

## STATE INSTITUTIONS.

Being one of a series of special articles for the Examiner, prepared by W. H. Cochran, member of the state board of control.

In November, 1883, the territorial legislature delegated the governor to appoint three commissioners to select a suitable site for a territorial penitentiary. At that time all convicts were kept under the contract system at Seato, Thurston county the contractors being Wm. Billings, J. K. Smith and Oliver Shead. These contractors kept in confinement, had custody of, and maintained all territorial convicts, for which they received 70 cents per diem for each prisoner, and they also received all of the proceeds of the labor of the men and the profits of the operation of the prison. They transported the convicted men from the place of conviction to the prison, for which they received \$500 annually.

At that time the governor, judge and prosecuting attorney of the second judicial district, and the auditor and treasurer of the territory, constituted ex-officio commissioners for the prison, and the governor appointed and who received a salary of \$500 the warden, who in no way was permitted to be a party to the contract, per year, his board and lodging, all to be paid or furnished by the contractors. A levy on all taxable property of one-fourth mill was made to be used in constructing a territorial penitentiary.

In 1886 the legislature passed an act creating a state or territorial prison and ordered that the same be permanently located and established in the vicinity of the city of Walla Walla. The governor was designated to appoint three persons who should constitute a board of commissioners for the construction of the buildings. The commissioners were to receive a deed of conveyance, clear of all incumbrance, in trust for the people of Washington, for 160 acres of land in the vicinity of Walla Walla, the land being donated by the citizens of that city, and upon which land the penitentiary was to be erected.

Sixty thousand dollars was appropriated in 1886 for the construction of buildings, and in 1888, \$3,440.80 was appropriated for the removal of the prisoners from the old penitentiary at Seato to the new one at Walla Walla. Also in 1888 \$30,000 was appropriated for a cell wing; \$10,000 for quarters for the warden and guards; \$25,000 for a plant for the manufacture of grain sacks; \$25,000 for a heating and lighting system, and \$3,000 for farm buildings. The same legislature instructed the governor to appoint three persons as a board of directors to manage and control the penitentiary. This board was empowered to offer rewards not to exceed \$200 for the return of escaped convicts.

On March 9, 1891, the legislature accepted the offer of the people of Walla Walla, who had donated the area of land, including some buildings, and declared that in the future it should be known as the State Penitentiary. The board was directed to appoint a warden whose duties were to supervise the government, discipline and police of the penitentiary.

In 1891 an appropriation of \$100,000 was made to purchase machinery and fixtures for the manufacture of grain bags and bagging, and for the erection of buildings requisite for the proper housing of same. Also \$45,000 was appropriated for the construction of a cell wing, hospital, kitchen and bakery and an increase of the water supply. A one-story building was erected for a jute mill and the manufacture of bags and other products began in April, 1892; the first price obtained for bags being 6 1/2 cents each. The new cell wing constructed contained 84 steel cells when completed, and made a total of four cell wings containing 336 cells, each cell designed for two prisoners.

A break was attempted in 1891 in the brickyard by convicts taking possession of an engine as a means of escape, which was completely foiled by the killing of the two leaders, John Morris and William Gleason.

In 1893 another new cell wing was needed, and \$35,000 was allowed for its construction, \$6,000 for enlarging the stockade, \$7,500 for completion of the hospital, \$2,500 for improving the water supply and \$110,000 for machinery for the jute mill. An immense well was dug, 25 feet in diameter and 62 feet deep, which contained an inexhaustible supply of cold, clear spring water, and a pump with a capacity of 30,000 gallons an hour, which pumps the water to the prison, placed in the well. A stone stockade surrounding the prison proper was built, the wall being 20 feet high, five feet thick at the base, tapering to two feet at the top, with a cement coping. Two guard towers were built, each 40 feet high.

A photograph gallery was established in which all prisoners are photographed upon being received at the prison. A warden's residence was built, the plans for which were prepared entirely and the building designed by a convict architect. A fountain, designed by a convict artisan and built by convict labor, was an addition which made the front of the prison still more attractive.

A two-story structure was erected in 1895 to be used for a storehouse and guards' headquarters, and the spacious grounds surrounding the warden's residence and prison buildings were improved in a manner becoming the dignity of any state in-

stitution. Two fountains with solid brick foundations and a fish pond made of stone and mortar, were added in 1896 to adorn the grounds in front of the residence.

In 1895 the warden of this institution was found to be short in his accounts and, when the shortage was discovered, took his own life.

Owing to the hard times prevailing in 1895 a considerable reduction was forced to be made in the salary list. Two unfortunate occurrences were the killing of two convicts by their fellow prisoners, viz.: One on January 21, 1895, and the other on July 12, 1895. In the first instance, the murder was committed with an axe in plain view of several other convicts, but out of sight of all guards, who were consequently unable to prevent it. The murder was planned and carried out with all the cunning of deliberate premeditation, but despite this, a verdict of murder in the second degree was returned by the jury and a sentence of 20 years imposed. In the second case, the murder was committed with a knife, the guard on duty when this occurred being summarily dismissed.

On April 1, 1897, the State Board of Audit and Control succeeded the Board of Directors in charge of this institution. A tailoring department was inaugurated which made all clothing, which had formerly been purchased at \$10 per suit. A tailor-made suit was now furnished at one-half that price. A diversity of styles and patterns were purchased in order that there may be no uniformity that could mark the clothing as prison-made.

A board of pardons was created in 1897, consisting of the secretary of state, state auditor and superintendent of public instruction. All applications for pardons were submitted to this board for approval or rejection. They met on the fourth Monday of each month at Olympia, or at the call of the governor.

In 1897 the law was changed, granting four months instead of three for good behavior on the third and fourth year of sentence, and five months off on each year of any sentence remaining. In his inaugural message to the legislature the governor stated that an exceedingly bad state of affairs existed at the penitentiary and a special investigating committee was appointed to investigate.

A new cell wing was built in 1889 by the Federal Government. When the territory of Washington was admitted to statehood, an appropriation of \$30,000 was made by Congress for the erection of a penitentiary, the same to be turned over to this state. Inasmuch as the state owned a penitentiary at that time, no action was taken towards getting the improvement under way, and some time later the law was construed to be that the appropriation was made for a Federal penitentiary. A commission was appointed, plans prepared and a site of 40 acres purchased at Walla Walla adjoining the penitentiary grounds, at a cost of \$4,000. Before the commission proceeded any further the matter was taken up by Congress and fixed in shape so that the original intention could be carried out, and also arranged for the transfer to the state of the land purchased. The building was 30 feet wide by 100 feet long, contained 48 cells, and modern in every respect.

A new dining hall and kitchen, at a cost of \$6,000, was erected. It was 40 feet wide, 160 feet long and 26 feet high. All of the work was done by inmate labor except the putting on of the tin roof. This allowed the inmates to eat in a dining hall instead of the former plan of having the meals served in the cells and was a great improvement. A hot water tank was installed with a capacity of 650 gallons, which furnished hot water to the bathrooms, cell wings, dining hall, kitchen and hospital. A private telephone system was installed and a new bake-oven erected.

In 1899 the board of pardons was abolished and a law passed giving the governor authority, upon recommendation of the warden, to suspend the sentence of, issue a parole to, and permit to go at large within the state, any convict under a sentence other than a life sentence, or for the crime of murder, who may have served one year for the crime for which he was convicted, and who had not previously served a term in any other prison; every such convict while on parole to remain in the legal custody of the governor and subject to be taken back at any time for any satisfactory reason. If he left the state without written consent of the governor he was treated as an escaped convict.

In 1901 an act was passed by the legislature that when judgment of death was rendered that an order should be issued directing the sheriff to hold the condemned man until he could deliver him to the warden of the penitentiary, and that the judgment of the court should be executed by the warden; he to keep the condemned man in solitary confinement until the day appointed in the warrant for the execution, when he

should carry out the sentence by executing the condemned person within the walls of the penitentiary. The same legislature created a state board of control which should have charge of the institution to succeed the board of audit and control. Ernest Lister, now governor, was its first chairman, and Henry Drum, now the warden of the institution, was appointed a member.

On March 20, 1902, smallpox broke out on an inmate and all prisoners and officers were vaccinated. During this year a new dynamo and engine were installed at a cost of \$6,000. In 1903 the cells in the various wings were supplied with electric lights and the walks inside the stockade were relaid with new and durable brick. In 1903 an old man, whom age had greatly enfeebled, escaped, and developments following his disappearance revealed the fact that he had perished in the mountains.

In 1903 a law was established that in case a jury found, or a person admitted in open court, that he had twice before been convicted of crimes either within or without the state, he could be sentenced to the penitentiary for the term of his natural life, this being commonly known as the "habitual criminal act." The same legislature authorized the board of control to employ all convicts needed in the crushing and preparation or handling of rock or other materials for roads or streets, also to amend the constitution to supply a chaplain for the penitentiary.

In 1905 the board of control was given charge of the supervision of the transportation of convicts to the penitentiary, and was vested with authority to employ traveling guards for such purpose. A chaplain was appointed whose duty it was to perform religious services and to attend to the spiritual wants of the inmates; to take charge of the library and to take care that no improper books were introduced in the cells of the inmates; to visit weekly each cell in the prison and to visit daily the sick in the hospital. The law was also changed so that any person who unlawfully took or caused to be taken into the penitentiary, for the use of any person confined therein, any weapon or explosive, would be guilty of a felony and could be sentenced to life imprisonment.

A new slaughter house was built in 1905, also two additional wall towers; 66 new cells were added and two septic tanks constructed, all at a cost aggregating nearly \$20,000.

The indeterminate sentence law became effective on June 13, 1907, the first prison board being H. T. Jones, J. H. Davis and Matt L. Piles, together with M. F. Kincaid, the superintendent. Under this law, whenever any person is convicted of a felony for which no fixed period of confinement is imposed by law, the court shall, in addition to any fine or forfeiture which he may impose, direct that such person be confined in the penitentiary or reformatory for a term not less than the minimum nor greater than the maximum term of imprisonment prescribed by law for the offense for which he is convicted, and when no minimum term is fixed the court shall fix the same in his discretion at not less than six months nor more than five years, and where no maximum is prescribed by law, the court shall fix such maximum.

The indeterminate sentence law worked wonders with the discipline of the prison, and the transformation achieved during the past few years is remarkable. A new administration building was completed in 1908 in which the offices and sleeping rooms for the guards, and kitchen and dining room for officers are located. A new hospital was built and equipped and a woman's ward completed. In 1909 a law was passed that whenever any person be adjudged guilty of carnal abuse of a female person under the age of ten years, or of rape, or shall be adjudged to be a habitual criminal, the court may direct an operation to be performed upon such person for the prevention of procreation. During this year, John Allen, a convict, while fighting, was killed by a guard, and during the same year two inmates were killed by falling from a scaffold. During 1909-10 a new jute mill was constructed and new machinery installed. The building is fire-proof, 171 feet in width and 303 feet long, and has a capacity of from 14,000 to 15,000 grain bags per day and room to employ 500 to 600 inmates. Fourteen hundred feet of stockade was built, 15 feet high and 2 to 3 feet in width, adding a space of 400x500 feet for the prison enclosure. A new warehouse was constructed with sufficient space to hold two years' run of jute and all bags manufactured. Three brick cottages were erected for the superior officers and a new shop room, 413 feet long and 36 feet in width, two stories high, fire-proof, and containing engine and boiler room, blacksmith, plumbing, tin and paint shops, soap house, bakery, laundry, tailor shop, store room and cold storage plant, was built. New iron beds were installed

throughout the prison, taking the place of hammocks. New ticks, filled with straw, are used for mattresses. New feather pillows took the place of the old jute pillows. Two sheets with warm blankets were furnished each bed, one of the sheets being used in the daytime as bedspread. The Bertillon and finger-print system was also adopted.

In 1911 a new chapel, which has a seating capacity of 1,025 and a balcony which will seat 175, was built and is one of the much appreciated spots at the institution, for here also moving picture entertainments and other social doings are held.

A night school was established in 1912. The night school work, consisting of about two hours, three nights each week, conducted for the inmates, was first started as a compulsory proposition, but better results have later been obtained by making attendance non-compulsory, and opportunity to attend is now accepted as a privilege, and under this rule the attendance is all that can be desired and is well handled in the main dining room, which is the only available classroom. At best, not more than one-sixth of the population can be accommodated under this plan, and it naturally follows that those who show the greater interest are the preferred ones. Upon the whole, the apparent results obtained have been quite satisfactory, especially results shown among the foreign element of inmates in learning to read and write the English language. An attempt was made to conduct the course of instruction along lines of the public grade courses, but later it was determined to abandon any attempt to conduct a graded or set course of study, and utilize the small amount of time permitted for this work in a direct concentration upon instruction in reading, writing and arithmetic, and to take up other subjects only incidentally, as opportunity permitted. The school work is under the supervision of Mr. Fred Butcher, who is officially superintendent's clerk, and who holds a teacher's state certificate. The educational people of the several local colleges and schools of Walla Walla take a decided interest in the work and their good offices are appreciated.

A monthly magazine is published at the institution which has a very wide circulation. The articles contained therein are written mostly by the inmates, and the editor is also an inmate. His editorials are much copied by metropolitan dailies and the printed articles deal mainly with the inside life of the institution. The name of the paper is, "Our View Point."

The 1913 legislature created an act making all persons confined in the penitentiary, who are physically able to perform manual labor upon the public highways, and who are not engaged in other work, subject to employment upon the construction and improvement of the public highways within the state. It was this law which permitted Governor Lister to inaugurate the honor camps which have proven so successful, both for the state and for the men. The 1913 legislature also abolished capital punishment and decreed that murder in the first degree should hereafter be punishable by imprisonment in the penitentiary for life.

In 1913 a new cold storage plant was completed, and new chicken houses and hog pens and a model dairy barn have recently been constructed.

Henry Drum is superintendent of this institution. He has been loudly praised about the state, and justly so. His business ability qualifies him in behalf of the taxpayer and his humane policies command the respect and love of the inmates. It surely would be difficult to find a man better suited from every standpoint to be at the head of this institution.

Since the inauguration of the nation-wide movement to improve prison conditions and to subordinate punishment to reformation in the management of our penal institutions the legislatures of various states have enacted laws having in view the amelioration of the condition of the men in prison. That prison reform is an old measure is shown by the report from Japan that the Japanese tried out the idea over two centuries ago. Self government among the prisoners of Tokio prisons was established in the seventeenth century. It worked out very satisfactorily, but was abolished for some reason not known.

Society sends unruled men to the prisons to protect itself. Until recent years society never bothered about what became of the men after it had placed them behind the prison walls. But it has begun to awake from its apathy toward the released prisoners. It is learning that humane treatment and good environment enable men in prison to develop into good men; it is learning that such methods are far better than the ancient treatment which created and bred criminals.

No prison reform legislation is more sorely needed than such as will guarantee employment as well as

protection to the discharged convict for a reasonable time after his release from the prison. It is the duty of our parole officer to obtain employment for such men turned out of the prison on a parole. He sees to it that they retain employment until their final release. It is for the protection of the discharged convict that we recently organized a parole association in the city of Spokane. Many of the best citizens of that city have become interested in the work. And while they meet with some disappointments, the real good they do is incalculable.

Seventy-eight per cent of the men paroled from this institution have returned to their places in society and the State has thus been relieved of a considerable expense in providing for their care and keeping. While in no cases have releases been made for the express avoidance of cost to the state, yet it follows, as a matter of accepted business, to make this saving when, at the same time, the individual concerned can be returned to assume his part in the world's work.

The parole system has given excellent satisfaction. As a disciplinary measure, it yields good results and is beneficial in enabling the management to maintain good discipline. Statistics teach us that no matter what precaution is used in the selection of subjects for parole, that a certain percentage must be expected to turn out badly. Under careful supervision, the beneficial results of the parole system, as a penal measure, cannot be doubted. It presents an avenue for the early release of the most deserving under very favorable circumstances.

Nine hundred and forty-five (945) prisoners have been paroled from the penitentiary up to September 30th, 1914, and of this number, seven died while on their parole and one hundred and six left the state while on parole, thirty-one of whom were recaptured and returned to the prison. Ninety-three violated their parole in the state and were returned, which all summed up means that of 945 prisoners paroled, only 199, or less than one-fourth, failed to make good.

The Board of Control, acting in conjunction with the warden, may at any time after the expiration of the minimum term of imprisonment for which the prisoner was committed, direct that he be released on parole upon such terms and conditions as in their judgment they may prescribe.

No parole can be granted until the minimum term is served and no prisoner is released on parole until arrangements have been made for his honorable and useful employment while on his parole at some suitable occupation and at a place free from criminal influence.

When the Board decides that the prisoner is entitled to a final discharge, they may so recommend to the Governor, and after being approved by him, the prisoner shall receive a full discharge from further liability of sentence. If the prisoner violates the conditions of his parole he is declared a delinquent, and is treated as an escaped convict, and is liable, when arrested, to serve out the unexpired term of his maximum sentence.

During the past seven years approximately 1500 men have been sent to the rock quarries and to road camps for labor. Some of these were long time men who were returned to the prison, but most of them have ended their sentences at the quarry or the road camp. Since the establishment of the honor camp system by Governor Lister, only about five per cent have violated their word of honor and escaped.

A registry is kept in which the name of each convict is entered, the crime for which he was convicted, the period of his sentence, from what county sentenced, his nativity, to what degree educated, an accurate description of his person, and as to whether he had previously been confined in a prison in this or any other state, and if so, when and how he was discharged.

A correct account of all money or valuables upon the prisoner, when delivered at the prison, must also be kept and the amount returned to the prisoner when he is discharged. All rules and regulations prescribing the duties and obligations of the prisoner are printed and hung in each cell.

Very few men leave the prison unless on parole or conditional pardon, which operates the same as a parole and as said above, a position is secured them. Should they leave otherwise than on parole, they are given five dollars in money, a suit of clothes and transportation to the place where sentenced from.

It is not lawful for the officers of the institution to furnish to anyone for publication the name of any prisoner about to be discharged.

No person can be appointed to any office or be employed at the penitentiary of the state who is addicted to the intemperate use of liquors. All convicts can be employed under charge of the warden as might be necessary in the performance of work for the state, and nothing can

be manufactured for sale except jute fabrics.

In ascertaining the cost of the jute fabrics, the Board must include the cost of material at the penitentiary, the cost of the skilled labor employed, the cost of the fuel, interest on the investment at six per cent, and all other expenses incident to the manufacture, and none of the fabrics can be sold for less than the cost of production.

Giving the persons confined in public institutions proper employment without conflicting with the interests of the people of the state, is one of the difficult problems to solve. At our state penitentiary this has been done so far as it relates to about 350 of the inmates there confined. There is in operation at the institution, a jute mill employing this number of men in the manufacture of grain bags, hop cloth and other jute fabrics. The penitentiary in this state is located in the wheat growing section and as all the wheat shipped from the Pacific coast is sent in bags, there is required in this state alone many millions of bags each year to supply the demand. The output of the mill in operation at the penitentiary is from one to one and a half million bags per year. There is no mill of this character operated by any private firm or corporation on this coast, all of the bags used, in addition to those manufactured at our state penitentiary and the one in California, being imported from Calcutta. Therefore, this industry does not in any way compete with home labor, but on the other hand, acts as a regulator in the price of grain bags and in this way has resulted in a greater saving to the farmers of our state.

All grain sacks manufactured at the penitentiary are sold directly to the farmers of the state who are actually engaged in growing grain, and no sacks can be sold outside of the state, nor to any person not engaged in grain growing unless an application is made in the time specified by actual consumers. The price of all grain sacks is fixed by the Board of Control, and at the time they fix the price they must apportion all sacks among the grain growing counties, pro rata according to the quantity of grain produced in each county during the preceding year.

Any resident of the state actually engaged in growing grain may apply for so many sacks as he shall require for his individual use. He must make oath to the acreage of grain sown by him for that season, the probable aggregate yield therefrom, and the sacks are for his own individual use. All such applications must be made to the superintendent of the penitentiary prior to July 1, of each year. Upon receiving notice of the acceptance of his application, wholly or in part, he shall transmit one-tenth of the purchase price of sacks and the balance before the delivery not later than September 1. If payment in full is not made at that time, the one-tenth paid shall be forfeited to the state.

From October 1st, 1904, and up to the first of this year, there had been manufactured in the jute mill 16,043,475 grain sacks for which the state received \$1,141,098.91, or a little over an average of seven cents per sack. The jute purchased in the same period cost \$702,388.90. Besides jute, the other commodities used in the manufacture of grain sacks are jute oil, tallow, spindle oil, flour, glue and parowax.

When in the opinion of the warden and the Board, any prisoner is insane, they must make proper examination and if they remain of that opinion, they can transfer such inmate to the insane hospital for care and treatment. If at the expiration of the term of sentence, the insane convict is still in the hospital, he must be allowed to remain there until discharged cured. If he is returned as cured before the expiration of his sentence, the time passed at the hospital counts as part of his sentence.

About 100 prisoners have been transferred to the hospitals for the insane during the past twenty years, which is a clear indication that many who commit crime must have been insane or nearly so, at the time of doing so.

Each able-bodied prisoner is required to give as many hours of faithful labor each day during his term of imprisonment as shall be prescribed by the rules and regulations. We maintain and enforce the discipline that will insure to us expediency and safety in the daily management of the population in its industrial and domestic life. Employment is essential to the comfort and health and discipline of the men.

There is a two-fold idea in the word, "penitentiary"—punishment and reform. To have accomplished the former (for which no credit would be due, as the basest and most ordinary are capable of that) and while neglecting even an attempt towards the latter, would be time poorly spent, indeed, where we consider that the larger percentage of the prison-

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