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THE COST OF AMERICAN ALMSHOUSES

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PREFACE

The American "almshouse," like many of our other social institutions, is a heritage from England. The British "workhouse" system was adopted in Great Britain at the close of the seventeenth century as a means of affording relief from the distressing and growing problems of pauperism and mendicancy. The first workhouse was established in 1697 in the city of Bristol by a special act of Parliament. The success of that experiment as a means both of caring for the paupers themselves and of lowering burdensome "poor rates" was such as to lead to the establishment of similar institutions throughout the country.

Probably because of the growth and success of the workhouse system during the first half of the eighteenth century, it was among the institutions which the founders of the American Republic transplanted from the mother country. Almshouses, to use the American term, were established in New England at the very beginning; and the theory of institutional relief of paupers is incorporated in the constitutions of a number of the early States. No doubt the results of England's experience in passing from an era of promiscuous, unsupervised contribution for the support of indigents, who though maintained by public and private charity were permitted to live as they pleased, to the new system of maintaining paupers in public institutions had been sufficiently startling to induce the American settlers to adopt the institution idea in their own experiment in nation building. In that connection it is interesting to note that the pendulum is swinging back, and to-day the theory and practice of "outdoor relief," or the granting of sufficient aid in money and food and fuel to enable indigents to maintain some degree of individual home life, is to a considerable extent supplanting pauper institutions.

Nevertheless the almshouse remains, and as Alexander Johnson, general secretary of the National Conference of Charities and Corrections, says,¹ "so long as there shall be poor people to be cared for by public charity, a place of refuge, an asylum for worn-out and feeble men and women, will probably be a necessity." To older generations the almshouse, or poorhouse, was a very real thing. As has been said, they were brought up with "a reverence for God, the hope of heaven, and the fear of the poorhouse." Outside the sphere of organized charity and social work, the poorhouse, to the present generation, is probably little more than a name. We may not all be as far from a realization of its existence as was the head nurse of an almshouse in Massachusetts who insists that although she was born and raised within five blocks of the almshouse in her native town she had never seen it or heard of it until she became its head nurse, or as the young social worker who, after his appointment

¹ Johnson, Alexander: *The Almshouse, Construction and Management*. Charities Publication Committee, 1911.

as State inspector of public institutions in a large Eastern State, declared that he did not suppose "there were any poorhouses any more except in the movies." However, probably few of us realize how definitely the almshouse is a part of the present social order, or to what extent it is a social and economic problem.

The United States Department of Labor, through the Bureau of Labor Statistics, has made a study of poor farms and almshouses in each of the 48 States. Cooperating with the department, various fraternal organizations throughout the country have supplemented the scope of the Government investigation. The department has found the value and extent of public property used or intended for poor farms and almshouses and the cost of operating these institutions over a period of one year, while the fraternal societies have studied the physical and social conditions surrounding almshouse inmates. To put it differently, the Department of Labor has determined the financial aspect, and private agencies cooperating with it and to a certain extent under its direction have studied the social and humanitarian side of institutional pauper relief. The report of the department is presented herewith; the reports of the studies of the fraternal societies will, when completed, be published by those societies.

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THE COST OF AMERICAN ALMSHOUSES DISTRIBUTION OF ALMSHOUSES AND POLITICAL UNIT OF ORGANIZATION

Early in its investigation the Bureau of Labor Statistics encountered a difficulty which has apparently been met by others who have treated the subject of pauper institutions—the difficulty of finding an acceptable name to use to cover the entire subject. To quote Alexander Johnson:

The names of the institutions differ in different States. The term “almshouse” is most frequent in New England and in some of the Eastern States; in the Middle West “poorhouse” is the most common; in Ohio the legal name is “county infirmary”; in Indiana it is the “county asylum”; in Maryland it is the “county home”; in California the “county hospital”; and in Richmond, Va., “almshouse” was recently changed to “city home.”¹

One county official in Iowa, reporting on the “county farm,” advised the department that “we have no poor farms in the State where the tall corn grows”; another in Michigan, editing the department’s schedule to read “infirmary” instead of “poor farm,” added the opinion that “it is poor judgment to say poor farm.”

As Mr. Johnson says:

In all our newer nomenclature we are continually trying to find milder names for disagreeable things, by which we may seem to soften the harsh facts of existence. But a change of name usually indicates something more than a desire for euphemism. It has usually been with a genuine desire to make the almshouse into a real home for worthy poor people that a change of name has been adopted. With a less offensive term has usually come a milder and kinder management.²

If the institutions under consideration were all county organizations, the term “county home,” which is now in quite general use, would be the appropriate designation, but unfortunately it does not cover the field. So, with Mr. Johnson and the United States Census Bureau, this report will, for convenience, use the term “almshouse” with the understanding that it embraces the entire property—the farm as well as the dwelling.

There are almshouses in all States except New Mexico. In 40 of these 47 States they are county institutions. In a few instances there are city almshouses in addition to the county homes, among them being Cincinnati, Ohio; Baltimore, Md.; Louisville, Ky.; and Roanoke and Norfolk, Va.

¹ Johnson, Alexander: *The Almshouse, Construction and Management*. Charities Publication Committee, 1911, p. 7.

² *Idem*, p. 6.

In Cleveland, Ohio, St. Louis, Mo., Sheboygan, Wis., and Richmond, Va., the city is the unit of organization and county cases are cared for in the city institution at county expense.

In only one State, Indiana, is an almshouse maintained in each county, a State law requiring each county in that State "to maintain an asylum for the poor" (Burns 1914, sec. 9744). Ohio has an almshouse in each county except Cuyahoga, where the Cleveland City Infirmary takes the place of the county institution. In the rest of the States having the county system, counties which have no almshouse take care of their paupers in one or more of several different ways—by outdoor relief, by placing them with private individuals under a contract for a fixed price per week or per month for their board, furnishing clothing and medical service, or by paying for their support in the almshouse of a neighboring county.

In five States, Connecticut, Maine, Massachusetts, Rhode Island, and Vermont, pauper relief is a town function. Accordingly almshouses are numerous throughout New England. Counting those in operation at present, Connecticut has 60, Maine 79, Massachusetts 137, Rhode Island 19, and Vermont 38. In addition, there is a State almshouse, or infirmary, in both Massachusetts and Rhode Island.

In the two remaining States, Pennsylvania and New Jersey, responsibility for the care of the poor may devolve upon the county, the town, or the township. Eleven of New Jersey's 30 almshouses are county institutions; 6 are run by the township, and the remaining 13 are in cities and towns. In Pennsylvania the organization is even more ramifying. In some cases "poor districts" within the township maintain an almshouse, and borough almshouses take care of the paupers of a town and the surrounding country within the borough limits. Pennsylvania's 79 almshouses are grouped thus: 43 county, 9 township, 6 poor district, 6 borough, and 15 municipal.

ALMSHOUSE ADMINISTRATION AND INMATES

CONTROL

In most States the governing body of the county, whether known as county commissioners, trustees, or supervisors, constitutes the controlling responsible factor in almshouse management. In New England control is vested in the town, with the overseers of the poor as the immediately responsible officials. California, Michigan, and New York have an elected county official, usually called the county superintendent of the poor, who is the administrative head of public poor relief, including the county almshouse. In Louisiana the police jury is the controlling body, and in Arkansas, Missouri, Oregon, and West Virginia the almshouses are under the jurisdiction of the county courts.

In States which have official bodies in the field of public charity and social work, such as State departments of public welfare, public welfare commissions, State boards of charity, and the like, some degree of centralized control, or at least supervision, obtains. In only one, however, has the State body actual authority over the local management. The Michigan State Welfare Department has power to enforce its recommendations for the improvement of physical

conditions in county almshouses, and to administer State laws with regard to poor relief. But in most States the State body merely has the right to inspect local institutions and to recommend changes and improvements.

In many States there is no central supervising agency, the State body having to do only with State institutions. In Iowa, county auditors report investment and expenditure involved in county institutions to the State auditor, and the State board of control has the right to inspect and advise regarding county homes having insane inmates. There is no State jurisdiction over county homes in which there are no insane.

Yearly inspections of all almshouses within the State are made by agents of the State boards in all the New England States (except Rhode Island), and in Michigan, Wisconsin, Indiana, North and South Carolina, Ohio, Virginia, Alabama, and Pennsylvania. Findings of these State officials, with recommendations, are transmitted to the local authorities. Public opinion is chiefly relied upon to correct any unsatisfactory conditions reported by State agents. In some States, Pennsylvania for one, the department of public safety or the department of public health can force action by local authorities where fire risk or seriously bad sanitary conditions are found by State inspectors. Financial reports dealing with the amount of public money invested in and spent by county almshouses are made to the State officials of New York, Iowa, Kansas, North Carolina, Michigan, Ohio, and most of the New England States.

On the whole, however, the entire management and control of pauper institutions is vested in local bodies, and State authorities and the public at large know practically nothing about them. How seriously this responsibility is taken by the county and town officials to whom it is intrusted, what degree of care it insures the inmates, and what it costs the community, depend wholly on the interest and enlightenment of these elected officials and the public they represent. In consequence, the story of American almshouses is a story of haphazard conditions, covering every degree of efficiency and economy and of waste, extravagance, and mismanagement; of sympathetic treatment and honest effort to make an almshouse a home, and of neglect, indifference, and downright inhumanity.

INMATES—CHARACTER AND COMMITMENT

“The inmates of most almshouses are a very heterogeneous collection,” says the report of the Pennsylvania Commission on Old-Age Pensions. “They comprise insane, feeble-minded, and epileptics; blind and deaf mutes; sufferers from chronic diseases; persons with criminal records; prostitutes; mothers of illegitimate children; orphans and deserted children.”³ The almshouses of Virginia, according to the State Board of Charities, are “a catchall for the dregs of society, where anything may go and live in comparative idleness. * * * The population of the average almshouse is composed of the aged and infirm, the afflicted, the feeble-minded, idiots, the blind, prostitutes, and children of all ages. For instance, our agent’s report of one county almshouse, which is, incidentally,

³ Pennsylvania. Commission on Old-Age Pensions. Report, 1919, p. 43.

one of the best, showed 16 old and infirm, 3 idiots, 2 consumptives, 1 feeble-minded, 2 prostitutes, 4 physically afflicted, and 7 children ranging from a few months to 16 years of age."⁴

County superintendents of public welfare in North Carolina estimate that of the 1,500 inmates of almshouses in that State 500 are feeble-minded.

Of 126 white inmates in eight county homes scattered through the State, * * * 68 were feeble-minded, 17 insane, 2 epileptic, 1 a drug addict, 18 were distinctly below normal, due either to congenital feeble-mindedness, senile deterioration, or paralytic dementia, 15 for one reason or another could not be adequately tested, 5 were classified as normal. * * * Of the total number of inmates more than 400 are reported sick. Paralysis, tuberculosis, syphilis, gonorrhoea and cancer are among the more serious ailments.⁵

The report of the Iowa State auditor for 1922 shows 3,090 inmates in county homes, of whom 1,285 are insane.

The Wisconsin system, practiced in 28 of its 49 county institutions, is to care for the insane and the indigent on the the same county farm, segregating them in separate quarters, but keeping both classes under the same management and control. In New Hampshire the "county farm" is primarily a penal institution, on which paupers are housed. "Consequently," says a report of the New Hampshire Board of Charities and Corrections, "we find one portion of our almshouses set aside for the habitation of the tramp when he is no longer disposed to travel; the drunkard when he can no longer keep the peace; the thief when his crime is not startling enough to demand iron bars; and the person whose immorality has become reprehensible to the community at large." Many counties in the Southern States, notably Georgia and Alabama, follow the practice of housing paupers in separate quarters on the convict farms.

The county institutions of the far West, especially California, combine the functions of hospital and almshouse. They are known as "county hospitals" and their inmates consist of the temporarily sick or injured poor as well as the permanently dependent chronic sick and indigent.

In most States it is illegal to keep children over three years of age in an almshouse unless under certain very exceptional circumstances. Yet children are found to some degree in almshouses in all States, the Census Bureau reporting 1,896 children under 15 years of age for the entire country in its 1922 figures.

Census Bureau figures for 1922 show a total almshouse population of the United States on December 31 of 78,090. Of these 2,052 are reported as insane, 12,183 feeble-minded, 1,066 epileptic, 3,045 blind, 524 deaf-mute, and 15,415 crippled.

Obviously, then, almshouses are far from being merely homes for the indigent aged. State hospital facilities for the care of tubercular patients have to a very large extent relieved almshouses of tubercular inmates. To a lesser degree State institutions for the blind have afforded the sightless a better refuge than the almshouse. In New England, particularly in Massachusetts, insane inmates have been weeded out of the almshouses and committed to insane asylums. Massachusetts is now trying to do the same thing with the younger feeble-minded and epileptic almshouse inmates and to consign them to proper institutions.

⁴ Virginia. State Board of Charities and Corrections. Thirteenth annual report, p. 11.

⁵ North Carolina. State Board of Charities and Public Welfare. Biennial report, 1920-1922, p. 58.

The statement was made by a State official that with the passing of the feeble-minded aged now in the almshouses that problem will have solved itself. The result is that the almshouses of New England more nearly fulfill the real purpose of an almshouse—that of providing refuge and care and a fair degree of comfort to the old and infirm—than do those of any other section of the country. Practically all of the States have legislation providing for the removal from almshouses of cases of the various degrees of mental ailments and the care of such cases in the proper institutions. But, save in New England and New York, little effort is made to secure this segregation, and “there are few almshouses that do not contain some members of these classes. In some places, indeed, they form the majority of the inmates.”⁷

The larger the institution the more certain it is to contain a high—in many cases a very high—percentage of inmates who, properly classified and committed, would not be in an almshouse at all. Rather, they would be in one or another of the specialized curative or correctional institutions maintained for the purpose of caring for their kind.

State laws governing commitment to almshouses grant the right of public support to “all poor, indigent, and incapacitated persons,” or “persons unable to support themselves” for reasons which vary slightly in different statutes. Legally, a bona fide residence within the political territory embraced by the almshouse is a prerequisite of permanent support. Actual commitment is a legal form which varies in stringency in different States and which in all States is observed by the responsible officials in varying degrees of laxity. For instance, in some States laws, or at least regulations, forbid admittance to an almshouse except under a commitment order, a provision designed to keep out tramps and vagrants. Usually, however, that is regarded by almshouse superintendents as a rule more honored in the breach than in the observance. As one matron put it, “When they come in out of a cold, blowy snow, or when it is way below zero, and ask you for a night’s lodging, what are you going to do about it, rules or no rules?” Accordingly, there is added to the classes of almshouse inmates already discussed that member of society popularly known as the hobo.

Surely an almshouse comes quite literally under Robert Frost’s definition of home as “a place where, when you have to go there, they have to take you in.”

OPERATION

Two different systems of operation of almshouses are found in practically every State. These are (1) direct management by the county officials, or, in States not organized on the county basis, the poor officials, through a hired superintendent or “keeper,” and (2) the contract system.

The first prevails in 88 per cent of the institutions. Under it the public officials responsible for the care of paupers and the administration of the poor laws employ a superintendent, on a stated salary, to run the almshouse. This superintendent either has a definite appropriation on which to operate, as is the case in the large institutions,

⁷ Johnson, Alexander: *The Almshouse, Construction and Management*. Charities Publication Committee, 1911, p. 128.

or he charges the needs of the institution to the county or town and the treasurer pays all bills. The produce of the farm belongs to the institution. What is not consumed by the inmates and staff is sold, the proceeds in some cases reverting to the local treasury and in other cases being available to the superintendent for almshouse use. Other employees are hired by the officials, the number depending on the size of the farm, the number of inmates, and the funds available.

The hired manager thus becomes the immediately responsible party. Theoretically he is held accountable by the public, through its selected officials, for the successful, economical, and humane administration of the almshouse.

The degree of supervision over him maintained by county and town officials depends, of course, on the interest which those officials take in their local institutions and the conscientiousness with which they discharge their duties. State inspection reports tell of almshouses that are visited with regularity and frequency by the responsible public officials, who work in cooperation and harmony with the superintendent for the best interest of their charges. They also tell of almshouses which are never visited by public officials or by any representative of the community from one year to another; of whose affairs the public knows nothing, and the management of which and the care of whose inmates are left wholly to the superintendent.

Under the contract system responsibility is even less definitely fixed. By this scheme the farm and almshouse are leased to an operator for the care of the poor. There are several different ways in which this plan is used. One is on a "full maintenance" contract, under which the lessee operates the farm and takes entire care of the inmates, feeding and clothing them, and furnishing necessary medical attention, for a stipulated sum per inmate per month, paid by the community. This sum is usually \$25, \$30, or \$35 per month. Produce of the farm is consumed in the institution and generally the lessee is entitled to the proceeds of the sale of the surplus after almshouse needs are supplied.

More frequently, however, the lessee is paid a much smaller amount, ranging from \$7 to \$20 and averaging about \$12 per month, for the board of each inmate, the county or town furnishing in addition clothing, bedding, fuel, tobacco, medical service, and drugs. Under this arrangement the lessee generally pays a nominal rent for the farm (\$75 to \$150 a year), furnishes his own farm implements, and is entitled to all produce. This system is quite extensively used throughout the South.

Another variation, not unusual in New England, is to turn the farm and the house over to a "keeper," as he is called, in exchange for the care of a stipulated number of paupers, a stated rate of board being paid for any committed above that number. As a rule, the number called for in the contract exceeds the number actually cared for. Under this system the produce of the farm belongs absolutely to the keeper, as if the farm were his own. The care of the paupers costs the town nothing in actual dollars and cents—they are the "guests" of the person to whom the town grants the use of the farm.

It should be understood that "contract," as here used, refers to contracts leasing public almshouse property. There is, of course, another form of contract for the care of paupers used in many counties and communities which do not maintain almshouses. That is the system

by which an individual farmer undertakes for a certain amount of money to board and care for paupers on his own farm and in his own home. This expenditure would have to be included in any complete survey of the entire expense of maintaining paupers. But inasmuch as no capital investment of public money is involved, this form of pauper maintenance, as well as outdoor relief, does not enter into the present study of the subject.

The system of leasing an almshouse under contract is specifically prohibited by law in three States—Connecticut, Indiana, and Utah. Nevertheless, four in Connecticut, one in Utah, and one in Indiana are operated under contract. Of the Indiana institution it is reported that "the superintendent has all the proceeds from the farm for the care of two inmates and gets \$15.50 per month for all others." The number of inmates is reported as 4. Under the terms of the contract, therefore, the county pays \$372 to the superintendent and in addition the superintendent has whatever he clears from his crops. Reporting on this institution the Indiana State almshouse inspector says: "The superintendent should be employed in accordance with the law. The few inmates here could be boarded in some near-by poor asylum cheaper than the present plan of care."⁸

Instances of the leasing of almshouses are found in all States except New Hampshire, New York, North Dakota, Ohio, Rhode Island, Wisconsin, and Wyoming. In Alabama, Arkansas, Kansas, Kentucky, Mississippi, Missouri, Nebraska, South Dakota, Tennessee, and Texas it is a common practice.

As a rule, the lessee of an almshouse operated under contract furnishes all his own help, both for the farm and for the house.

Under the system of direct control the superintendent is given such help as circumstances determine. With comparatively few exceptions, the wife of the superintendent acts as the matron of the institution, generally without salary. Cooks and other domestics, and farm laborers are employed in the larger institutions. There seems to be no basis for determining the size or character of almshouse staffs. There are frequent instances of one man running a large institution single handed; there are more frequent instances, as will be shown in detail later, of almshouses in which the employees outnumber the inmates.

Able-bodied inmates are supposed to make themselves useful about the home and the farm. But State inspectors and almshouse superintendents all report that the contribution of the paupers themselves to the upkeep of the institution grows "less and less each year." One superintendent of a city home on a 160-acre farm declared it was easier to do the work himself than to try to coax the inmates to help even a little.

This, in a general way, outlines the organization and operation of almshouses and the character of their inmates.

The investigation conducted by the Bureau of Labor Statistics covers 2,183 almshouses, or 93 per cent of the public pauper institutions of the United States. Details of the distribution and use of the 345,480 acres included in their properties and the distribution of the \$150,485,231 of public money invested therein and of the \$28,740,535 spent annually in their support, are given in the following section of this report.

⁸ Indiana Bulletin of Charities and Corrections, December, 1922, p. 294.

STATISTICAL SURVEY

SCOPE OF SURVEY

The investigation on which this study is based was begun in November, 1923, and concluded in November, 1924. The data given in the report are for the latest fiscal year available—in most cases 1923–24—the fiscal year varying in the several States.

All the pauper institutions in the country are not covered herein, as in some cases county officials and almshouse superintendents failed to comply with repeated requests for information, and in others there was no State agency which could supply the data.

The Census Bureau, in its statistics for the year 1922, reports on 2,222 almshouses in the United States and states that "in addition there were 36 institutions reporting no inmates and 95 institutions from which no report was received," making a total of 2,353 almshouses. This report covers 2,183 institutions, 2,046 of which had inmates during the year covered by the report.

The record as given is complete for Alabama, Arizona, Idaho, Indiana, Iowa, Kansas, Maine, Massachusetts, Michigan, Minnesota, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Utah, Vermont, Virginia, Washington, Wisconsin, Wyoming, and the District of Columbia.

Only 28 of 44 institutions in Arkansas reported. Certain of the county officials of that State not only failed, but in some instances refused, to comply with the bureau's request for information, hence the inadequacy of the figures so far as Arkansas is concerned. In the remaining States reports were not received from 15 institutions in California, 2 in Colorado, 15 in Connecticut, 1 in Delaware, 5 in Florida, 4 in Georgia, 8 in Illinois, 23 in Kentucky, 1 in Louisiana, 3 in Maryland, 30 in Mississippi, 15 in Missouri, 1 in Oregon, 1 in South Carolina, 23 in Tennessee, 10 in Texas, and 1 in West Virginia. This enumeration of delinquent institutions is based on the number in each State as reported by the Census Bureau, or by official State records. In a few instances, North Carolina, for example, there is a discrepancy between the number of almshouses in the State as shown by the Census Bureau and as shown by the State reports.

However, it can not be determined whether or not all of these institutions would properly come within the scope of this study if reported, because of the fact that the Census Bureau designates as a public almshouse a privately owned farm and dwelling in which paupers are housed and boarded at public expense. As almshouses of this character are not publicly owned and do not represent investment of public money they are not included in this report.

On the other hand, while Census Bureau figures give 36 almshouses without inmates, this report shows 137. The difference is accounted for by the different objectives of the two reports. The Census Bureau report enumerates the institutional pauper population of the United States, while in this study there was been an endeavor to ascertain the entire amount of money invested in pauper institutions. Thus this study includes farms and buildings publicly owned and designed for almshouses, whether or not they are at present so used.

For many States official State sources have been drawn upon to furnish reports for such counties and institutions as failed to report

directly to the bureau, and in this way the gaps were filled and the State fully covered by the report. Others, however, Southern States chiefly, have no State agency with supervision over county activities or with information concerning them, and in consequence there was no central source of information to which the bureau could turn when county officials failed to cooperate in the work.

Of the 174 institutions not reporting, 132 are in States in which there is no State control and in which the contract system is almost universally followed. This is at least suggestive of the degree of responsibility felt by these poor-farm lessees, as well as by county officials.

Grouped according to the number of inmates in each, the 2,046 almshouses having inmates are classified as follows: 787 have from 1 to 10 inmates; 586 have from 11 to 25; 334 from 26 to 50; 202 from 51 to 100; 80 from 101 to 200; 36 from 201 to 500; 16 from 501 to 2,000; and 5 over 2,000 inmates each.

More than half, or 1,373 of the 2,046, are operated for 25 inmates or less, while 38.5 per cent of the total number have not more than 10 inmates each. The total number of inmates as reported to the bureau is 85,889. This figure is at variance with that of the Census Bureau, which is 78,090, but this discrepancy can be readily explained by the shifting nature of the almshouse population and the fact that in most cases the figures in this study show the average number of inmates for the year, while the Census figures enumerate those present on a given day.

In some instances, principally in Massachusetts and Maine, when State records have been used to cover institutions which failed to report, some adjustment has been necessary to adapt the State records to the Bureau of Labor Statistics schedule. For example, the records of the States mentioned showed the valuation of the entire almshouse property but did not show land and building valuations separately. In order to make this information conform to that of the rest of the States, as well as to the general plan of the study, estimates have been made based upon the relation between land values and building values as shown by institutions making the division. It has been necessary to make these estimates for 22 institutions in Massachusetts and 24 in Maine, and in isolated instances throughout the report where only the aggregate investment was given.

Figures shown for value of farm equipment and of furnishings of buildings are frequently inadequate and incomplete. This is chiefly because in many cases the figure for value of farm or for value of buildings includes the value of the equipment, and there has been no general basis on which to make an estimated separation. Further, the value of farm equipment and livestock actually used upon the farms and to a less extent the value of household equipment exceed that reported, because very frequently all such equipment is the private property of the superintendent. This is especially true on the contract farms.

ACREAGE, VALUE OF PROPERTY, AND COST OF MAINTENANCE ALL ALMSHOUSES REPORTING

Tables 1 and 2 show the number of institutions reporting, the average number of inmates, the total acreage and the acreage under cultivation, and the value of land and farm equipment and of buildings and furnishings, by State. Table 1 gives aggregate amounts, while Table 2 gives the average per inmate.

TABLE 1.—NUMBER OF ALMSHOUSES, AVERAGE NUMBER OF INMATES, ACREAGE, AND VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, BY STATE

[A statement of institutions not reporting is given on p. 8]

State	Number of institutions reporting	Average number of inmates			Land			Value of property						Grand total ¹
		Males	Females	Total	Total acreage	In cultivation		Land and farm equipment			Buildings and furnishings			
						Acres	Per cent	Land	Farm equipment	Total ¹	Buildings	Furnishings	Total ¹	
Alabama.....	55	452	448	900	5,297	2,228	42.2	\$168,610	\$19,300	\$187,910	\$298,650	\$29,665	\$328,315	\$516,225
Arizona.....	7	162	21	183	560	298	53.2	87,000	8,825	95,825	124,570	15,700	140,270	236,095
Arkansas.....	28	216	165	381	1,582	935	59.1	84,175	15,500	99,675	269,150	27,100	296,250	395,925
California.....	42	4,485	1,325	5,810	3,276	1,636	49.9	1,287,489	374,052	1,661,541	4,362,655	690,649	4,993,304	6,654,845
Colorado.....	25	702	376	1,078	1,777	711	40.0	225,300	59,598	284,898	469,647	51,957	521,604	806,502
Connecticut.....	48	919	452	1,371	4,189	1,480	35.3	628,500	141,779	770,279	2,021,615	147,605	2,169,120	2,939,398
Delaware.....	2	180	55	235	88	43	48.9	13,200	600	13,800	500,000	100,000	600,000	613,800
District of Columbia.....	1	197	107	304	200	150	75.0	100,000	-----	100,000	200,000	25,000	225,000	325,000
Florida.....	11	155	73	233	623	180	28.9	226,520	2,900	229,420	105,300	10,450	115,750	345,170
Georgia.....	58	378	464	842	7,871	3,450	43.8	407,105	58,236	465,341	332,175	45,990	378,165	843,506
Idaho.....	10	105	28	133	978	520	53.2	76,440	12,040	88,480	204,700	30,750	235,450	323,930
Illinois.....	90	4,095	1,583	5,678	16,738	11,995	71.7	2,722,770	266,838	2,989,608	9,281,772	2,862,438	11,644,210	14,635,819
Indiana.....	92	2,177	1,041	3,218	19,242	13,773	71.6	2,369,992	301,965	2,671,957	3,275,735	201,550	3,477,285	6,149,242
Iowa.....	97	1,945	1,171	3,116	22,261	16,366	73.5	4,151,327	829,074	4,980,400	3,759,773	376,915	4,136,687	9,117,087
Kansas.....	83	775	316	1,091	14,463	8,487	58.7	1,073,560	79,013	1,152,573	976,200	76,290	1,052,490	2,205,063
Kentucky.....	71	619	417	1,036	8,929	3,502	39.2	604,115	33,000	637,115	670,200	66,514	736,514	1,373,629
Louisiana.....	5	17	8	25	215	40	18.6	7,200	-----	7,200	3,300	500	4,100	11,300
Maine.....	100	439	262	701	11,010	2,927	26.6	385,106	128,031	513,137	593,584	102,171	695,755	1,208,902
Maryland.....	15	687	290	977	2,271	1,437	63.3	619,300	57,440	676,740	2,335,100	86,900	2,422,000	3,098,740
Massachusetts.....	144	3,738	2,321	6,059	12,981	3,683	28.4	2,530,117	375,517	2,905,634	5,511,458	656,480	6,167,938	9,073,572
Michigan.....	81	3,073	1,544	4,617	5,222	12,355	74.4	1,129,436	319,145	1,448,581	3,910,158	508,439	4,508,598	5,955,179
Minnesota.....	44	854	177	1,031	5,985	3,973	66.4	666,663	256,869	923,532	1,332,500	163,232	1,500,732	2,424,264
Mississippi.....	27	130	108	238	1,871	550	29.4	35,770	3,650	39,420	53,550	5,050	59,500	93,920
Missouri.....	35	1,955	880	2,844	10,287	6,463	62.8	1,048,045	72,502	1,120,547	4,613,135	218,900	4,832,035	5,952,831
Montana.....	22	247	23	270	2,164	1,216	56.2	142,430	23,073	165,503	310,799	42,445	353,244	518,747
Nebraska.....	54	417	163	580	10,393	7,726	74.3	1,384,780	83,359	1,468,139	553,100	126,514	679,614	2,148,053

Nevada.....	8	107	19	126	141	51	36.2	12,030	3,500	15,530	135,000	26,000	161,000	176,530
New Hampshire.....	11	719	410	1,129	5,535	1,236	22.3	468,750	186,868	655,618	874,350	101,103	975,453	1,631,071
New Jersey.....	30	1,438	669	2,107	3,857	2,209	57.3	499,199	75,704	574,903	2,842,000	265,596	3,107,596	3,682,499
New York.....	61	6,092	3,111	9,203	11,389	6,700	58.8	3,796,100	305,056	4,101,156	11,667,000	553,182	12,220,182	16,321,338
North Carolina.....	97	830	954	1,784	15,688	4,990	31.8	1,140,660	78,013	1,218,673	2,030,085	64,936	2,095,021	3,313,694
North Dakota.....	11	110	48	158	3,064	2,059	67.2	161,560	31,252	192,812	224,965	39,784	264,749	457,561
Ohio.....	89	4,844	2,303	7,147	22,629	15,752	69.6	3,349,653	604,460	3,954,114	7,253,713	620,193	7,873,906	11,828,020
Oklahoma.....	31	254	92	346	4,511	2,525	56.0	298,000	26,265	324,265	288,446	19,450	307,896	632,161
Oregon.....	17	499	64	563	1,312	2,647	49.2	211,755	27,565	239,320	353,500	40,900	394,400	633,720
Pennsylvania.....	79	7,272	3,401	10,673	17,300	10,390	60.1	4,100,875	433,227	4,534,102	10,796,156	1,046,575	11,842,731	16,376,833
Rhode Island.....	20	431	336	767	1,923	334	19.9	467,840	44,589	512,429	1,757,612	437,885	2,195,497	2,707,926
South Carolina.....	27	229	240	469	4,870	2,197	45.1	384,098	20,700	404,798	261,900	21,600	283,500	688,298
South Dakota.....	29	138	48	186	6,506	3,992	61.4	583,786	99,408	683,194	329,120	29,452	358,571	1,041,765
Tennessee.....	59	799	796	1,595	10,101	4,563	45.2	680,600	59,557	740,157	1,060,800	182,512	1,243,312	1,983,469
Texas.....	54	657	294	951	8,682	4,645	53.5	687,031	60,898	747,929	592,701	58,875	651,576	1,399,506
Utah.....	7	181	79	260	460	328	71.3	73,950	6,111	80,061	532,418	44,381	576,799	656,860
Vermont.....	38	157	82	239	6,107	2,019	33.1	140,700	66,586	207,286	211,700	18,039	229,739	437,025
Virginia.....	91	632	567	1,199	19,330	4,688	24.3	915,445	83,221	998,666	678,993	101,171	780,163	1,778,829
Washington.....	24	747	115	862	1,794	1,286	71.7	423,150	67,335	490,485	1,014,664	172,679	1,187,343	1,677,828
West Virginia.....	45	409	284	693	9,688	3,854	39.8	537,540	59,426	596,966	940,300	71,505	1,011,805	1,608,771
Wisconsin.....	52	1,389	454	1,843	9,240	6,379	69.0	1,085,482	238,333	1,323,815	1,793,489	247,207	2,040,695	3,364,510
Wyoming.....	6	30	3	33	3,747	230	61.2	61,025	12,000	73,025	41,000	3,500	44,500	117,525
Total.....	2,183	57,688	28,201	85,889	345,480	184,087	53.3	42,254,178	6,112,378	48,366,556	91,748,747	10,369,928	102,118,675	150,485,23

¹ In some instances the sum of the details will not agree with the total shown because the cents have been eliminated in order to save space.

TABLE 2.—AVERAGE ACREAGE OF ALMSHOUSES, ACREAGE IN CULTIVATION, AND VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, PER INMATE, BY STATE

[A statement of institutions not reporting is given on p. 8.]

State	Number of institutions reporting	Land, per inmate		Value of property, per inmate						Grand total
		Total acreage	Acres in cultivation	Land and farm equipment			Buildings and furnishings			
				Land	Farm equipment	Total	Buildings	Furnishings	Total	
Alabama	55	5.88	2.47	\$187.34	\$21.44	\$208.78	\$331.83	\$32.96	\$364.79	\$573.57
Arizona	7	4.05	1.62	475.41	48.22	523.63	390.71	85.79	766.50	1,290.13
Arkansas	28	4.16	2.45	220.93	40.68	261.61	706.43	71.13	777.56	1,039.17
California	42	5.66	2.28	221.60	64.38	285.98	750.89	108.55	859.44	1,145.42
Colorado	25	1.65	0.66	200.00	65.29	264.29	435.67	48.20	483.87	748.16
Connecticut	2	3.05	1.08	458.42	103.41	561.83	1,474.56	107.59	1,582.15	2,143.98
Delaware	1	37	18	56.17	2.55	58.72	2,127.77	425.55	2,553.32	2,612.04
District of Columbia	1	66	49	328.95		328.95	637.89	82.24	740.13	1,069.08
Florida	11	2.67	0.77	972.19	12.45	984.64	451.93	44.85	496.78	1,481.42
Georgia	58	9.34	4.10	483.50	69.16	552.66	394.51	54.62	449.13	1,001.79
Idaho	10	7.34	3.91	574.74	90.53	665.27	1,539.10	231.20	1,770.30	2,435.57
Illinois	90	2.98	2.11	479.53	47.00	526.53	1,634.69	416.07	2,050.76	2,577.29
Indiana	92	5.98	4.28	736.48	93.84	830.32	1,017.94	1,080.57	1,918.54	2,837.08
Iowa	97	7.14	5.25	1,322.26	266.07	1,588.33	1,206.60	1,827.56	2,455.89	3,944.23
Kansas	83	13.25	7.77	984.01	72.42	1,056.43	894.73	69.93	964.71	2,021.14
Kentucky	71	8.61	3.38	583.12	31.85	614.97	646.91	64.01	710.92	1,325.89
Louisiana	5	8.60	1.60	288.00		288.00	132.00	32.00	164.00	452.00
Maine	100	15.70	4.17	549.37	182.64	732.01	846.78	145.75	992.53	1,724.54
Maryland	15	2.32	1.47	633.88	58.79	692.67	2,380.07	88.95	2,479.02	3,171.69
Massachusetts	144	2.14	1.61	417.58	61.98	479.56	909.63	108.35	1,017.98	1,497.54
Michigan	81	2.36	1.76	216.28	61.12	277.40	748.79	114.22	863.01	1,140.41
Minnesota	44	5.80	3.85	646.66	249.15	895.81	1,292.43	163.17	1,455.60	2,951.41
Mississippi	27	7.86	2.31	150.29	15.34	165.63	225.00	25.00	250.00	415.63
Missouri	85	3.61	2.27	368.51	25.48	394.00	1,622.06	76.87	1,698.93	2,093.03
Montana	22	8.01	4.50	527.52	85.46	612.98	1,151.11	157.20	1,308.31	1,921.29
Nebraska	54	17.91	13.32	2,387.55	143.72	2,531.27	933.62	218.64	1,172.26	3,703.53
Nevada	8	1.12	0.40	95.48	27.78	123.26	1,071.43	206.35	1,277.78	1,401.04
New Hampshire	11	4.90	1.09	415.19	165.52	580.71	774.45	89.55	864.00	1,444.71
New Jersey	30	1.83	1.05	236.92	35.93	272.85	1,348.84	128.05	1,474.89	1,747.74
New York	61	2.23	0.73	412.49	33.15	445.64	1,267.74	60.11	1,327.85	1,773.49
North Carolina	97	8.79	2.80	639.38	43.73	683.11	1,137.94	36.40	1,174.34	1,857.45
North Dakota	11	19.39	13.03	1,022.53	197.80	1,220.33	1,423.83	251.79	1,675.62	2,895.95
Ohio	89	3.17	2.20	468.68	84.58	553.26	1,014.93	88.78	1,101.71	1,654.97
Oklahoma	31	13.04	7.30	861.27	75.91	937.18	833.66	56.21	889.87	1,827.05
Oregon	17	2.33	1.15	376.12	48.96	425.08	627.89	72.65	700.54	1,125.62
Pennsylvania	79	1.62	0.97	384.23	40.59	424.82	1,011.54	98.06	1,109.60	1,534.42
Rhode Island	20	2.51	1.50	609.96	58.13	668.09	2,291.54	570.91	2,862.45	3,530.54
South Carolina	27	10.38	4.68	818.97	44.14	863.11	558.42	46.06	604.48	1,467.59
South Dakota	29	34.98	21.46	3,138.63	534.45	3,673.08	1,769.46	158.34	1,927.80	5,600.88
Tennessee	59	6.33	3.86	426.71	37.34	464.05	665.08	114.43	779.51	1,243.56
Texas	54	9.12	4.88	722.43	64.04	786.47	623.24	61.91	685.15	1,471.62
Utah	7	1.77	1.26	284.42	23.50	307.92	2,047.76	170.70	2,218.46	2,526.38
Vermont	38	25.55	8.45	588.70	278.60	867.30	885.77	75.45	961.25	1,828.55
Virginia	91	16.12	3.90	763.51	69.41	832.92	566.30	84.38	650.68	1,483.60
Washington	24	2.08	1.49	490.89	78.11	569.00	1,177.10	200.32	1,377.43	1,946.43
West Virginia	45	13.98	5.56	775.67	85.75	861.42	1,356.85	103.18	1,460.03	2,321.45
Wisconsin	52	4.92	3.39	588.98	129.32	718.30	973.14	134.13	1,107.27	1,825.57
Wyoming	6	113.55	6.95	1,849.24	363.64	2,212.88	1,242.42	106.06	1,348.48	3,561.36
Total	2,183	4.02	2.14	491.96	71.17	563.13	1,068.22	120.73	1,188.96	1,752.09

Table 3 shows the annual income of the institutions from all sources and the total annual expenditures, salaries and wages being shown in detail. Table 4 gives the same data per inmate.

The income of institutions is divided under three heads: (1) The amount received directly from the tax funds of the political unit operating the almshouse, whether county, township, or municipality. This amount is credited to the institution, either as a direct appropriation out of which all expenses must be met, or by means of paying through the local treasury all bills contracted by the superintendent. (2) The amount of money earned by the farm in the sale of surplus

produce. Generally, money thus earned is available to the superintendent for the maintenance of the institution, and the amount of money required from the tax fund is decreased that much. In Massachusetts, however, and in many counties in all the States, all money earned by the institution reverts to the local treasury and is reapportioned for almshouse use through official channels. Whenever this custom prevails the amount appropriated is given as the total income of the institution, the portion of that amount earned by the institution also being shown. Hence the net cost to the community is the difference between the amount appropriated and the amount earned. For example, in Massachusetts, \$2,723,313 was paid out of tax funds for the support of the various almshouses. The institutions themselves, however, earned \$489,513 of that amount, leaving a net cost to the public of \$2,233,800. In all such instances the amounts earned but not used directly by the institution have been shown in the proper columns of the table, but are not included in the amount shown under "Net annual income." (3) Income from "other sources" includes money received from paid-for inmates, from rent of part of the land belonging to the poor farm, and in the case of a large number of contract farms the rent of the farm itself, and such other occasional sources of revenue as the institution may have.

The section of the table showing number of employees and the amount of salaries and wages requires no explanation except in the case of the large institutions. Employees in these large institutions have been arbitrarily grouped under the simple divisions sufficient for all but a few. Thus the engine-room staff, electricians, etc., in the very large establishments are included under "laborers," etc., while clerks and other executive employees other than the superintendent are included as administrative officers, under "superintendents, etc."

The item "All other expenditures" under "Annual maintenance cost" is a comprehensive one, including all operating costs exclusive of pay roll. There has been no intent or attempt to itemize the various elements of this expenditure, but it includes, of course, all the food not raised on the farm; clothing; drugs; medical attendance, except for those institutions in which a staff doctor is included among the employees; burial expenses; fuel; lighting; upkeep and repairs for the institution; and all the expenses incidental to the cultivation of the farm.

It has been impossible to secure reliable data on the value of produce raised on the farm and consumed by the inmates and staff. Almshouse superintendents have not the vaguest notion of how much is consumed, to say nothing of its market value. Efforts of State agencies to secure records on this point have been unavailing, except in Wisconsin, Michigan, and North Carolina. Pennsylvania has been partially successful. Wisconsin, Michigan, and North Carolina, however, have fairly accurate records. From such material as is dependable \$75 is a fair estimate of the value of farm produce consumed per person in a year, assuming a reasonable degree of farm cultivation.

TABLE 3.—ANNUAL INCOME AND MAINTENANCE COST OF ALMSHOUSES, BY STATE

[For explanation of refund, see p. 13]

State	Number of institutions reporting	Annual income from—			Re-fund	Net annual income ¹	Annual maintenance cost										Total ¹
		Public funds	Sale of farm produce	Other sources			Pay roll								All other expenditures		
							Superintendents, etc.		Matrons and nurses		Cooks, domestics, etc.		Laborers, etc.				
							Number	Amount	Number	Amount	Number	Amount	Number	Amount			
Alabama	55	\$164,022	\$2,789	\$2,000	-----	\$168,812	57	\$59,076	15	\$4,493	21	\$5,792	21	\$6,384	\$93,034	\$168,779	
Arizona	7	107,614	574	245	-----	108,433	* 8	11,061	14	10,734	8	6,120	10	5,700	74,359	107,974	
Arkansas	28	102,963	8,358	1,480	-----	112,801	27	43,100	9	4,740	8	4,080	5	2,160	78,721	112,801	
California	42	2,510,064	194,226	134,561	\$14,947	2,823,903	54	101,122	325	319,151	193	137,128	146	122,510	1,733,582	2,413,493	
Colorado	25	236,216	17,767	8,773	-----	262,757	24	30,500	32	20,219	42	21,423	25	12,461	161,624	246,217	
Connecticut	48	532,740	51,552	45,580	36,567	593,304	47	42,607	60	31,075	52	23,138	65	47,659	446,673	591,152	
Delaware	2	77,482	1,639	521	-----	79,641	5	4,140	7	2,544	16	6,108	-----	66,849	79,641		
District of Columbia	1	84,752	-----	-----	-----	84,752	1	1,200	16	8,550	6	2,700	19	8,527	63,606	84,583	
Florida	11	72,914	9,800	683	883	82,514	11	11,087	15	8,700	10	3,072	7	4,073	55,153	82,065	
Georgia	58	214,049	9,101	1,132	630	223,652	87	40,828	24	5,924	34	11,608	32	8,011	151,724	218,095	
Idaho	10	45,651	5,956	847	-----	52,454	8	13,354	3	2,400	6	2,523	7	3,055	29,524	50,856	
Illinois	90	1,627,547	197,516	36,000	3,598	1,857,465	99	123,861	91	207,177	112	51,513	415	241,235	1,207,318	1,831,104	
Indiana	92	955,577	118,346	20,443	50,080	1,044,285	107	88,141	92	35,698	117	46,582	175	76,317	757,130	1,008,858	
Iowa	97	771,901	309,345	78,000	13,987	1,145,260	101	138,720	72	31,130	106	45,079	152	76,767	823,286	1,114,982	
Kansas	83	257,277	61,573	9,836	946	327,739	74	75,989	41	12,490	24	10,178	39	17,250	195,267	311,174	
Kentucky	71	193,114	19,660	11,625	-----	224,399	* 73	65,920	22	7,230	20	5,999	27	10,873	134,161	224,183	
Louisiana	5	5,940	-----	-----	-----	5,940	4	3,720	-----	-----	1	-----	-----	360	1,860	5,940	
Maine	100	253,921	93,447	29,046	5,258	371,155	77	48,339	49	13,488	27	11,956	62	35,635	244,598	354,016	
Maryland	15	245,902	14,285	4,061	600	263,648	24	17,605	41	25,445	27	7,923	27	11,118	201,200	263,291	
Massachusetts	144	2,723,313	279,906	200,608	489,513	2,723,313	169	173,176	610	337,748	298	164,253	316	277,314	1,770,897	2,723,388	
Michigan	81	1,452,322	92,411	494,810	480	2,039,063	80	92,927	82	36,243	320	218,630	252	192,893	1,955,016	2,955,708	
Minnesota	44	371,970	60,531	36,635	15,522	453,615	42	69,858	21	9,369	34	17,437	70	29,006	380,329	505,998	
Mississippi	27	50,637	250	-----	-----	50,887	26	33,219	-----	-----	1	120	-----	17,548	50,887		
Missouri	85	622,237	49,633	16,337	-----	688,207	89	113,597	56	36,916	62	42,498	82	60,906	427,270	681,186	
Montana	22	143,699	6,167	4,329	-----	154,196	23	42,349	18	11,819	13	6,060	19	6,956	72,925	140,109	
Nebraska	54	207,654	60,178	9,752	1,500	276,983	40	45,734	19	5,260	13	6,092	38	20,145	190,557	267,788	
Nevada	8	104,547	774	4,171	-----	109,492	13	24,036	12	13,690	6	5,657	4	3,230	62,390	109,003	

New Hampshire.....	11	361,490	100,740	28,733	13,597	477,366	12	15,940	54	19,661	33	16,496	78	41,686	377,162	470,844
New Jersey.....	30	759,220	53,438	3,210	24,946	790,922	33	39,766	62	64,852	74	41,455	116	121,940	522,123	790,136
New York.....	61	2,552,690	203,894	108,198	31,747	2,833,035	77	101,328	173	104,015	207	124,829	253	171,734	1,962,495	2,753,327
North Carolina.....	97	387,170	33,565	3,070	3,560	420,244	94	95,693	53	13,595	49	11,420	39	13,708	285,259	419,674
North Dakota.....	11	64,093	15,168	11,003	4,500	85,765	7	7,840	13	11,082	6	2,724	15	8,216	52,667	82,529
Ohio.....	89	2,016,850	248,787	118,498	43,752	2,340,383	103	110,178	274	191,995	371	165,375	251	184,193	1,652,807	2,304,548
Oklahoma.....	31	99,357	6,789	7,397	-----	113,543	27	22,945	11	3,090	9	4,080	10	4,400	77,290	111,805
Oregon.....	17	137,889	4,751	5,672	-----	148,311	15	27,236	22	10,996	33	12,255	29	8,712	88,673	147,871
Pennsylvania.....	79	2,820,177	177,120	193,932	16,257	3,174,971	88	120,294	410	259,336	195	104,885	348	259,966	2,416,006	3,160,488
Rhode Island.....	20	239,511	45,499	42,046	764	326,292	24	25,153	74	41,460	19	23,300	31	16,374	219,643	325,930
South Carolina.....	27	120,372	15,650	4,550	-----	140,572	25	22,743	15	3,784	20	3,921	35	9,683	98,743	138,874
South Dakota.....	29	78,072	26,062	5,083	-----	109,218	28	27,153	16	4,690	6	1,617	11	6,680	65,250	105,390
Tennessee.....	59	327,225	25,712	6,424	5,174	354,187	58	59,591	46	26,561	23	8,315	38	21,845	235,777	352,089
Texas.....	54	223,067	52,684	36,186	9,547	302,390	52	60,678	26	11,652	20	9,330	37	12,219	199,759	293,689
Utah.....	7	88,358	2,536	11,619	7,200	95,313	6	7,112	10	6,900	10	5,600	14	7,084	66,497	93,793
Vermont.....	38	102,007	46,656	7,450	-----	156,113	37	28,742	11	3,196	5	1,591	17	7,445	111,979	152,953
Virginia.....	91	253,456	36,972	2,909	-----	293,338	81	38,708	62	22,494	37	8,830	82	33,434	188,297	291,763
Washington.....	24	262,655	40,752	5,259	17,613	291,053	25	39,914	30	18,800	54	20,800	49	24,722	186,235	290,471
West Virginia.....	45	179,965	26,057	11,806	-----	217,827	47	56,382	32	17,445	17	7,480	46	17,273	119,227	217,807
Wisconsin.....	52	432,670	81,350	53,332	-----	567,352	50	47,528	53	22,326	70	36,352	62	46,743	382,379	535,327
Wyoming.....	6	20,635	2,600	-----	-----	23,235	5	6,294	2	1,800	1	480	1	360	14,001	22,935
Total.....	2,183	25,662,954	2,912,566	1,826,851	813,169	29,589,202	2234	2,476,982	3195	2,061,951	2836	1,475,216	3577	2,298,591	20,138,869	28,740,535

¹ In some instances the sum of the details will not agree with the total shown because the cents have been eliminated in order to save space.

² Includes two doctors.

³ Exclusive of New York City; New York City pay roll (\$288,926), not itemized.

⁴ Includes New York City pay roll.

⁵ Exclusive of New York City; includes 21 doctors.

TABLE 4.—AVERAGE ANNUAL INCOME AND MAINTENANCE COST OF ALMSHOUSES, PER INMATE, BY STATE

State	Annual income, per inmate, from—			Re-fund	Net annual income	Annual maintenance cost, per inmate					Total
	Public funds	Sale of farm produce	Other sources			Pay roll				All other expenditures	
						Superintendent, etc.	Matrons and nurses	Cooks, domestics, etc.	Laborers, etc.		
Alabama.....	\$182.25	\$3.10	\$2.22	-----	\$187.57	\$65.64	\$4.99	\$6.44	\$7.09	\$103.37	\$187.53
Arizona.....	588.06	8.13	1.34	-----	592.53	60.44	58.65	33.42	31.15	406.34	690.00
Arkansas.....	270.24	21.94	3.88	-----	296.06	113.12	12.44	10.71	5.67	154.12	296.06
California.....	432.02	33.43	23.16	\$2.57	486.04	17.40	54.93	23.60	21.09	298.38	415.40
Colorado.....	219.12	16.48	8.14	-----	243.74	28.29	18.76	19.87	11.55	149.93	228.40
Connecticut.....	388.58	37.60	33.25	26.67	432.76	31.08	22.67	16.88	34.76	325.80	431.19
Delaware.....	329.71	6.97	2.22	-----	338.90	17.62	10.83	25.99	-----	284.47	338.91
District of Columbia.....	278.79	-----	-----	-----	278.79	3.95	28.12	8.88	28.05	209.23	278.23
Florida.....	312.94	42.06	2.93	3.79	354.14	47.58	37.35	13.19	17.48	236.71	352.31
Georgia.....	254.22	10.81	1.34	.75	265.62	48.49	7.04	13.79	9.51	180.20	259.03
Idaho.....	343.24	44.78	6.37	-----	394.39	100.41	18.05	18.97	22.97	221.99	382.39
Illinois.....	286.64	34.79	6.34	.63	327.14	21.81	36.49	9.07	42.49	212.63	322.49
Indiana.....	296.95	36.78	6.35	15.56	324.52	27.39	11.09	14.48	23.72	235.28	311.96
Iowa.....	247.72	99.28	25.03	4.49	367.54	44.52	9.99	14.47	24.64	284.21	357.83
Kansas.....	235.82	56.44	9.02	.87	300.41	69.65	11.45	9.33	15.81	178.98	285.22
Kentucky.....	186.40	18.98	11.22	-----	216.60	63.63	6.98	5.79	10.50	129.50	216.40
Louisiana.....	237.60	-----	-----	-----	237.60	148.80	-----	14.40	-----	74.40	237.60
Maine.....	362.23	133.31	41.43	7.50	529.47	68.96	19.24	17.06	50.83	348.93	505.02
Maryland.....	251.69	14.62	4.16	.61	269.86	18.02	26.04	8.11	11.88	205.94	269.49
Massachusetts.....	449.47	46.20	34.59	80.79	449.47	28.58	55.74	27.11	45.77	292.28	449.48
Michigan.....	278.12	17.70	94.75	.09	390.48	17.80	6.94	41.87	36.94	267.14	370.69
Minnesota.....	360.79	58.71	35.53	15.05	439.98	67.76	9.09	16.91	28.13	368.89	490.78
Mississippi.....	212.76	1.05	-----	-----	213.81	139.58	-----	.50	-----	73.73	213.81
Missouri.....	218.79	17.45	5.74	-----	241.98	39.94	12.98	14.94	21.42	150.24	239.52
Montana.....	532.22	22.84	16.03	-----	571.09	156.85	43.77	22.44	25.76	270.09	518.91
Nebraska.....	358.02	103.75	16.81	2.59	475.99	78.85	9.07	10.50	34.73	328.55	461.70
Nevada.....	829.74	8.14	33.10	-----	868.98	190.76	108.65	44.90	25.63	495.16	865.10
New Hampshire.....	320.19	89.23	25.45	12.04	422.83	14.03	17.41	14.61	36.92	334.07	417.04
New Jersey.....	360.33	25.36	1.53	11.84	375.38	18.87	30.78	19.68	57.87	247.80	375.00
New York.....	277.38	22.16	11.76	3.45	307.85	16.83	17.28	20.73	28.52	213.25	299.18
North Carolina.....	217.02	18.81	1.72	2.00	235.55	53.64	7.62	6.40	7.68	169.90	235.24
North Dakota.....	405.65	96.00	69.64	28.48	542.81	49.62	70.14	17.24	52.00	333.33	522.33
Ohio.....	282.20	34.81	16.58	6.12	327.47	15.42	26.86	23.14	25.77	231.26	322.45
Oklahoma.....	287.16	19.62	21.38	-----	328.16	66.32	8.93	11.79	12.72	223.38	323.14
Oregon.....	244.92	8.44	10.07	-----	263.43	48.38	19.53	21.77	15.47	167.50	262.65
Pennsylvania.....	264.23	16.60	18.17	1.52	297.48	11.27	24.30	9.83	24.36	226.37	296.13
Rhode Island.....	312.27	59.32	54.82	1.00	425.41	32.79	54.05	30.38	21.35	286.37	424.94
South Carolina.....	256.66	33.37	9.70	-----	299.73	48.49	8.07	8.36	20.65	210.54	296.11
South Dakota.....	419.74	140.12	27.33	-----	587.19	145.98	25.22	8.69	35.91	350.81	566.61
Tennessee.....	205.16	16.12	4.03	3.24	222.07	37.36	16.65	5.21	13.70	147.82	220.74
Texas.....	234.56	55.40	38.05	10.04	317.97	63.80	12.25	9.86	12.85	210.05	308.81
Utah.....	339.84	9.75	44.69	27.69	366.59	29.66	26.54	21.54	27.25	255.76	360.75
Vermont.....	426.81	195.21	31.17	-----	653.19	120.26	13.37	6.66	31.15	468.53	639.97
Virginia.....	211.39	30.84	2.43	-----	244.66	32.28	18.76	7.36	27.88	157.05	243.33
Washington.....	304.70	47.28	6.10	20.43	337.65	46.30	21.81	24.13	28.68	216.05	336.97
West Virginia.....	259.69	37.60	17.04	-----	314.33	81.36	25.17	10.79	24.93	172.04	314.29
Wisconsin.....	234.76	44.14	28.94	-----	307.84	25.79	12.11	19.72	25.36	207.48	290.46
Wyoming.....	625.29	78.79	-----	-----	704.08	190.73	54.55	14.55	10.91	424.26	695.00
Total.....	298.79	33.91	21.27	9.46	344.51	28.84	24.02	17.18	26.76	234.48	334.64

¹ Exclusive of New York City.

ALMSHOUSES WITH INMATES

Tables 5, 6, and 7 deal only with the 2,046 almshouses in which there are inmates. These institutions are classified into eight groups, based on number of inmates. Group 1 includes almshouses having from 1 to 10 inmates; Group 2, those having from 11 to 25 inmates; Group 3, those having from 26 to 50 inmates; Group 4, those having from 51 to 100 inmates; Group 5, those having from 101 to 500 inmates; Group 6, those having from 201 to 500 inmates; Group 7, those having from 501 to 2,000 inmates; and Group 8, those having more than 2,000 inmates.

Table 5 gives for each group, by State, the acreage, the value of land and farm equipment and of buildings and furnishings, the number of employees and amount of wages paid them, and the annual maintenance cost.

TABLE 5.—ACREAGE OF ALMSHOUSES HAVING INMATES, VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, ANNUAL PAY ROLL, AND MAINTENANCE COST, BY STATE AND BY NUMBER OF INMATES IN ALMHOUSE

GROUP 1.—INSTITUTIONS HAVING 1 TO 10 INMATES

State	Number of institutions reporting	Number of inmates	Acreage		Value of—		Number of employees	Annual pay roll	Maintenance cost
			Total	In cultivation	Land and farm equipment	Buildings and furnishings			
Alabama	27	199	2,759	1,188	\$65,900	\$82,425	33	\$26,524	\$44,736
Arkansas	14	93	923	453	27,975	32,800	14	17,938	34,174
Arizona	1	10	40	38	12,000	3,500			8,000
California	1	2	200	40	7,000	4,000	1	730	2,000
Colorado	7	40	218	53	14,800	42,334	10	10,052	26,902
Connecticut	26	159	2,268	784	141,584	190,325	57	27,511	98,633
Florida	4	19	88	20	12,100	15,750	5	3,712	9,500
Georgia	36	217	4,315	1,686	140,860	84,160	63	23,094	54,273
Idaho	2	12	42	21	8,000	2,000	1	650	5,650
Illinois	16	81	1,891	1,212	172,822	129,250	24	13,963	35,224
Indiana	7	56	1,371	850	114,472	70,500	19	8,159	27,302
Iowa	28	180	4,551	3,611	1,062,240	430,992	60	48,629	147,800
Kansas	43	230	7,848	4,450	680,220	324,625	66	48,689	97,882
Kentucky	35	197	3,538	1,461	172,125	109,200	45	26,013	44,904
Louisiana	3	13	120		1,200	3,800	3	3,540	3,540
Maine	62	209	7,020	1,835	197,675	212,884	124	46,968	150,512
Maryland	4	31	453	252	23,100	22,250	12	4,368	14,170
Massachusetts	77	440	6,741	1,724	504,780	926,087	228	104,257	368,594
Michigan	11	67	1,480	945	83,860	123,167	33	14,812	51,739
Minnesota	13	91	1,824	1,093	209,733	220,348	27	23,913	65,372
Mississippi	19	105	1,066	283	15,960	23,250	20	14,776	24,580
Missouri	24	175	2,497	1,337	162,885	117,850	36	24,844	43,192
Montana	12	68	1,145	523	56,368	105,412	29	30,964	53,843
Nebraska	32	140	6,194	4,711	850,009	238,714	62	39,145	85,539
Nevada	3	19	62	20	3,280	30,000	8	13,054	21,504
New Jersey	9	36	543	432	48,000	71,500	13	5,734	15,734
North Carolina	29	176	2,747	865	147,365	139,350	44	21,397	51,732
North Dakota	3	20	896	470	77,300	50,500	7	4,720	15,900
Oklahoma	16	102	2,109	1,195	107,690	65,450	32	15,940	45,430
Oregon	5	44	306	161	31,885	15,400	8	9,396	16,535
Pennsylvania	11	65	866	351	51,200	99,965	30	13,853	45,205
Rhode Island	13	65	1,503	251	93,463	81,607	32	12,503	46,067
South Carolina	6	42	862	555	79,150	21,850	13	6,753	14,560
South Dakota	22	96	5,076	2,939	545,866	244,035	48	30,899	78,272
Tennessee	20	138	3,250	1,165	164,100	52,900	30	13,914	31,117
Texas	28	165	5,253	2,617	331,270	111,050	45	31,527	76,670
Utah	2	10	9	9	2,470	8,180	4	3,232	4,866
Vermont	32	147	5,022	1,664	170,331	176,439	52	31,643	103,102
Virginia	47	253	9,986	2,593	401,820	167,649	103	27,248	69,877
Washington	10	68	467	344	97,510	65,100	26	21,514	50,318
West Virginia	20	134	4,585	1,657	184,811	163,605	31	18,414	43,467
Wisconsin	5	35	808	385	70,175	49,224	14	10,749	22,398
Wyoming	2	9	87	47	10,525	10,500	2	2,214	5,463
Total	787	4,458	103,329	46,270	7,255,877	5,139,926	1,514	857,405	2,265,259

GROUP 2.—INSTITUTIONS HAVING 11 TO 25 INMATES

Alabama	21	339	1,751	740	\$44,285	\$68,690	43	\$30,453	\$54,303
Arizona	2	27	145	40	16,500	36,800	8	6,815	21,926
Arkansas	10	153	548	398	37,200	85,950	15	23,582	40,239
California	5	86	232	72	30,650	211,500	24	20,470	38,754
Colorado	8	136	158	71	31,000	73,400	23	20,908	59,862
Connecticut	10	179	826	268	87,475	176,780	36	23,282	84,099
Florida	4	69	185	90	61,320	30,000	12	6,960	20,527
Georgia	14	253	2,198	1,249	189,720	126,250	40	17,620	60,060
Idaho	6	84	655	363	56,680	52,200	15	14,057	30,606
Illinois	31	528	5,169	3,039	741,682	781,849	87	59,863	174,808
Indiana	34	619	7,010	4,740	692,008	664,050	137	57,441	217,017
Iowa	24	405	5,873	4,074	1,069,012	882,212	89	60,908	201,236
Kansas	22	339	3,509	2,365	351,470	338,325	45	28,047	81,551
Kentucky	25	404	4,142	1,576	296,700	177,950	47	31,403	72,042

TABLE 5.—ACREAGE OF ALMSHOUSES HAVING INMATES, VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, ANNUAL PAY ROLL, AND MAINTENANCE COST, BY STATE AND BY NUMBER OF INMATES IN ALMSHOUSE—Continued

GROUP 2.—INSTITUTIONS HAVING 11 TO 25 INMATES—Continued

State	Number of institutions reporting	Number of inmates	Acreage		Value of—		Number of employees	Annual pay roll	Maintenance cost
			Total	In cultivation	Land and farm equipment	Buildings and furnishings			
Louisiana.....	1	12	15		(¹)	\$300	2	\$540	\$2,400
Maine.....	9	139	901	322	\$61,561	117,815	35	17,361	75,338
Maryland.....	5	90	987	525	59,000	73,500	26	7,623	21,813
Massachusetts.....	35	571	2,605	737	268,131	644,504	137	70,906	274,177
Michigan.....	19	343	2,173	1,542	196,825	378,980	68	43,821	144,960
Minnesota.....	20	303	2,367	1,664	294,128	534,009	43	41,081	126,013
Mississippi.....	6	88	695	222	17,460	30,760	6	11,813	16,307
Missouri.....	41	676	5,037	3,251	451,480	751,150	75	71,850	183,509
Montana.....	9	159	947	653	99,688	177,488	35	30,220	70,003
Nebraska.....	7	89	1,280	1,030	180,900	63,500	18	16,306	42,156
Nevada.....	3	40	45	4	2,750	40,000	8	10,276	39,771
New Jersey.....	2	31	185	110	82,550	44,550	8	4,370	22,908
New York.....	1	14	363	180	13,500	29,000	5	3,508	23,527
North Carolina.....	42	719	6,924	2,199	454,460	848,950	107	65,477	188,681
North Dakota.....	3	48	978	704	51,938	99,751	14	11,220	23,361
Ohio.....	6	122	1,177	930	105,527	93,139	41	10,068	48,552
Oklahoma.....	9	148	1,022	570	60,075	67,246	14	11,160	42,000
Oregon.....	9	164	758	366	114,150	155,500	26	26,852	52,833
Pennsylvania.....	8	111	611	469	83,450	123,950	29	10,384	41,351
Rhode Island.....	2	26	202	40	62,322	31,714	7	3,848	18,920
South Carolina.....	10	130	2,193	897	116,705	50,950	32	12,757	35,682
South Dakota.....	2	29	480	310	50,075	43,000	6	3,525	11,003
Tennessee.....	29	514	4,874	2,247	239,070	181,150	47	43,504	93,586
Texas.....	14	235	1,624	1,072	194,725	131,600	22	26,644	78,105
Utah.....	1	16	53	53	9,100	26,000	3	1,850	4,800
Vermont.....	3	52	347	130	23,500	44,500	10	5,279	28,888
Virginia.....	23	370	5,912	1,445	463,544	182,024	77	24,884	80,341
Washington.....	5	86	458	275	98,300	33,800	18	18,334	39,072
West Virginia.....	20	347	4,239	1,684	299,955	220,700	62	32,698	77,553
Wisconsin.....	24	390	4,791	3,334	673,207	576,660	91	47,361	158,352
Wyoming.....	2	24	80	3	2,500	27,000	5	4,980	15,171
Total.....	586	9,707	86,724	46,653	8,536,277	9,529,136	1,698	1,098,210	3,238,162

GROUP 3.—INSTITUTIONS HAVING 26 TO 50 INMATES

Alabama.....	3	95	345	175	\$32,025	\$48,500	16	\$6,300	\$17,524
Arizona.....	2	76	245	210	55,525	71,970	13	12,000	38,048
Arkansas.....	2	60	31	24	7,500	35,000	5	3,380	12,389
California.....	14	513	456	241	242,750	719,750	171	122,101	369,551
Colorado.....	3	128	208	99	68,000	126,000	23	16,860	53,268
Connecticut.....	3	116	164	41	25,100	132,550	9	6,272	39,494
Delaware.....	1	30	(²)	(²)	(²)	(²)	2	1,200	8,141
Florida.....	1	45	30	5	50,500	20,000	8	4,439	10,277
Georgia.....	3	97	621	230	26,886	45,105	19	7,087	27,137
Idaho.....	1	37	41	36	12,800	175,500	8	6,625	14,600
Illinois.....	23	804	4,783	3,666	838,242	1,307,712	134	82,026	298,922
Indiana.....	37	1,302	7,828	5,947	1,067,070	1,409,365	180	91,066	376,734
Iowa.....	29	1,084	6,977	5,323	1,417,204	1,277,368	146	95,921	385,999
Kansas.....	4	120	860	480	80,083	88,640	17	10,860	42,160
Kentucky.....	7	231	520	205	98,390	126,500	24	17,486	56,665
Maryland.....	3	121	426	360	78,900	95,400	18	6,763	32,163
Massachusetts.....	7	252	522	164	173,480	202,575	71	39,318	104,712
Michigan.....	30	1,105	4,674	3,592	542,167	957,427	155	91,010	338,307
Minnesota.....	5	142	765	437	93,476	162,540	19	13,538	59,342
Mississippi.....	1	45	80	30	5,000	4,000	1	6,750	10,000
Missouri.....	14	482	1,835	1,325	202,450	471,500	37	22,995	96,323
Montana.....	1	43	72	40	9,447	70,344	9	6,000	16,264
Nebraska.....	1	33	240	160	27,950	31,000	6	3,780	12,000
Nevada.....	2	67	34	27	9,500	91,000	19	23,283	47,727
New Hampshire.....	2	77	900	155	32,600	72,100	20	11,199	36,181
New Jersey.....	6	239	967	499	62,875	229,890	40	18,999	83,812
New York.....	13	534	1,689	1,211	194,618	707,660	95	56,574	198,507
North Carolina.....	16	543	4,246	1,398	319,831	645,053	58	32,123	104,487
North Dakota.....	1	35	378	285	20,514	58,998	9	3,082	14,429
Ohio.....	42	1,478	9,506	6,671	1,143,633	2,054,535	307	160,410	533,514
Oklahoma.....	1	42	240	200	26,000	22,000	2	2,215	6,835
Pennsylvania.....	9	383	1,529	850	229,170	751,522	47	23,700	131,501

¹ Rented premises.

² Not reported.

³ Contract.

TABLE 5.—ACREAGE OF ALMSHOUSES HAVING INMATES, VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, ANNUAL PAY ROLL, AND MAINTENANCE COST, BY STATE AND BY NUMBER OF INMATES IN ALMHOUSE—Continued

GROUP 3.—INSTITUTIONS HAVING 26 TO 50 INMATES—Continued

State	Number of institutions reporting	Number of inmates	Acreage		Value of—		Number of employees	Annual pay roll	Maintenance cost
			Total	In cultivation	Land and farm equipment	Buildings and furnishings			
Rhode Island.....	1	33	6	6	\$6,620	\$12,500	4	\$3,130	\$9,005
South Carolina.....	6	182	1,102	455	151,443	160,500	33	14,321	49,632
South Dakota.....	2	61	330	303	33,253	57,536	6	5,706	16,074
Tennessee.....	4	141	650	392	48,800	37,650	12	4,750	15,681
Texas.....	2	75	444	280	52,700	41,000	10	6,920	24,080
Utah.....	2	73	212	80	35,491	83,619	15	7,474	26,791
Vermont.....	1	40	328	75	3,700	3,500	5	2,520	18,383
Virginia.....	5	185	1,426	362	80,278	107,285	24	8,236	29,145
Washington.....	4	126	263	227	81,000	65,500	19	15,740	47,279
West Virginia.....	3	81	345	163	62,000	331,500	31	33,548	49,846
Wisconsin.....	17	633	2,381	1,710	358,991	799,619	73	40,679	159,911
Total.....	334	11,989	458,699	438,139	4,810,961	4,139,173	1,920	1,146,385	4,022,341

GROUP 4.—INSTITUTIONS HAVING 51 TO 100 INMATES

Alabama.....	2	123	370	113	\$20,100	\$73,700	14	\$5,688	\$19,216
Arizona.....	1	70	120	-----	4,300	25,000	19	14,800	40,000
Arkansas.....	1	75	40	30	25,000	140,000	15	9,180	26,000
California.....	14	1,053	1,153	664	372,608	1,074,000	218	186,301	627,133
Colorado.....	2	129	528	94	65,914	132,010	25	12,540	42,109
Connecticut.....	2	110	165	95	58,500	172,000	14	9,340	34,598
Florida.....	1	100	120	50	100,000	50,000	17	11,040	40,000
Georgia.....	2	143	167	105	66,875	37,250	15	8,010	40,697
Illinois.....	13	853	3,162	2,185	752,744	1,487,028	98	63,672	248,664
Indiana.....	10	688	2,065	1,541	513,208	704,370	94	48,163	224,660
Iowa.....	11	822	3,355	2,391	816,891	998,699	77	51,648	230,227
Kansas.....	4	277	606	387	65,700	223,500	25	16,011	59,706
Kentucky.....	3	204	249	200	49,900	316,864	26	15,120	50,571
Maine.....	2	128	440	105	148,000	125,000	17	11,930	41,527
Maryland.....	1	82	97	75	21,090	20,150	7	3,060	12,060
Massachusetts.....	8	497	720	274	331,869	465,008	86	61,682	192,694
Michigan.....	18	1,245	3,284	2,525	404,219	878,374	112	67,010	288,585
Minnesota.....	1	84	90	60	54,234	40,284	11	8,496	26,883
Missouri.....	2	170	200	163	27,732	251,000	11	5,340	26,230
New Hampshire.....	6	471	2,705	960	255,308	660,850	74	45,971	256,081
New Jersey.....	8	539	1,657	888	145,209	683,728	82	57,932	216,332
New York.....	24	1,669	4,753	2,645	487,109	1,692,170	236	140,134	549,623
North Carolina.....	4	225	1,339	450	254,943	348,682	19	11,669	43,402
North Dakota.....	1	55	134	120	15,630	50,000	11	10,840	28,840
Ohio.....	28	1,970	7,213	5,376	1,129,354	1,872,065	271	164,079	614,487
Oklahoma.....	1	54	490	140	107,500	147,500	9	7,200	18,000
Pennsylvania.....	18	1,340	4,754	2,943	753,824	1,889,903	181	99,556	450,667
Rhode Island.....	1	100	32	30	324,343	183,454	46	40,036	72,515
South Carolina.....	2	115	408	220	49,500	49,000	17	6,300	39,000
Tennessee.....	1	100	8	-----	14,500	75,000	8	6,300	25,000
Texas.....	1	98	100	3	19,255	81,106	7	3,400	12,249
Washington.....	3	246	351	195	116,500	115,936	36	27,841	79,149
West Virginia.....	2	131	519	350	50,200	296,000	18	13,920	46,941
Wisconsin.....	4	308	1,165	900	192,638	189,212	27	13,699	54,594
Total.....	202	14,283	42,549	26,277	7,814,693	15,449,942	1,945	1,257,978	4,778,446

GROUP 5.—INSTITUTIONS HAVING 101 TO 200 INMATES

Alabama.....	1	144	32	32	\$24,600	\$55,000	8	\$6,780	\$33,000
California.....	3	526	300	90	164,000	932,500	87	69,304	393,970
Colorado.....	1	123	340	250	88,574	102,110	30	18,251	43,958
Connecticut.....	1	110	200	50	83,911	125,298	24	6,306	30,071
Georgia.....	1	132	350	150	38,500	85,000	10	10,560	35,928
Illinois.....	6	857	1,011	793	311,619	938,371	93	59,823	201,382
Indiana.....	3	328	728	495	163,200	517,500	39	28,760	104,013
Iowa.....	3	375	710	377	161,790	284,417	24	15,991	80,361
Kansas.....	1	125	160	70	19,000	70,000	21	12,000	29,500
Maryland.....	1	104	84	75	9,650	62,000	17	7,059	33,287
Massachusetts.....	6	829	648	350	430,987	542,261	178	147,307	439,548

* Figures for 1 Delaware institution, not reporting, not included in total.

TABLE 5.—ACREAGE OF ALMSHOUSES HAVING INMATES, VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, ANNUAL PAY ROLL, AND MAINTENANCE COST, BY STATE AND BY NUMBER OF INMATES IN ALMSHOUSE—Continued

GROUP 5.—INSTITUTIONS HAVING 101 TO 200 INMATES—Continued

State	Number of institutions reporting	Number of inmates	Acreage		Value of—		Number of employees	Annual pay roll	Maintenance cost
			Total	In cultivation	Land and farm equipment	Buildings and furnishings			
Michigan	1	184	206	155	\$32,000	\$113,000	9	\$4,915	\$28,533
Minnesota	1	189	239	239	168,925	451,451	31	27,181	171,929
Missouri	1	142	229	160	104,000	238,000	10	8,040	33,264
New Hampshire	1	181	1,500	75	40,898	130,416	17	10,800	40,415
New Jersey	2	280	375	240	101,375	1,531,600	29	21,378	67,287
New York	17	2,325	3,303	1,922	539,255	2,756,714	239	168,479	689,819
North Carolina	1	121	100	35	20,300	100,000	7	3,750	31,373
Ohio	5	704	1,014	680	360,375	952,900	72	42,225	182,456
Pennsylvania	16	2,387	4,142	2,798	1,387,903	3,735,515	247	158,448	797,474
Tennessee	1	145	555	275	60,400	141,500	7	4,080	14,000
Texas	3	378	654	420	122,198	278,221	48	25,438	102,584
Utah	1	161	6	6	17,000	447,000	18	14,740	57,345
Virginia	1	185	10	-----	5,100	78,818	18	18,983	43,820
Washington	2	336	255	245	97,175	907,007	59	20,808	74,652
Total	80	11,371	17,151	9,982	4,552,735	15,576,598	1,342	910,505	3,759,969

GROUP 6.—INSTITUTIONS HAVING 201 TO 500 INMATES

California	1	491	70	70	\$24,000	\$20,000	8	\$7,152	\$22,262
Connecticut	3	697	437	240	328,909	1,364,667	83	71,768	304,063
Delaware	1	205	88	43	13,800	600,000	26	11,592	71,500
District of Columbia	1	304	200	150	100,000	225,000	31	20,977	84,583
Indiana	1	225	240	200	122,000	111,000	21	13,470	54,132
Iowa	1	250	475	375	373,264	263,000	29	18,800	69,359
Maine	1	225	100	75	48,000	200,000	38	32,709	76,322
Massachusetts	2	583	97	26	51,800	431,550	62	59,187	168,973
Minnesota	1	222	260	140	68,488	88,600	9	11,460	56,460
Nebraska	1	318	154	30	161,280	369,000	28	18,000	128,094
New Hampshire	1	400	380	46	323,812	112,087	66	25,712	138,167
New Jersey	1	242	70	40	104,894	442,828	43	58,098	137,063
New York	3	861	428	337	201,224	1,150,778	113	98,259	253,474
Ohio	6	1,598	1,334	1,095	542,800	1,688,850	216	165,299	577,811
Oregon	1	355	190	100	81,285	220,000	65	22,951	78,503
Pennsylvania	7	2,119	3,204	1,805	1,098,335	1,605,186	216	172,494	508,748
Tennessee	2	557	678	420	199,287	742,112	61	43,765	172,711
Virginia	1	206	-----	-----	236,018	236,018	38	24,590	68,120
Wisconsin	1	477	35	-----	17,804	420,982	35	40,460	139,572
Total	36	10,335	8,440	5,192	3,860,981	10,222,659	1,188	916,213	3,109,913

GROUP 7.—INSTITUTIONS HAVING 501 TO 2,000 INMATES

California	3	3,139	861	459	\$820,034	\$2,024,554	209	\$273,853	\$959,819
Colorado	1	522	5	4	1,100	38,900	12	5,982	19,403
Maryland	1	549	224	150	485,009	2,148,700	39	33,318	149,798
Massachusetts	¹	800	167	10	1,002,300	1,024,000	215	141,358	353,795
Missouri	2	1,199	335	108	162,000	3,002,535	120	120,847	298,668
New Jersey	1	740	-----	-----	200,000	70	102,000	247,000	
New York	2	1,304	825	405	285,450	1,883,860	89	89,633	346,473
Ohio	2	1,275	2,385	1,000	672,424	1,212,417	200	103,660	347,728
Pennsylvania	2	1,888	785	450	150,000	1,623,990	155	152,126	614,795
Rhode Island	¹	543	10	2	16,000	1,885,000	59	46,110	177,004
Total	16	11,959	5,597	2,588	3,594,308	15,043,955	1,168	1,068,887	3,514,573

GROUP 8.—INSTITUTIONS HAVING OVER 2,000 INMATES

Illinois	1	2,555	722	500	\$172,500	\$7,000,000	303	\$344,440	\$872,105
Massachusetts	¹	2,087	794	214	122,818	1,912,206	429	327,316	816,166
Michigan	1	2,278	479	435	188,012	2,052,450	354	318,865	1,082,324
New York	¹	2,496	28	-----	2,380,000	4,000,000	375	234,195	691,905
Pennsylvania	1	2,371	1,000	450	767,000	2,000,000	158	113,920	570,543
Total	5	11,787	3,023	1,599	3,630,330	16,964,656	1,619	1,338,736	4,033,041

¹ Boston Almshouse.

⁶ State Almshouse.

⁷ State Infirmary.

⁸ Home for the Aged.

Table 6 shows for the almshouses having inmates the average total acreage and acreage in cultivation and value of land and farm equipment and of buildings and furnishings, per inmate, classified by State and by number of inmates in the almshouse.

TABLE 6.—AVERAGE ACREAGE OF ALMSHOUSES HAVING INMATES, AND VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, PER INMATE, BY STATE AND BY NUMBER OF INMATES IN ALMSHOUSE

State, and number of inmates in institution	Number of institutions reporting ¹	Acreage, per inmate		Value, per inmate, of—	
		Total	In cultivation	Land and farm equipment	Buildings and furnishings
Alabama:					
1 to 10 inmates.....	27	13.86	5.87	\$331.16	\$414.20
11 to 25 inmates.....	21	5.17	2.18	130.63	202.63
26 to 50 inmates.....	3	3.63	1.84	337.11	510.63
51 to 100 inmates.....	2	3.01	.92	163.41	599.19
101 to 200 inmates.....	1	.22	.22	170.83	381.94
Arizona:					
1 to 10 inmates.....	1	4.00	3.80	1,200.00	350.00
11 to 25 inmates.....	2	5.37	1.48	611.11	1,362.96
26 to 50 inmates.....	2	3.22	2.76	730.59	948.97
51 to 100 inmates.....	1	1.71	61.43	357.14
Arkansas:					
1 to 10 inmates.....	14	9.92	4.87	300.81	352.69
11 to 25 inmates.....	10	3.58	2.60	243.14	561.76
26 to 50 inmates.....	2	.52	.40	125.00	583.33
51 to 100 inmates.....	1	.53	.40	333.33	1,866.67
California:					
1 to 10 inmates.....	1	100.00	20.00	3,500.00	2,000.00
11 to 25 inmates.....	5	2.70	.84	356.40	2,459.30
26 to 50 inmates.....	14	.89	.47	473.20	1,403.02
51 to 100 inmates.....	14	1.09	.63	353.85	1,019.94
101 to 200 inmates.....	3	.57	.17	311.79	1,772.81
201 to 500 inmates.....	1	.14	.14	48.88	40.73
501 to 2,000 inmates.....	3	.27	.15	261.24	644.97
Colorado:					
1 to 10 inmates.....	7	5.45	1.33	370.00	1,058.34
11 to 25 inmates.....	8	1.16	.52	227.94	539.71
26 to 50 inmates.....	3	1.63	.77	531.25	984.38
51 to 100 inmates.....	2	4.09	.73	510.96	1,023.34
101 to 200 inmates.....	1	2.76	2.03	720.11	830.17
501 to 2,000 inmates.....	1	.01	.01	2.11	74.52
Connecticut:					
1 to 10 inmates.....	26	14.26	4.93	890.46	1,197.01
11 to 25 inmates.....	10	4.61	1.50	488.69	987.60
26 to 50 inmates.....	3	1.41	.35	216.38	1,142.67
51 to 100 inmates.....	2	1.50	.86	531.82	1,563.64
101 to 200 inmates.....	1	1.82	.45	762.83	1,139.07
201 to 500 inmates.....	3	.63	.34	471.89	1,957.92
Delaware:					
26 to 50 inmates.....	1	(²)	(²)	(²)	(²)
201 to 500 inmates.....	1	.43	.21	67.32	2,926.83
District of Columbia:					
201 to 500 inmates.....	1	.66	.49	328.95	740.13
Florida:					
1 to 10 inmates.....	4	4.63	1.05	636.84	828.95
11 to 25 inmates.....	4	2.68	1.30	888.70	434.78
26 to 50 inmates.....	1	.67	.11	1,122.22	444.44
51 to 100 inmates.....	1	1.20	.50	1,000.00	500.00
Georgia:					
1 to 10 inmates.....	36	19.88	7.77	649.12	387.83
11 to 25 inmates.....	14	8.69	4.94	749.88	499.01
26 to 50 inmates.....	3	6.40	2.37	277.17	465.00
51 to 100 inmates.....	2	1.17	.73	467.66	260.49
101 to 200 inmates.....	1	2.65	1.14	291.67	643.94
Idaho:					
1 to 10 inmates.....	2	3.50	1.75	666.67	166.67
11 to 25 inmates.....	6	7.80	4.32	674.76	621.43
26 to 50 inmates.....	1	1.11	.97	345.95	4,743.24
Illinois:					
1 to 10 inmates.....	16	23.35	14.96	2,133.60	1,595.68
11 to 25 inmates.....	31	9.79	6.89	1,404.70	1,480.77
26 to 50 inmates.....	23	5.95	4.56	1,042.59	1,626.51
51 to 100 inmates.....	13	3.71	2.56	882.47	1,743.29
101 to 200 inmates.....	6	1.18	.93	363.62	1,094.95
Over 2,000 inmates.....	1	.28	.20	67.51	2,739.73

¹ As to institutions having no inmates see p. 27, and Table 8.

² Not reported.

TABLE 6.—AVERAGE ACREAGE OF ALMSHOUSES HAVING INMATES, AND VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, PER INMATE, BY STATE AND BY NUMBER OF INMATES IN ALMSHOUSE—Continued

State, and number of inmates in institution	Number of institutions reporting	Acreage, per inmate		Value, per inmate, of—	
		Total	In cultivation	Land and farm equipment	Buildings and furnishings
Indiana:					
1 to 10 inmates.....	7	24.48	15.18	\$2,044.13	\$1,258.93
11 to 25 inmates.....	34	11.32	7.66	1,117.95	1,072.78
26 to 50 inmates.....	37	6.01	4.57	819.56	1,082.46
51 to 100 inmates.....	10	3.00	2.24	745.94	1,024.52
101 to 200 inmates.....	3	2.22	1.51	497.56	1,577.74
201 to 500 inmates.....	1	1.07	.89	542.22	493.33
Iowa:					
1 to 10 inmates.....	28	25.28	20.06	5,901.33	2,394.40
11 to 25 inmates.....	24	14.50	10.06	2,639.53	2,178.30
26 to 50 inmates.....	29	6.44	4.91	1,307.38	1,178.38
51 to 100 inmates.....	11	4.08	2.91	993.78	1,214.96
101 to 200 inmates.....	3	1.89	1.01	431.44	758.44
201 to 500 inmates.....	1	1.90	1.50	1,493.05	1,052.00
Kansas:					
1 to 10 inmates.....	43	34.12	19.35	2,522.70	1,411.41
11 to 25 inmates.....	22	10.35	6.98	1,036.78	998.01
26 to 50 inmates.....	4	7.17	4.00	667.36	738.67
51 to 100 inmates.....	4	2.19	1.40	237.18	806.86
101 to 200 inmates.....	1	1.28	.56	152.00	560.00
Kentucky:					
1 to 10 inmates.....	35	19.48	7.42	873.73	554.31
11 to 25 inmates.....	25	10.25	3.90	734.41	440.47
26 to 50 inmates.....	7	2.25	.89	425.93	547.62
51 to 100 inmates.....	3	1.22	.98	244.61	1,553.25
Louisiana:					
1 to 10 inmates.....	3	9.23	92.31	292.31
11 to 25 inmates.....	1	1.25	25.00
Maine:					
1 to 10 inmates.....	62	33.59	8.78	945.81	1,018.58
11 to 25 inmates.....	9	6.48	2.32	442.89	847.59
51 to 100 inmates.....	2	3.44	.82	1,156.25	976.56
201 to 500 inmates.....	1	.44	.33	213.33	888.89
Maryland:					
1 to 10 inmates.....	4	14.61	8.13	745.16	717.74
11 to 25 inmates.....	5	10.97	5.83	655.56	816.67
26 to 50 inmates.....	3	3.52	2.98	652.07	788.43
51 to 100 inmates.....	1	1.15	.91	257.20	245.73
101 to 200 inmates.....	1	.81	.72	92.79	596.15
501 to 2,000 inmates.....	1	.41	.27	833.42	3,913.84
Massachusetts:					
1 to 10 inmates.....	77	15.32	3.92	1,147.23	2,104.74
11 to 25 inmates.....	35	4.56	1.29	469.58	1,128.73
26 to 50 inmates.....	7	2.07	.65	688.41	803.87
51 to 100 inmates.....	8	1.45	.55	667.74	935.63
101 to 200 inmates.....	6	.78	.42	519.89	654.11
201 to 500 inmates.....	2	.17	.04	88.85	740.22
501 to 2,000 inmates.....	1	.21	.01	1,252.88	1,280.00
Over 2,000 inmates.....	1	.38	.10	58.85	916.25
Michigan:					
1 to 10 inmates.....	11	22.09	14.10	1,251.63	1,838.32
11 to 25 inmates.....	19	6.34	4.50	573.83	1,104.90
26 to 50 inmates.....	30	4.23	3.25	490.65	866.45
51 to 100 inmates.....	18	2.64	2.03	324.67	706.00
101 to 200 inmates.....	1	1.12	.84	173.91	614.13
Over 2,000 inmates.....	1	.21	.19	82.53	900.99
Minnesota:					
1 to 10 inmates.....	13	20.04	12.01	2,304.76	2,421.41
11 to 25 inmates.....	20	7.81	5.49	970.72	1,762.41
26 to 50 inmates.....	5	5.39	3.08	658.28	1,144.65
51 to 100 inmates.....	1	1.07	.71	645.64	479.57
101 to 200 inmates.....	1	1.26	1.26	893.78	2,388.63
201 to 500 inmates.....	1	1.17	.63	308.50	399.10
Mississippi:					
1 to 10 inmates.....	19	10.15	2.70	152.00	221.43
11 to 25 inmates.....	6	7.90	2.52	193.41	349.43
26 to 50 inmates.....	1	1.78	.67	111.11	88.89
Missouri:					
1 to 10 inmates.....	24	14.27	7.64	930.77	673.43
11 to 25 inmates.....	41	7.45	4.81	667.87	1,111.17
26 to 50 inmates.....	14	3.81	2.75	420.02	978.22
51 to 100 inmates.....	2	1.18	.96	163.13	1,476.47
101 to 200 inmates.....	1	1.61	1.13	732.39	1,676.06
501 to 2,000 inmates.....	2	.28	.09	135.11	2,504.20

TABLE 6.—AVERAGE ACREAGE OF ALMSHOUSES HAVING INMATES, AND VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, PER INMATE, BY STATE AND BY NUMBER OF INMATES IN ALMSHOUSE—Continued

State, and number of inmates in institution	Number of institutions reporting	Acreage, per inmate		Value, per inmate, of—	
		Total	In cultivation	Land and farm equipment	Buildings and furnishings
Montana:					
1 to 10 inmates.....	12	16.84	7.69	\$828.94	\$1,550.18
11 to 25 inmates.....	9	5.96	4.11	626.97	1,116.28
26 to 50 inmates.....	1	1.67	.93	219.70	1,635.91
Nebraska:					
1 to 10 inmates.....	32	44.24	33.65	6,071.49	1,705.10
11 to 25 inmates.....	7	14.38	11.57	2,082.58	713.48
26 to 50 inmates.....	1	7.27	4.85	846.97	939.39
201 to 500 inmates.....	1	.48	.09	507.17	943.40
Nevada:					
1 to 10 inmates.....	3	3.26	1.05	172.63	1,578.95
11 to 25 inmates.....	3	1.13	.10	68.75	1,000.00
26 to 50 inmates.....	2	.51	.40	141.79	1,358.21
New Hampshire:					
26 to 50 inmates.....	2	11.69	2.01	423.38	936.36
51 to 100 inmates.....	6	5.74	2.04	542.06	1,403.08
101 to 200 inmates.....	1	8.29	.41	225.96	720.53
201 to 500 inmates.....	1	.95	.12	809.53	280.22
New Jersey:					
1 to 10 inmates.....	9	15.08	12.00	1,333.33	1,986.11
11 to 25 inmates.....	2	5.97	3.55	2,662.90	1,437.10
26 to 50 inmates.....	6	4.05	2.09	263.08	961.88
51 to 100 inmates.....	8	3.07	1.65	289.41	1,082.98
101 to 200 inmates.....	2	1.34	.86	362.05	5,470.00
201 to 500 inmates.....	1	.29	.17	433.45	1,829.87
501 to 2,000 inmates.....	1				270.27
New York:					
11 to 25 inmates.....	1	25.93	12.86	964.29	2,071.43
26 to 50 inmates.....	13	3.16	2.27	364.45	1,325.21
51 to 100 inmates.....	24	2.85	1.58	291.86	1,013.88
101 to 200 inmates.....	17	1.42	.83	231.94	1,185.68
201 to 500 inmates.....	2	.60	.39	233.71	1,336.56
501 to 2,000 inmates.....	3	.63	.31	218.90	1,444.68
Over 2,000 inmates.....	1	.01		953.53	1,602.56
North Carolina:					
1 to 10 inmates.....	29	15.61	4.91	837.30	791.76
11 to 25 inmates.....	42	9.63	3.04	632.07	1,180.74
26 to 50 inmates.....	16	7.82	2.57	589.01	1,187.94
51 to 100 inmates.....	4	5.95	2.00	1,133.08	1,549.70
101 to 200 inmates.....	1	.83	.29	167.77	826.45
North Dakota:					
1 to 10 inmates.....	3	44.80	23.50	3,865.00	2,525.00
11 to 25 inmates.....	3	20.38	14.67	1,082.04	2,078.15
26 to 50 inmates.....	1	10.80	8.14	586.11	1,685.64
51 to 100 inmates.....	1	2.44	2.18	284.18	909.09
Ohio:					
11 to 25 inmates.....	6	9.65	7.62	864.98	763.43
26 to 50 inmates.....	42	6.43	4.51	773.77	1,390.08
51 to 100 inmates.....	28	3.66	2.73	573.28	950.29
101 to 200 inmates.....	5	1.44	.97	511.90	1,353.55
201 to 500 inmates.....	6	.83	.69	339.67	1,056.85
500 to 2,000 inmates.....	2	1.87	.78	527.39	950.92
Oklahoma:					
1 to 10 inmates.....	16	20.68	11.72	1,055.78	641.67
11 to 25 inmates.....	9	6.91	3.85	405.91	454.37
26 to 50 inmates.....	1	5.71	4.76	619.05	523.81
51 to 100 inmates.....	1	8.89	2.59	1,990.74	2,731.48
Oregon:					
1 to 10 inmates.....	5	6.95	3.66	724.66	350.00
11 to 25 inmates.....	9	4.62	2.23	696.04	948.17
201 to 500 inmates.....	1	.54	.28	228.97	619.72
Pennsylvania:					
1 to 10 inmates.....	11	13.32	5.40	787.69	1,537.92
11 to 25 inmates.....	8	5.50	4.23	751.80	1,116.67
26 to 50 inmates.....	9	3.99	2.22	598.36	1,962.20
51 to 100 inmates.....	18	3.52	2.18	558.80	1,400.97
101 to 200 inmates.....	16	1.74	1.17	581.44	1,564.94
201 to 500 inmates.....	7	1.51	.85	518.33	757.52
501 to 2,000 inmates.....	2	.42	.24	79.45	860.16
Over 2,000 inmates.....	1	.42	.19	323.49	843.53

TABLE 6.—AVERAGE ACREAGE OF ALMSHOUSES HAVING INMATES, AND VALUE OF LAND AND FARM EQUIPMENT AND OF BUILDINGS AND FURNISHINGS, PER INMATE, BY STATE AND BY NUMBER OF INMATES IN ALMSHOUSE—Continued

State, and number of inmates in institution	Number of institutions reporting	Acreage, per inmate		Value, per inmate, of—	
		Total	In cultivation	Land and farm equipment	Buildings and furnishings
Rhode Island:					
1 to 10 inmates.....	13	23.12	3.86	\$1,437.89	\$1,255.49
11 to 25 inmates.....	2	7.77	1.54	2,396.99	1,219.78
26 to 50 inmates.....	1	.18	.18	200.61	378.79
51 to 100 inmates.....	1	.32	.30	3,243.43	1,834.54
501 to 2,000.....	1	.02	.004	29.47	3,471.46
South Carolina:					
1 to 10 inmates.....	6	20.52	13.21	1,884.52	520.24
11 to 25 inmates.....	10	16.87	6.90	897.73	391.92
26 to 50 inmates.....	6	6.05	2.50	832.10	881.87
51 to 100 inmates.....	2	3.55	1.91	430.43	426.09
South Dakota:					
1 to 10 inmates.....	22	52.88	30.61	5,686.10	2,542.03
11 to 25 inmates.....	2	16.55	10.69	1,726.72	1,482.76
26 to 50 inmates.....	2	5.41	4.97	545.13	943.22
Tennessee:					
1 to 10 inmates.....	20	23.55	8.44	1,189.13	383.33
11 to 25 inmates.....	29	9.48	4.37	465.12	352.43
26 to 50 inmates.....	4	4.61	2.78	346.10	267.02
51 to 100 inmates.....	1	.08	-----	145.00	750.00
101 to 200 inmates.....	1	3.83	1.90	416.55	975.86
201 to 500 inmates.....	2	1.22	.75	357.79	1,332.34
Texas:					
1 to 10 inmates.....	28	31.84	15.86	2,007.70	673.03
11 to 25 inmates.....	14	6.91	4.56	828.62	560.00
26 to 50 inmates.....	2	5.92	3.73	702.67	546.67
51 to 100 inmates.....	1	1.02	.03	196.48	827.61
101 to 200 inmates.....	3	1.73	1.11	323.28	736.03
Utah:					
1 to 10 inmates.....	2	.90	.90	247.00	818.00
11 to 25 inmates.....	1	3.31	3.31	568.75	1,625.00
26 to 50 inmates.....	2	2.90	1.10	486.18	1,145.46
101 to 200 inmates.....	1	.04	.04	105.59	2,776.40
Vermont:					
1 to 10 inmates.....	32	34.16	11.32	1,158.72	1,200.27
11 to 25 inmates.....	3	6.67	2.50	451.92	855.77
26 to 50 inmates.....	1	8.20	1.88	92.50	87.50
Virginia:					
1 to 10 inmates.....	47	39.47	10.25	1,588.22	662.64
11 to 25 inmates.....	23	15.98	3.91	1,252.82	491.96
26 to 50 inmates.....	5	7.71	1.96	433.93	579.92
101 to 200 inmates.....	1	.05	-----	27.57	426.04
201 to 500 inmates.....	1	-----	-----	-----	1,145.72
Washington:					
1 to 10 inmates.....	10	6.87	5.06	1,433.97	957.35
11 to 25 inmates.....	5	5.33	3.20	1,143.02	393.02
26 to 50 inmates.....	4	2.09	1.80	642.86	519.84
51 to 100 inmates.....	3	1.43	.79	473.58	471.28
101 to 200 inmates.....	2	.76	.73	289.21	2,699.43
West Virginia:					
1 to 10 inmates.....	20	34.22	12.37	1,379.19	1,220.93
11 to 25 inmates.....	20	12.22	4.85	864.42	636.02
26 to 50 inmates.....	3	4.26	2.01	765.43	4,092.59
51 to 100 inmates.....	2	3.96	2.67	383.21	2,259.54
Wisconsin:					
1 to 10 inmates.....	5	23.09	11.00	2,004.99	1,406.39
11 to 25 inmates.....	24	12.28	8.55	1,726.17	1,478.61
26 to 50 inmates.....	17	3.76	2.70	567.13	1,263.22
51 to 100 inmates.....	4	3.78	2.92	625.45	614.32
201 to 500 inmates.....	1	.07	-----	37.33	882.56
Wyoming:					
1 to 10 inmates.....	2	9.67	5.22	1,169.44	1,166.67
11 to 25 inmates.....	2	3.33	.13	104.17	1,125.00
All States:					
1 to 10 inmates.....	787	23.18	10.38	1,627.61	1,152.97
11 to 25 inmates.....	586	8.93	4.81	879.39	981.68
26 to 50 inmates.....	334	4.90	3.18	676.28	1,160.37
51 to 100 inmates.....	202	2.98	1.84	547.13	1,081.70
101 to 200 inmates.....	80	1.51	.88	400.38	1,369.85
201 to 500 inmates.....	36	.82	.50	373.58	989.13
501 to 2,000 inmates.....	16	.47	.22	300.55	1,257.96
Over 2,000 inmates.....	5	.26	.14	307.99	1,439.27

Table 7 gives for the almshouses having inmates the number of inmates to each employee, and the average labor and maintenance cost per inmate, classified by State and by number of inmates in the institution.

TABLE 7.—AVERAGE LABOR COST AND COST OF MAINTENANCE PER INMATE OF ALMSHOUSES HAVING INMATES, BY STATE, AND NUMBER OF INMATES IN ALMSHOUSE

State, and number of inmates in institution	Number of institutions reporting ¹	Number of inmates per employee	Cost, per inmate, of—		State, and number of inmates in institution	Number of institutions reporting ¹	Number of inmates per employee	Cost, per inmate, of—	
			Em- ployees	Main- tenance				Em- ployees	Main- tenance
Alabama:					Indiana:				
1 to 10 inmates....	27	6.03	\$133.29	\$224.80	1 to 10 inmates....	7	2.95	\$145.69	\$487.53
11 to 25 inmates....	21	7.85	89.53	160.18	11 to 25 inmates....	34	4.52	92.80	350.59
26 to 50 inmates....	3	5.94	66.32	184.46	26 to 50 inmates....	37	7.23	69.94	289.35
51 to 100 inmates....	2	8.79	46.24	156.23	51 to 100 inmates....	17	7.32	70.00	326.54
101 to 200 inmates....	1	18.00	47.08	229.17	101 to 200 inmates....	3	8.41	87.68	317.11
Arizona:		(9)		800.00	201 to 500 inmates....	1	10.71	58.40	240.59
1 to 10 inmates....	1	3.37	252.39	812.07	Iowa:				
11 to 25 inmates....	2	5.85	157.89	500.63	1 to 10 inmates....	28	3.00	270.16	821.11
26 to 50 inmates....	1	3.68	211.43	571.43	11 to 25 inmates....	24	4.45	150.39	496.88
51 to 100 inmates....	1	3.68	211.43	571.43	26 to 50 inmates....	29	7.42	88.49	356.09
Arkansas:					51 to 100 inmates....	11	10.68	62.83	280.08
1 to 10 inmates....	14	6.64	192.88	367.46	101 to 200 inmates....	3	15.63	42.64	214.30
11 to 25 inmates....	10	10.20	154.13	262.93	201 to 500 inmates....	1	8.62	74.40	277.44
26 to 50 inmates....	2	15.00	56.33	206.48	Kansas:				
51 to 100 inmates....	1	5.00	122.40	346.67	1 to 10 inmates....	43	3.48	211.69	425.67
California:					11 to 25 inmates....	22	7.53	82.73	240.56
1 to 10 inmates....	1	2.00	365.00	1,000.00	26 to 50 inmates....	4	7.05	90.50	351.33
11 to 25 inmates....	5	3.58	238.02	450.63	51 to 100 inmates....	4	11.08	57.80	215.54
26 to 50 inmates....	14	3.00	238.01	720.37	101 to 200 inmates....	1	5.96	96.00	236.00
51 to 100 inmates....	14	4.83	176.92	595.57	Kentucky:				
101 to 200 inmates....	3	6.05	131.76	748.99	1 to 10 inmates....	35	4.38	132.05	227.94
201 to 500 inmates....	1	61.38	14.57	45.34	11 to 25 inmates....	25	8.60	77.73	178.32
501 to 2,000 inmates....	3	15.02	87.24	305.77	26 to 50 inmates....	7	9.63	75.70	245.31
Colorado:					51 to 100 inmates....	3	7.85	74.12	247.90
1 to 10 inmates....	7	4.00	251.30	672.54	Louisiana:				
11 to 25 inmates....	8	5.91	153.74	440.17	1 to 10 inmates....	3	5.50	212.73	212.73
26 to 50 inmates....	3	5.56	131.72	746.16	11 to 25 inmates....	1	4.67	124.29	257.14
51 to 100 inmates....	2	5.16	97.21	326.43	Maine:				
101 to 200 inmates....	1	4.10	148.38	357.38	1 to 10 inmates....	62	1.69	224.73	763.21
501 to 2,000 inmates....	1	43.50	11.46	37.17	11 to 25 inmates....	9	3.97	124.90	542.00
Connecticut:					51 to 100 inmates....	2	7.53	93.20	324.43
1 to 10 inmates....	26	2.79	181.92	620.33	201 to 500 inmates....	1	5.92	145.37	339.20
11 to 25 inmates....	10	4.97	130.07	469.82	Maryland:				
26 to 50 inmates....	3	12.89	54.07	340.46	1 to 10 inmates....	4	2.58	140.90	457.10
51 to 100 inmates....	2	7.86	84.91	314.53	11 to 25 inmates....	5	3.46	83.59	242.36
101 to 200 inmates....	1	4.58	57.33	273.37	26 to 50 inmates....	3	6.72	55.89	265.81
201 to 500 inmates....	3	8.40	102.97	436.25	51 to 100 inmates....	1	11.71	37.32	147.07
Delaware:					101 to 200 inmates....	1	6.12	67.88	320.07
26 to 50 inmates....	1	15.00	40.00	271.38	501 to 2,000 inmates....	1	14.08	60.69	272.86
201 to 500 inmates....	1	7.88	56.55	348.78	Massachusetts:				
District of Columbia:					1 to 10 inmates....	77	1.93	236.95	837.71
201 to 500 inmates....	1	7.24	72.95	278.24	11 to 25 inmates....	35	4.13	124.17	480.15
Florida:					26 to 50 inmates....	7	3.54	156.02	415.52
1 to 10 inmates....	4	3.80	195.37	500.00	51 to 100 inmates....	6	5.20	124.11	387.71
11 to 25 inmates....	4	5.75	100.87	297.49	101 to 200 inmates....	8	4.65	177.69	530.21
26 to 50 inmates....	1	5.63	98.65	228.39	201 to 500 inmates....	2	9.43	101.52	289.83
51 to 100 inmates....	1	5.88	110.40	400.00	501 to 2,000 inmates....	1	3.72	176.70	442.24
Georgia:					Over 2,000 inmates....	1	4.86	156.84	391.07
1 to 10 inmates....	36	3.44	106.42	250.11	Michigan:				
11 to 25 inmates....	14	6.33	69.64	237.39	1 to 10 inmates....	11	2.03	221.07	772.22
26 to 50 inmates....	3	5.11	73.06	279.77	11 to 25 inmates....	19	5.04	127.76	422.62
51 to 100 inmates....	2	9.53	56.01	284.60	26 to 50 inmates....	30	7.13	82.36	306.16
101 to 200 inmates....	1	13.20	80.00	272.18	51 to 100 inmates....	18	11.12	53.82	231.79
Idaho:					101 to 200 inmates....	1	20.44	26.71	155.07
1 to 10 inmates....	2	12.00	54.17	470.83	Over 2,000 inmates....	1	6.44	139.98	475.12
11 to 25 inmates....	6	5.60	167.34	364.36	Minnesota:				
26 to 50 inmates....	1	4.63	179.05	394.59	1 to 10 inmates....	13	3.37	262.78	718.37
Illinois:					11 to 25 inmates....	20	7.05	135.58	415.88
1 to 10 inmates....	16	3.38	172.38	434.86	26 to 50 inmates....	5	7.47	95.34	417.90
11 to 25 inmates....	31	6.07	113.38	331.07	51 to 100 inmates....	1	6.46	101.14	320.04
26 to 50 inmates....	23	6.00	102.02	371.79	101 to 200 inmates....	1	6.10	143.82	909.68
51 to 100 inmates....	13	8.70	74.64	291.52	201 to 500 inmates....	1	24.67	51.62	254.32
101 to 200 inmates....	6	9.22	69.81	234.99	Mississippi:				
Over 2,000 inmates....	1	8.43	134.89	341.33	1 to 10 inmates....	19	5.25	140.72	234.10

¹ As to institutions having no inmates see p. 27 and Table 8.

² Paupers housed in county hospital, no separate care.

TABLE 7.—AVERAGE LABOR COST AND COST OF MAINTENANCE PER INMATE OF ALMSHOUSE HAVING INMATES, BY STATE, AND NUMBER OF INMATES IN ALMSHOUSE—Continued

State, and number of inmates in institution	Number of institutions reporting	Number of inmates per employee	Cost, per inmate, of—		State, and number of inmates in institution	Number of institutions reporting	Number of inmates per employee	Cost, per inmate, of—	
			Em- ployees	Main- tenance				Em- ployees	Main- tenance
Mississippi—Contd.					Oregon:				
11 to 25 inmates	6	14.67	\$134.24	\$185.31	1 to 10 inmates	5	5.50	\$213.54	\$375.80
26 to 50 inmates	1	45.00	150.00	222.22	11 to 25 inmates	9	6.31	163.73	322.15
Missouri:					201 to 500 inmates	1	5.46	64.65	221.14
1 to 10 inmates	24	4.86	141.96	246.81	Pennsylvania:				
11 to 25 inmates	41	9.01	106.29	271.46	1 to 10 inmates	11	2.17	213.13	695.46
26 to 50 inmates	14	13.03	47.71	199.84	11 to 25 inmates	8	3.83	93.55	372.53
51 to 100 inmates	2	15.45	31.41	154.29	26 to 50 inmates	9	8.15	61.88	343.34
101 to 200 inmates	1	14.20	56.62	234.25	51 to 100 inmates	18	7.45	73.80	334.07
501 to 2,000 inmates	2	9.99	100.79	249.10	101 to 200 inmates	16	9.66	66.38	334.09
Montana:					201 to 500 inmates	7	9.81	81.40	240.09
1 to 10 inmates	12	2.34	455.36	791.80	501 to 2,000 inmates	2	12.18	80.58	325.63
11 to 25 inmates	9	4.54	190.06	440.27	Over 2,000 inmates	1	15.01	48.05	240.63
26 to 50 inmates	1	4.78	139.53	378.22	Rhode Island:				
Nebraska:					1 to 10 inmates	13	2.03	192.35	708.72
1 to 10 inmates	32	2.26	279.61	610.99	11 to 25 inmates	2	3.71	148.00	727.69
11 to 25 inmates	7	4.94	183.21	473.66	26 to 50 inmates	1	8.25	94.85	272.87
26 to 50 inmates	1	5.50	114.55	363.64	51 to 100 inmates	1	2.17	400.36	725.15
201 to 500 inmates	1	11.36	56.60	402.81	501 to 2,000 inmates	1	9.20	84.92	326.14
Nevada:					South Carolina:				
1 to 10 inmates	3	2.38	687.04	1,131.80	1 to 10 inmates	6	3.23	160.79	346.66
11 to 25 inmates	3	5.00	256.90	994.28	11 to 25 inmates	10	4.06	98.13	274.48
26 to 50 inmates	2	3.53	347.51	712.35	26 to 50 inmates	6	5.52	78.69	272.70
New Hampshire:					51 to 100 inmates	2	6.76	54.78	339.13
26 to 50 inmates	2	3.85	145.44	469.89	South Dakota:				
51 to 100 inmates	6	6.36	97.60	543.70	1 to 10 inmates	22	2.00	321.55	815.33
101 to 200 inmates	1	10.65	59.67	223.29	11 to 25 inmates	2	4.83	121.55	379.43
201 to 500 inmates	1	6.07	64.28	345.42	26 to 50 inmates	2	10.17	93.54	263.51
New Jersey:					Tennessee:				
1 to 10 inmates	9	2.77	144.89	437.06	1 to 10 inmates	20	4.60	100.82	225.45
11 to 25 inmates	2	3.88	140.97	738.96	11 to 25 inmates	29	10.94	84.64	182.07
26 to 50 inmates	6	5.98	79.49	350.68	26 to 50 inmates	4	11.75	33.69	111.21
51 to 100 inmates	8	6.57	107.52	401.36	51 to 100 inmates	1	12.50	63.00	250.00
101 to 200 inmates	2	9.66	76.35	240.31	101 to 200 inmates	1	20.71	28.14	96.55
201 to 500 inmates	1	5.63	240.07	566.38	201 to 500 inmates	2	9.13	78.57	310.07
501 to 2,000 inmates	1	10.57	137.84	333.78	Texas:				
New York:					1 to 10 inmates	28	3.67	191.07	464.67
1 to 10 inmates	1	2.80	250.59	1,680.48	11 to 25 inmates	14	10.68	113.38	332.36
26 to 50 inmates	13	5.62	105.94	371.74	26 to 50 inmates	2	7.50	92.27	321.07
51 to 100 inmates	24	7.07	83.99	329.31	51 to 100 inmates	1	14.00	34.69	124.99
101 to 200 inmates	17	9.73	72.46	296.70	101 to 200 inmates	3	7.88	67.30	271.39
201 to 500 inmates	3	7.62	114.12	294.40	Utah:				
501 to 2,000 inmates	2	14.65	68.74	265.70	1 to 10 inmates	2	2.50	323.15	485.61
Over 2,000 inmates	1	6.66	93.85	277.21	11 to 25 inmates	1	5.33	115.63	300.00
North Carolina:					26 to 50 inmates	2	4.87	102.38	376.00
1 to 10 inmates	29	4.00	121.57	293.93	101 to 200 inmates	1	8.94	91.56	356.18
11 to 25 inmates	42	6.72	91.07	262.42	Vermont:				
26 to 50 inmates	16	9.36	59.16	192.43	1 to 10 inmates	32	2.83	215.26	701.37
51 to 100 inmates	4	11.84	51.86	192.90	11 to 25 inmates	3	5.20	101.52	555.54
101 to 200 inmates	1	17.29	30.99	259.28	26 to 50 inmates	1	8.00	63.00	459.57
North Dakota:					Virginia:				
1 to 10 inmates	3	2.86	236.00	795.00	1 to 10 inmates	47	2.46	107.70	276.19
11 to 25 inmates	3	3.43	233.75	486.68	11 to 25 inmates	23	4.81	67.26	217.14
26 to 50 inmates	1	3.89	88.06	412.24	26 to 50 inmates	5	7.71	44.52	157.54
51 to 100 inmates	1	5.00	197.10	524.36	101 to 200 inmates	1	10.28	97.74	236.87
Ohio:					201 to 500 inmates	1	5.42	119.37	330.68
11 to 25 inmates	6	2.98	131.71	397.97	Washington:				
26 to 50 inmates	42	4.81	108.53	360.97	1 to 10 inmates	10	2.62	316.38	739.98
51 to 100 inmates	28	7.27	83.29	311.92	11 to 25 inmates	5	4.78	213.18	454.33
101 to 200 inmates	5	9.78	59.98	259.14	26 to 50 inmates	4	6.63	124.92	375.33
201 to 500 inmates	6	7.40	103.44	361.58	51 to 100 inmates	3	6.83	113.17	321.74
501 to 2,000 inmates	2	6.38	81.30	272.73	101 to 200 inmates	2	5.69	61.93	222.18
Oklahoma:					West Virginia:				
1 to 10 inmates	16	3.19	156.27	445.39	1 to 10 inmates	20	4.32	137.42	324.38
11 to 25 inmates	9	10.57	75.41	283.78	11 to 25 inmates	20	5.60	94.23	223.49
26 to 50 inmates	1	21.00	51.19	150.83	26 to 50 inmates	3	2.61	414.17	615.38
51 to 100 inmates	1	6.00	133.33	333.33	51 to 100 inmates	2	7.28	106.26	358.33

* Estimate.

TABLE 7.—AVERAGE LABOR COST AND COST OF MAINTENANCE PER INMATE OF ALMSHOUSES HAVING INMATES, BY STATE, AND NUMBER OF INMATES IN ALMHOUSE—Continued

State, and number of inmates in institution	Number of institutions reporting	Number of inmates per employee	Cost, per inmate, of—		State, and number of inmates in institution	Number of institutions reporting	Number of inmates per employee	Cost, per inmate, of—	
			Em- ployees	Main- tenance				Em- ployees	Main- tenance
Wisconsin:					All States:				
1 to 10 inmates.....	5	2.50	\$307.11	\$639.93	1 to 10 inmates.....	787	2.94	\$192.33	\$508.13
11 to 25 inmates.....	24	4.29	121.44	406.03	11 to 25 inmates....	586	5.72	113.13	353.59
26 to 50 inmates.....	17	8.07	64.26	252.62	26 to 50 inmates....	334	6.24	95.62	355.50
51 to 100 inmates....	4	11.41	44.48	177.25	51 to 100 inmates...	202	7.34	88.08	354.55
201 to 500 inmates...	1	13.63	34.82	292.60	101 to 200 inmates...	80	8.47	80.07	330.66
Wyoming:					201 to 500 inmates...	36	8.70	88.65	300.91
1 to 10 inmates.....	2	4.50	246.00	607.03	501 to 2,000 inmates	16	10.24	89.38	293.39
11 to 25 inmates....	2	4.80	207.50	632.14	Over 2,000 inmates	5	7.28	113.58	342.16

ALMSHOUSES WITHOUT INMATES

One hundred and thirty-seven poor-farm properties, comprising 19,968 acres, were reported as having no inmates. Fifty-eight of these are wholly idle, apparently abandoned; 44 are leased to tenant farmers; 12 are maintained as almshouses, with superintendents and other employees, but having, for the time being at least, no inmates; and 23 are worked by private individuals on a crop-share basis or are let for pasture.

Rent on the leased farms ranges from \$60 to \$1,500 a year and totals \$11,870, averaging \$270. The amount returned to public funds from sale of produce, pasturage, hay, etc., is \$20,444. The total earnings of the 19,968 acres of land is \$32,314, or \$1.60 an acre.

However, more than half that amount, \$18,831, is paid out again in salaries to superintendents retained in the unused almshouses, for caretakers, repairs, upkeep, insurance, and so on. The expenditures for salaries and wages is \$7,347.

The valuation of these 19,968 acres of public land is given as \$980,120. With publicly owned equipment amounting to \$33,276, the value of these unused poor farms is over a million dollars. The buildings valuation, with \$7,646 worth of furnishings, is \$280,091. Most of the almshouses are large, ranging from 8 to 30 rooms, unused except for those occupied by tenants and their families.

Aside from the inadequate returns from the farms which are yielding any revenue at all, it must be borne in mind that not only they but the 58 unproductive properties are public land and hence non-taxable. Accordingly, we find an unproductive investment of more than a million and a quarter dollars, in nearly 20,000 acres of tax free land, which yields less than a dollar an acre to the communities whose property it is.

Table 8 gives detailed information with regard to unused poor farms in each of the States in which they are found.

menting on one of the town farms in that State, says that it is "a financial asset to the community," as well as being "one of the few in the State which would meet with public approval."

A county farm in Kentucky is operated in conjunction with a ferry, the concession for which is given the man who runs the farm. The ferry, operated by almshouse inmates, earned \$2,000 of the \$2,500 which the institution cost for the year reported.

PHYSICAL AND SOCIAL CONDITIONS IN ALMSHOUSES

STATE REPORTS ON PHYSICAL CONDITIONS

Physical and social conditions surrounding almshouses and inmates were not considered in this study. The figures themselves, however, show plainly what actual conditions are from the standpoint of adequate equipment, sanitation, and decent food and care. For example, a report from one county shows a 2-story 16-room house valued at \$5,000 and equipment valued at \$400. It has 12 inmates and 4 employees. The total maintenance expense is \$5,220, of which \$1,920 is paid in salaries and wages, the average operating cost (exclusive of pay roll) per inmate being \$275 per year. That does not mean that \$275 can be fairly charged to inmate care. Included in the \$3,300 operating cost (exclusive of pay roll) are farm expenses and repairs and the maintenance of the superintendent and his family and one, perhaps both, of the other employees.

The State almshouse inspector's description of the same institution translates these figures into words:

This building is very old and in poor condition. Considering its condition the institution is clean and well kept. It is lighted by electricity and heated by stoves. The water supply is from a well and a pump. A tin tub in the wash-house is used for bathing, in which the inmates bathe weekly in the summer. The toilets are outside. The furniture consists of beds, stands, and chairs. The bedding consists of ticks, quilts, blankets, pillows, and pillow-cases. No provision is made for sick or custodial cases.⁹

Another county in the same State has an almshouse which the inspector describes as "a 2-story frame shingle-roofed structure in poor condition. While the plastered walls have been lately painted they are thickly populated with bedbugs. The institution is lighted by electricity and heated by steam. The water supply is from cisterns which practically are dry in summer. There is no fire protection. There are two bathtubs, neither of which can be used. The bedding consists of straw ticks, cotton blankets, pillows, and comforts."¹⁰ This house of 18 rooms and a farm consisting of 80 acres of "moderately good land" are valued at \$13,000. There are 17 inmates and the total annual cost is reported as \$2,930, of which \$980 goes into wages.

These almshouses are in Indiana, a State with a well-developed almshouse system, having rigid statutory regulations and adequate State inspection.

One county in Georgia, a State in which State responsibility has been lax and inspection almost negligible, reports a county farm of 5 acres, 4 of which are under cultivation, with 23 inmates housed in

⁹Indiana. Bulletin of Charities and Corrections, December, 1922, p. 310.

¹⁰Idem, p. 324.

4 small cottages. Total maintenance expense is given as \$1,586.84, of which \$744 is pay roll. On the basis of \$842.84 chargeable to inmate support, the cost per inmate is \$36.64.

This institution, according to the State inspector—

consists of four cottages, two with two rooms each, one with one room, and one with three rooms. All the buildings are old and dilapidated, too old to stand much repair. Each cottage is equipped with beds, chairs, and some other pieces of furniture. None of the furniture is much good and the beds are in pretty bad shape. Each room has a fireplace and kerosene lamps. The place was all wired once for electric lights, but they are not being used now. The superintendent did not know why they were not being used. There are no facilities for bathing and it seems there is no particular ruling enforced about bathing. All the water used is carried in buckets from the well. The inmates had the appearance of not having bathed in some time. The toilets are the regular outhouse surface type. The inmates are not given their meals in a body, but most of them prepare their own in their own rooms. Each cottage is equipped with some sort of stove for cooking. Their supplies are given them by the superintendent from the supply house.

Commenting on the financial showing of this institution the inspector says:

With the salaries eliminated the cost per person at the almshouse would amount to \$36.63 for the year. No person can be supported properly on that amount. It is hardly believable that the food of a person can be bought for that amount, not to speak of clothes, heat, lights, hospital care, recreation, and the many other things needed for the care of dependents broken in mind and body.

To give a more adequate idea of physical conditions existing in almshouses, extracts from State inspection reports are given for such States as print data of this character. The selections have been made at random.

ALABAMA ¹¹

In most of the counties of the State the almshouse property consists of a farm varying from a small tract of land in some, to quite an extensive acreage in others, and houses for the superintendent and the inmates. The buildings generally are very cheap box affairs, constructed of rough lumber, and are provided with no conveniences. The furnishings are in keeping with the structures, and the surroundings are uninviting. In a large majority of cases water for all purposes is obtained from surface wells, drawn in buckets. No bathing facilities being provided, the inmates use small tin tubs for this purpose, or go without ablutions for indefinite periods of time. Ordinary surface closets are in use in the main, and they are both offensive and dangerous. It can be readily seen that the simplest principles of sanitation can not be enforced, and that comfort is impossible under such conditions. * * *

The institution consists of a house for the keeper, and two 5-room houses for the inmates, all frame, with no conveniences. The keeper is paid on a per capita basis, and he provides all food, clothing, shoes, etc., for the inmates, the county providing the house furnishings only. In special cases of sickness the county provides a nurse or attendant, otherwise all the work about the institution is done by the keeper's family and the inmates.

This institution is on a steep mountain side, and at times is inaccessible. The keeper is paid on a per capita basis for the board, care, and clothing of the inmates, the county providing house furnishings only. The keeper has the use also of a few acres of tillable land, upon which the institution is located, as part compensation. The help includes the keeper's family and one hired woman who is paid by the keeper. There are five very ordinary frame houses, with no conveniences.

¹¹ Alabama. State Prison Inspector. Report, 1922.

The inmates are housed in numerous buildings, all of which are frame, equipped with modern conveniences, are in good condition and are kept in proper order. Ample provision is made for the care and comfort of the inmates. Vegetables are supplied in quantity, and a dairy is maintained and some meat raised for use at the institution, on the farm of about 30 acres of land. The keeper is paid a salary, and the county provides food, clothing, medicines, physicians, matron, trained nurse, etc., together with sufficient help for the proper conduct of the institution.

CONNECTICUT¹³

Almshouse is owned by the town and about 40 acres of land are included in the property. The house is a very old structure and when last visited was found in poor repair. Upon recommendation by the department to that effect the local officials agreed not to maintain the place as an almshouse. Recent town reports, however, give evidence that one or two public charges are boarded there.

The buildings consist of a modern brick structure for the administrative section and the men's department, together with an older wooden one for the women's department. There is also a separate building in which a number of demented and senile patients are cared for. The general condition of the institution, when visited, has been one of good order and reasonable comfort.

The building occupied is an old farmhouse, and when last visited appeared to be in poor condition. The only water supply for the whole farm was one well situated in the yard. The inmates had the same food as the keeper's family, but the standard of cleanliness in their personal appearance was not high.

The group of buildings erected for the almshouse was first occupied July 1, 1916. The institution is a model of its kind, arranged on the group plan, with separate pavilions for the different classes of inmates, connected by inclosed corridors. The buildings are two stories in height, of brick and stone, fireproof in construction, and all departments are equipped with the best modern apparatus and furnishings. The whole institution was found in excellent condition. Among improvements just completed prior to the visit were a new artesian well and a complete refrigerating machine.

A dietitian is employed and as a result a greater variety of food is provided for the inmates at a lower cost. All of the bread and milk used in the institution is provided from its own bakery and dairy. One hundred and sixty-two acres of land are included in the property, of which 142 acres were under cultivation.

The house is an old wooden structure of good size, but did not appear to have been kept in very good condition. The water pipes for the bathroom, which was situated on the second floor, froze a few years ago and were cut off, so that this feature of the house is practically useless. The heat provided for the inmates consists of one stove in a central sitting room on the second floor.

The almshouse is a large brick structure, with a number of dormitories and a hospital department on the fourth floor under the charge of two graduate nurses, one for male and the other for female patients. The farm in connection with the home is a source of considerable revenue, which helps to pay the expense of the almshouse. All departments of the institution presented an appearance of comfort and good order, and the inmates gave evidence of kindly treatment.

¹³ Connecticut. Department of Public Welfare. Report for 1921-22.

INDIANA ¹³

The farm consists of 300 acres of fairly good land. There is half an acre in garden and an orchard of 3 acres. There is not much small fruit. The products are used in the institution.

The house is a brick structure in good condition, neat and clean. It is lighted by electricity and heated by steam. The ventilation comes from the windows. The water supply is by means of a force pump. Fire extinguishers and a small garden hose furnish the fire protection. There are two bathtubs and two closets on each side of the building. The furniture consists of chairs, stands, and beds. Mattresses and blankets are used on the beds.

In serious illness inmates are cared for in a hospital room, otherwise in their own rooms. There is sex separation. The inmates are clean and well kept. They bathe once a week and have good, clean clothing. The general health is good.

This institution is a two-story brick, fireproof building, in poor repair. It shows hard usage and neglect. The women's department was fairly clean, but that for the men was dirty. The institution is heated by steam. The ventilation comes from doors and windows. There is a private system of water supply, which is inadequate; also private sewerage system. The fire protection is inadequate. There are bathtubs and closets. The furniture consists of beds and chairs. The bedding is standard.

The custodial cases and the sick are poorly cared for. The hospital rooms are used for storage purposes. The custodial building showed hard usage and neglect and it is dirty. The sex separation is good. The inmates are fairly clean. They bathe weekly, have fairly good clothing, and the general health is good.

Repairs have been neglected and the institution has not been painted since it was built.

The superintendent is required to furnish farm help, which is contrary to law.

The farm contains 200 acres of fairly good land. The institution is composed of a main two-story brick building, a separate two-story brick building for men, and a one-story brick custodial building for women. All of the buildings are very poor. The institution is fairly clean. It is impossible to keep it wholly sanitary on account of the poor condition of the buildings. It is lighted by electricity and heated by steam. The ventilation is adequate. The water supply is from driven wells and two cisterns. Three small hydrants in the yard and some hose furnish fire protection. There are two bathtubs for men and one for women, and there are three closets for men and two for women; also two outside closets. The furniture is shabby. Single iron and wooden beds are used with straw ticks, blankets, quilts, and pillows. Most of the bedding is in good condition.

One insane woman is locked up most of the time. The sick are only fairly well cared for; there is little provision for special care. The inmates appeared clean. The food is ample and good.

This institution is a two-story brick, modern, well-equipped structure and very clean. It is lighted by electricity and heated by steam. The ventilation comes from the windows. There is a good sewerage system and excellent water supply. Chemical extinguishers and hose furnish the fire protection. There are bathtubs and closets in each department, in excellent condition. The bedding is in good condition.

Two men and one woman are insane. There is complete sex separation. The inmates are very clean. They bathe weekly or oftener and their clothing is clean and well kept. Three meals a day are served, prepared by the inmates and employees. The food is ample and good.

The farm contains 210 acres of good land. There is a garden of 6 acres, all in fine condition. The farm buildings are ample and good; the fences are poor; the dooryards are neat. The institution is well supplied with farm machinery.

¹³ Indiana. Bulletin of Charities and Corrections, December, 1922.

The institution is a two-story brick building of the old type, much worn and inconvenient. A two-story brick annex is fairly good. The institution is quite clean. It is lighted by electricity and heated by stoves. There is excellent water supply. Fire protection is inadequate. Both departments are equipped with bathtubs and closets. The furniture is old and uncomfortable. The bedding is clean and in good condition.

The county nurse is available upon call. Sex separation is complete. The inmates are quite clean. They bathe once a week and have good, clean clothing. Three meals a day are served, prepared by the matron and employees. The food is ample and good.

ILLINOIS ¹⁴

There are some excellent almshouses in Illinois, handsome, homelike, well-equipped; and in every way modern and admirable. There are some almshouses that are dirty hovels. Every degree of good and bad housekeeping can be found illustrated in these institutions. Every ideal of a good home for old people and every conception of how to "care for paupers" can be discovered by a tour of these institutions. Vermin, filth, immorality, still find their way into this class of institution. Kindness, cleanliness, good sanitation, and intelligent management are prominent in others. * * * The evolution from the tragic old poorhouse with its ghastly "crazy house" attached to the modern comfortable home for old people is gradually coming about. Every stage in this evolution can be found somewhere in Illinois' collection of county almshouses.

KENTUCKY

The Kentucky State Board of Charities has been established less than five years and so far has dealt only with State institutions. The need of county work is so apparent, however, that efforts are being made to increase the scope of the board's work. Some almshouse inspection has been done by the field workers of the Eastern State Hospital, but there is no State agency through which this work is carried on.

To relieve the appalling overpopulation of the Eastern State Hospital for the insane an attempt is being made to place in the almshouses of their home counties a considerable number of harmless senile patients now in the insane hospital who because of age can not be restored mentally and who need only custodial care and good food. Accordingly an investigation of conditions in these county institutions has been undertaken. So few of them have been considered fit habitations, particularly for custodial patients, that slight progress has been made in carrying out the plan of the hospital executives.

Reports of the field agent of the hospital, covering what were selected as one representative, two good and two bad county homes in Kentucky, are presented. The judge of one county refused the agent permission to visit the almshouse of that county, because it "wasn't fit for a lady to go into."

[The "representative" institution] consists of four two-room shacks on a dry, stony hillside farm of 40 acres. The superintendent's residence burned down two years ago and has never been rebuilt. Since that time his family has made shift to live in one of the pauper cottages with an additional room and inclosed porch built for kitchen and inmate dining room.

The cottages have galvanized iron roofs, the interiors are ceiled with plain boards. Heating is by means of old-fashioned grates very much out of repair. Coal-oil lamps are used for lights. Water supply is from the cistern. The only sanitary conveniences are two rough privies, not at all weatherproof. Furniture is scanty and very much battered. Bedding consists of old comforts and blankets in various stages of disrepair. Only a few beds are provided with sheets.

The superintendent has been there for several years. He is a pleasant, easy-going man, very kind and indulgent to inmates. He deplores conditions but says it is impossible to get any money out of the county commissioners, as the county is so heavily in debt. He is allowed the use of the farm and \$11 per month per inmate.

¹⁴ Illinois. Institution Quarterly, June-September, 1920, p. 76. "County institutions and agencies in Illinois," by Elizabeth Jack, inspector for board of public welfare.

The county infirmary has been in its present location since 1876. It consists of a fertile, well-cultivated farm of 150 acres, where eight neat little cottages are grouped around a fine old-fashioned farmhouse, all the buildings in excellent repair and shining with fresh paint. All were clean and neat and furnished with good, durable furniture.

Many up-to-date features were noticed. A system of concrete walks connects all buildings.

Patients have large airy dining room in a separate building. The laundry building is equipped with modern washers, centrifugal wringer, drying room, and mangle. Bathrooms are also in this building. The entire plant is lighted by electricity.

There is an excellent system of outdoor toilets whereby each toilet is numbered to correspond to the number of the cottage room, enabling the superintendent to fix responsibility for keeping these places clean.

The superintendent reserves one cottage as a receiving ward and holds all newcomers for a period of quarantine. County physician makes daily routine visits.

The superintendent, who has had charge of the infirmary for 18 years, is proud of his institution and is always planning ways of improvement.

The buildings consist of a superintendent's residence, which is a single-story frame farmhouse not well kept up, and four shacks which comprise the pauper quarters. These are grouped around an untidy yard, are very much out of repair, dreary, and depressing.

On the right is the cottage for women, four rooms all in a row. Then comes a cottage of two rooms for male paupers. Directly opposite is a cottage for colored inmates, also with two rooms. The fourth cottage is at the end of the yard and is used for storage of supplies, junk room, isolation hospital, or morgue, as necessity dictates.

The shacks have tin roofs and at some time have been whitewashed. A rough boulder at each door serves as a front step. Grates are used to heat these buildings but are poorly constructed and in bad order. The water supply is drawn by hand from a well in the superintendent's yard.

No light is given the inmates. No sanitary conveniences of any kind were found.¹⁵ The furniture is very scanty, consisting mainly of dilapidated cots, with dirty, verminous bedding.

Cooking is done in the superintendent's building, the meals being served in the paupers' dining room at the rear of the kitchen. This room has oilcloth covered tables and a scanty assortment of battered dishes and cutlery. The place was not clean.

This is quite a pretentious institution. There is a large three-story brick building containing about 48 rooms situated on a good farm of 190 acres. There is a fine lawn in front of the house, with handsome trees, so that the place has the general appearance of a boarding school or summer hotel. According to the county clerk, "the county infirmary was a disgrace, consisting as it did some 30 years ago of three or four log cabins in an almost inaccessible hollow far from any sort of road. The present infirmary was built in 1890, and as we wanted an extra nice one we built it a lot bigger than we will ever need."

There is an ell at each end of the building, one of which is reserved for male inmates. The kitchen and dining room and the quarters for woman inmates are in the other wing. At present there are 8 inmates, 6 men and 2 women, practically all senile cases.

The buildings seemed in a fair state of repair, clean and orderly. The equipment is old and scanty. The institution is heated by steam and lighted by oil lamps. There is a bathroom in each ell, but only one is used. The matron said that the inmates bathe in laundry tubs, "as they are used to that." Toilets are outside, in separate buildings for sexes, well constructed, with concrete vaults.

None of the rooms on the second floor is occupied, although two are reserved as hospital rooms. Except for screening there is nothing to differentiate them from the others in the way of furniture or equipment.

¹⁵ When questioned by the bureau representative as to whether this meant that there were no privies, the State agent answered "Yes."

The large amount of space makes possible a "chapel," "sitting room," "reception room," "office," etc., on the first floor, but these are rather cheerless in all their aspects.

The agent noticed a plentiful supply of fire extinguishers located at important points.

This institution is situated on a farm of 330 acres, only one-third of which is considered first-class land. There are two buildings, each two stories high, very old and of cheap, poor construction. They are hardly worth the repairs and paint so badly needed. Equipment is worn out and scanty in the extreme.

One could hardly describe the hopeless, poverty-stricken air evinced by the sagging doors, broken walls, soiled, ragged wallpaper, which in the first place was merely samples or newspapers pasted on haphazard, broken furniture, trampled, frowsy front yard, all contributing to a most unhappy picture.

NORTH CAROLINA ¹⁶

County homes in North Carolina include every type and condition of building, from wretched shacks to creditable plants. A number of counties have the cottage system. The typical institution of this class consists of a group of two-room wooden buildings. A few homes built on this plan have brick cottages. The tendency is away from this type of institution. The newer homes consist of one building or of a group of connected buildings, usually of brick. Thirty counties each have buildings valued at \$15,000 or more. Eleven of these each have buildings valued at \$40,000 or more. Some of the better buildings, however, were poorly planned. Few of them, in fact, show evidences of having been planned by one who had any definite conception of the problems presented by the county home. There is rarely adequate provision for the segregation of the sexes. There is not always complete separation of the races. Nine counties report hospitals or infirmary wards for the care of the sick. Two of these, however, are not equipped; one is not ordinarily used; and another is now being used as living quarters for inmates. We have yet to see such a ward adequately equipped.

The furnishings in general are of the crudest sort. A cheap bed—usually a double bed—a chair, sometimes a table; these are the typical furnishings of a room in a county home. Such luxuries as closets, bureaus, or mirrors in the rooms of the inmates are unknown in many county homes. To supply water for drinking there is often a bucket with a common dipper.

SOUTH CAROLINA ¹⁷

With few exceptions, homes for the poor in South Carolina are unpainted, dilapidated shacks. The food and clothing provided for the inmates are in keeping with their surroundings. Sanitary facilities are primitive and ill kept, and conveniences are almost unheard of. Medical attention is severely handicapped because of the lack of facilities and reasonable compensation to the physicians. Vocational training, recreation, and religious exercises are for the most part subject to the attention of a few remaining faithful friends. Institutions of this kind are a detriment to the body politic.

The buildings and grounds are well cared for, the food given the inmates is exceptionally good, and the attitude of the superintendent toward the institution and its paupers is commendable.

The disposal of sewage is probably the great drawback to this institution. The little outhouse which is used by all has two compartments, is in bad state of repair, and is not kept in the proper sanitary condition to insure safety.

The repairing of the cottages, including the screens, and the addition of some new equipment would add greatly to the comfort, and thereby the health, of the inmates.

Because of the heavy duties incident to the almshouse farm there is little time to care for the inmates properly. Two or three inmates do their own cooking. All of the inmates care for their cottages the best they can.

The cottages are in need of repair and are not screened.

The food or rations given out are fair and varied.

The superintendent keeps no record of the personnel or activities of this institution.

¹⁶ North Carolina. State Board of Charities and Public Welfare. Biennial report, 1920-1922, p. 55.

¹⁷ South Carolina. State Board of Public Welfare. Fourth annual report, 1923.

Some improvements of value have been made within the past year. A chemical fire engine is now in readiness to protect the aged and infirm in case of fire. New barns and chicken houses have been erected that will move the livestock farther away from the living quarters of the superintendent and the inmates, which is a decidedly good move from a sanitary standpoint. The walls of the inmates' houses, which are in a bad state of repair, are to be fixed.

The grounds are kept in fair condition. The inmates' quarters and their beds are kept in satisfactory shape, the bedding being especially clean.

The disposal of sewage is not adequate or properly handled.

The feeding of the inmates is very good. Milk, eggs, and chickens are freely used. A good garden is also at hand.

The attitude of the superintendent and his assistants toward the inmates is commendable.

None of the buildings is designed or built to care adequately and comfortably for the indigent poor of the county.

The food given the inmates is fair and well prepared, but variety is lacking. The disposal of sewage at this almshouse is an outstanding menace. The out-houses are shabby and not properly handled, consequently little used.

Medical attention seems commendable, but little can really be done without an assistant to carry out the doctor's instructions and attend the sick.

Taking into consideration the present equipment and the old buildings in need of repairs, the inmates are made fairly comfortable and the entire institution is kept reasonably sanitary and clean. The food is good and is prepared and handled properly.

The races are separated but the sexes are not, which is a constant threat to society and the county administration.

VIRGINIA

The latest inspection of almshouses by the Virginia State Board of Charities to be published was made in 1909. Commenting on that report and its use at present the secretary of the State board had this to say to the bureau representative: "In a few cases there has been marked improvement in the county almshouse beyond the conditions outlined in the 1909 report. Several counties have discontinued their almshouses since then. On the whole, however, the chief difference between that report and a similar one published to-day would be that the later survey would show merely 15 added years of depreciation, neglect, and decay."

The following statements are taken from the 1909 report:

Three wooden cottages erected in 1859. Seven rooms for paupers. Heated by fireplaces, lighted by lamps. No water in cottages, which are in fair condition. Sexes are separated "when it can be done." No definite recreation; those who are able have "household duties"; if they refuse to work, they are "whipped if necessary."

No one except the superintendent is employed to care for the inmates.

Built on cottage plan. Cottages have two rooms each, capacity two paupers to a room. Arrangements for sleeping are straw beds and blankets. Heated by open fireplaces, lighted by lamps. No water in cottages. The institution is clean and well kept.

Sexes are separated; inmates are "at liberty to come and go as they please"; the form of punishment for those who refuse to work is whipping.

Two employees to care for inmates, the superintendent and a colored woman who "waits on the inmates, cooks, washes, cleans and does anything necessary."

Brick building for white inmates and wooden cabins for negroes, erected "100 years ago." Twenty-four rooms in all; from one to four paupers kept in a room, single beds. Heated by wood stoves, lighted by lamps. No water in building. Well kept.

Three persons are employed to care for the inmates—superintendent, matron, and one assistant.

Constructed on cottage plan; buildings all old and dilapidated. The inmates are housed in three unplastered cottages and one room of the superintendent's building. Heated by fireplaces, lighted by lamps. No water in cottages.

Two one-story frame houses, total, three rooms, and another with five rooms; "from two to four put in a room." Heated by fireplaces and stoves, lighted generally by pine knots. No water in buildings. In fairly good order.

CHARACTER OF SUPERVISION

Conditions in almshouses depend to a very great extent upon the character and efficiency of the superintendents and matrons.¹⁸ In the personnel and management of pauper institutions there is probably as wide a range of adequacy and fitness as there is in the physical aspects, with perhaps just as great a preponderance of unfit persons in charge as there is of unfit quarters.

With very few exceptions, almshouse superintendents are the political appointees of county or other local officials, and accordingly change with every change in the political complexion of the community.

Massachusetts affords an exception to this general rule, at least to a great extent. The superintendency of the almshouses of that State seems to be more nearly a calling than a political job, and the State almshouse inspector records length of service in that capacity as great as 34 years in one institution, with numerous instances of 15 years and longer.

However, especially under county organization, the position is a political one. The very conditions of employment in themselves are such as to make the position unattractive to the type of person best qualified to fill it. Salaries in the small institutions seldom exceed \$600 a year. To be sure this is in addition to quarters and full maintenance for the superintendent and his family, but even aside from the compensation, housing conditions and the nature of the work itself militate against attracting competent service.

Suppositionally the superintendent of an almshouse should qualify as a successful farmer, a capable executive and manager of a public institution, and a social worker with an attitude of benevolence and kindly fair dealing toward his charges. Certainly the situation is one which calls for these attributes.

Needless to say the facts are in direct opposition to the theory. Far too frequently the superintendent "belongs to a class only slightly superior to the majority of the inmates. He is rarely in a class with the other officials of the county. He is not the type of man who could be elected register of deeds or clerk of the court. There are a few exceptions, but they are exceptions."¹⁹

¹⁸ Illinois. *Institution Quarterly*, June-September, 1920, p. 76. "County institutions and agencies in Illinois," by Elizabeth Jack, inspector for board of public welfare.

¹⁹ North Carolina. State Board of Charities and Public Welfare. Biennial report, 1920-1922, p. 56.

One of the chief difficulties encountered in making this study has been the almost universal illiteracy of almshouse superintendents. The reports of State inspectors frequently contain such notes as "superintendent can read and write a little"; "superintendent is very low grade and his wife, who is matron, has even less intelligence than he—evidently a moron."

This, then—in most instances in the small almshouses, especially those coming within the two smaller inmate groups (less than 26 inmates), which comprise more than 50 per cent of all institutions—is the type of man depended upon to care for our paupers. Larger institutions, as a rule, fare better than the small ones in securing competent service. The salary is larger and more assistance is given the man in charge. But in most of these institutions the man appointed to the superintendency is primarily a politician or some one to whom it is advisable or convenient to give political preferment. If he is a good farmer or an able executive, that is the good fortune of the county and the institution, since it is quite incidental to the issues determining his choice.

In any case, larger pauper institutions are not in themselves a problem to the extent the small ones are, and there are comparatively few of them. In the average small institution the superintendent has a large farm to work. A pauper farm seems, by some trick of circumstances, to be either the best or the worst land in the vicinity. In either case its cultivation presents a problem. For efficient and economical development of 100 acres of land, whatever the quality, knowledge and long experience in farming are required. Successful farmers are not apt to become almshouse superintendents. Confronted with the necessity of working, practically single-handed, a large farm, the politically selected superintendent meets it by doing the best he can with one-third or less of it, raising what is needed and can be used by the inmates and his own family and disregarding the rest. As a consequence the greater proportion of the public land embraced in poor farms is idle land.

The situation is materially different on those farms which are leased to a superintendent on contract. In that case, almost without exception, the man who is operating the farm is entitled, after supplying the needs of the inmates, to whatever he can make out of it. Naturally it is to his advantage to develop the farm as fully as possible. In such cases the superintendent is likely to be a good farmer, and as a rule he is able to pay for labor to help him work the farm. Contract farms show a much higher percentage of land in cultivation than do farms where the superintendent is employed on a salary and is required to turn back to the local treasury or to the maintenance of the almshouse whatever is made from sale of surplus produce.

On the other hand, while the farm may fare better under the contract system, the inmates undoubtedly receive less attention than under the direct employment system. The interest of the man operating the institution, so far as he has an interest, is in the farm, not in the inmates. Even if his inclinations are toward kind and humane care of his charges, his time is almost fully occupied in running the farm. The result is a public institution which is permitted to run itself.

Not infrequently the lessee of a pauper farm does not live on the premises, but on an adjoining farm, leaving the inmates of the almshouse with no supervision. In one such case in Georgia the lessee assured the State inspector that the inmates "get along better without anyone around. They look after themselves all right." At the same time he admitted having recently gone over the almshouse for the first time in several days and having found a negro woman inmate dead on the floor of her room. When she had died or why no one seemed to know or to feel any special concern.

Exceptional cases of this kind merely emphasize conditions which are far too likely to obtain under what one State official terms the "pernicious contract system." Under it—

the supervision, care, direction, and control of the inmates of the almshouses are practically left to the superintendent in charge. He and members of his family usually look after the inmates and, in addition, do the work required about the premises and the farm. The contract is entered into by the county on account of its supposed saving in money to the treasury, and by the superintendent as a means of providing a support for himself and his family and of laying up money for the future. It can readily be understood that the inmates necessarily frequently suffer from neglect, this being especially the case among those who are ill.²⁰

The report quoted states that this system is used "in a majority of the counties" of Alabama, a situation which also exists in practically all of the Southern States. In Arkansas, Mississippi, and Kentucky, particularly, there are few almshouses which are not operated under contract.

Even under the direct employment plan the superintendent must necessarily give most of his attention to the farm, if it is worked at all, for in the small institution he seldom has sufficient help with the farm work. In most instances this leaves the actual management and operation of the almshouse as a public charitable institution to the superintendent's wife, who thus becomes matron of the institution for no better reason than that of her relationship to its superintendent. It is seldom, indeed, except in the really large institutions, that a woman is employed to serve as matron of an almshouse. Such an official is needed, of course, however small the establishment may be. But she is there, ready to hand, in the person of the wife of the superintendent. In fact it was reported, but not verified, that in one State the law requires that an almshouse superintendent be a married man and that his wife act as matron. There are some instances, about 20 in all, in which the matron is the official in charge. In such cases, however, she has been considered the superintendent and treated as such in the report, regardless of sex.

The matron of a small almshouse, then, is a public official "by marriage." Her qualifications for the position are even less a matter of public concern than are those of the selected official. Yet socially her responsibility is greater, for she has the direct care of the inmates and the management and direction of the household. As a rule she has only such help as the inmates give her. Three hundred and forty-eight of the 1,349 institutions having not more than 25 inmates employ a cook, laundress, or other domestic to assist the matron. In the rest of them she works without paid help.

²⁰ Alabama. State Prison Inspector. Report, 1921-22, p. 73.

Household management in an institution such as most of our almshouses are must call for a degree of efficiency and intelligence possessed by few of those who undertake it. Old houses, many of them very old, without lighting facilities, without running water, generally heated by stoves or grates, almost always inconvenient and badly arranged, and almost always in need of some essential repair—with such material an almshouse matron is expected to provide clean, comfortable quarters for the public charges committed to her care. Cleanliness under these circumstances, in addition to the personal habits of most of the inmates, is achieved—when it is achieved at all—only by eternal vigilance, hard work, and a constant struggle against vermin. Cooking or supervising the cooking of the meals, laundering clothing and bedding for her own and her official family, nursing sick old people, are tasks that she must do or have done some way. Inmates, especially the able-bodied old women, frequently do the cooking and the dishwashing for the smaller institutions. But whatever nursing care is necessary generally devolves upon the matron.

The element of inmate care which receives the least attention is that which humanity demands should have the most—the nursing of sick, helpless old people. The matron has not the time to attend properly to nursing the sick, even if she had the knowledge and experience. Nurses are rarely found on the staff of almshouses with less than 100 inmates, and where they are it is mostly because of insane patients in the almshouse. Medical attention is given either by the county physician, who makes routine visits, or by a physician who is retained by the county or town officials to respond to call when needed.

Consequently the matron is chiefly, often solely, responsible for the care of inmates in illness, a responsibility which, considering the usual age of the patients, may mean life or death. But that, too, in the management of a small almshouse, apparently, is “all in the day’s work.”

Granting that the wife of the superintendent of an almshouse may have no harder life as an individual than the wife of the farmer on the neighboring farm, nevertheless circumstances have placed her in the position of public servant, wholly without regard to her ability or her willingness to perform the work. For this public service many of these women receive no pay in their own name. They get their living, of course, as does the superintendent. Exclusive of the 270 almshouses run by contract, in which the lessee’s wife serves as matron, 375 of the small inmate groups almshouses report matrons without salary. When they are paid at all the amount is usually \$10 or \$15 a month and occasionally as high as \$40.

In Ohio, New York, and Pennsylvania, where most of the institutions come under the large inmate groups, matrons are paid salaries ranging from \$200 to \$900 and averaging \$600 a year.

Nurses, cooks, and kitchen help are added to the staff of the larger institutions. The number of nurses is considerably larger in the large inmate groups, because almshouses of two or three hundred inmates and more are in effect hospitals. The kind of care received by inmates in the large institutions differs greatly from that accorded inmates in the small ones, not because their need is greater but because conditions make it possible to give more adequate attendance and care.

STATE REPORTS ON SOCIAL CONDITIONS

The unavoidable conclusion seems to be that dilapidation, inadequacy, and even indecency are the outstanding physical features of most of our small almshouses. Ignorance, unfitnes, and a complete lack of comprehension of the social element involved in the conduct of a public institution are characteristic of a large part of their managing personnel. Among the inmates themselves insanity, feeble-mindedness, depravity, and respectable old age are mingled in haphazard unconcern. It is idle, then, to imagine that social conditions in these institutions could be other than deplorable.

In this investigation no attempt was made to study these conditions at first hand. Reports made by State officials, however, contain authentic stories which are vividly illustrative of mismanagement and indifference in the administration of these public institutions, and of the disgraceful state of affairs which results.

Stories of illicit relations among male and female inmates of almshouses, because of inadequate or indifferent supervision, are numerous in State reports, and State boards complain of the number of cases of feeble-minded illegitimate children born of almshouse inmates—cases which the child welfare agencies of the States must look after because of laxity on the part of the local officials.

A small institution in Kentucky has as inmate a young negro woman who is an epileptic, given to frequent violent seizures. The matron has no assistance in the care of the home and the inmates, and the other woman inmates are all old and feeble. None of them is able to look after the epileptic. The county could not, or at any rate did not, provide a nurse for the institution. To meet the problem of attending and restraining the woman during her spasms, which might occur at any time of the day or night, the superintendent assigned a negro man inmate to act as her nurse. The "nurse" has been occupying the same room with the patient ever since, with a result which might readily have been foreseen, that of the birth recently of a child. In the first instance a violent case of epilepsy has no place in an almshouse, especially in an almshouse in which it is impossible to secure any kind of care. In the second place, however grave the problem confronting the superintendent, meeting it in this way merely increased the problem for the almshouse and for society.

In a certain county home in the State [North Carolina], in one room of a two-room cottage, lies an old man with cancer of the stomach. There is no matron in this institution and no nurse. The superintendent looks after the 400-acre farm belonging to the county home and a farm of his own. He is at the home but little except at night. In the meantime the old man lies there without attention. When a Red Cross nurse visited the home with the idea of instructing some of the inmates in looking after the others she found no one, able to work, with intelligence enough to follow instructions. And the old man continues to lie there without attention. The odor that comes from his room is such that it is difficult to approach within a radius of 20 yards from the door.²¹

The State inspector for South Carolina reports an almshouse in which "all of the inmates are incapacitated for work of any kind. The one white woman inmate was found all alone in a cottage and very ill. This cottage was insanitary in every way and flies were swarming about the unfortunate woman, who was too weak to brush

²¹ North Carolina. State Board of Charities and Public Welfare. Biennial report, 1920-1922, p. 61.

them away. The only attention she gets is an occasional visit from the superintendent's wife or from the negro cook at mealtime."²²

Illinois reports a case in which "it took the superintendent several hours to thaw out a man who had frozen one night sleeping in the almshouse," and mentions one county home which under inspection "would try to hide its dirt, its bed in the coal cellar, and to shield from publicity the peculiar mixture of families and sexes that have been permitted to room together."²³

Practically everywhere the small almshouse stands out as the victim of a web of indifference and neglect which begins first with a public which either knows nothing of its existence or has so little concern that it pays no attention to conditions. Given an indifferent public, it is rarely indeed that the elected officials of that public will feel or show a deeper interest. These officials accordingly discharge their obligation to the pauper element of the population in the easiest way, which proves to be neither the best nor the cheapest. Indifferently selected by supervisors who have no interest and who have back of them no public sentiment to compel an interest, the man to whom is intrusted the immediate care of paupers and the pauper institution follows the same route of indifference, callousness, and deliberate neglect.

Possibly the large almshouses have been institutionalized until that somewhat indefinable quality known as "the milk of human kindness" has become considerably curdled. Nevertheless the object of their rigid routine is attention to the actual physical needs of the inmates, and by virtue of the machinery itself those needs are supplied. Where there is no machinery and no facilities for meeting these needs they are not met, and by and large, the quality of human kindness is no less lacking.

COST OF SMALL ALMSHOUSES

That an unnecessarily high cost, inefficient methods, and inadequate care are the result of the multiplicity of small almshouses is shown by a study of the statistical data shown on pages 8 to 29. As Mary Vida Clark says, in an article in the *Survey*:²⁴

The multiplication of almshouses is extravagant and ineffectual to a degree seldom realized, because these institutions are too uninteresting to be contemplated by the modern health or social worker long enough to be understood.

Take, for instance, the State of New York outside New York City, with about 5,000,000 people in its 57 counties, which contain 62 county and town almshouses. Other States have even more county institutions than New York. Consider, for instance, Indiana, with a population under 3,000,000, and with 90 counties, each with its almshouse. Let the expert in State finance picture these scores of little institutions, with their miscellaneous and unclassified populations, purchasing supplies and running farms, each according to its own self-selected plan, in its own political milieu, generally changing such policy as it may have and losing most of the experience it may have gained with every election of county officers.

The Indiana almshouses offer an interesting study along this line. There are 92 of them, instead of 90 as given in the above quotation. Seven are in the 1 to 10 inmate group; 34 in the 11 to 25 group; 37

²² South Carolina. State Board of Public Welfare. Fourth annual report, p. 168.

²³ County Homes of Illinois.

²⁴ The *Survey*, July 26, 1919. "The passing of the county farm," by Mary Vida Clark, executive secretary Women's Prison Association, New York.

in the 26 to 50 group; 10 in the 51 to 100 group; 3 in the 101 to 200 group; and the largest is in the 201 to 500 group, having 225 inmates. There are therefore 78 almshouses in Indiana with less than 51 inmates each. The average cost per inmate in these institutions, as shown in Table 7, page 25, ranges from \$487.53 in the 1 to 10 inmate group to \$240.59 in the 201 to 500 group. The average cost per inmate in the group containing the greatest number of institutions is \$289.35.

In the smallest inmate group in Indiana there is one employee per 2.95 inmates, with an average labor cost per inmate of \$145.69. In the two more representative groups we find 4.52 inmates to each employee in the 11 to 25 group, with an average wage cost per inmate of \$92.80, and 7.23 inmates per employee in the 26 to 50 group, with an average wage cost per inmate of \$69.94. Figures for the largest institution show 10.71 inmates per employee and a labor cost per inmate of \$58.40.

The total acreage is 19,242, practically 6 acres to each inmate, and the total investment is \$6,149,242, an average of \$1,911 per inmate.

In New York, the other State mentioned by Miss Clark, the 61 institutions are distributed among the inmate groups as follows: 1 in Group 2 (11 to 25 inmates); 13 in Group 3 (26 to 50 inmates); 24 in Group 4 (51 to 100 inmates); 17 in Group 5 (101 to 200 inmates); 3 in Group 6 (201 to 500 inmates); 2 in Group 7 (501 to 2,000 inmates); and 1 in Group 8 (over 2,000 inmates). While New York has none in Group 1 (1 to 10 inmates), more than half have less than 100 inmates each.

Costs per inmate decrease steadily as the size of the institution increases, the average cost per inmate per year being \$1,680.48 in Group 2; \$371.74 in Group 3; \$329.31 in Group 4; \$296.70 in Group 5; \$294.40 in Group 6; and \$265.70 in Group 7. The one institution in Group 8, which is the New York City Home for the Aged, on Welfare Island, shows a slightly higher cost per inmate—\$277.21.

Labor costs per inmate show the same decrease through the different groups, from \$250.59 in Group 2 to \$68.74 in Group 7, except in Group 6 in which one institution with a large corps of nurses, laborers, and engine-room employees brings the labor cost per inmate up to \$114.12. The ratio of employees to inmates varies from 1 to 2.8 in Group 2 to 1 to 14.65 in Group 7.

The total number of acres in the poor farms of New York is 11,389, an average of 1.2 acres per inmate, with 6,700 acres, or 59 per cent, under cultivation. The total investment in land, buildings, and equipment is \$16,321,338. The average amount of investment per inmate is \$1,773, and the average maintenance cost per inmate for the entire State is \$299.18.

As a matter of fact, Indiana and New York rank on the whole considerably above the average in the matter of economy and good management. They are both States in which local responsibility is pretty clearly fixed and in which State authorities have influence and maintain a constant and fairly thorough inspection over the county institutions.

Figures for other States more effectively support the contention that the small almshouse, and that means, generally speaking, the

small-unit (political) almshouse, is an extravagant and inefficient public institution.

Maine, for example, has 100 town almshouse properties, 26 of which are without inmates. The 74 which are serving their normal function contain a total of 701 inmates. Sixty-two of these 74 almshouses fall in inmate Group 1, 9 in Group 2, 2 in Group 4, and 1, that in the city of Portland, with 225 inmates, in Group 6. There are fewer inmates in all the 62 almshouses in Group 1 combined than there are in the Portland almshouse, the total number of inmates in the almshouses in Group 1 being 209.

These 62 almshouses have 7,020 acres of land, 1,835 of which are cultivated. The value of land and farm equipment is \$197,675, and the total value of the buildings is \$212,884. The Portland almshouse has 100 acres of land, 75 of which are reported as being productive. The total investment represented by this institution is \$248,000.

There are 124 employees in the 62 small establishments, an average of 2 each, and of 1 to each 1.69 inmates. Portland employs 38 persons, or 1 to each 5.92 inmates. Because of the extent of contract leasing in the small institutions labor cost per inmate is scarcely ascertainable, since the amount of money paid the superintendent is for inmate board as well as labor hire. Costs per inmate, however, are of course comparable. The average annual cost per inmate in the 62 small almshouses is \$763.21; that in the Portland almshouse, \$339.20.

That is the financial side of the story. The social side is no less a picture of waste and mismanagement. Almshouses in Maine, almost uniformly, are very old farmhouses, utterly devoid of improvements or modern facilities of any sort. Inspection reports in the office of the State board of charities contain numerous recommendations for the discontinuance of places which are so old and so hopelessly out of repair that their use as public institutions is wholly impracticable. They are frequently quite inaccessible, and hence probably receive scant attention from the community.

The contract plan of operation prevails to a large extent, a few of the contracts calling for full maintenance of the paupers by the lessee—that is, clothing, medical care, drugs, and the like are furnished by the superintendent instead of by the local poor officers. It is not difficult to imagine that a superintendent, under such circumstances, may convince himself that such expenditures are not vital to the welfare of his charges. Under the best of conditions, the degree of care and comfort enjoyed by the inmates would necessarily depend wholly on the character and good will of the men and women to whose care they are committed.

Fifteen of these 62 small almshouses have one inmate each. In one case the building is a 10-room house, in another a 22-room house, in a third a 16-room house. In the first instance the almshouse property embraces 100 acres of land, 25 of which is cultivated, and there are 2 salaried employees. Idle land and empty cheerless houses are prominent characteristics of almshouses of this nature.

For an equivalent investment Portland provides a creditable modern institution. With a staff consisting of a superintendent at a salary of \$1,700, a paid matron, a graduate nurse on a \$1,400 salary,

a nursing staff of 14, a staff chaplain, and a salaried farm supervisor in charge of a productive farm, it is reasonable to surmise that it provides care and comfort and good food as well.

Maine is not an extreme case. Kansas and Nebraska figures show a similar situation so far as concerns the number of small almshouses operated at great expense. Seventy-four of the 83 almshouses in Kansas are used, having 1,091 inmates. Forty-three are in the smallest inmate group, and 22 in Group 2. The largest institution has 125 inmates. Seventeen of the 43 in Group 1 are operated under contract. Average costs per inmate in this State are: \$425.57 for Group 1; \$240.56 for Group 2; \$351.33 for Group 3; \$215.54 for Group 4; and \$236 for Group 5.

Nebraska has 54 county almshouse properties, 41 of them functioning at present as county homes. Thirty-two of these are in Group 1, with a total of 140 inmates. To run these 32 individual almshouses the citizens of these 32 counties employ 62 people and spend \$85,539 in one year, an average cost per inmate of \$610.99. These 32 properties contain 6,194 acres of land, valued, with livestock and equipment, at \$850,009; homes and furnishings aggregate \$238,714, making a total investment of \$1,088,723, an average of \$7,777 per inmate.

Massachusetts has 137 town and city almshouses in present use. Seventy-seven of them are in the smallest population group; only 25 of them have more than 25 inmates each.

As has been stated previously, Massachusetts almshouses are in reality homes for the indigent old. The motley assortment characterizing almshouse populations elsewhere has been largely weeded out, classified, and redistributed to specialized institutions, leaving in the almshouses only the aged and infirm.

The total almshouse population of Massachusetts reported is 6,059, nearly half of which, 2,887, is in two large institutions, the Boston Almshouse and the State Infirmary.

The number of inmates in the 77 small almshouses is 440, only 4 of them having as many as 10. Typical Massachusetts almshouses are large, many-roomed structures, with the number of inmate rooms ranging from 6 to 30. The State inspector says that "many of the almshouses were purchased as farmhouses and remodeled," and speaks further of "houses originally built for taverns and remodeled for almshouse purposes."²⁵ The remodeling of the farmhouses usually takes the form of building wings and additions to old homes already containing numerous rooms. The result is that we find repeated instances like the following, taken from the tabulated reports: Six inmates in a 30-room house; four in a 26-room house; eight in a house with 48 rooms.

The farms, too, are large, the total acreage being 12,981, with only 3,683 acres under cultivation. More than half the acreage is contained in the farms included in the small inmate group, averaging 15.3 acres per inmate.

Moreover, being town organizations in a thickly settled territory, they are astonishingly close together. The bureau representative can vouch for one striking instance at least where there are two which are only seven minutes' walk apart.

Costs per inmate in these Massachusetts almshouses show the same decrease from the small inmate group to the larger ones as do those

²⁵ Massachusetts. Department of Public Welfare. Annual report, 1921, p. vi.

in the States already noted. In Group 1 the 77 almshouses, with a total of 440 inmates, have 228 employees, a ratio of 1 to each 1.93 inmates, a labor cost per inmate of \$236.95 and a total maintenance cost of \$837.71 per inmate. Group 6 (201 to 500 inmates) shows the lowest per capita cost, \$289.83, and the lowest labor cost, \$101.52, per inmate, with one employee to each 9.43 inmates. In the two largest inmate groups costs rise somewhat, being \$442.24 for the Boston almshouse and \$391.07 for the State Infirmiry, due to high hospital costs and the expense of medical and nursing staffs. The aggregate investment in land, buildings, equipment, and house furnishings is \$9,073,572, which amounts to \$1,498 per inmate.

Pennsylvania, with its confused system of county, township, borough, and municipal organizations, has in Group 1, 65 inmates in 11 institutions, at a cost per inmate of \$695.46; and in Group 2, 111 inmates in 8 institutions, at \$372.53 per inmate. The 19 establishments in these two groups contain less than half the number of inmates included in the almshouses in Group 3 (26 to 50 inmates), which house 383 inmates in 9 institutions at a cost of \$343.34 per inmate. In Group 6 (201 to 500 inmates) the maintenance cost per inmate is \$240.09.

Treating the institutions of this State on the basis of their organization rather than of the number of their inmates, we find that the borough institutions, mostly wretched, unfit quarters housing two or three inmates, represent an investment in land, building, and equipment per inmate of \$3,029, and a cost of \$508.74 per inmate annually. The aggregate investment in township almshouses, no less unfit than those of the boroughs on the whole, averages \$1,760 per inmate; maintenance costs average \$396.82 per inmate.

Some of the county establishments, so far as physical conditions go, are among the worst in the State; others are first-class institutions with good buildings, well equipped and well managed. Investment per inmate in county institutions amounts to \$1,882, costs per inmate to \$321.87. The number of inmates in the institutions in the county group varies widely, from 10 in Forest County to 516 in Allegheny County. Between these two extremes there are 7 institutions in the 26 to 50 inmate group with an average maintenance cost of \$377.19 per inmate; 14 in the 51 to 100 group, with an average maintenance cost of \$334.19 per inmate; 14 in the next group (101 to 200 inmates) in which maintenance costs average \$274.71 per inmate; and 6 in the 201 to 500 group, with a cost per inmate of \$229.55.

Cases of individual institutions scattered throughout the country, while admittedly selected as "horrible examples," may nevertheless be used to illustrate fairly the lengths to which extravagance and ill-considered expenditure can go in the operation of a small almshouse. For instance, one institution in Mississippi has one inmate and two employees. Of the total expenditure of \$1,100, the employees receive \$720, leaving \$380 for "all other expenses," which includes, besides the care of the inmate, the maintenance of the superintendent's family, expenses incidental to the operation of the farm, repairs, and so on. Rhode Island figures show an almshouse with two inmates and three employees, the employees receiving \$1,200 of the \$1,630 expended. One county farm in Virginia, valued at \$22,150, reports four inmates and four employees, and a total expenditure of \$1,400, of which \$936 is pay roll.

Montana has one county home on a 160-acre farm, in which there is one inmate, a superintendent and a matron both on salary, and a paid farm hand. The pay roll, to be sure, is low, only \$875 for all three employees, while the total cost of the institution for the year is \$4,375. Nothing is reported under "Sale of farm produce," indicating that there is no return to the county from the 160 acres on which two men are employed. On the face of the report then, the support of one pauper costs the county \$4,375.

Illinois figures show a county home on a 160-acre farm in which there are three inmates and three employees. The wage cost is 57 per cent of the total cost. In this case, however, the farm earned \$1,400 of the \$1,860 expended. Tennessee has a 750-acre farm with 40 acres under cultivation supporting 20 inmates and 4 employees at a cost of \$3,156.56, of which \$1,615 is pay roll. One farm in Texas cultivates 75 of its 420 acres, houses 5 inmates in a 12-room house, and employs 2 persons whose salaries are more than one and one-half times the total of all other expenditures.

Two groups in Table 5—Group 3 and Group 7—afford opportunity to make comparisons of costs of small and large institutions, since, after eliminating one institution in Group 3 which did not report the value of land, buildings, and equipment or the extent of its holdings, they have the same number of inmates—11,959. In the first group, with the one institution eliminated, there are 333 institutions and in the second 16.

Taking the smaller inmate group first we find an investment in land and farm equipment amounting to \$8,107,961 for the 333 institutions reporting investment, or \$678 per inmate. Buildings and furnishings are worth \$13,911,713 in the aggregate, or an average of \$41,777 per institution and \$1,163 per inmate. Total investment of land, buildings, and farm and home equipment amounts to \$22,019,674, or \$1,841 per inmate. There are 58,699 acres embraced in these 333 institutions, 38,139 of which were under cultivation in the year covered by the reports. On a per inmate basis this gives 4.9 acres to each inmate with 3.2 of them producing.

There are 1,918 employees working in the interest of the 11,959 inmates in this group, or 1 to each 6.24. The cost of salaries and wages per inmate is \$95.76, and the pay roll is 28.5 per cent of the total maintenance cost. The maintenance cost per inmate is \$335.66.

The second group includes the populous, well equipped, scientifically conducted infirmaries of San Francisco and Los Angeles; Baltimore; Boston; St. Louis and Jackson County (Kansas City) in Missouri; Hudson County (Jersey City) in New Jersey; Staten Island (New York City) and Erie County (Buffalo) in New York; Cleveland and Cincinnati, Ohio; Philadelphia, Pa.; and the Rhode Island Infirmary.

These institutions are hospitals as well as almshouses, operating on hospital principles, with hospital standards of cleanliness and dietetics, and having staff doctors and large corps of nurses, both graduate and student, and orderlies, in addition to the required domestic and farm force.

The acreage owned by the 16 institutions in the group is 5,597, with 2,588 under cultivation, giving an average acreage of 0.47 per inmate, and 0.22 acre cultivated. The total amount invested in land and farm equipment is \$3,594,308, an average of \$301 per inmate. The buildings of the 16 institutions with their equipment are worth

\$15,043,955, an average of \$940,247 per institution and \$1,258 per inmate. The investment in land, buildings, and farm and home equipment per inmate is \$1,559.

For the care of the 11,959 inmates in this group 1,168 people are employed, or 1 to each 10.24 inmates. The pay roll amounts to \$89.38 per inmate, or 30 per cent of the total cost of operation. The total maintenance cost per inmate is \$293.89.

One institution in the group has reported in its total cost for the year an item of \$145,500 expended in permanent improvements. Deducting that sum from the annual running expenses of the almshouse reduces the cost per inmate for the group to \$281.72.

Three hundred and thirty-three almshouses, then, on farms comprising 58,699 acres of land and representing an aggregate investment of \$22,019,674, are affording asylum, at an annual cost per inmate of \$335.66, for the same number of paupers as 16 other institutions, with less than one-tenth the acreage and \$3,381,411 less in investment, care for at an annual cost of \$281.72 per capita.

Nor does that tell the whole story of the difference in these two kinds of institutions. Consider the contrast in the working equipment and the facilities, buildings and furnishings of public institutions the average value of which is \$41,777 in group 3 and \$940,247 in group 7. Obviously an expenditure of nearly a million dollars will produce an establishment with facilities, comforts, conveniences, even luxuries, that are impossible in one costing \$42,000.

Furthermore, 333 institutions require 333 directory heads and staffs of varying sizes. Of the 1,918 persons employed not more than 800 can fairly be attributed directly to pauper care. The remainder are farm hands used on the immense farms, unskilled labor, and domestics in the 333 separate kitchens and dining rooms. For the entire 26 to 50 inmate group there are only 135 nurses reported, one to each 89 inmates, and only 9 of the institutions in the group are shown as having staff doctors.

There is a resident physician in each of the 16 institutions in the second group, while nurses and orderlies, employees directly concerned with the care of the inmates, are estimated as numbering 566. Despite the fact that a large proportion of the employees in the second group are skilled professional men and women, the labor cost per inmate is \$6.38 less per year than in the first group where labor overhead is spread over 21 times as many institutions.

Manifestly, it is reasonable to assume that the 11,959 indigents who are housed in institutions constructed and equipped to care for them in illness or in health and who are in the care of trained persons are better off than are the 11,959 scattered throughout 333 institutions with 333 different standards of treatment and of efficiency in management.

There are two State almshouses in New England which care for the paupers who have no legal residence in a town. The Rhode Island State Almshouse contains 70.8 per cent of the "inside poor" of that State, the remaining 29.2 per cent being housed in 17 other institutions. The cost per inmate in the State infirmary is \$326.14, while the average per capita for all the others in the State is \$664.44. The Massachusetts State Infirmary cares for 2,087 of the 6,059 paupers reported, at a cost per inmate of \$391.07. The average cost per inmate for all town institutions is \$480.17.

TREND TOWARD CONSOLIDATION

Taking into consideration the amount of money tied up in more than 2,000 institutions which, even when they are fulfilling their mission of providing decent quarters, comfort, care, and kindly treatment to the hopeless derelicts whom we call paupers, are doing so against tremendous odds; the amount of money required annually to maintain them even as indifferently as they are maintained; the thousands of acres of idle land; the duplication of effort and the extent of unproductive employment—it is difficult, indeed, not to subscribe unreservedly to the conclusion reached by the North Carolina State Board of Charities, which declares that—

Measured by any decent standard of social efficiency the county home is a failure. From the very nature of the problem it could not be a success. The number of paupers in most county homes is so small that it is not economical to maintain them in well-kept county homes.²⁶

What is true of the county home is truer still of those operated by subdivisions within the county. "The smaller the political unit represented in the almshouse the more impossible it is that the institution shall be properly maintained,"²⁷ to quote the Pennsylvania Welfare Commission.

In most of the States in which an official body is active in the study and treatment of social problems, the almshouse and almshouse conditions are receiving intelligent consideration as part of those social problems. In practically every one of them the conclusion is the same—that, as the Alabama board says, it is because of the system under which they are operated that conditions have become insufferable, "and a betterment can not be expected until a radical change is inaugurated."²⁸ There is not only almost universal agreement with the South Carolina board that "the establishment of district almshouses, well planned, well equipped, and well managed, with the main idea in mind, the care of the poor, seems to be the most practical and efficient solution of the problem at this time,"²⁹ but there is also a very determined effort on the part of many State boards to bring about the abolition of the small-unit (political) almshouse and to replace it with an organization founded on a unit large enough to make efficient, effective, economical administration feasible.

Legislation is, as a rule, the first weapon relied upon to effect consolidation. Laws already passed, however, have been merely advisory and have accomplished little. In many States opposition from county political rings has been so strong that the State boards have been powerless to secure the passage of the mild advisory legislation they propose. In Virginia, for instance, the effort of the State board of charities to abolish the county almshouses and to establish instead one large institution in each congressional district met with so much opposition from almshouse superintendents and county politicians that the State board had difficulty in finding a member of the legislature willing to sponsor the bill. It was introduced but was killed in committee. North Carolina, West Virginia, Illinois, and Michigan are among the States in which the State boards are working toward the abolition of the small-unit institution

²⁶ North Carolina. State Board of Charities and Public Welfare. Biennial report, 1920-1922, p. 63.

²⁷ Pennsylvania. Commissioner of Public Welfare. First biennial report, p. 24.

²⁸ Alabama. State Prison Inspector. Report, 1921-22, p. 74.

²⁹ South Carolina. State Board of Public Welfare. Fourth annual report, 1923, p. 162.

and the creation of a centralized home that shall more adequately meet the needs of decent pauper care. In most of them Virginia's experience has been repeated, at least in part.

The political importance to the county organization of having the post of almshouse superintendent at its disposal is sufficient incentive for the local "bosses" to fight for its retention. And, unattractive as the job itself may be, in many instances it carries with it perquisites which the man filling it is eager to defend. That is especially true, of course, on the contract farms where the superintendent is given the proceeds from the farm. Often, too, the wife of the superintendent, while not receiving a salary as compensation for her work as matron of the institution, is allowed to keep what she can make on eggs and chickens. As one State officer observed: "When the county tax fund pays for the chickens and the feed, and provides a place to keep them, there is a fair amount of money in the chicken and egg business." Other concessions came to light in Virginia when the State board's consolidation measure was so summarily pocketed—insignificant, many of them, but sufficient to influence political currents. In another State one county home is the social center for the local politicians, who enjoy a get-together dinner with the superintendent nearly every Sunday, at county expense.

The efforts of the North Carolina State Board of Charities and Public Welfare to establish district almshouses resulted in the passage of a bill permitting groups of counties to unite in such an undertaking. Instead of taking any steps toward consolidation, however, 25 counties of that State have built new county homes within the past five years or have such buildings now in process of construction. The aggregate cost of these new homes has been a million dollars. Most of them have an inmate capacity far in excess of the needs of the community. One county opened a new home in 1922. Within a year all of the inmates died and the almshouse has not been used since.

On the other hand, county officials in Alabama have cooperated with the State board in its work toward centralizing institutional pauper relief. A bill introduced in the last Alabama legislature passed the senate without opposition. Because of lack of time it did not reach a vote in the lower house, but according to State officials it is certain of enactment by the next legislature.

The plan which the Alabama State officials are confident of being able to carry out differs in some important details from that which other States have attempted. Instead of selecting a congressional district as the unit, the Alabama plan divides the State into four districts, grouping counties so as to include as nearly as possible comparable population, wealth, and taxable properties. The bill provides that upon the establishment of the district almshouse "all indigent and dependent infirm" must be committed thereto and that outdoor relief must be discontinued except in emergencies, when it may be granted for a specified time.

In the main the bill provides that each county in the district shall contribute to the initial investment in a district hospital an amount based on the assessed valuation of the county. It is recommended, but not required, that the counties sell their present county farm holdings and reinvest the proceeds in the new project. Participation in the group enterprise is optional on the part of the county.

The chairmen of the board of county commissioners of the counties comprising the district become the board of directors of the district institution. They shall appoint a superintendent "whose education, training, and qualifications fit him to discharge the duties required," and shall pay him a salary "sufficient to command the services of one adequately equipped and trained." They shall also employ a competent physician, on salary, to give his entire time to the care of the inmates, with the help of such nurses, orderlies, etc., as conditions determine, the hospital staff to be responsible to the resident physician and not to the superintendent.

The expense of operation is to be borne by the counties participating on a per capita basis, the expense of upkeep to be prorated on the basis of the original assessment.

The last New Jersey Legislature passed a similar law. However, no steps have been taken in any of the States enacting such legislation to carry the plan into effect.

A bill was introduced into the Maryland State Senate to establish a State home for "aged white men and women," to be situated on the farm of one of the State insane hospitals. The introductory resolution declares that "the present system of maintaining in the several counties of the State almshouses or homes for the aged and infirm who have no means of support has proved to be unsatisfactory and uneconomical."

Petitioning for State pauper institutions in Missouri, a former almshouse supervisor of that State, after presenting some distressing conditions in county almshouses, says:

The point I wish to make is that most of these counties, particularly the hill counties, are doing all they possibly can do on the limited county funds available. Consequently it is clear that the solution of the problem can not be found if our present plan of each county for itself is continued.

Many counties have a very small number of inmates, and this fact keeps some well-to-do counties from building suitable institutions * * * After a State-wide survey of almshouses in Missouri and a careful consideration of the problems presented, it is my conviction that the aged and infirm poor can best be cared for by one or more State almshouses accessibly located.³⁰

Some States, notably Virginia, in which conditions in the small almshouses have become intolerable and must be corrected, have concluded to try more direct methods than advisory legislation. The policy which the Virginia State Board of Public Welfare is now adopting is to prevail upon the county officials in the rural counties where almshouse conditions are bad to close the institution and transfer the inmates to county homes with better facilities. The argument used, of course, is that the few county charges can be boarded in better institutions at less expense to the county than is involved in the present system.

Their first experiment in that direction was not encouraging. The county officials of one county were induced to transfer the one inmate of the home to a neighboring county almshouse, which agreed to board and care for him at a very reasonable rate per week. The county retained the property, however, and continued to pay the superintendent's salary. It was not long before the superintendent had found two or three more old men who were willing to cooperate

³⁰ Missouri. State Board of Charities. Bimonthly Bulletin, August, 1922. "Recommendations as to the solution of the county almshouse problems in Missouri," by William S. Miller, almshouse supervisor, Missouri State Board of Charities.

with him in his determination to keep the institution in operation. More recently the county again closed the home and is now negotiating for its sale.

Circumstances, such as death or resignation of the superintendent, the death of the only inmate, and fires, have tended to assist the Virginia State officials in their efforts to eliminate the worst of their county almshouses. The latest report of the State body lists 10 counties as having entered into or completed arrangements to dispose of their county homes and to care for their paupers in more satisfactory quarters.

In the opinion of some State welfare officials, consolidation of that nature is to be preferred to joint operation of a district almshouse by several counties. The point is made that political differences and community bickerings make the success of a joint venture very doubtful, while the use of available quarters in one county as a boarding place for the charges of surrounding counties will leave the institution under unified management. In view of the many almshouses having a capacity many times the needs of the community they serve, this plan should prove feasible and result in improved conditions even without additional investment in new quarters. As suggested by Mary Vida Clark:

Suppose we were to select from the almshouse group the one best located in or near a city or town easily reached by train or trolley from other parts of the district, and set this apart as a district home for the aged and infirm, where the respectable aged poor might receive home and infirm care, in a place accessible to relatives and friends, from which they might themselves be privileged to emerge to visit their friends or enjoy the life of the streets, the church, and the "movies."³¹

Suppose that the county farm provided with the best farm lands should be set aside as a colony for subnormal boys and men, where, under adequate State regulation and supervision, the able-bodied but feeble-minded might live a healthy, self-supporting existence under proper custodial restrictions. Another county farm might be used for the men of the tramp and vagrant class, the aged but not respectable poor, with whom it is such a hardship for decent old people to be forced to associate. The fourth almshouse, especially if conveniently located, might be used for an industrial colony for subnormal girls in need of custodial care. Of course, if any of these plants were good enough to be converted into local sanatoria for tuberculosis patients, this is another possibility. Anyone who has seen how a State hospital for the insane or a State institution for the feeble-minded can take in hand an ordinary farmhouse and turn it, at small expense, into that cross between a hospital and a home, with the comforts of both, that is the happy invention of the scientific mind working in everyday materials, will realize what a delightful place an almshouse might be if subjected to the same revolutionizing genius.

In the social evolution of the past quarter century the care and treatment of tuberculosis and insanity have become State functions; State institutions to care for the blind have become numerous; schools for training the feeble-minded and colonies for epileptics are being established by the States in rapid succession. State homes for children have displaced almost entirely the old-time "orphan asylum." But the "county poor farm" remains. Care of the indigent old has been left just about where it was when the United States began its march of progress in social welfare. It is but a step in that march to give to derelict old age the same thought and consideration that State agencies now accord to the mentally diseased and the tubercular.

³¹ The Survey, July 26, 1919. "The passing of the county farm," by Mary Vida Clark, executive secretary Women's Prison Association, New York.

APPENDIX

PROVISIONS OF STATE LAWS AS TO ALMSHOUSES

Control.—By the various State laws the control of almshouses is vested in the following bodies:

Commissioners—District of Columbia.

Board of county commissioners—Alabama, Arkansas, Colorado, Idaho, Illinois, Indiana, Kansas, Kentucky, Maryland, Minnesota, Montana, Nebraska, Nevada, New Hampshire, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Washington, Wyoming (28 States).

Town—Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, Rhode Island, Vermont (7 States).

Board of supervisors of county—Arizona, Iowa, Mississippi, Virginia (4 States).

County superintendent of poor—California, Michigan (2 States).

County court—Missouri, Oregon, West Virginia (3 States).

Board of trustees of county—Delaware, Wisconsin (2 States).

Ordinary of county—Georgia (1 State).

Police jury of parish (county)—Louisiana (1 State).

Committee of five citizens of county—South Carolina (Aiken County only).

Residence required for admission.—In the District of Columbia and in all the States a legal or bona fide residence is essential for relief. In all States, however, provision is made for the care of all persons in indigent circumstances within the jurisdiction of a particular city or county whether or not they have a bona fide residence.

Requirements for commitment.—Under the State laws the following persons may be committed to almshouses:

A person unable to support himself—Alabama, Arkansas, Connecticut, Delaware, Georgia, Mississippi, New Hampshire, New York, Virginia, West Virginia (10 States).

A person unable to support himself by reason of bodily infirmity, idiocy, and lunacy—Nebraska, Nevada, Oregon (3 States).

A person unable to support himself, including aged, infirm, lame, blind, or sick persons—Missouri, North Carolina (2 States).

All poor, indigent, and incapacitated persons—California, Colorado, District of Columbia, Idaho, Illinois, Indiana, Kansas, Louisiana, Maine, Massachusetts, Minnesota, New Jersey, Montana, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Vermont, Washington, Wyoming (23 States and the District of Columbia).

All poor, indigent, and incapacitated persons, including beggars—Kentucky, Maryland (2 States).

All poor, indigent, and incapacitated persons, including the idle and vagrant—Michigan (1 State).

Any person upon order of the board of supervisors—Iowa (1 State).

All poor, indigent, and incapacitated persons, including indigent sick—Utah (1 State).

All poor, indigent, and incapacitated persons, including the sick, old, and drunkards, likely to become a public charge—Wisconsin (1 State).

Contract system.—The following provisions are found in the laws as to contracting for the care of the indigent poor:

Almshouse may be let out to contractor at the lowest bid—Arkansas, Iowa, Montana, North Dakota, Tennessee, Washington (6 States).

Contract may be let out for support of poor where county has no almshouse—Illinois, Kansas, Ohio, Oklahoma, South Dakota (5 States).

Towns or counties may contract for the support of the poor—Idaho, Maine, Missouri (3 States).

Letting out of almshouse to contractor at lowest bid is prohibited—Connecticut, Indiana, Utah (3 States).

Care of poor persons is not to be put up at auction—New York, North Carolina (2 States).

Removal of mental defectives.—In the following 36 States and the District of Columbia, provision is made for the removal of mental defectives in almshouses to an asylum for defective persons:

Alabama, Colorado, Connecticut, Delaware, District of Columbia, Georgia, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, New Hampshire, New Jersey, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, West Virginia, Wisconsin, Wyoming.

In one State (Mississippi) the law provides that if a person is adjudged an idiot, a fool, or other incurable, but is harmless and indigent, he shall be kept in an almshouse.

Support of poor by relatives.—In the following 30 States the law provides that relatives shall be liable to the support of poor persons committed to almshouses:

Alabama, California, Colorado, Connecticut, Delaware, Georgia, Illinois, Indiana, Iowa, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, North Dakota, Oklahoma, Oregon, Pennsylvania, Rhode Island, Utah, Washington, West Virginia, Wisconsin.

Paupers to be employed.—In the following 36 States and the District of Columbia it is provided that all paupers able to work shall be employed:

Alabama, Arkansas, Delaware, District of Columbia, Georgia, Idaho, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Vermont, Virginia, Washington, West Virginia, Wyoming.

Consolidation of almshouses.—Provision for consolidation of almshouses is made in the laws of the following 18 States:

Connecticut, Illinois, Indiana, Kansas, Maine, Massachusetts, Michigan, Minnesota, Missouri, New Jersey, North Dakota, Pennsylvania, South Carolina, South Dakota, Vermont, Virginia, West Virginia, Wisconsin.

SERIES OF BULLETINS PUBLISHED BY THE BUREAU OF LABOR STATISTICS

*The publication of the annual and special reports and of the bimonthly bulletin was discontinued in July, 1912, and since that time a bulletin has been published at irregular intervals. Each number contains matter devoted to one of a series of general subjects. These bulletins are numbered consecutively, beginning with No. 101, and up to No. 236 they also carry consecutive numbers under each series. Beginning with No. 237 the serial numbering has been discontinued. A list of the series is given below. Under each is grouped all the bulletins which contain material relating to the subject matter of that series. A list of the reports and bulletins of the Bureau issued prior to July 1, 1912, will be furnished on application. The bulletins marked thus * are out of print.*

Wholesale Prices.

- *Bul. 114. Wholesale prices, 1890 to 1912.
- Bul. 149. Wholesale prices, 1890 to 1913.
- *Bul. 173. Index numbers of wholesale prices in the United States and foreign countries.
- *Bul. 181. Wholesale prices, 1890 to 1914.
- *Bul. 200. Wholesale prices, 1890 to 1915.
- *Bul. 226. Wholesale prices, 1890 to 1916.
- Bul. 269. Wholesale prices, 1890 to 1919.
- Bul. 284. Index numbers of wholesale prices in the United States and foreign countries. [Revision of Bulletin No. 173.]
- Bul. 296. Wholesale prices, 1890 to 1920.
- Bul. 320. Wholesale prices, 1890 to 1921.
- Bul. 335. Wholesale prices, 1890 to 1922.
- Bul. 367. Wholesale prices, 1890 to 1923.

Retail Prices and Cost of Living.

- *Bul. 105. Retail prices, 1890 to 1911: Part I.
Retail prices, 1890 to 1911: Part II—General tables.
- *Bul. 106. Retail prices, 1890 to June, 1912: Part I.
Retail prices, 1890 to June, 1912: Part II—General tables.
- Bul. 108. Retail prices, 1890 to August, 1912.
- Bul. 110. Retail prices, 1890 to October, 1912.
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- Bul. 115. Retail prices, 1890 to February, 1913.
- *Bul. 121. Sugar prices, from refiner to consumer.
- Bul. 125. Retail prices, 1890 to April, 1913.
- *Bul. 130. Wheat and flour prices, from farmer to consumer.
- Bul. 132. Retail prices, 1890 to June, 1913.
- Bul. 136. Retail prices, 1890 to August, 1913.
- *Bul. 138. Retail prices, 1890 to October, 1913.
- *Bul. 140. Retail prices, 1890 to December, 1913.
- Bul. 156. Retail prices, 1907 to December, 1914.
- Bul. 164. Butter prices, from producer to consumer.
- Bul. 170. Foreign food prices as affected by the war.
- *Bul. 184. Retail prices, 1907 to June, 1915.
- Bul. 197. Retail prices, 1907 to December, 1915.
- Bul. 228. Retail prices, 1907 to December, 1916.
- Bul. 270. Retail prices, 1913 to 1919.
- Bul. 300. Retail prices, 1913 to 1920.
- Bul. 315. Retail prices, 1913 to 1921.
- Bul. 334. Retail prices, 1913 to 1922.
- Bul. 357. Cost of living in the United States.
- Bul. 366. Retail prices, 1913 to December, 1923.
- Bul. 369. The use of cost of living figures in wage adjustments. [In press.]

Wages and Hours of Labor.

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- *Bul. 128. Wages and hours of labor in the cotton, woolen, and silk industries, 1890 to 1912.
- *Bul. 129. Wages and hours of labor in the lumber, millwork, and furniture industries, 1890 to 1912.
- *Bul. 131. Union scale of wages and hours of labor, 1907 to 1912.

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- *Bul. 134. Wages and hours of labor in the boot and shoe and hosiery and knit goods industries, 1890 to 1912.
- *Bul. 135. Wages and hours of labor in the cigar and clothing industries, 1911 and 1912.
- Bul. 137. Wages and hours of labor in the building and repairing of steam railroad cars, 1890 to 1912.
- Bul. 143. Union scale of wages and hours of labor, May 15, 1913.
- *Bul. 146. Wages and regularity of employment and standardization of piece rates in the dress and waist industry of New York City.
- *Bul. 147. Wages and regularity of employment in the cloak, suit, and skirt industry.
- *Bul. 150. Wages and hours of labor in the cotton, woolen, and silk industries, 1907 to 1913.
- *Bul. 151. Wages and hours of labor in the iron and steel industry in the United States, 1907 to 1912.
- Bul. 153. Wages and hours of labor in the lumber, millwork, and furniture industries, 1907 to 1913.
- *Bul. 154. Wages and hours of labor in the boot and shoe and hosiery and underwear industries, 1907 to 1913.
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- Bul. 161. Wages and hours of labor in the clothing and cigar industries, 1911 to 1913.
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- *Bul. 171. Union scale of wages and hours of labor, May 1, 1914.
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- *Bul. 190. Wages and hours of labor in the cotton, woolen, and silk industries, 1907 to 1914.
- *Bul. 194. Union scale of wages and hours of labor, May 1, 1915.
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- Bul. 221. Hours, fatigue, and health in British munition factories.
- Bul. 225. Wages and hours of labor in the lumber, millwork, and furniture industries, 1915.
- Bul. 232. Wages and hours of labor in the boot and shoe industry, 1907 to 1916.
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- Bul. 252. Wages and hours of labor in the slaughtering and meat-packing industry, 1917.
- Bul. 259. Union scale of wages and hours of labor, May 15, 1918.
- Bul. 260. Wages and hours of labor in the boot and shoe industry, 1907 to 1918.
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- *Bul. 274. Union scale of wages and hours of labor, May 15, 1919.
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- Bul. 288. Wages and hours of labor in cotton goods manufacturing, 1920.
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- Bul. 317. Wages and hours of labor in lumber manufacturing, 1921.
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- Bul. 354. Union scale of wages and hours of labor, May 15, 1923.
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- Bul. 371. Wages and hours of labor in cotton goods manufacturing, 1924.
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- Bul. 192. Proceedings of the American Association of Public Employment Offices.
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- Bul. 196. Proceedings of the Employment Managers' Conference held at Minneapolis, Minn., January, 1916.
- *Bul. 202. Proceedings of the conference of Employment Managers' Association of Boston, Mass., held May 10, 1916.
- Bul. 206. The British system of labor exchanges.
- Bul. 220. Proceedings of the Fourth Annual Meeting of the American Association of Public Employment Offices, Buffalo, N. Y., July 20 and 21, 1916.
- Bul. 223. Employment of women and juveniles in Great Britain during the war.
- *Bul. 227. Proceedings of the Employment Managers' Conference, Philadelphia, Pa., April 2 and 3, 1917.
- Bul. 235. Employment system of the Lake Carriers' Association.
- Bul. 241. Public employment offices in the United States.
- Bul. 247. Proceedings of Employment Managers' Conference, Rochester, N. Y., May 9-11, 1918.
- Bul. 310. Industrial unemployment: A statistical study of its extent and causes.
- Bul. 311. Proceedings of the Ninth Annual Meeting of the International Association of Public Employment Services, held at Buffalo, N. Y., September 7-9, 1921.
- Bul. 337. Proceedings of the Tenth Annual Meeting of the International Association of Public Employment Services, held at Washington, D. C., September 11-13, 1922.
- Bul. 355. Proceedings of the Eleventh Annual Meeting of the International Association of Public Employment Services, held at Toronto, Canada, September 4-7, 1923.

Women in Industry.

- Bul. 116. Hours, earnings, and duration of employment of wage-earning women in selected industries in the District of Columbia.
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- *Bul. 176. Effect of minimum-wage determinations in Oregon.
- Bul. 180. The boot and shoe industry in Massachusetts as a vocation for women.
- *Bul. 182. Unemployment among women in department and other retail stores of Boston, Mass.
- Bul. 193. Dressmaking as a trade for women in Massachusetts.
- Bul. 215. Industrial experience of trade-school girls in Massachusetts.
- *Bul. 217. Effect of workmen's compensation laws in diminishing the necessity of industrial employment of women and children.
- Bul. 223. Employment of women and juveniles in Great Britain during the war.
- Bul. 253. Women in the lead industries.

Workmen's Insurance and Compensation (including laws relating thereto).

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