substantial, medium-priced goods.

Two toilet rooms complete, each with:
2 closets
3 wash basins, hot and cold water
2 bath tubs, " " " "
2 showers, " " " "
1 sink.

ESTIMATE of building ground area, 40 x 70 and 30 x 60;

Contents = 115,000 cubic feet at 8¢ per cu.ft., \$8900.00

One steam heating plant complete - - - - - \$2100.00
\$11000.00

THIS ESTIMATE:

Nine buildings per Specification No. 1;
at \$2450 each - - - - - \$22,050.00
One building as per Specification No.2- - 3,500.00
One building as per Specification No.3- - 11,000.00
Total - - - - - \$36,550.00

The cost of furnishing these buildings depends upon the quality of the furniture selected, but it is estimated that the furnishings may be provided for one half of the cost of construction, or somewhat less. That would call for the sum of \$18,000. In the matter of maintenance, it is estimated that an allowance of \$200 per annum for each inmate would be sufficient. In the matter of salaries for matrons and superintendent, it is estimated that \$1500 a year for a superintendent and \$85 a month for each matron would secure suitable persons for these positions.

It is true that heretofore these women have been a source of revenue to the city treasury to the extent of some \$10,000 a year. In that connection it might be estimated that they have already contributed the funds for a place for the care and treatment of their successors.

BUREAU FOR DELINQUENTS.

The report of the Vice Commission shows the difficulties in the way of the police as a large body handling effectively the problem of commercial prostitution. These hindrances which vitally affect the whole problem led the commission to recommend a morals court, and also a small squad of morals police under a chief of morals police to specialize in this department of offenses. In view of the change in our city government, which provides for the appointment by the Commission of the Municipal Judge, City Attorney and Chief of Police, thus permitting of the adoption of a constructive policy in the disposition of cases of sexual delinquency, the committee believes that no other morals court than the police court is necessary. The committee is convinced, however, of the necessity of providing a special body of men and women with police powers to deal with commercial prostitution. The police department recognizes the need of specializing in dealing with offenders of different stripes, and acts successfully on it. The need of specializing in dealing with commercial prostitution is peculiarly urgent because of the ~~xxxxxxx~~ ramifications of the business. The ordinary offenders against society work singly or in small gangs. Commercial prostitution is an aggregation of business houses engaged in exploiting large numbers of women and the number of persons employed in various capacities runs well up into the thousands. The question of morality of the individual (and usually of the individual woman) has obscured the fact for the general public that this is

a big and profitable business. The futility of occasional officers once a week or once a month arresting a few immoral women, or even an occasional male parasite, as an interlude to ordinary police duty, has been demonstrated so fully that practically all policemen regard the matter as hopeless.

There is quite a number of establishments in the city which show why this old method is useless. The favorite combination is a saloon, a grill, and a house of prostitution running in the same building, or in the same block or immediate vicinity. Here are the delinquent women in varying numbers coming and going, and their companions, lovers and masters, the bartenders and waiters in the saloon and grill. Here is the dive-keeper, who gets his returns from the sale of liquor, and who may sublet part of his premises to the matron of a house of prostitution, who pays a large rent and gets her returns from the use of rooms by the same women who procure large sales of liquor in the grill. Back of these is the property owner who gets big rent without risk ordinarily of his property being vacant. Quite often the property owner is the estate of some deceased person where the heirs are compelled to leave the management of the estate in the hands of a trustee, a lawyer or a real estate agent. These are the offenders in the business of commercial prostitution, and the problem of dealing with them is the problem which the city administration faces, and in its largest and truest sense it is the problem which the respectable and intelligent property-owning and wage-earning citizens face. Many good people, to whom the mere mention of sexual vice is repulsive, have been disposed to think that this matter does not touch them nor their families of sons and daughters, and that it can be left to the police. And yet the judge of the juvenile court and all social service workers, including police officers, know as a matter of every day knowledge that the

hotels and lodging houses where commercial prostitution has its headquarters entertain as guests the sons and daughters---many of them minors---of a great number of families in the city. The Vice Commission commented on "loosely conducted hotels where transient couples are welcomed for an hour or more without regard to their youth and inexperience," and said that the natural result "tends to make the sex attraction between boys and girls a marketable commodity; and the owners of disreputable commercial enterprises directly or indirectly get the proceeds."

To expect the individual police officer to go on a crusade against the owner of a disorderly hotel or grill when he knows that the combined power of wealth, social standing, political influence and legal skill will be used unsparingly to defeat him, is to demand more of men of ordinary force and capacity than is expected in other undertakings. The result is that the illegal resorts which possess strong financial backing are reluctantly allowed to continue in business year after year.

The old police method of trying to repress one phase of the business of commercial prostitution has practically no effect on the profits of the dive-keeper or the property owner. In fact, if one half of the professional prostitutes could be transported bodily from the city or even completely reformed, and the business establishments were left in running order, it would take less than thirty days to secure new recruits from the ranks of the clandestines, and from other towns and cities, with the result that the new stock in trade would "draw" better than the old.

For these reasons the committee recommends that a small picked force of men and women with police powers, headed by a superintendent possessing the requisite qualities of knowledge, skill and persistence, be selected to deal with the problem of commercial prostitution as a specialty. The committee also recommends that on account of the difficulties of the task resulting

from the interlocking interests of the property owner, the disreputable proprietor, and the delinquent women and their masters and parasites, that the superintendent of this bureau be directly under the Commissioner of Public Safety and responsible to him.

The committee recommends that this bureau should have as one of its members a qualified psychologist and alienist with laboratory appliances for the examination of the mental and nervous condition of delinquents. This recommendation is made by the committee because of its conviction that a very large percentage of men and women arrested for violation of the laws are mentally and nervously defective and consequently less responsible than normal men and women. A careful investigation of these cases with recommendations based upon a study of the individual would be of great value to the municipal judge in deciding whether to suspend sentence, to commit to jail or to a detention home, or to an institution for the care of mental defectives, as well as in deciding on the length of sentence.

In that connection the committee wishes to express hearty approval of the policy of the municipal judge in attempting with the means at his disposal to investigate the character of the delinquents before passing sentence, and for designating special sessions of the court for that purpose.

The laws which have been already adopted as the result of the recommendations of the Vice Commission have established a broad foundation on which to work in reducing the volume of the business of commercial prostitution. These relate to the financial side especially, and affect the premises used for unlawful purposes. These laws are the abatement law passed by the legislature, the name-plate ordinance, and the bonding ordinance passed by the city council. With reasonable enforcement of these laws and a humane provision made for the delinquent women, including a hospital for the treatment of venereal diseases, and a free

public dispensary, it is reasonable to expect that the evils of commercial prostitution may be reduced to a very great extent.

NEED OF A FREE DISPENSARY.

This committee recommends that the mayor and council appropriate the necessary funds to establish a temporary free dispensary for the treatment of venereal disease until permanent arrangements can be made for such an institution.

Investigations show that a large percentage of the inmates of the four jails in the city are afflicted with venereal disease. There is no means of determining the exact number of cases because there is no medical inspection provided by the city authorities. The superintendents of the jails depend upon the outward and visible manifestations of venereal disease to guide them in segregating afflicted persons, or upon the voluntary communications of individuals so afflicted. This is obviously a hopelessly superficial way of dealing with this problem. The superintendent of the sub-jail at Linnton refuses to keep prisoners who have external indications of syphilis, which, in the usually crowded condition of that jail, with its single room and toilet facilities for prisoners, is the only sensible course he can take. Remedies for venereal diseases are occasionally contributed to this jail and are doled out by the guards, according to directions, to the less serious cases.

The committee urgently recommends that a physician of the health department be detailed to examine city prisoners and direct segregation of the serious cases and prescribe for and treat all cases of venereal disease. It is recognized that the exceedingly short terms of confinement of the majority of prisoners is a most serious obstacle to effective work, but it is believed that with a free dispensary many prisoners would be glad to continue treatment after their discharge. Obviously the place to begin with men and women of this class is when they are in confine-

ment.

There are many serious cases of venereal disease which would be immediately segregated and treated by the public authorities if they were cases of smallpox, as a means of protecting the public health. These cases of syphilis are much more dangerous than smallpox, and if it were not a prevalent idea that venereal disease is a disgrace instead of being merely a misfortune, there would be such publicity given to the facts as would insure suitable means to meet the emergency. The report of the Vice Commission that "the percentage of venereal disease (direct and indirect) to all disease reported on is 21.1 per cent", indicates the seriousness of the situation.

CARE OF MALE DELINQUENTS.

The investigations of the committee indicate that the chief evil in the treatment of male delinquents comes from the habit of regarding the offense instead of the offender. The result of this is that practically all offenders are subjected to the same treatment, in larger or smaller cases, and without any attempt to segregate the vicious and hardened reprobates from the youthful and inexperienced delinquents. At the Linnton sub-jail, known as the rock pile, the committee found a 19-year-old boy shut up in the one room of the jail with fifty other prisoners, most of them being men of mature years who had been sentenced to jail for offenses ranging from white slavery to drunkenness. Thieves, drug fiends and vagrants, with the occasional sex perverts, were this boy's intimate daily and nightly companions for some months.

The committee believes that the rock pile treatment for youthful offenders, drunkards, drug fiends and shiftless tramps who are very often feeble-minded, produces bad results and tends to make them more irresponsible than ever, and in some cases

trains them for criminality. On the other hand the rock pile has its uses. For the thoroughly demoralized vagrant and hobo and for the criminal vagrant like the yeggman, the rock pile is a deterrent. Since the opening of the new administration two yeggmen have appeared at police headquarters to learn what the prospects were of residing in Portland, and expressed their disgusted opinion of a city that maintained two rock piles and a detective department and a police judge that were disposed to arrest them as vagrants and give them several months at the hated and humiliating task of breaking rock.

DELINQUENTS ARRESTED AND SENTENCED.

In 1912 the police made 16,411 arrests. Of this number 1,697 were women. Of the male delinquents 5,301 were arrested for being drunk and 601 for being drunk and disorderly, or a total of 36 per cent for drunkenness. The superintendent of the Kelly Butte jail says that fully 90 per cent of the prisoners are there for being drunk or for offenses committed due to that cause.

In the city jail there is a constantly moving procession of prisoners, many of them staying but a portion of one day or until their cases are disposed of in the police court. Many prisoners give bail or are released on their own recognizance. However, in 1912 the meals served in the city jail cost \$4423.44. These meals are sent in by a restaurant and the price has ranged from 11 cents to 24 cents. Prisoners are served two meals a day, and estimating on that basis there have been 40 prisoners in the city jail every day for the past 18 months. The cost of the meals for the first six months of 1913 was \$2048.61.

In the police court many prisoners are fined or discharged or have their sentences suspended, but quite a large number are sentenced to jail or are unable to pay their fines and so serve them out at the rate of \$2.00 a day. In 1912, 974 prisoners were sent to Linnton rock pile for periods averaging less than 30

days, the average number of prisoners on hand on the first day of each month being about 70. Many commitments are for but 10 or 15 days, but occasionally three months or six months sentences are given. In the first six months of 1913, there were 533 prisoners sent to Linnton, the average number on hand the first of each month being 85. These averages probably hold true through the month, but the figures in the city auditor's office show the number on hand the first of each month and the number received during the month. The Linnton jail has accommodations for 65 prisoners, so it has been constantly over-crowded for the past 18 months. In June the number fell below the accommodations and the jail has been about half full in July.

The Linnton rock pile belongs to the county, but in 1911 Mayor Rushlight made an arrangement with the county authorities to take over this jail and pay the grocery bills, the county paying the maintenance bills, including salaries. There were 19,644 yards of rock crushed at the quarry in this year of 1912 by the 974 prisoners, and of that amount 1711 yards were delivered to the city. The cost to the city of maintaining the rock pile for the year was \$6,900.46, and to the county \$17,425.37, or a total ~~xx~~ of \$24,325.83. According to these figures, the crushed rock cost the city a trifle over four dollars a yard.

At the beginning of 1913 the county authorities proposed to close the quarry, and the city agreed to pay all expenses of every kind except the engineer's salary of \$100 a month. In January the city council appropriated \$2000 to enlarge the jail, but Mayor Rushlight was opposed to maintaining the rock pile and the money was not expended. In the six months ending June 30 the 533 prisoners and the 85 on hand January 1 crushed 5112 yards of rock. The city paid \$10,458.11 and the county paid \$1,355.96, or a total of \$11,814.07. The superintendent reported 2000 yards of rock on hand July 1, and one of the last actions of the executive

board was to sell 4000 yards of rock to the contractor building the Terwilliger boulevard at one dollar a yard. The expenses of the plant made the rock crushed up to June 30 cost \$2.31 a yard. The men were employed only a part of the time, due principally to the fact that there was no way to handle the crushed rock except to pile it up in a dump.

KELLY BUTTE.

Kelly Butte rock pile belongs to the county, and prisoners are taken there from the county jail. About one fourth of cases in police court are tried under state laws and when the prisoners are sentenced they go to the county jail and thence to Kelly Butte. In 1912, 431 prisoners were sent to Kelly Butte. The sentences here are longer, as shown by the fact that there were on an average 114 prisoners on hand the first of every month. The rock pile was shut down 95 days during the year, but the total amount of rock crushed was 26,878 yards. The total cost of the institution was \$40,860.01 for the year, being \$17,305.76 for meals, \$10,622.41 for salaries, and \$12,931.84 for maintenance, including everything from powder to vermin exterminator. This made the rock cost \$1.52 a yard, but this is misleading, because only about 30 men can be worked to advantage in the quarry. It is the rule to work 32 because one corridor of the jail holds 32 men. The rest of the men are idle. In the first six months of 1913 there were 240 men sent to Kelly Butte, and the average number on hand the first of each month was 92. The quarry was closed down 91 days, but 7100 yards of rock were crushed. The total cost of the establishment was \$11,683.13 for the six months, making the rock cost about \$1.65 a yard, though as stated for 1912 this is misleading as only about one-third of the men did the work. Kelly Butte has jail accommodations for 128 men, of which one-quarter can be employed in the quarry.

THE COUNTY JAIL.

The number of prisoners received in the county jail in 1912 was 1986, for whose care the county paid. This includes, of course, prisoners who go to Kelly Butte. The average number reported on hand was 50 on the first of each month. The cost of maintaining the jail for the year was \$13,149.55, but there is included in this the meals and care of 62 witnesses held by the court, and 398 insane persons who were held on an average from one to three days each.

In the first six months of 1913 there were received 1213 prisoners, the average on hand the first of each month being 76. The expenses for that period were \$7,970.50, which included the meals of 72 witnesses held by the court, and 153 insane persons held for very short periods. Segregating salary accounts of jailers, and meals, and other expenses, gives the following: Meals for prisoners (which include witnesses and insane persons and those of employees and guards at Linnton and Kelly Butte), \$55,640.96 for 18 months. Salaries amount to \$35,313.25, and other expenses to \$30,040.93. The grand total is \$120,995.14. This of course is exclusive of the salaries of the police force and those of the sheriff and his deputies and all their incidental expenses. Neither does it include interest on the cost of the city jail, the county jail, and the Kelly Butte and Linnton jails. The new city jail at Second and Oak and the new county jail, which will occupy three wings of the county building on the 7th and 8th floors, represent large investments of money which the taxpayers must meet.

The returns of the labor of these prisoners for 18 months is 58,734 yards of crushed rock. The question of the commercial value of the crushed rock is not easily settled. The city has recently sold 4000 yards at one dollar a yard. The county has several portable rock crushers worked by hired labor. The cost

NOTE:--Figures given in this report can be verified at the offices of the city auditor, county auditor, city jail, and superintendent of quarries.

is 75 cents a yard. There are all sorts of hindrances to efficient management at the sub-jails, but superintendent of quarries, W. A. Eatchell, claims that with some changes at Kelly Butte he can crush rock at 50 cents a yard.

It is the belief of the committee that the rock piles are bad places for the general run of prisoners for the reason that they come out after a period of idleness intermitted with hard labor of a discouraging kind without any money and without good prospects of earning any. Any police officer who wants to make a record can pick up as vagrants practically every discharged rock-pile prisoner, and the prisoner is liable to get another sentence. As a place for drunkards and drug fiends, the rock pile offers nothing but seclusion from alcohol and drugs. There is a man at Linnton now serving a year for being a drunkard. This year includes some suspended sentences. He is abnormal in this respect, but aside from that is capable of leading a respectable life.

There is also the question of discipline at the rock quarries which involves punishment for refusing to do labor that has no possible interest. The solitary and dark cell are in use at both Kelly Butte and Linnton. These cells are concrete boxes outside of the jail. Aside from poor toilet conveniences, they are absolutely bare. Prisoners who are confined in these cells must stand up or sit or lie on a concrete floor resting in the earth. The cells are absolutely dark. There seems to be no rule about the length of time a man may be confined in one of these cells on bread and water, though the superintendents of the sub-jails say that 36 hours is about the usual limit. It is said at one of these jails that a man may be confined for ten days, if necessary. At the other it is said that there is no limit if a full meal be given once in five days, but the superintendent says he very rarely uses the dark cell. At one of them it is used about twice a month. There is no state law on the subject, and punishment seems to rest

in the discretion of the jailer. The committee believes it to be cruel, though it cannot be said to be unusual punishment, to shut a man up in an absolutely dark dungeon without even a plank to lie on and keep him there for more than 24 hours. The committee makes no charges of abuse of this form of punishment against the present superintendents, but there are strong indications that this power of the jailer has been abused heretofore, and it is therefore recommended that this form of discipline be abolished.

There are occasional charges of abuse of prisoners at the rock piles which are from the nature of the case difficult to prove. The committee recommends that full records be kept of the prisoners, including their weight on entering and leaving, and all cases of extra punishment. This would protect the jailers and be of advantage to the prisoners and to the public.

For the general run of male offenders the committee strongly recommends that the council purchase a farm of at least 200 acres, and beginning in a small way use the prisoners' labor to put up buildings and make improvements. There will be many details to be worked out in the matter of supplying different kinds of labor suited to the capacities of the prisoners, and in making the undertaking in great part self-supporting, but the problem of restoring offenders to their normal life has been successfully accomplished elsewhere by the use of this method, and there is no reasonable doubt but that it can be done in Portland. The Cleveland, Ohio, Farm Colony was established in 1905. The city purchased 2000 acres of land, dividing it into four equal parts, one for a tubercular sanitarium, one for the almshouse, one for a municipal cemetery, and one as a correctional farm. In seven years 8000 men have served time at the farm, and from their labor the improvements in the entire tract, grading, and laying out of the cemetery, have been done by the prisoners. At Kansas City, Mo.,

there is a county farm^{to} which short-term offenders are sent. It is a House of Correction transferred to the country. The farm consists of 135 acres, eight miles from the center of the city. In 1911 there were 50 inmates working without shackles. The city gains a net profit of 28 cents a day on each prisoner. Men who are paroled from the farm are paid for a few days before leaving in order to have funds with which to start a normal life.~~etc.~~ In some instances families are paid where a husband is confined. The Board of Public Welfare which controls the farm maintains a correctional Bureau where all records of ~~convictions~~ convictions in the courts of the city are kept so that the criminal population of the city may be thoroughly known.

The Department of Charities and Correction in Minneapolis writes:

"The approximate cost of all our workhouse buildings, including three cells blocks, dormitory, administration building, service rooms, barns, storehouses, residence, etc., is about \$150,000.00; with a capacity, all told, of 250. This month so far we have run an average of 235. This of course is unusual for this time of the year.

"Two modern cell blocks for men, and one for women. The dormitory is used for the 'trusty' cases.

"The present number of acres on the farm is 106, but we expect to add 32 acres more shortly. The farming feature on this tract of land is of little importance as a work provider, and our principal industry is brick making. We have some very good clay beds on the farm, and turn out from three to four million brick a season. This brick is sold on the open market and we realize an average price of \$5.25 a thousand.

"At present we are constructing a manufacturing plant for sand-cement products, sidewalk blocks, etc. This we will commence to operate as soon as the brick season is ended, and expect to realize a greater profit from this industry than from the brick.

"The female prisoners make most of the clothes, and do all of the mending for the prisoners. They are not allowed in the kitchen; and our laws prohibit us from working prisoners off the grounds.

"All buildings built of recent years, on the workhouse grounds, and the park adjoining on which the tubercular hospitals are located, have been erected by the workhouse labor; in fact, we have saved the City of Minneapolis within the last three years upwards of \$60,000.00 on common labor in the erection of buildings alone."

Washington, D.C., has a farm of 1000 acres. Raleigh, N.C., has 3500 acres. Detroit has 404 acres of land for its workhouse prisoners. The general verdict is that this treatment is much better than the jail.

CONCLUSION.

Generally, the committee advocates a more far-sighted policy of dealing with offenders, beginning with their arrest by the police only in cases of necessity, and providing for their examination and disposal in the municipal court from the point of view of the individual and his needs rather than from a consideration of the offense. This should be followed by carefully planned treatment in a correctional institution and some attention from a probation officer after the prisoner's discharge. It is believed that this policy will prove an economic saving for the reason that the expense of frequently arresting the same offenders and endeavoring to secure evidence to convict, with the constantly recurring cost of employing the complicated machinery of the police and courts and prison administration, amounts to quite an appreciable sum in dollars and cents for each offender. It is the belief of the committee that as an adjunct to the general plan of reducing the number of vagrants who periodically go the rounds of arrest, police court and jail, a municipal lodging house would prove advantageous.

To summarize briefly, the committee recommends:

1. A house of detention for women offenders.
2. A farm and industrial home for vagrants, drunkards and drug fiends/
3. A free dispensary in the City of Portland for the treatment of venereal disease.
4. A bureau with police powers for dealing with commercial prostitution.
5. Inspection and treatment of all prisoners and full records of prisoners.
6. The abolition of punishment in the completely dark solitary cell with no bunk or chair.

These recommendations are respectfully submitted.

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Portland, Oregon, July 19, 1913.