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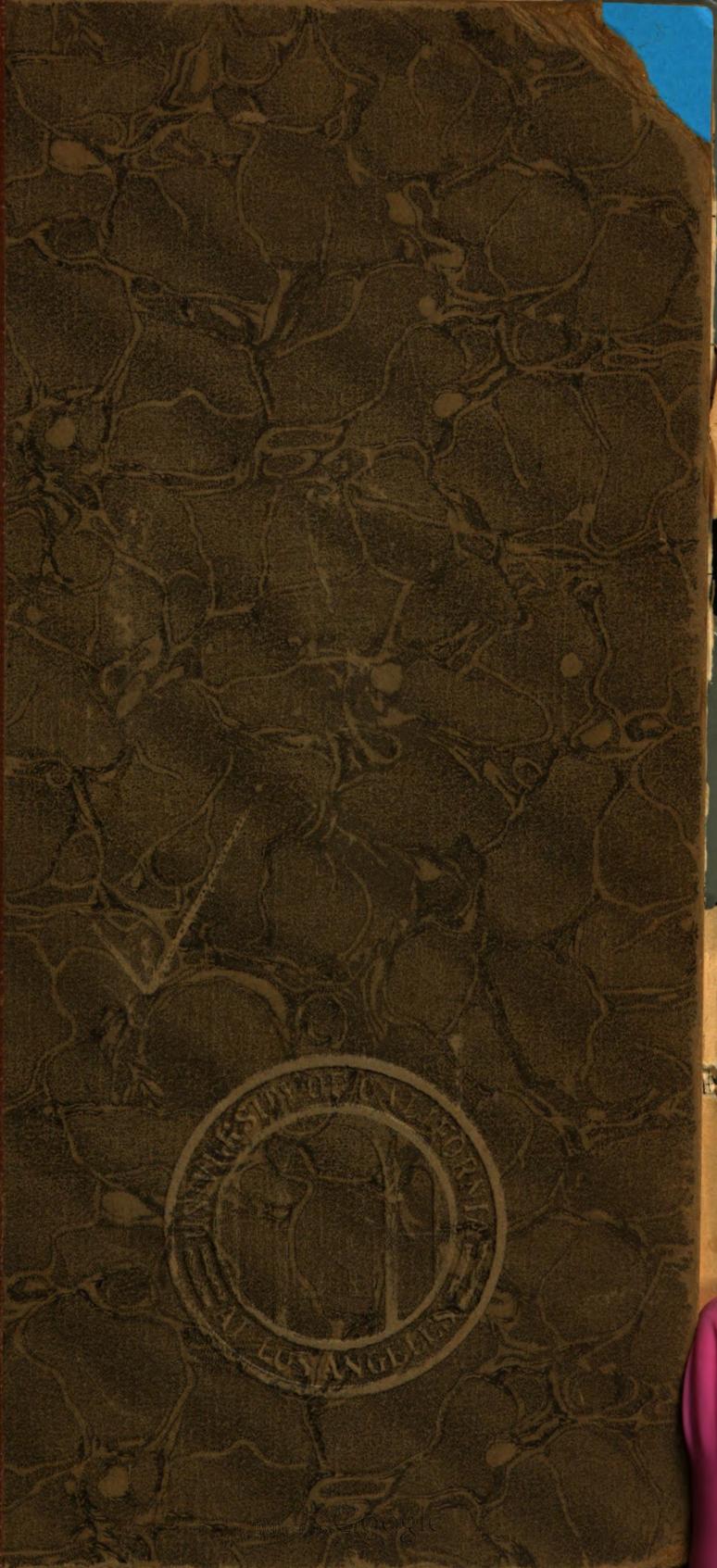


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ARKS ON THE PENAL SYSTEM OF PENNSYLVANIA

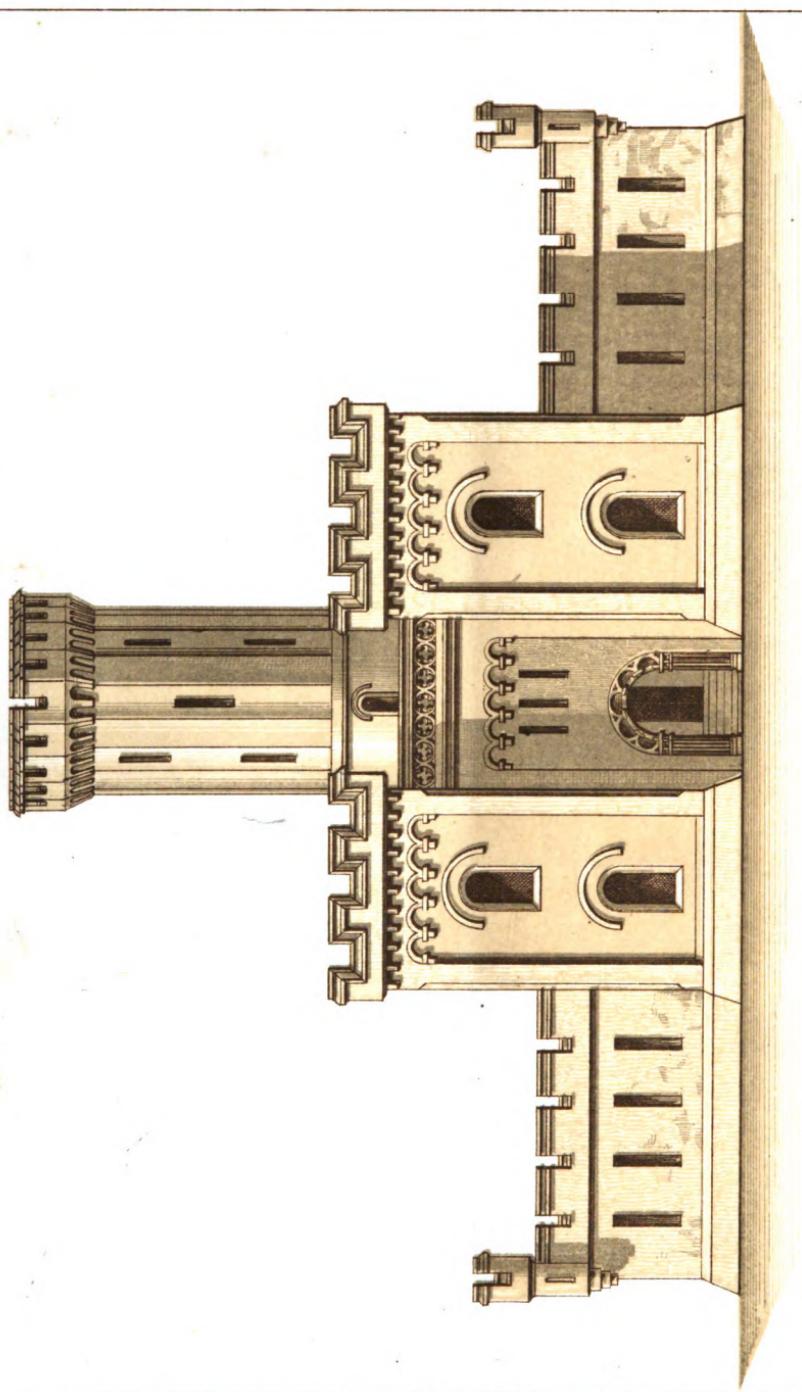
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REMARKS
ON THE
Penal System of Pennsylvania,
PARTICULARLY WITH REFERENCE TO
COUNTY PRISONS.



Alb. Bigot Del.

T. Sinclair's Lith. Phil^a

YORK COUNTY PRISON.

EDWARD HAVILLAND

REMARKS

ON THE

PENAL SYSTEM OF PENNSYLVANIA,

PARTICULARLY WITH REFERENCE TO

COUNTY PRISONS.

BY

WILLIAM PARKER FOULKE

OF PHILADELPHIA.

PHILADELPHIA:

PRINTED FOR THE PHILADELPHIA SOCIETY FOR ALLEVIATING
THE MISERIES OF PUBLIC PRISONS.

1855.

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"Resolved, That the Editor of the Journal be requested to cause to be printed in neat pamphlet form, a thousand copies of the article entitled, "County Prisons," contained in the number of the Journal for April 1855; and the accompanying description and drawings of the York County Prison; and to send one copy of said pamphlet to the Governor of the State, to each principal officer of the executive departments of State, to each member of the legislature, and to each judge, prosecuting attorney, and board of county commissioners of the State."—(*Extracted from the minutes of the Acting Committee of "THE PHILADELPHIA SOCIETY FOR ALLEViating THE MISERIES OF PUBLIC PRISONS."*)

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NOTE.

An article on County Prisons being desired for the quarterly Journal published by "The Philadelphia Society for Alleviating the Miseries of Public Prisons," the sketch which is now reprinted was rapidly written for that periodical. Neither the use for which it was primarily designed, nor the time which could be given to its preparation, was such as to admit of the full and systematic treatment suited to the pretensions of a separate publication. The board of direction of the Society, in the absence of any more complete essay adapted to its purpose, having so far honored with its approval the argument of the sketch as to direct its distribution in pamphlet form, the writer, although aware of its imperfections, and restrained by other engagements from reconstructing it, has thought it his duty to place his name on the title page; because, both in the text and in the notes, there are made statements of fact which were written upon the authority of his own personal observation. In such circumstances of publication, the candid reader will have no difficulty in assigning to the Society and to the writer, their respective degrees of responsibility.

WM. PARKER FOULKE.

Philadelphia, April, 1855.

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R E M A R K S

ON THE

Penal System of Pennsylvania,

PARTICULARLY WITH REFERENCE TO

C O U N T Y P R I S O N S.

From the Penna. Journal of Prison Discipline and Philanthropy, Vol. X. No. 2.

IN presenting to our readers a plan and description of the new prison of the county of York, Pennsylvania, we avail ourselves of the opportunity to renew the serious appeal which it has been our duty, from time to time, to make in relation to the local jails of this State. If experience in other examples of progress in public affairs had not taught us both patience and courage, we might well be disheartened by the slow rate of advancement in the development of our penal institutions, and by the apathy which is manifested in quarters where, most of all, the sources of permanent improvement are to be opened. More than sixty years have passed since the government of Pennsylvania, admonished by the Society under whose auspices this Journal is now issued, undertook, in free and candid and patriotic counsel with that Society, the commencement of a reform in the construction and discipline of our prisons. The advantage of the changes then made was speedily recognized, and the jail at Philadelphia, at that time the chief prison of the State, assumed the character of a model, and attracted visitors from all parts of the country. Imperfect as it was in compa-

rison with later institutions of its kind, the principles which it represented, and the tone and particular objects of the administration maintained in it, could not fail to secure the approbation and hearty interest of all judicious persons who sought the public good. The pressure of its population upon the means of custody and good government, caused, as might have been expected in a rapidly growing State, increasing inconveniences, which finally neutralized its original peculiar benefits. The legislature declared, by the Act of 1790,* that its policy and design were to secure **UNIFORMITY** in all our prisons; but no effectual steps were taken by the counties to realize the intentions of the government; and when the leading jail at Philadelphia, which had been made the receptacle of convicts from all the counties, fell into disorder, there arose an urgent need for further legislative interposition. The Prison Society had carefully observed the growing evil, and they made seasonable and repeated appeals to the community at large, as well as the public authorities, which resulted in an order, in 1803, for the erection of the Arch street prison. This, however, was not completed until 1817; and the public wants having, during the interval, necessarily increased, the Society used active efforts to procure the construction of penitentiaries in different parts of the State, so that the convenience of the interior and western counties might be promoted, and the discipline be protected against the constraints by which it had suffered in previous years. In the year 1818, the legislature, convinced by the force of the representations addressed to it, passed the act authorizing the erection of the Western Penitentiary. In the earliest administration of that institution, there were some excesses in the use of those general maxims of discipline which the Society had recommended. The idea of total seclusion without labor was erroneously supposed to have been the original design; but a short experience on the part of the officers, and the influence of those whose share in the introduction of convict-separation entitled their conclusions to res-

* Preamble to Sect. 28th, Act of April 5th, 1790.

pectful consideration, secured a return to the legitimate principles of administration. In the eastern part of the State the need of a large penitentiary was brought so clearly to the notice of the legislature that, by the act of 1821, the proper authority was granted; and the foundation of the Eastern Penitentiary was laid. Six years were employed in preparing this building for occupancy; and as the discipline to be enforced within its walls, offered a subject of great public interest, a board of commissioners were appointed, in 1826, to consider it on the part of the legislature, and, with this view, to investigate the various systems of which they could obtain information, here and elsewhere. In the following year (1827) the Senate adopted a resolution requiring from the commissioners appointed to superintend the new building; an expression of their opinion upon the discipline most proper to be established in it. Thus there were two boards of commissioners, composed of intelligent citizens, having large experience in relation to the subject, and whose inquiries were stimulated not only by an ordinary sense of duty to the legislature, but also by the fact that an active controversy was then pending between parties, one of whom contended for the association of prisoners together, the other urged the opinion which had been so long and consistently maintained by the Prison Society, that **SEPARATION**, as well as labor, was necessary for the ends of public justice. The reports of both boards having been made at about the same time, (January, 1828), they underwent a searching discussion, in which the views of the Society were duly represented, as well as those to which they were opposed. Nothing remained to be said of importance on either side, when the legislature deliberately reaffirmed the policy of **SEPARATION AND LABOR**; and under the new and peculiarly strong sanction thus obtained, the Eastern Penitentiary went into operation in 1829.

Fortunately, the commissioners to whom was entrusted the superintendence of the construction, had employed the services of a gentleman* who recognized the special character of his

* The late John Haviland, Esq., Architect.

work; and whose mind, free from that professional self-sufficiency which so often mars important public edifices, gave itself anxiously to instruction in the details for which he was to supply the means of execution. After a careful consideration of the history and wants of our plan of imprisonment, particularly those portions of it for which adequate provision had not been previously contrived by his professional brethren, he produced the design which now constitutes his most enduring monument.

Scarcely had this penitentiary become known to the world, when it became an object of extraordinary attention. Special commissioners were sent across the Atlantic ocean to examine its structure and management. The governments of Great Britain, France, Russia, and Belgium, followed each other in quick succession in these missions; and the printed official reports which were subsequently issued, accompanied as they were by illustrative drawings, spread throughout Europe the fame of what was then generally regarded as a remarkable example of reform. In the legislation which speedily followed those reports, and which was almost wholly guided by them, we see a most careful adherence, not only to the principles which had become the settled basis of policy in Pennsylvania, but even to the mode in which we were endeavoring to give effect to them. To any person who has compared the plans of prisons which existed in Europe before the completion of the Eastern Penitentiary, with those which have since been designed, it will appear no exaggeration to say that a revolution was occasioned by that institution in the chief elements of prison architecture.

A Pennsylvanian may justly feel pride in the leadership which his State has taken in a department so important to a humane and successful administration of public justice. For any practical good, however, it is necessary to know **WHAT** it was which, during half a century, engaged the zeal and gratuitous efforts of the Prison Society, obtained the repeated interposition of our legislature, and attracted the inquiry and secured the imitation of governments at a distance of thousands of miles. What were the peculiarities or novelties which were regarded

as of so much consequence to the public as to require this long series of discussions and experiments, and for the introduction of which, millions of dollars have been freely expended in different countries ? The character of the whole may be read in the brief, simple, and earnest memorial of the Society, which was addressed to the legislature of our State in the year 1788; in which it was urged that the plan of SEPARATION AND LABOR would “more successfully tend to reclaim the unhappy objects, as IT MIGHT BE CONDUCTED MORE STEADILY, AND UNIFORMLY—THE KIND AND PROPORTION OF LABOR BE BETTER ADAPTED TO THE DIFFERENT ABILITIES OF THE CRIMINALS—AND THE EVILS OF FAMILIARIZING YOUNG MINDS WITH VICIOUS CHARACTERS WOULD BE REMOVED.” It was not mere confinement that was attempted, nor confinement with labor ; for these could be seen all over the world ; but it was such an imprisonment as would prevent the inmates of our jails from associating together ; and such as would compel them to work for the benefit of that community which they had wronged, and for the improvement of their own habits. It is important to bear in mind these objects of our legislation ; otherwise we shall fail to judge rightly either what has been done, or what remains to be accomplished.

Let us glance at a few of the things which were essential to a good plan of construction, designed for such a discipline as has just been indicated. It will be seen that some of them must be regarded as necessary to any prison, which a civilized people could sanction without liability to reproach for negligence, unskilfulness, or inhumanity. In the first place, due securities for custody of the inmates will strike every mind ; 2d. Not only must our prisoners be kept, but they must be kept *separately* ; and their cells must be arranged in the most economical manner in relation both to the ground occupied, and the cost of building. 3d. As experience had on several occasions shown the great inconvenience of too small a structure, the alternative must be met of providing for ready and cheap extension of each jail, unless we would continue the prodigal mode of constructing anew from the foundation, whenever the growth of population should outrun our accommodations. 4th.

Due provision must be made for easy supervision of all the cells, and for the readiest access to every part, as the safety of the discipline, or the wants of the occupants might require. 5th. Ample precautions must be taken for health, such as a full supply of warmth and fresh air; and for the cleanliness of the establishment, a system of drainage must be introduced; and all of these objects must be attained in such a manner as to avoid giving to the prisoners opportunity for improper inter-communication, whether with one another or with persons outside of the walls, by which the custody might be endangered, or the wholesome restraints intended by the law be evaded. 6th. The family of the keeper must be decently and comfortably lodged; and rooms and apparatus must be furnished to them for supplying the food and clothing of the prisoners without exposure to violence, or attempts to escape; and the business of the keeper himself further required that he should have one or more convenient apartments for his separate use. Now, to combine these many requisites in such a manner as that present success should be attained, and that the provision made could be extended without disturbing the main body of the work, was a problem which had never before been solved; and this was one of the reasons which made the Eastern Penitentiary a subject of so much interest at home and abroad. Such a combination demanded not only knowledge and practical skill in ordinary building, but also a previous careful study of the experience of prison-keepers, and an acquaintance with the policy of that criminal code the discipline of which was to be represented;* and not the least of the claims of the architect, to our grateful remembrance, was, that he cast away all presumption, and patiently submitted to that preliminary instruc-

* The writer has seen, within the last few years, a house carpenter, with no special training except such as he could gain from a neighboring old jail of wretched construction, undertaking the planning and building of the prison of a county of large resources. Upon being asked to show his drawings, this adventurous citizen exhibited a sheet of writing paper, on which the outline was rudely sketched. At that moment the building was under roof.

tion in prison history, which his sagacity showed to him to be indispensable to the right performance of his duty.

Great as was the undertaking thus accomplished; and liberal as were the drafts authorized upon the public treasury for such buildings as the Eastern and Western Penitentiaries, that portion of the community who gave any serious reflection to the subject, regarded the duty of the government as very partially executed. It was true that provision had been made for prisoners convicted of high crimes and misdemeanors; but these formed a small minority of the persons who came annually under penal restraint. In every county there was a jail through which passed a considerable number of men and women, young and old; and the total of these was beyond comparison greater than the number confined in both of the State Prisons, so called. If the government owed it as a duty to the citizens at large, and to the unfortunate or guilty subjects of its penal law, to guard against corrupting companionships and idleness, and to establish salutary methods of instruction and labor, this obligation could not have been cancelled as to the majority of prisoners, by any attempt to satisfy its urgency in the case of a minority. The principles of legislative action so righteously adopted in 1790, and to which some practical effect had been given in the penitentiaries, still continued to be the basis of public duty; and therefore it was only the commencement of the reform, which had been realized. Much more remained to be done, before the government could be acquitted of its share of the whole work; and in order that this truth may be clearly set before the reader, a brief notice will be taken of the real character of that work.

Let it be recollected that the object of our extensive system of police, grand juries, prosecuting attorneys, petit juries, courts and jails, is to prevent the commission of acts which are contrary to the peaceful living of our citizens, in the enjoyment of their personal, and domestic, and social rights; and that every infringement of these of which the law takes notice, and the jurisdiction over which is not given to the civil tribunals, must fall within the department of criminal justice; and few of

our citizens can be so little informed as not to perceive that there are annually committed a very large number of acts of such a kind as to bring the perpetrators within the jurisdiction of our criminal courts. These acts imply various degrees of moral wrong; they are committed under very various degrees of temptation; and by individuals who resemble one another in perhaps few circumstances which could justify their being included in one class. The mere locality of a crime, or the condition of the neighboring community, or the previous training and opportunities of the offender, or the associations to which he had been accustomed, or the provocation which he had received, or the grade of the offence itself, or the number of times it or another had been committed by the same person, and a thousand other things may very materially affect our private judgments upon the people who occupy the jails; and any citizen possessed of half the good sense which characterizes the members of an American community, might be justly offended if he were supposed incapable of seeing any difference amongst our prisoners. Their mere sex or age would soon become, in his eyes, a very important reason for distinction; and it would require only a very short tour to convince him that the population inside, is almost as various as that outside of the jails. He would certainly be more impressed by the differences observable inside, because of their being brought into comparison within so small a space; and at last he would recognize the fidelity of the description which we shall quote from a former number of this Journal.

"We shall understand by the term *county prison*, a building in which are kept persons of every age, and of each sex and color; of every rank, fortune, education and character; some of whom are charged with no offence, but are held to secure their appearance as witnesses—others of whom are charged with offences of various grades, but some of these are innocent and will so appear on trial; some are guilty and will be punished—others of whom are already convicted of trivial offences, and are subjected to only a few weeks or months of detention. In this diversity of classes some will be found whose habits are orderly and industrious, others who are idle and vagrant; some

whose education has been moral and whose tastes are refined ; others who are rude, coarse, filthy and ignorant ; some whose language and deportment are chaste and decorous, others whose utterance and gesture are profane and obscene ; some whose commitment, although legal and upon a true charge, implies only a momentary excess of anger, or perhaps a too zealous defence of a friend ; others who are old residents of prisons and have led only a criminal life ; some who are young, and have been unexpectedly pressed by a temptation against which their very arrest may be a sufficient security for the future ; others who are practised corruptors of youth, and seek every advantage of the inexperienced ; some who are willing to be taught the mysteries of robber-craft, others who are expert and anxious to communicate the vicious devices of roguery."

That a government which had, during so long a period, maintained the expediency of SEPARATION, INSTRUCTION AND LABOR, and which had given such practical evidence of its sincerity and earnestness as was afforded in the large penitentiaries, should suddenly end its career of improvement, and leave to the chances of promiscuous intercourse, in idleness, the great bulk of its prisoners, in jails whose inmates were of characters so various, could not be credited.

The young alone would present motives to effort too strong to be resisted ; and accordingly, before the completion of the Eastern Penitentiary, a committee of the Society was charged to report suitable measures for the protection of this class. This enterprise being found to involve an amount of labor and responsibility too great in addition to those already assumed, a meeting of citizens was called, and the subject entrusted to their zeal and public spirit. The result was the establishment of that noble institution, the House of Refuge at Philadelphia, where hundreds of children and youth of both sexes are rescued from what would have been the fate of most of them—imprisonment in one or more of our jails. At this moment many a respectable apprentice, and many an adult wife and husband, bless God for the interposition which stayed the headlong current of their early life, and turned it into channels of private worth

and social usefulness and respectability. Amongst the annual appropriations made by the legislature, none is more fruitful of good, than that which is devoted to this timely intervention; and of none is the fruit more evident.

But the very young, constituted only a small portion of the inhabitants of the county jails; and soon that became experimentally certain, which might have been anticipated by even a superficial observer, viz., that the discipline and general efficiency of the large penitentiaries themselves, were to a serious extent neutralized by the influences operating upon the prisoners during their preliminary confinement in the county jails. The intelligent Inspectors who gratuitously gave their services to the study and management of the Eastern Penitentiary, made to the legislature early and repeated forcible representations upon this subject. They boldly declared that unless the county prisons should be reformed, their institution could not produce its proper advantages; and they suggested a formal inquiry into the condition of those prisons. The county of Philadelphia, whose population and resources enabled it to act promptly in such a case, was guided by considerations of so grave a character; and the legislature cheerfully giving the requisite sanction, a prison was erected of a capacity sufficient for 408 male inmates. Partly from the novelty of the mode of construction demanded for our system upon a large scale, and partly from a want of adherence to the known conditions of our discipline, this prison has never afforded to its officers, adequate means for a thorough execution of the policy of the government.

It could not be reasonably expected that all of the jails in the State would be forthwith demolished, and new ones constructed according to the plan of the penitentiaries. The citizens of the interior were engaged in various private pursuits, contributing, in their respective spheres of industry, to the wealth and character of the State; and the information needed to attract their special interest, or to elicit any decisive expression of their will, made its way slowly among them. The Commissioners, to whose discretion the county funds were en-

trusted, naturally hesitated to pledge these to any expenditure for which their immediate constituents were not prepared; and thus the reform begun by the legislature made slow progress when it became dependent upon the county authorities. Still it might have been expected that when new jails should be actually erected, some regard should be exhibited to the already clear indications of the legislative policy of the State. That after these had become generally known, any public officers should usurp the supreme authority, and follow their own prejudices, or be guided by their fear of temporary misapprehension, rather than by the published will of the government, is surely not consistent with American notions of the duty of citizens. That there were difficulties such as to deter any but a firm as well as intelligent body of Commissioners, appears in the case of the Dauphin county prison; the erection of which followed, within a few years, that of Philadelphia. The resistance offered to the plan which was finally adopted and executed, might have discouraged officers less wise and persevering than those who, fortunately, at that juncture managed the affairs of Dauphin. The architect who had planned the two State penitentiaries, was employed to design and direct the new work; and upon its completion, that county could boast of possessing the best county jail in Pennsylvania—it would probably not be going too far to say the best, at that time, in the United States. The existence of such a prison at the capital, where it might be easily inspected by the members of the legislature and other visitors, was a most advantageous and seasonable fact; and the reports of its experience were such as to silence all opposition, and to cause a very favorable reaction of public opinion. It cannot be doubted that to its agency we are greatly indebted for the movements made in other counties in the right direction. It must always occupy an important page in the history of our penal institutions; and the names of the Commissioners now inscribed upon its walls, will find a respectful record long after the building which they erected shall have ceased to be visible.

The prison of Chester county and that just mentioned, had been in operation several years, when the Commissioners of

Berks, sustained by a number of enlightened citizens, undertook the construction of a new jail which was much needed. Following the example of Dauphin, and desirous to adhere as closely as practicable to the penal system of the State, they invited the services of the same architect. In the interval the governments of Great Britain and France, by the publication of the results of experiments which, at heavy expense, they had caused to be made for the improvement of the details of construction, enabled the director of the building in Berks to employ with confidence, suggestions which, without such warrant, might have been regarded as premature in a county jail. The arrangements were consequently more complete than any before seen in Pennsylvania; and Berks took, for the time, the position of model county. There, as elsewhere, there was opposition at the outset; but the sober citizens who dreaded any novelties, soon saw their error; and at length did what the sterling sense of the country never fails to do in the long run—they applauded the work.

With such an example, the Commissioners of Lancaster, of Montgomery, of Schuylkill, of Cumberland, and of York counties, in quick succession, manifested their readiness to extend, within their respective districts, the administration of our system. In these counties may be seen a fine illustration of the bearing which a special study of the subject, combined with a liberal spirit and a zealous regard for public duty, has upon the degree of success attained in the end. The architect who undertook the construction of the Montgomery prison, had enjoyed the benefit of a very various exercise of his profession. Many buildings, public and private, have been planned and erected under his direction. By the city of Philadelphia, and by other municipal, as well as private corporations, he has been engaged many times upon important structures; and if a general knowledge of his profession had been sufficient to qualify him for the construction of prisons, he must have been entirely competent for this branch of building. His own opinion upon this subject may be readily obtained by a visit to the jails of Montgomery and Schuylkill, both of which were designed by him. In the

superiority of the latter, we perceive the clearest evidence both of the value which he attached to continued special study and experience, and of his conscientious regard to his duty as an agent for the expression of our legislative policy. No architect, however complete his training in other respects, could approach the degree of perfection in details which is exhibited in jails now standing in Pennsylvania, unless he should first make those or similar ones his particular study. They are the results of many years of various experience and reflection; and could not have been produced by any one mind through a single effort. An honest builder, before he expends the funds entrusted to him, will, to the extent to which he is permitted by his employers, conform to the improvements already established; and no false pride will induce him to abstain from a rejection of his own work, when further observation shows it to be unequal to the proper demand upon his skill. Nor will he be reluctant to apply resources which may have come from the genius or industry of others; and when his own study can add to those resources, he will cheerfully give it. Thus in Schuylkill county, the model of Berks, in which were embodied the products of unusual scientific and mechanical skill, developed not only in this county, but in Europe, was followed, except in the particulars in which it appeared open to improvement. In York county, Mr. Edward Haviland, a son of the gentleman whose reputation was so closely connected with the State penitentiaries and with the jail of Berks, and who might be supposed jealous of any diversion of the public mind from his father's designs, unhesitatingly adopts an improvement made by Mr. Le Brun in Schuylkill; and, as will be seen in the accompanying description of the York plans, gives to the latter gentleman a generous public acknowledgment of his merit.

It would be a great mistake to believe that a practised mechanician, because he can easily understand, and repeat in his own work, all that he sees in one of these prisons, could produce the same details by his own unaided invention. If he were deficient in nothing else, his want of that knowledge of the management of prisons, and of the character and habits of

prisoners, which has suggested all of the details, would render his invention a very unsafe dependence. Each may be simple enough, and now obvious enough; but it is only the old story of Columbus and the egg. The misplacement of the cell doors, as has happened by accident in one of our jails, may defeat one of the most important disciplinary regulations. The bad location of one of the rooms necessary for the domestic employments of the keeper's family in relation to the prisoners, may greatly multiply the cares and fatigues of each day. A badly constructed lock, or a disproportioned flue, may jeopard the life of the keeper himself. It may seem superfluous to dwell upon what every man in the community may be presumed to know, viz., that each branch of business requires special training; but the citizen who acts upon this truth in his judgment both of himself and his neighbours, as well as of the persons whom he employs, looks on quietly, while a man who has never built any thing but a dwelling-house, or a barn, or a county bridge, undertakes, without training, to construct a prison, which is sure to be deficient in the particulars which alone could justify the expenditure of funds obtained by taxation of his fellow-citizens. The proof of this inconsistency is open to common observation, in every county in Pennsylvania in which a jail has been erected without the precautions upon which we are insisting. It does not admit of reasonable question, that in such instances, the custody of the prisoners—the security of the keepers—the morals of the inmates, are all exposed to hazards which are highly reprehensible in any circumstances in which they could have been avoided. This assertion is made after actual personal inspection of the best of them.

To enable the reader who may not have had the same opportunity for gathering evidence, to appreciate more readily the evil results in question, we state a few of the mischiefs which may be witnessed while we are preparing this sketch; and not only in jails of ancient construction, but in some which have been erected within the last dozen years. At this moment, then, a visitor may see prisons so carelessly placed and enclosed, that the prisoners talk freely with any person who may

be passing near the wall; and this wall being broken through, there is nothing to prevent an escape. In fact, numerous escapes in this way are known to have occurred. 2d. Jails so badly placed and built, that during a considerable portion of the year, dampness so prevails that the moisture trickles down the walls of the lower cells, and prevents their being used except in disregard of the health of the inmates. 3. Jails so poorly provided with the means of cleanliness, as to make the whole population dependent upon night buckets, or the personal attendance of the keeper, for answering the imperious calls of nature; and this too in situations where drainage is easy. 4. Jails so limited in accommodations, that during every term numbers of their inmates, sometimes as many as a dozen, are forced into companionship by day and by night. Consequently we have—5thly. Jails in which licentious conversation, ribaldry, obscenity, are frequent; in which the hardened offender associates, without restraint, with the youth who is in confinement for the first time, and upon some petty charge, such as noisy conduct, malicious mischief, or the like. Is this the UNIFORMITY which sixty years ago was announced as the reasonable object of the government? Is this the SEPARATION, is this the wholesome DISCIPLINE intended? Are these the proper preparatory schools in which individuals are to be trained for their favorable reception of the correctional influences of our penitentiaries? Are these places to which public officers can, with consciences clear towards God and man, consign the susceptible and wayward natures of the young? These jails, it must be added, are not the temporary and merely provisional resorts of newly settled regions, remote from the great roads, and restricted by poverty from a liberal expenditure; but such are to be found within sight of the thoroughfares of our commerce; and in counties which boast of their agriculture and their manufactures; and the inhabitants of which would resent, as an offensive disparagement, the suggestion that they are behind their fellow-citizens in the general indications of good sense and patriotism. Near some of these jails stand courthouses, the cost of the useless exterior ornaments of which

would, upon a judicious architectural plan, have more than paid for arrangements by which the prisoners could have been kept not only safely, but separately, decently, and according to our disciplinary policy.

But if every prison in the State were a fit framework in which to administer that policy, the administration itself would demand a much greater amount of experience and discretion than is commonly supposed. It is true, that if the number of our prisoners were ten times as great as it is, and if their characters were tenfold worse than they are, wheat would still grow, and coal and iron be dug out of the earth, and the whistle of the locomotive be heard, and our manufactories continue to pour forth their elements of public wealth and prosperity. The business of Europe goes on although a hundred thousand lives and many millions of dollars have been squandered in unjustifiable strife. So the county of Berks grew rich, and flourished, before her citizens had any jail better than the miserable predecessor of her model. So too in those counties in which stand the jails above described, we see manifestations of successful private industry and of prosperous public management. The evils to which we advert are not exposed to daily notice. The sheriff produces his prisoners when their names are called at the court-house ; and, as he is generally a reputable citizen, there is no reason to suppose that he treats his people harshly, or that he keeps inequitable accounts with the treasury ; therefore the conviction is that all is " well enough." The sheriff himself feeds his prisoners well, often upon the same kind of food which his own family consumes. He lets them out of their rooms, and into the yard, reasonably often ; and they can frequently sun themselves, or take a game of ball or pitch-penny together. They are " welcome to any of his books ;" and perhaps he sometimes tells them what fools they are to get into prison when they can stay out if they choose, and behave like decent people. Besides, it is not his fault that the prisoners are together ; he has only four or five rooms, and yet often there are twenty or thirty persons under commitment at one time—white and black, male and female, old and young. He

does his best, and he thinks it unreasonable to find fault with him for what he cannot help: and *the sheriff is so far right.* The fault, if any, is with the Commissioners who built the prison, and with those citizens who, knowing or having the means of knowing or doing better, have carelessly permitted such a fountain of mischief to be opened among them. If such as these think the jail "well enough," because it does not blight the crops, or stop the mills, or disturb the general order and thrift of the county, it argues so narrow a view of their duty to the State of which they are members, or so wilful a disregard of the often re-iterated penal policy of that State, that the most charitable course which we can take is to presume that they are not yet fully acquainted with the history of the subject; and therefore, that their opinions are not yet sufficiently ripened to justify their taking any decisive steps against what has been, for so many years, the clearly expressed will of the government. We must therefore turn to other quarters for the materials which are to guide our judgment; and these are not wanting. A scrutiny of prison management in the principal penitentiaries and county jails in the United States and in Europe, has not only furnished us with valuable instruction upon the best means of daily discipline, but also disclosed evils and possibilities of evil, of such kinds as must deeply impress every sober-minded man who reckons the number of commitments. Besides these considerations, the investigation of penal systems has shown in our own country as well as abroad, that the machinery of public justice, independently of our jails, is often perverted from its legitimate operation; that, from the arrest to the final trial of offenders, there are abuses which affect both the public treasury and private rights.

The Prison Society, finding that, simultaneously with the erection of good jails, bad ones were rising; and that the course of justice and the public interest were continually exposed to fresh sources of mischief, addressed a memorial to the government in the year 1847, asking for the enactment of a law requiring such annual returns from the persons charged with the execution of our penal code, as would make manifest

the real state of facts, and afford some indications towards such measures as might be still necessary on the part of the government. In favor of such a law it was urged that the means by which a criminal code is administered are parts of the very system of government—that they ought to be steadily and consistently controlled, as well as prudently selected—that the complexity of the instruments in use in our fifty or sixty counties would, of itself, suggest the expediency of bringing to the seat of legislative and of chief executive authority, some information respecting the condition and mode of operation of those instruments—that as a subject of interest to the treasury department, the annual expenditure ought to attract attention ; and yet that it was not in the power of any citizen, in or out of office, to obtain at the seat of government an account either of the amount of cost, or the mode of its application—that in relation to the personal rights of our citizens, no general inquiry was authorized, nor any thing officially known ; that while foreign governments kept strict record, in a central bureau, of every subject whose liberty was restrained, in our republic, thousands of citizens were thrown into jail, without any evidence reaching either the legislature or the chief magistrate, by which could be known their number, the reasons alleged for their incarceration, the manner of their treatment, the length of their confinement or the mode of their discharge ; whether their arrest was for light or grave causes, to what extent the charges against them were investigated, or any other of those particulars so essential to a right judgment upon the efficacy of our code, or the degree of its interference with the rights of individuals. It was further urged that the plainest dictates of justice required equality in the apportionment of penalties to offenders ; and that this was impracticable unless tables should be framed so as to show at least the average in the different counties. It was also said that the legislature was responsible not only for the establishment, but for the continuance, of any laws or institutions inconsistent with the general welfare ; and yet that it had no standards by which to judge of our penal system, unless such partial and necessarily imperfect ones as

might accompany a local petition or be hastily gathered by a special committee. As to those comprehensive inquiries which occupy statesmen and jurisprudents of other countries, into the causes of crime, and the circumstances which most affect their grades and the frequency of their commission, we had not, in our executive or legislative collections, the indispensable materials. These and similar topics had their proper weight; and his excellency Governor Shunk having in his annual message commended to the favorable notice of the legislature the application of the Society, the bill prepared by it was carefully considered by the Judiciary Committee of the Senate; was unanimously reported to and passed by that body; was approved by the other house; and, having promptly received the Governor's signature, became a law.*

After so signal an expression on the part of the government, of an opinion upon the merits of the proposed system of returns; and especially after that opinion had taken the form of a public law, it was not unreasonable to expect that there would be, at least, some show of compliance with its requisitions. It could not have been fairly anticipated that any of the sworn officers of the government would, even through oversight, much less through deliberate and contemptuous disregard of their duty, wholly abstain from compliance. Yet when, at the close of the year, the Secretary of State proceeded to perform the duty imposed upon him by the fifth section of the act, by laying abstracts of the returns before each branch of the legislature, he found that so general was the deficiency of reports of any kind, the idea of "abstracts" was ludicrous. He rolled together the few sheets of paper which had reached his office, and sent them to the legislature. This violation of law, be it observed, was committed by officers whose very business it was to enforce under penalty the observance of law by other citizens. If the terms of the act had been such as to involve inconsistencies irreconcilable in practice; or if its phraseology had been so obscure as to make it impossible for the officers

* Act of February 27th, 1847.

charged with its execution to ascertain the nature of the obligations intended to be imposed by it; or if it exacted so many and multifarious particulars as to transcend the ability of those officers; or, in short, if any reason existed other than their determination not to obey, there might be room for extenuating explanations. In fact, supposing the books of each officer to be properly kept upon any plan consistent with the idea of his public responsibility, any one of the returns could have been prepared for the Secretary's office in a few hours, in most, if not all, of the counties. Again; if the labor had been greater, and had burthened any of the officers beyond the measure of his compensation, the way was open to ask for the enlargement of this. It is a melancholy truth, however, and one which illustrates, in a manner anything but creditable to our State, the need of a more careful supervision of her executive officers, that a law such as is easily enforced in European countries, and in American States such as Massachusetts and New York; and is deemed by all enlightened statesmen important to judicious legislation; one which has been favorably recommended by our own chief magistrate, and enacted by our legislature—has been nullified by a general resistance on the part of the very citizens who were charged with its execution.

Finding that this attempt to lay a foundation for consistent general measures had become itself a source of difficulty, the Society prudently forbore to press its views until time and the good sense of our citizens should have softened prejudices, and opened the door of friendly explanation. As county jails continued to be erected, however, in direct antagonism to the welfare of our system, it appeared proper to invite the attention of the government to this particular evil. It was hoped that by bringing the county Commissioners into communication with the Secretary of the Commonwealth, **UNIFORMITY** would be promoted; and that the explanations which would thus seasonably become practicable, would tend to keep alive the necessary precautions; furnish information where needed; encourage a general interest in the success of our system; and give an opportunity for such friendly admonitions as might counteract

too parsimonious or timid a temper. For the convenience of all parties, it was obviously proper that suitable illustrations should be at hand for exemplifying the details to be discussed. There were many reasons in favor of connecting this duty with the department of State; and these were corroborated by the usage of governments in this country and in Europe which had attempted to systematize this branch of public affairs. There was known to exist in many, perhaps all, of our counties, an opinion that the jail of each was a "local matter," over which the inhabitants and tax payers of that county alone had any right of control. This opinion probably had for its chief source, that admirable distribution of internal affairs by which the prosperity of the American States has been so rapidly advanced; a distribution which, by subdividing the objects of official agency, and by confining their management to the persons most nearly interested in their cost and in the use of them, ordinarily secures the most economical and productive results. Hence the parcelling of territory into districts, whether counties, townships, or wards; and the superintendence of these by special officers, have become fundamental to an American's notion of good government. But however useful may be this practise, or satisfactory the reasons upon which it is maintained, it cannot be questioned that the number and boundaries of the districts; the number of the officers, and the sphere of their duty, and the extent of their authority to raise funds by taxation, and generally the power which they may exercise over their fellow-citizens, are subjects which must be regulated by laws enacted by the supreme power of the State; and that this regulation may be variously exercised from time to time, whether in restraint, or enlargement, or substitution, or total privation, with no other check than such as is presented by the constitution. Accordingly the officers of such districts are frequently the subjects of special as well as general enactments; and each county performs for the State a multitude of duties, from the collection of taxes for the State treasury, to the administration of civil and criminal jurisdiction within its own territorial limits. No citizen acquainted with even

the first principles of the government under which he lives, can doubt that it is the business of the State legislature to pass criminal laws, to prescribe the mode of their execution, and to regulate the sphere of duty of each officer in connection therewith. If there could be found a Pennsylvanian uninformed to this extent, a reference to the statute-book would enable him to see that the practice has always been in conformity with these views. When the legislature has declared, or assumed, any act or omission to be a crime, and has provided imprisonment as the penalty, it has the right also to prescribe the term, the place, and the mode, of imprisonment. Whether all prisoners shall be kept in one large building, or shall be distributed amongst a number of smaller ones—whether they shall be kept separately or be allowed to associate together—what accommodations they shall have of food or clothing—what provision shall be made for their health—what instruction they shall receive—what labor they shall perform—are all subjects wholly within legislative control. If for good reasons, or bad ones, the government choose to adopt a general policy in relation to offences and their punishments, it may require a conformity with that policy on the part of all its agents. If after all this it should entrust to the Commissioners of each county the preparation of the place of imprisonment for crimes committed in that county, it would be a very extravagant inference from such a trust, that it made the commissions so far independent, that they could act not only in neglect, but in defiance of the general policy; and that they were therefore not bound to consult the government or pay any attention to its known preference in the case. Upon the whole, therefore, whatever momentary jealousies had been encountered, the Society found its way quite clear for presenting to the legislature (1851) a memorial, in which, after referring to the well settled maxims of our public discipline, it asked for a further expression of the design of the government, so as to preclude, if possible, such liberties as had been taken with it. A draft of a bill was at the same time prepared and submitted with the memorial. In this case, as in the preceding one of 1847, there

was fortunately no room left for the suggestion of haste or inconsiderateness. The object of the memorial being so clearly within the scope of previous legislation for more than half a century, and the most important of the facts being presumably within the knowledge of at least a majority of the members, it was, at first, thought sufficient to procure the reference of the memorial and draft to the Judiciary Committee of the House of Representatives. Partly from pressure of other business, and partly from the unusual fact of there appearing no person to explain the history of the proceeding, that Committee declined to assume the responsibility of it at the outset, and made therefore a negative report to the House. The Society thereupon sent to the capitol a deputation, at whose instance a full discussion of the subject was had before the Judiciary Committee, both of the Senate and of the House. The bill was unanimously reported by both committees—passed both houses—and was signed by the Governor. That the reader may better appreciate this act, in its relations to the past as well as to the future, a copy of it is subjoined.*

* “Whereas it has long been the policy of this government to combine the separation of convicts one from another, with instruction and suitable manual labor as the best means of discipline and reformation:

“And whereas it is necessary, to the equality of penal justice, that the administration of the county prisons shall be uniform, as has been heretofore declared; therefore

“Be it enacted, &c. That every county prison which shall be hereafter erected within this commonwealth, shall be so constructed that every person committed thereto, whether upon conviction or otherwise, may be confined separate and apart from every other person committed thereto, due regard being had in the plan of construction to the health of the persons to be so confined; and that before any county prison shall be erected within this commonwealth, the plan of construction of such prison, drawn sufficiently in detail for the clear comprehension thereof, shall be submitted by the commissioners of the county in which the same is to be built, to the Secretary of the Commonwealth, and shall be inspected and approved by him, and so certified by him upon the plan, a copy of which shall be furnished by the commissioners aforesaid at the time of their submitting the original as aforesaid, and shall be signed by the said Secretary, and be filed and remain in his office.”—(Act of April 8, 1851, Pamphlet Laws, page 353.)

This phraseology is too clear to leave any doubt upon the mind even of a perverse constructionist, that not only did the government recognize as its long settled policy, the SEPARATION OF CONVICTS, but it gave a fresh sanction to its previous declaration, (of 1790,) that its purpose was to obtain UNIFORMITY IN THE ADMINISTRATION OF THE COUNTY PRISONS ; and as general announcements and the example of the State prisons had proved to be insufficient to secure its objects, it therefore peremptorily enjoined uniformity ; specified the basis of it ; and forbade the construction of any county prison until, by the inspection and certificate of the highest officer of State next the chief magistrate, it should have been made apparent that the plan had been drawn in compliance with the prescribed conditions. The passage of this law has served at least the good purpose of showing where we are to look for the causes of that heterogeneous condition of our jails which so retards the completion of our great system. Has it served any other ? Will the sober citizen who respects the laws of his country be prepared to believe that even this enactment, so plain, so peremptory, has shared the fate of its predecessor of 1847 ? Will he believe that in this case also the very ministers of the law, to whose care as well as fidelity its enforcement was entrusted, have again deliberately set at nought the clearly expressed will of the government ; and this not only in the withholding of plans, but in actual construction ? It was no longer a question of ignorance, but of open insubordination. For this there could be no excuse ; and the nature of the case was such as not to afford ground even for the pretence set up in extenuation in other cases, viz., "that the counties could not afford to build *penitentiaries*—that when their wealth increased they might have such prisons as Berks ;" or that "there were not more than half a dozen prisoners at each term, and when they began to be crowded, they could have a larger building." Every county jail must have lodgings for the sheriff or his deputy or other keeper. This part of the structure is therefore a permanent requisite, whatever the extent or plan of the other portions ; once built, it may outlast many alterations of the cells.

The only radical difference dependent upon the act of 1851, is that the cells ought to be constructed for the occupancy of one inmate each. For this arrangement a few partitions are needed; and if a county treasury is too poor to pay the additional cost, there is in this fact good proof that the district has been prematurely entrusted with one of the most important responsibilities of a county. In the location of the cells, and in their connection with the keeper's department, provision may be made for any subsequent extension up to fifty or more cells, without changing the plan of the whole in any essential feature. It is a reproach to us that the English government long since published for the use of county officers, carefully drawn plans of prisons of various sizes, one of which is suited to so small a number as six prisoners; and up to this day, in Pennsylvania, from which the elements of the English plans were obtained, there has not been issued by the government a single drawing with the same object. But this fact cannot relieve any Commissioners from responsibility where they knowingly act contrary to legal prescription.*

* The examples already furnished by the liberal public spirit of some of the counties, might be easily followed by any builder to whom the planning and constructing of so important a work as a prison could be intelligently and conscientiously entrusted by the Commissioners, (who in Pennsylvania constitute the chief council,) of any county. To see this, the reader has only to look at the plan of the York prison accompanying these pages—then to suppose that all of the cell portion is cut off except the three cells on each side, next the keeper's department. There will be left six cells; or, if the two stories be taken, twelve cells. Then let him suppose that, instead of the imposing front portion which a wealthy county may afford to obtain for the ornament of its principal town, there be erected a substantial, comfortable, and neat but plain, dwelling-house for the keeper and his family. Let the connection between the front and the rear be made in the manner taught by experience to be the best—and let the whole, with its yard space, be enclosed by the common jail wall of the country; and there will be provided a prison which will answer, for twelve prisoners, all the leading requisites of our general policy, or of any particular legislative expression of it heretofore made. We will specify a few of these for the sake of comparison with any jail near which the reader may happen to reside.

1. A degree of safe custody impossible in any

Let us look at our subject from another point of view. We have our territory subdivided into more than half a hundred districts, called counties, each of which has its distinct system of public administration respecting affairs arising within its limits. Each has its own Commissioners, or chief board of civil administration; its own Sheriffs and Constables; its own courts, prosecuting officers, juries and prison; and its own treasury and system of accounts for the receipt of taxes, and for their disbursement for the maintenance of its administrative machinery. The numerous officers charged in each county with the public business, have not a permanent tenure. Their term of office is short. There is no continuing official system by which, as in the great offices at Washington or Harrisburg, both the prin-

jail upon the old plan. The mode of framing and placing the windows alone, would at once prevent both communications and escapes. 2. Facility of supervision, as all the cells could be seen at a glance from the door-way of the keeper's portion—the corridor (or middle space between the two rows of cells), being open to the roof. 3. Facility of access to all the cells in a given space of time. 4. Separation of the prisoners from one another, and thereby the preventing of evil associations, as well as of noise, insubordination and escapes. 5. Opportunity to compel the labor of such as may be legally made to work; and to allow suitable employment to others who may desire it—which most of the inmates would do in such circumstances. 6. The best arrangement for instruction and counsel, and for the periodical influences of religious worship. 7. The best protection of the keeper's family; and 8. Their greatest convenience in attending to the wants of the prisoners. The last two items are particularly important in those counties in which the sheriff resides at the jail, and during his absence even his wife is occasionally required to assume his duties. 9. The prevention of influences injurious to the discipline of the State Penitentiaries. 10. A conformity with the general principles of the penal policy of the State. 11. The uniformity of structure which is essential to public justice whenever citizens are condemned for similar offences to different places of punishment. 12. A faithful application of the funds raised by taxation. Yet simple as are the means by which these numerous great objects may be secured; and insignificant as would be the cost additional to what is unavoidable if a prison is to be built at all; and clear beyond doubt as have been the expressions of the legislative will; jails have been built in some of our counties within the last ten years, in which all of the dozen particulars above mentioned have been at least partially disregarded and lost.

ciples and the routine settled by the wisdom of experience for ordinary affairs, may be preserved during the changes which are made amongst the official heads. There is no continually ripening knowledge or judgment by which citizens suddenly called from their private pursuits, may profit so as to avoid interference with a well settled policy, or with economical rules which have grown up during years of trial. Whatever advantage can be reasonably expected by the community is to be derived from the inspection of local files and records, or from the occasional instruction of persons who have held office during a short period, or from the degree of knowledge and sagacity which each incumbent may bring with him.* Supposing, then, that we have no personal acquaintance with the citizens chosen to fill the various offices above designated; but giving to their constituents the credit of selecting candidates of at least the average intelligence of the community for which they are to act, what may we reasonably expect, or not expect, taking the common experience of the State for our guide? In the first place we cannot expect the *combined* wisdom of all the public officers of the county; for its business having been subdivided, and the portions distributed by law and usage, each functionary minds his own peculiar affairs, leaving the others to do the same. Occasional conferences are brought about by the interlocking of particular branches of duty; but the main body of each subdivision is managed by the officer specially commissioned with reference to it. In important cases, the most influential tax payers are sounded, and much general conversation ensues. Citizens eager for whatever profit may be made through a public "job," are ready with propositions. A chance remark is now and then given to the Commissioners by some old

* It can scarcely amount to a restriction of the general force of the remarks in the text, to say that some of the clerks of the commissioners are retained in office during several successive years, because of a knowledge of details, or a general intelligence; or perhaps because of a local influence. It is not the customary duty of the clerks to study the subject of prison architecture; and consequently they have no advantage over the Commissioners in this respect.

and well informed resident, in which, it being reasonable, they acquiesce. The volunteer advisers multiply; and at length the whole subject being in a sufficiently ripe condition, the initial steps are announced, and the work is begun. If this happens to be of a kind immediately connected with the ordinary business of the county, it is likely to be, in the main, well done. Most of the Commissioners are respectable and thrifty citizens; and where they are in doubt they have the good sense to ask prudent counsel, and to follow it. But what is to happen if the undertaking proposed to them be of a kind upon which they and their usual counsellors are without any experience? If the question were upon a railroad, an engineer would doubtless be employed instead of a Supervisor or a common field surveyor. If an expensive stone bridge were to be built, it is not likely that a journeyman house-mason would be called to the direction of the work. But if it were a PRISON,—a public institution in which the justice and humanity of our criminal code are to be vindicated, and upon the proper details of which it has been found requisite to exercise the best thought and mechanical skill of the world; and in which, when completed, the means are to be provided for administering a settled policy of discipline—then would any man who can copy the old jail, with a few touches of his own in harmony with the rest, be thought capable; or would the Commissioners look about the country for a *prison-builder* upon the same principle that would send them in search of a railroad or bridge builder? Would they ascertain that the man of their choice had been trained to work of the best kind; or would the carpenter or mason be appointed also the *designer* of the work? There are enough new county jails, built upon the old plan, to answer this question; and in some of these, even supposing their plan were good, there will be found proofs enough of the inability of the contractor to execute it, without violating some of the elementary rules of experienced prison-keepers.* It may be supposed that the

* A curious example is furnished in the jail of a county, the name of which is familiar enough throughout the State. It is built upon the old

judges of the courts, and the prosecuting officers, and the citizens who have at different times served as Sheriff, would give to the Commissioners good counsel upon both the law and its disciplinary administration; but it is a sufficient answer to this conjecture, that as bad jails are erected, either the counsel is not given; or, if given, it is not in accordance with our penal system; or if in accordance therewith, it has not been followed—and the effect is the same.*

Let us go further, and suppose that all the county commissioners are of equal general intelligence, and equally desirous to do their duty; we may in this way rid our case of any inequality or want of "uniformity" from these sources. Still, whence are they to derive the special information needed for plan, and the exterior is very creditable to the neatness and general skill of the mechanic who constructed it. But not long after its "*completion*," and while it contained more than a dozen prisoners, it was thought advisable to *fasten some iron bars to the wall outside of the windows* so as to prevent escapes! This beautiful specimen of skill in *prison-building* was expected to receive inmates from a continually changing population, which must often contain very disorderly persons—many of them strangers in the county.

* In one of our counties, an Act of Assembly, passed within the last fifteen years, directed a prison to be erected; and expressly provided that the building should be "*suitable*" to its objects, and "*upon the most approved plan*"; and it also required that the court of the county should be satisfied that these provisions had been complied with, before the prisoners could be removed from the old to the new jail. Here was a case in which the interposition of the court was not left to chance, but was demanded by a legislature holding its sessions in the very town in which the Dauphin County prison was finished and in use at the time of the passage of the law; a case which, therefore, excludes all idea of want of knowledge in that quarter. Yet the Commissioners actually permitted the erection of a jail with some of the worst features of the old plan, and the *court gave a certificate of approbation*, and the prisoners were removed! The building now stands, a discredit to our penal system.

In another county, a practitioner of law who had, or fancied that he had, a talent for such things, drew at least the main features of the plan of a prison, which was built accordingly. Its principal model appears to have been the jail of an adjoining county. Both are upon the old plan. In both, the leading objects of our prison discipline are constantly violated.

the designing of such prisons as will afford the best return for the expenditure of a given amount of funds? There is manifestly only one mode; and that is to study both the latest modern examples in actual structure, and the reasons which have suggested their details.* But are the officers of every county to be sent out in pursuit of this information? Would it not be more economical in every way for the legislature to cause to be prepared a few plans adapted respectively to the well known various situations and resources of the counties, at each principal stage of their growth; and to distribute these from time to time as required?

But more than this would be necessary. Even the legislature has shown, in its own acts, the risks attendant upon resolves adopted under the pressure of special cases; and it has been made the instrument for rendering uncertain some of the particulars of its own policy. For example; whenever a large county prison has been erected upon the plan of separation, an enactment has authorized the retaining of some or all of such *convicts* as had before been sent to a State penitentiary. Of course suitable provision was to be made by law for the administration of the interior discipline. Now it has happened that in the State penitentiaries, and in some of the county prisons, the Inspectors were authorized to permit, at their discretion, in addition to official visitors, other persons to visit the prisoners. This liberty was thought important with reference to the health as well as the moral improvement of convicts. Yet in one case at least, (that of Montgomery county,) all other than

* The importance of continually recurring to experience even in cases in which, at the outset, the best available means were thought to have been employed, is strikingly illustrated by the following example.

The authorities of a county prison, after some years of trial, published a description of it, in which it was said to be "one of the best prisons in the world," and a particular account was given of the method adopted for heating and ventilating the cells, as one worthy of favorable notice.

Within the last twelve months, the grand jury of that county have presented the plan of heating the prison; and their presentment states that some alteration in it is "highly necessary, as well for the comfort as the protection of the lives of the prisoners."

the official visitors (few of whom were likely ever to see the interior except in the most casual manner) were strictly prohibited from having "any communication with convicts."* Again; even with an attention on the part of the legislature much greater than it is likely ever to give to the details of the subject, there will remain some of these which are of real importance to the uniformity of our penal restraints, and which are of such a nature as to require continued systematic observation. For example; in Berks county each cell has a yard attached to it; and the plan of the prison contemplates daily (or frequent) separate, but simultaneous, exercise in these yards, under the general supervision of the keeper. In Schuylkill and York, &c., there is no such provision. Such yards are in use at the Eastern, but not at the Western Penitentiary. In the English and French plans, on which great pains were bestowed by men of unusual intelligence and experience, there is a scrupulous provision for exercise in this mode. Either this part of the design is unnecessary to a humane administration, in which case the public money and the time and vigilance of officers should not be expended upon it; or it is necessary, and should be, not only in some cases, but universally, adopted.

Another consideration of too much value to be omitted, will be so plainly a consequence of the facts before stated, as not to be open to question. While there were only two prisons to which persons convicted of the graver classes of crimes, or sentenced to long terms of confinement, could be sent; and while the county jails were used chiefly for preliminary detention, the acts regulating the Eastern and Western Penitentiaries constituted, as far as the letter of the law could go, a sufficiently uniform rule. Now, however, the system has assumed a mongrel character. As each separate county prison becomes, by

* It is within the personal knowledge of the writer that this difference was brought to the notice of a citizen of Montgomery county, who at the time had in his possession, for revision before its passage, the draft of the law which was to regulate the prison of that county. It is not known what views determined the retaining of the clause in question.—(*Act of April 8, 1851.*)

special legislation, a State penitentiary, while only the two largest prisons retain the name and reputation of such, it follows that great inequality must exist in the degree of attention respectively given to them on the part either of the government or of the people at large. If the discipline of the State is in this way to be subdivided, and the larger establishments are gradually to fall into disuse, not only ought so fundamental a change to be foreseen, but ample provision should be made for it by giving their proper rank to the minor establishments; and by the seasonable adoption of some system of oversight and regulation which shall harmonize their now independent, and in some respects discordant, administration.*

* From the multitude of examples illustrative of the importance of a periodical inspection of all of our prisons under some experienced head, it is difficult to make a selection without impairing the impression of the general phraseology of the text. But one will be ventured for the convenience of readers who may not have given attention to the details of administration, or their influence upon the justice or humanity of our judicial sentences as these are *in effect*.

In one of the counties of our State, a prison had been erected for separate confinement. The arrangements for heating and ventilation were made upon the plan now settled in the opinion of good judges to be, not only practicable but, the best. A casual visitor, whom a trial of the air in the cells had disposed to doubt the efficient operation of the apparatus, held a light filament near the mouth of the aperture through which the air should have made its escape from one of the cells. The thread was unmoved! In the cell was a prisoner working at a loom. He noticed the procedure, and said, "it is very bad, sir, it tries me very much—it is hard for a man to do his day's work in such a place." The visitor's own senses were sufficient vouchers for the truth of the remark. Upon the facts being reported to the principal keeper, (a good citizen, kindly disposed in general intercourse, and no doubt as desirous as most men to do his duty *as understood by him*,) he strongly censured the visitor for his experiment, because "it would only encourage the prisoner to be dissatisfied." The attention of the presiding judge of the district was invited to the subject, and it was agreed that an effort should be made to set the air in motion, by the use of a fire in the extracting shaft, according to the original design. The keeper maintained that "the whole scheme of the thing was a folly," and persisted in this opinion, notwithstanding the men-

The erection of a bureau, or department, in the office of State at the seat of government, appears to be the only mode in which we are likely to secure either that accumulation or that use of experience and skill which the public interest needs. In addition to the *centralization* of knowledge from all quarters, such a department would promote the *increase* of knowledge in all, by suggesting those inquiries which can have their origin only in large inductions of fact. The periodical publication of materials thus brought together, would give to the State the benefit of the reflection of experienced students of such subjects in every country. With such a bureau, and with a conscientious enforcement of the acts of 1847 and 1851, the time would not be remote when we should wonder at our delay of measures which would then seem to us indispensable conditions of any rational system of penal legislation and discipline. Without such aids, **UNIFORMITY**, and, therefore, an equitable administration, seem hopeless.*

tion of several public institutions in which the same kind of apparatus was at that time in most successful use.

Here, then, was a case in which a man, sentenced to imprisonment in the name of public justice, was made to endure suffering which was never contemplated by the law; and which unnecessarily put his health in jeopardy, without promoting the object of his incarceration. While he and his fellow-prisoners thus suffered, convicts in the State penitentiaries were breathing comparatively pure and wholesome air. Is this equality? Is it humane?

* While these sheets are going to press, we open the last annual report of the Inspectors of the Eastern Penitentiary, just received; and it gives so clear and strong a sanction to many of the remarks in our own text, that we are glad to be able to repeat a portion of its phraseology, as representing the result of experience in that institution during a quarter of a century.

"It is hoped that the time will come when the legislature of Pennsylvania will take the important subject of the present penal code, as it relates to our admirable penitentiary punishment, into consideration. Sporadic reforms are worse than useless; labors of those who are required to learn while they attempt to teach, are vain. *The familiarity of long experience, careful and earnest devotion to the subject, and an interest in the questions involved, above and beyond an interest in self, are among the qualifications which a proper reform in penal jurisprudence will require at the hands of those who undertake the task.*"—(26th Report, 1855, pp. 7.)

DESCRIPTION
OF THE
YORK COUNTY PRISON.

Mr. Edward Haviland has kindly furnished a description of the York county prison, which we subjoin. It bears evidence of his careful desire to meet all the requisitions upon his professional skill. Where any changes have been made by him, time and experience must decide upon their value. Whether or not a single opening for access from the keeper's department to the cell block will suffice for all emergencies, remains to be tried. Meantime there can be no doubt that it will in some respects add to the means of security. The circular tin flues may facilitate the flow of air, but they diminish the thickness of the walls, and they also augment the difficulty of restricting inter-communication amongst the prisoners. Whether or not there is ample provision to meet the last suggestion, can be tested when the cells shall be occupied. In the collocation of the apartments for domestic convenience, much judgment is shown; and probably the arrangement exhibited in this portion of Mr. H.'s plan will be found to be preferable to most previous ones. With respect to the infirmary or hospital in the second story, much might be said. The special attention given by the architect to a subject which has been lamentably neglected in most places, but more out of Pennsylvania than within it, is very creditable to the humanity of his purposes. There is, however, some diversity of opinion upon the extent to which distinct apartments are expedient. At the Western Penitentiary the

need of such a provision has been thought of less magnitude than it has appeared to some persons elsewhere ; and generally in prisons constructed with reference to convict-separation, it has been believed improper to adopt any plan which could bring prisoners within speaking range of one another, except at such a stage of disease as would render the moral effect of proximity secure against corrupting tendencies.

With respect to the site of the prison, it cannot but be regarded as unfortunate that almost in contact with the building are the rails of a great road for travel and trade.

During the last two years I have furnished the plans and superintended the construction of the prisons of Cumberland and York counties ; of which the former has been, for some months, in successful operation ; the latter is now rapidly approaching completion, and will be occupied in the course of the present year. In both of these, while carrying out the principles of prison-construction which were laid down by my father as fundamental, I have endeavored to keep pace with the progress of the age, by introducing several improvements which have been suggested by additional experience in relation to details. These prisons having been erected almost simultaneously, they are essentially the same in their plan ; but as every man who desires conscientiously to exercise his profession must, by the very fact of his continued application to his subject, find even in his own work the means of improvement, it gives me satisfaction to believe that in the York prison there will be found some particulars of advantage over its immediate predecessor at Carlisle. For this reason, as well as because I shall thereby bring the subject down to the latest date in Pennsylvania, I select the prison of York county for description in your Journal.

The York County Prison is erected upon the Poor-House farm, in the suburbs of the town, and just outside of the line of the borough. The rear wall is within a few feet of the railroad to Philadelphia. The whole building, including the external yard wall, is 140 feet wide by 240 feet in depth. The main building is 70 feet wide by 175 feet in depth. The style of architecture is the castellated, which seems to be the best suited to the character of a prison, in circumstances in which the consideration of expense is not influential. Two square towers, chamfered at the corners, are connected by a curtain wall, in which is the entrance porch. Behind this curtain rises the central polygonal tower, which contains the main extracting shaft of the system of ventilation. This tower is 90 feet high from the pavement. The entire front, and the central tower above the roof, are faced with brown sandstone procured in the county.

The whole area occupied by the building has been excavated to the depth of five feet below the soil; and there are arched vaults under the cells and the corridor as well as the front building. This arrangement does not exist at Reading, nor at Lancaster. It has the advantage of promoting the convenience and comfort of the officers; and of preventing dampness in the first tier of cells; and although it adds to the total cost of the prison, yet this addition is rendered less considerable by its obviating the necessity for a fresh-air shaft for the supply of the system of ventilation, as the air is introduced through the vaults into the arched passage under the corridor. Due precautions being taken in the construction to guard against any increase of facilities for escape, I regard this change of plan as a decided improvement. The merit of introducing it is due to Mr. N. Le Brun, who designed the Schuylkill county prison.

The height of the basement is 9 feet, being 4 feet above the pavement. The front cellars are fuel vaults for the keepers; and provision is also made for an additional baking-room, if one shall be required. The arched passage under the corridor is large, and it contains the furnaces and other portions of the heating and ventilating apparatus. The furnaces are to be four in number, each heating 10 cells; and they are to be Chilson's, or some other improved form. Moveable tin pipes will conduct the air, as in the Schuylkill prison, from the furnaces to flues in the walls. These flues are circular tin pipes, 8 inches in diameter, which I have preferred to the quadrilateral air passages previously in use; in order to facilitate as much as possible the working of the apparatus. The economy of a subdivision of furnaces, so as to confine the consumption of fuel to the demand of the cells actually occupied, seems to me sustainable on good evidence; but of course I assume that the conditions of a thorough draft to the exit of the tower shall be carefully preserved. In no case, however, should this economy be attempted until all the walls and flues shall have become thoroughly dry. It is of primary consequence that all the fires be kept in constant operation until this object be secured.

On the first floor of the front building are the apartments of the sheriff and his family; including his office for the routine of business; a room for meetings of the Inspectors or the Commissioners; a parlor, a dining-room, a kitchen and a laundry. The kitchen is furnished with an improved range, and has a large oven and a pantry. The laundry has cast-iron boilers and washing tubs. Between this front building and the cell block there is only one doorway or means of communication, which is guarded by two doors, one of which is grated with wrought iron, and the other is made of oak.

The second story contains several fine large chambers and a stairway to the main tower.

The cells are forty in number (including the bath-cell.) They are 15 feet long, 8 feet wide and 10 feet high. The outer walls are 2 feet 6 in-

ches thick, and are of stone. All of the interior partition walls are of brick ; and are 1 foot 6 inches thick except those between the cells and the corridor, which have a thickness of two feet.

The cell doorways are of cast-iron ; and they extend through the whole thickness of the wall in which they are set. They are 6 feet high by 2 feet wide ; and are closed by two doors, of which the one next the corridor is of oak ; and the inside one is a wrought-iron lattice, which I prefer to the close sheet-iron door used at Reading and Lancaster. I think the experience at the Eastern Penitentiary and elsewhere sustains this preference. During the extreme heat of summer, the outer door being left ajar, the lattice allows the passage of air. The fastenings of both doors are similar to those at the Eastern Penitentiary, and thence copied for many other places.

The cell windows are cast-iron frames secured into the stone sills and lintels, each of which is composed of one piece of sandstone. The opening is 3 feet 6 inches long by five inches wide, splayed outside and inside so as to admit the greatest quantity of light consistent with the greatest security. The glazing is permanent.

Each cell has a water closet, so arranged with a trap as to prevent the escape of any effluvia.

Water is introduced into each cell for drinking and washing as well as for the apparatus just mentioned. In the basement there are stop-cocks in the main pipe, so that the supply can be cut off at any time. The bath cell is furnished with hot and cold water, and shower bath ; which last is now properly used in prisons under prescription of the physician, in cases of disease requiring its employment.

In the second story of the cell-block is situated the infirmary or hospital. It may seem strange, but this, as I believe, is the first county prison in the whole State for which such provision is made in the original plan. This infirmary is a large room 28 feet long and 15 feet wide; well ventilated ; lighted by three large windows well secured by wrought-iron gratings ; and facing the east, so as to obtain the benefit of the morning sun. It is my conviction that no prisoner should be removed from his cell to this hospital, unless the physician deem the change necessary for his recovery. Space is given for the convenient accommodation of eight or ten beds.

A similar room on the opposite side of the corridor is intended for a store-room.

Each cell has a bell-pull connected with a tell-tale in the corridor.

The corridor is 15 feet wide ; is spanned by a brick arch, and is floored with stone tile. The gallery and the stairways leading to it are of cast-iron. In fact the whole building is essentially fire-proof.

The corridor is lighted by 10 skylights introduced into the arch from the side, so as to hinder leakage, which appears always to ensue when the

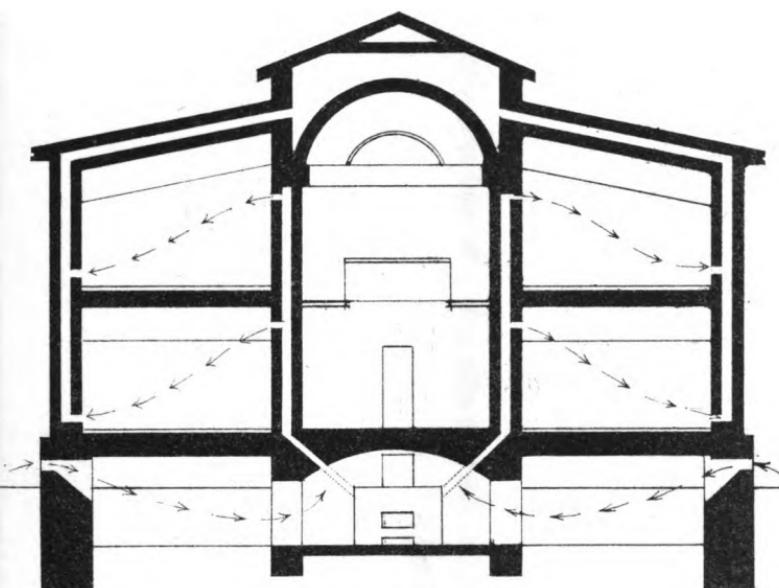
openings are made in the roof. At the end there is a semi-circular window.

The wall surrounding the prison is 20 feet high, and 4 feet in the ground. There is a large gateway for the entrance of wheeled vehicles.

The large main cess-pool is situated outside of the walls, and is ventilated by a shaft. In each angle of the front wall is a privy for the use of the keeper's department.

A door leads into the yard from the sheriff's building, and also one at the end of the corridor.

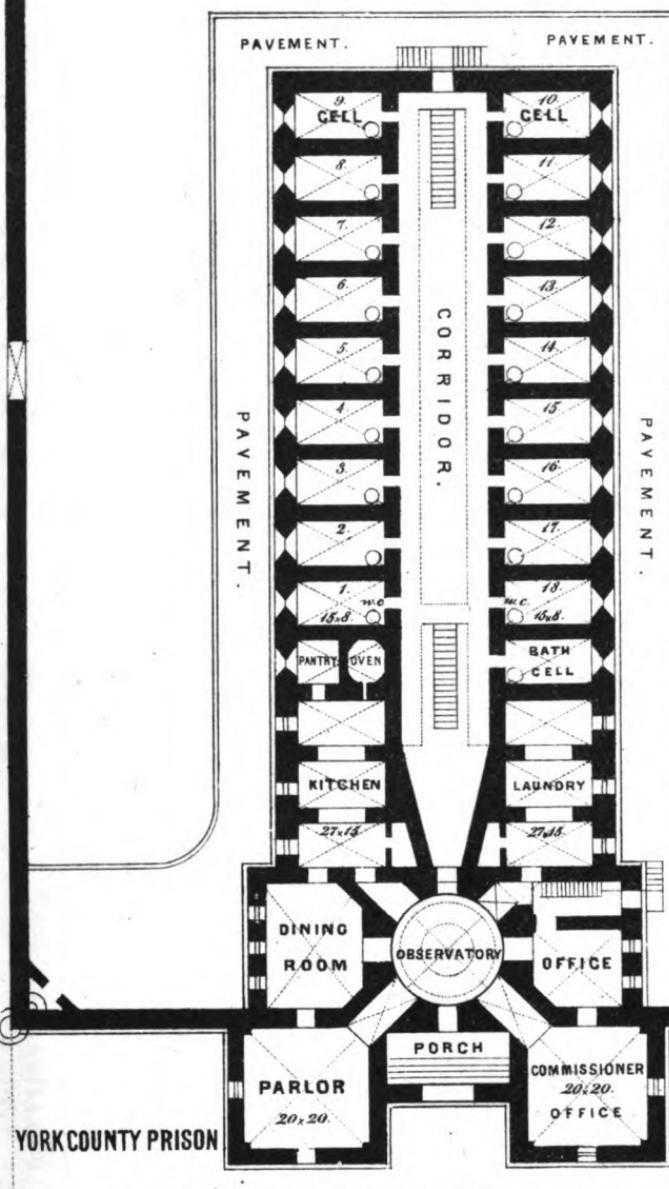
I trust that these brief notices will, with the drawings sent to you, suffice for such explanation as may be expected from myself.



TRANSVERSE SECTION OF CELL BUILDING.

ED. HAVILLAND

PRISON YARD.



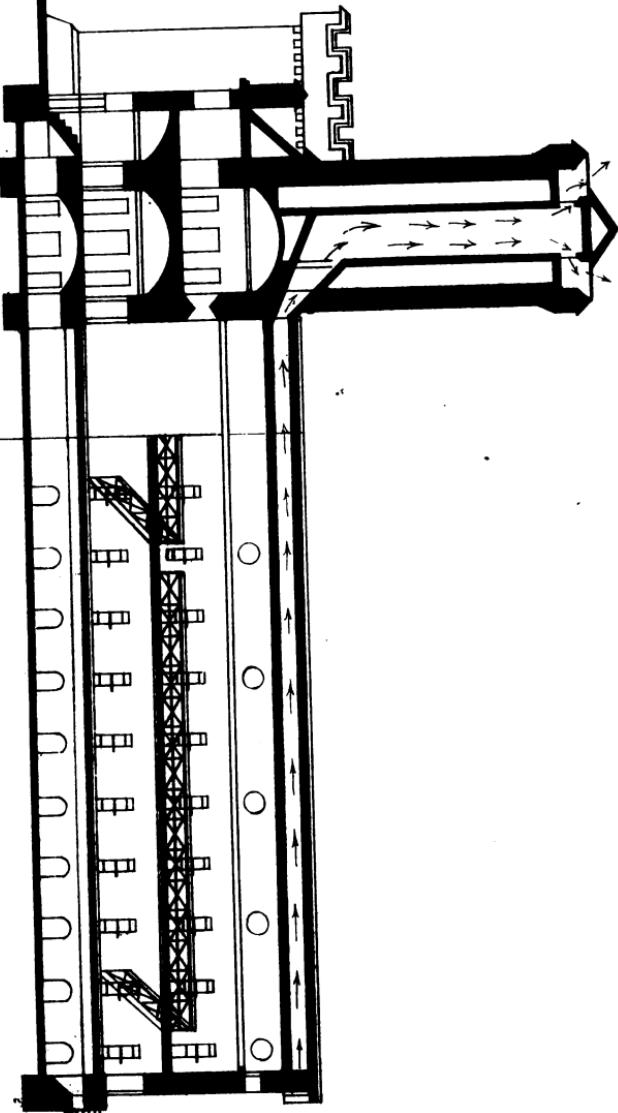
YORKCOUNTY PRISON

ED.HAVILLAND
Architect

YORK, PA.

LONGITUDINAL SECTION.
YORK COUNTY PRISON.

E. HAVILLAND
Architect.



A P P E N D I X.

APPENDIX.

A.—(See pp. 23, 24.)

SECRETARY'S OFFICE,
Harrisburg, March 21, 1848. }

To Wm. F. PACKER, Esq.,

Speaker of the House of Representatives:

SIR:—By the fifth section of an act, entitled “An Act requiring the inspectors of prisons, sheriffs, prothonotaries and clerks of criminal courts, and others, to make annual returns to the Secretary of the Commonwealth, and for other purposes,” it is made the duty of the Secretary of the Commonwealth to cause abstracts to be made from all said reports, and to lay such abstracts before each branch of the Legislature, on or before the first day of March, in each and every year.

This duty would have been performed by me within the time prescribed by law, had the requisitions of the act itself been complied with by the officers whose duty it was to report to me.

Of the sixty counties in the Commonwealth, six only have made reports which may be deemed complete; twenty-seven are incomplete, and twenty-seven have made no report whatever. In addition to this, the reports received are made out in such a manner as to preclude the hope that an abstract could render them intelligible, or furnish, in the slightest degree, the important information intended to be procured by the passage of the Act.

Under these circumstances I have concluded to hand over, through you, to the House of Representatives, the reports as received by me, imperfect as they are.

I would however, most respectfully direct the attention of the Legislature, to the Report made by the board of inspectors of the Philadelphia County Prison. It is very interesting in its details, and reflects great credit upon the Board.

With sentiments of high regard,

I am your obedient servant,

J. MILLER,

Secretary of the Commonwealth.

B.

[In the year 1851 the late Mr. John Haviland furnished to the Philadelphia Society for Alleviating the Miseries of Public Prisons, some drawings and estimates, which the Society designed to publish with an essay upon the structure and management of county prisons. The continual drafts made upon the limited resources of the Society, and other causes of delay, have hitherto prevented the realization of its design. It has been thought expedient to use the opportunity afforded by the issuing of this pamphlet, for the circulation of lithographic copies of the ground plan, sections, and front view, of a prison with twelve cells, which may serve as an illustration of the mode in which the objects of the law of Pennsylvania may be secured, without incurring the expense required for large and ornamental buildings like that of York county.

The reader will readily understand that the arrangement of the keeper's apartments may be varied at a slight additional cost. Instead of a parlor alone, a dining room and parlor may be made on the same floor and side of the house. An additional outlay of \$300 would add greatly to the convenience of distribution of the offices and other rooms.

The faint lines at the rear of the cell-block will show how easily the number of cells may be doubled, or trebled, and all the advantages of the previous work be retained, undisturbed. In the selection of a site, it is to be presumed that due care will be given to secure sufficient ground for enlargement. If at a later period the growth of population and wealth should create a desire for a more imposing front, one like that of York could be constructed without altering the cell-block.

The estimates subjoined were furnished by Mr. Haviland, upon an express understanding that he would contract with any county upon the terms of his specification, subject only to the difference of the local prices of labor and materials in any case. As he mentions the rates assumed by him, it will be easy to accommodate his particulars to any time and place, for a calculation of total cost.

Even a hasty glance at the plan and sections will show the fallaciousness of any conclusion based upon a naked comparison of the whole cost of their construction, with that of a jail on the old plan. The question for commissioners is, *What do we obtain by our outlay of the public moneys entrusted to us? Is it in accordance with law? Is it the most economical upon the whole?*

Extensive as was Mr. Haviland's experience, he would probably have been among the last persons to be satisfied with it for the future. Constant observation and reflection had convinced him of the duty of continually consulting experience; and it would be no honor to his memory, therefore, to offer his drawings as perfect models. Whatever imperfec-

tions time may teach us to remedy, it is certain that no jail upon the old plan can be found in the State, which will bear the test of comparison with the example exhibited in the following plates and specification.]

S P E C I F I C A T I O N

Of the work and description of the several kinds of materials to be used in the construction of a small county jail containing twelve cells, and apartments necessary for the accommodation of the keeper; in conformity with the accompanying drawings and estimate: by John Haviland, architect.

Philadelphia, Nov. 1, 1851.

E X C A V A T I O N.

The whole area covered by the building, with the exception of the part occupied by the cells, is to be dug out six feet below the level of pavement, as represented by the dotted line A in each section.

Trenches for all the walls connected with the cellar to be one foot below it. Trenches for the external wall of enclosure to be four feet deep below A, and five feet wide. All the *trenches* for the walls of the cells to be two feet below A.

A well to be dug thirty feet deep, and five feet in diameter, for water; and one in the keeper's yard twenty feet deep and six feet in diameter, for the privy. Both to be plumb and true to the circle.

A trench to be dug eight feet deep and two feet wide, commencing in the domestics' yard, passing under the cellar to the privy well, and graded to a fall of twelve inches, to carry the rain water off the yards from the inlets at *a a*, and the waste from the building at *b*, as shown in the transverse section.

The ground on the inside of the enclosure to be graded to carry off the rain water into the culverts at the inlets *a a*.

M A S O N R Y.

The outside yard wall to be three feet thick at its bottom, and carried up of that thickness four feet, where it is to commence diminishing on both sides to its summit, seventeen feet above the level A, to sixteen inches thick.

The external walls of the building are to commence seven feet below the level A, three feet thick; when they reach to a level with the pavement at A, they set off three inches on the outside; and when raised three feet more, set off three inches on the inside; and the remaining height is carried up thirty inches in thickness, twenty-three feet eight inches, and leveled off to receive the cornice.

All the internal walls of the basement are to be two feet thick, commencing one foot below the cellar, and leveled off at ten feet in height to receive the joists and brickwork. The foundations of cell partitions to commence on a level with A.

The foundations of exercising yard walls to be two feet high, eighteen inches thick, commencing two feet below A.

All the external surfaces of outside walls are to be neatly pointed with good mortar, composed of clean light coloured sand and well burnt wood lime. All the jambs to be carried up square and plumb, and the windows, doors and other openings left with skewbacks to spring their arches from. All the warming and ventilating flues to be worked with a circular pattern and neatly parged, and to extend to the roof.

To set all the wrought and cast iron work connected with the masonry.

To set all the corners, window dressings, and other cut stone work connected with his work.

BRICKWORK.

All the partition walls tinted light in the plans, are to be of bricks, of the thickness of two bricks lengthwise, with the exception of the one between the stairs and the front room, and the wall that supports the iron steps, both of which are to be only one brick thick from the cellar to the roof.

Flues $4\frac{1}{2} \times 18$ to be left in the corridor walls, commencing under the floor and terminating at the top of each cell, as shown by dotted lines in the longitudinal section.

Ceilings of the cells to be formed of arched brickwork, of the thickness of one brick, rising three feet in the width of a cell; and their haunches filled in on a level with the crown with concrete, formed with broken stones and mortar well grouted. A similar bed of concrete grouted to be laid two feet thick under the floors of the lower tier of cells, as shown in the transverse section.

All the brickwork adjoining the cells to be well bedded in mortar and laid header and stretcher in alternate courses.

The well and cesspool to be lined with hard bricks, one brick thick; dry heading course; the last thirteen courses to be laid in mortar and arched over, leaving a circular opening eighteen inches in diameter at the apex for access, &c.

Paved foot ways five feet wide, of good paving bricks, to extend around the keeper's and domestic's yards, pump, and privy; with sunk gutters where necessary, leading to the inlets as shown in the plan; the pavement to be curbed with bricks laid vertical, on end. The fuel vault and warm air furnace in the basement, also to be paved.

Nine inch arches to be turned over all windows, doors and other openings.

To set all wrought and cast iron work connected with the brickwork.

CARPENTERS' WORK.

The cell floors are to be laid with ash plank two inches thick, ploughed and tongued together, resting on white oak sleepers three by five, placed not more than twelve inches apart, crosswise, secret-spiked. All the other floors to be of inch and a quarter yellow pine, ploughed and grooved, secret-nailed, and laid on white oak joists eight by three, sixteen inches from centre to centre. No board or plank to be less than seven inches wide: and all are to be free from sap, shakes, loose-knots, veiny edges, and other imperfections.

The roof is framed in the manner and of the form shown in the sections, with an octagon belfry resting on the trussed-hip-rafters laid on the walls directly under them. A very simple, cheap and strong roof is effected as follows: First lay diagonal beams from corner to corner, six by eight, intersecting each other at the centre. On these lay plates

ten feet apart of the same scantling, forming a square on which posts are framed, six by six, extending the required height in an octangular position, and braced together with six by six ties, horizontally and obliquely, at the level of window sills, lintels, and top plate to spring the roof from. Purlins, three by eight, are placed half way up the hip-rafter, supported by posts, four by four, from the walls. On these purlins the common rafters, three by five, rest, to receive the sheathing of inch rough boards ready for the slate: the rafters to be not more than eighteen inches apart. The belfry is lined on the outside with worked clean white pine boards, lap-jointed, and finished with paneled sides, offsets, cornice, venetian windows, and other members shown in the elevation.

The inside cell doors are to be two feet wide, and six feet three high; made of two inch three panels framed flush; one side rough next the lining, and bead and flushed smooth next the corridor; to be covered with quarter boiler iron screwed on next the cast iron flanges of the frame, and provided with a small wicket door six by ten, to open in at the command of the keeper, finished with a gauzed peep-hole; the whole to swing on strong pivots resting on the cast iron frame, and secured with an approved lock-bolt.

The outside cell door next the corridor is to be two feet four by six feet six, made of inch and a half yellow pine or ash plank, in four widths ploughed, grooved and beaded; put together with strap-hinges and rivets, two to each width of board, and a centre strap of similar width and thickness two and a half by 5-16 iron, with the lock secured at one end, covering two eyes into which the lock-bolt enters and secures both doors. The outside is made to open only six inches when required to admit sound without exposing the inmates to each other. Each cell is fitted with a small closet, clothes-pins, table and seat; and the water closet with a close hung flap-cover.

The outside windows of the keeper's apartments are to be of a size to contain twelve lights of glass, twelve by eighteen, with inch and three quarters thick double hung sash inside, clamped inch shutters cut in two heights, boxed in their jambs, and finished with six inch architraves, composed of a fillet and ogee moulding beaded facia, provided with a simple bar fastening at the juncture of the meeting sash rail.

The cellar windows to be of similar finish, but of the size of ten by fourteen glass, both finished with plank window boards.

The doors are to be three by seven four panel bead, and flush on both sides, inch and a half thick of clean well seasoned white pine; hung with butt hinges and a lock of the value of \$1 25 each, finished with an architrave like the windows on both sides.

The four external doors are to be three by seven feet six inches, lined like the inside cell doors with boiler iron, and provided with a lock and its bolts of the value of ten dollars each. The front and corridor door to be finished with a wicket door like the cells.

Three inch circular mahogany hand-rail to the corridor gallery and stairs, secured into their cast iron posts.

A common shed at the widest extremity of each exercising yard, five feet wide and in length extending from partition to partition, as shown in the plan, composed of two ten-by-three girders, supporting three-by-four rafters, placed twenty inches apart, covered with rough boards, and cypress or white pine shingles, to a twelve inch fall.

A cistern six feet by sixteen, and six feet deep to be constructed in the roof, resting on a floor made of oak joists fourteen-by-three, twelve inches apart, covered with two thicknesses of rough inch boards. The cistern

to be framed together and tied with wrought iron rods, and lined with sheet lead, water tight, to contain the supply for the water closets, baths, laundry and cooking purposes.

The privy to be fitted up of the size and form shown in the plan, with doors, seats, window slats, &c., and the usual fastenings.

Centreing to be made for turning arches on, as before described. All the floors to be filled in with mortar and coarse gravel three inches thick next the floor, by nailing a two inch strip on the side of the joists, and laying a floor of rough boards on them, to support the same.

The ceiling joist of the second story to be three by four, placed not more than sixteen inches from centres.

P A I N T I N G .

All the wood and iron work to have three good coats of oil color made of the best white lead and linseed oil.

P L A S T E R I N G .

All the walls and ceilings to have three good coats of plastering mortar, composed of good well burnt wood lime, and hair in approved proportions, with clean sharp sand. The flues of the warming and ventilating apparatus to have one coat before the slate is nailed on them next the corridor.

All the roofs to be covered with slate of the size termed countesses; their hips covered with copper six inches down on each side, and secured to the hips with wrought iron saddles.

W R O U G H T A N D C A S T I R O N W O R K .

The outside windows of the keeper's house to have wrought iron gratings of the size before described under the head of Carpenters' Work, divided into seven horizontal and eight vertical compartments; the upright bar to be one inch and a quarter circular, the frame and horizontal bars to be two and a half by three-eights flat bars; the top, bottom and middle bars to project six inches beyond the frame, forming ties into the masonry.

The cell window frames to be of cast iron. The opening in which the light is fixed, is to be six by thirty-three, with flared jams of one foot, both inside and outside, cast all in one piece, to straddle the whole thickness of the wall, with flared top and level sill on the outside, and level top and flared sill on the inside, half an inch in thickness, rebated edges for the insertion of the pane of glass.

Cast iron steps leading to corridor gallery, and from the cellar to the chamber story of the keeper's house, three feet six long, one foot tread and seven inches rise, supported by wrought iron horses in the corridor, and by a nine inch wall in front building, extending from the cellar to the chamber floor.

Cast iron brackets, three feet apart, to support the gallery, with a wrought iron post screwed one into each end, to support the railing of gallery and stairway.

Wrought iron bars eight feet long and one inch round, screwed at their base into a cast iron rail, three by two, and into the girder of roof before

described, for the exercising yard, at the broad end, and a gate of similar sized bars at the entrance end provided with a lock.

Also a fence four feet in height, separating the keeper's and prisoners' yards, on each side provided with a gate, supported by brackets braced to the coping every eight feet, as shown in the transverse section.

Small cast iron frames, four by seventeen, covered with perforated sheet iron, two to each cell, walled into their location, for the admission of warm air at the crown, and one at the floor for the departure of foul air, as represented in the section; and one to each cell in the corridor connected with the warm air flue, with a damper to regulate the temperature at the command of the keeper.

The tops of chimneys to be covered with cast iron coping of the size of the flues, to project two inches all round over the brickwork.

Six grated windows in the cellar of the size stated in Carpenters' Work, and of the form and scantling before described for the upper ones.

Cast iron privy seats and conductors leading into the culvert, six inches in diameter, one to each cell, provided with a stop-cock and valve to each story, to keep them full of water and empty them at pleasure from the tank in the roof, each cell also to be provided with drinking water, and a waste-pipe.

Circular cast iron steps at the back door next exercising yard, without risers; and a peep-hole and wicket in the door, commanding a sight (from one point) of each radiating exercising yard.

The external wall of enclosure to be covered with an elliptical cast iron coping, fitted close to the wall, without any projection, to prevent attachments and escapes, made with lap-joints at their intersection.

A similar coping on the partition walls of the exercising yards.

Copper gutters semicircular, four inches deep, to be hung suspended with wrought iron hooks, with a fall to carry the rain water into the tank before described, made of copper of sixteen pound sheets, with wire edges and sound joints.

STONE CUTTER.

All the corners of the wall of enclosure and front building, as shown in the elevation, are to be formed of cut stone quoins, laid header and stretcher alternately, thirty inches long, ten inch head, and sixteen high.

The water table of the front building to be of chisel-dressed stone, in two courses of twenty inches each, finished with a two inch wash.

The steps, cheek-blocks, pilasters, architrave, cornice, platform and other members of the porch to be of the form and dimensions shown in the elevation and plan, of cut stone.

Plain cut stone dressings and sills *round* the windows and doors, eight inches thick and twelve inches wide, clamped into the masonry.

A cut stone cornice all round the main building six inches thick and twenty inches on the bed, to project eight inches.

Stone jambs and lintels eight feet long, eight by twelve, to the kitchen fire place.

Stone curbs round the areas of the basement windows of the width of window, projecting twelve inches; the curb to be eight by eight, notched together.

All the before described work to be done in the best workmanlike manner, using good materials of their several kinds. The premises to be left clear of all rubbish and broken material occasioned by the progress of the work, and each department of the work left perfect at the completion of the contract.

If any work described in this specification should not be shown in the drawings, or therein represented and not herein described, it is to be considered as if expressed in both, to the full intent and meaning thereof; drawings, full size, of all the parts in detail, to be furnished by the architect, together with personal explanations of such parts as are not herein sufficiently described.

ESTIMATE.

743 yards of excavation at 20 cents per yard,	-	-	\$148 60
2547 perches of masonry at \$2 per perch,	-	-	5094 00
138,000 of brickwork at \$8 per M.	-	-	1104 00
2666 yards of plastering at 20 cents per yard,	-	-	533 20
Carpenter's work, as per bill of particulars,	-	-	1538 00
28,900 lbs. of cast iron work at 2½ cents per lb.,	-	-	650 50
15,000 lbs. of wrought iron work at 7 cents per lb.,	-	-	1050 00
2370 feet superficial of cut stone at 65 cents per foot,	-	-	1540 50
Painting and glazing,	-	-	156 60
Warming and ventilating apparatus,	-	-	200 00
Tin and copper work,	-	-	330 00
Sewerage, hydraulics and plumber's work,	-	-	654 60
<hr/>			<hr/>
			\$13,000 00

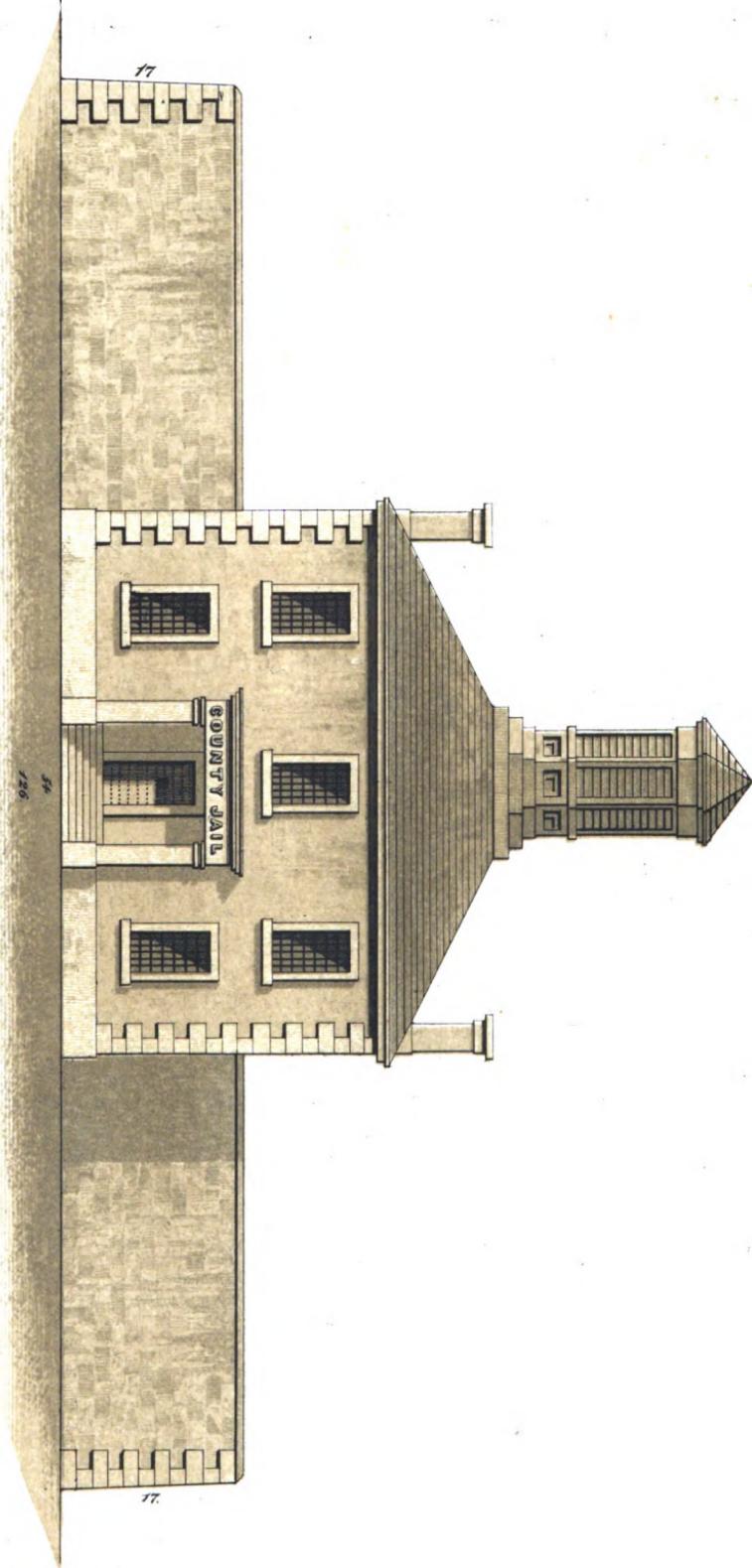
This plan is capable of extension, and can be constructed to accommodate twelve more cells at an extra cost of three hundred dollars each, without extending the yard wall or keeper's accommodations. A more convenient plan for the superintendent's family purposes might be constructed at a cost of three hundred dollars more than the plan for which the estimate is given. By first increasing the thickness of the walls shown in the plan, a decorative front can be constructed without losing any room, excepting in the vestibule, where it is of no consequence. As the set of drawings does not contain any plan of the basement or second story, it is necessary to mention that the space under the office is appropriated to prisoners' bath room, 11x15—kitchen 15x20, under the parlor—store room 15x15, under the porch and vestibule—furnace and fuel cellar 15x26, under the corridor—a chamber 11x15, over the office—chamber 15x15, over the porch and vestibule—chamber over the parlor 15x20. Most of these rooms are shown where the cut of the section passes through them.

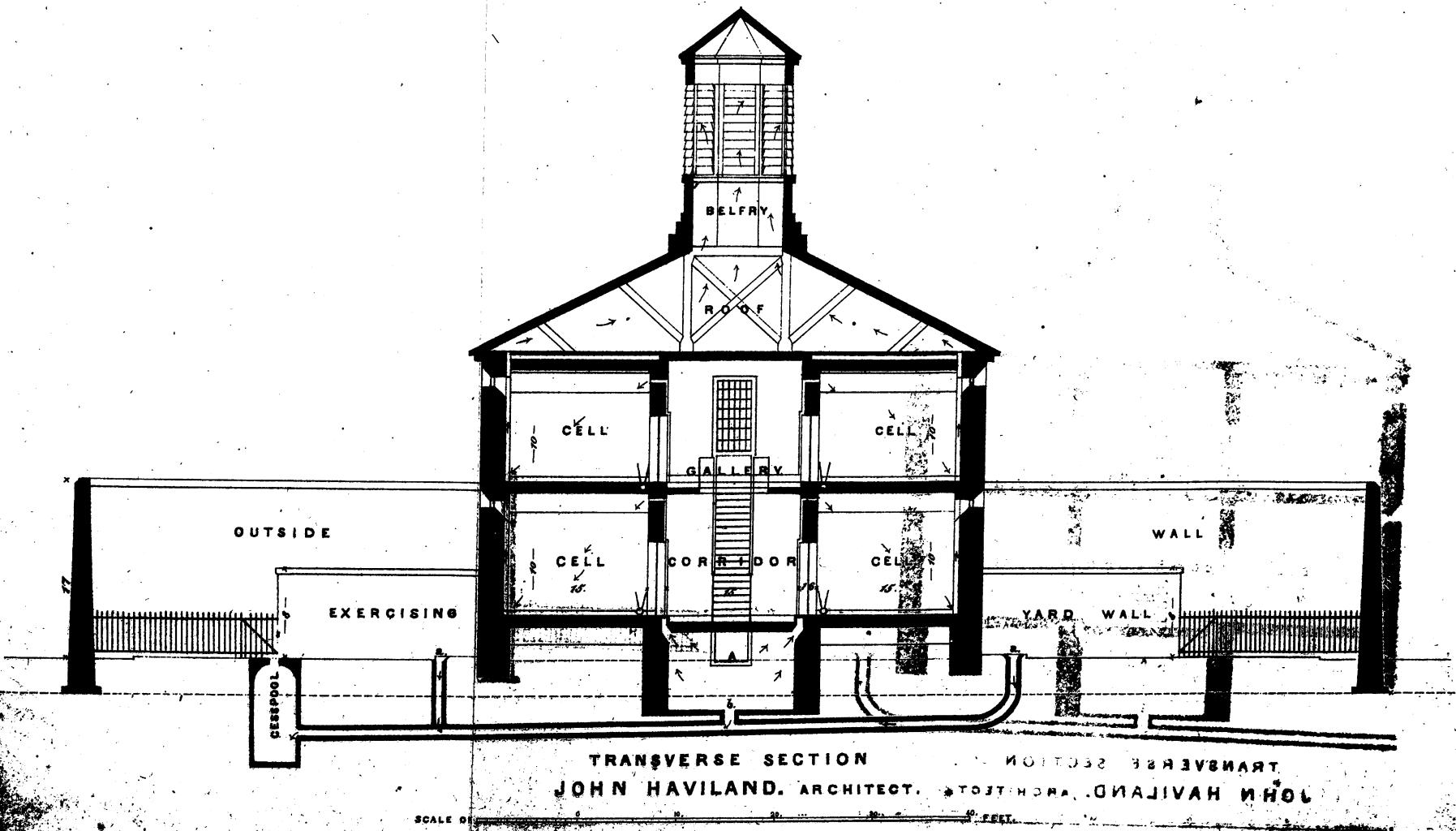
A. Bigot, Del.

SCALE OF —————
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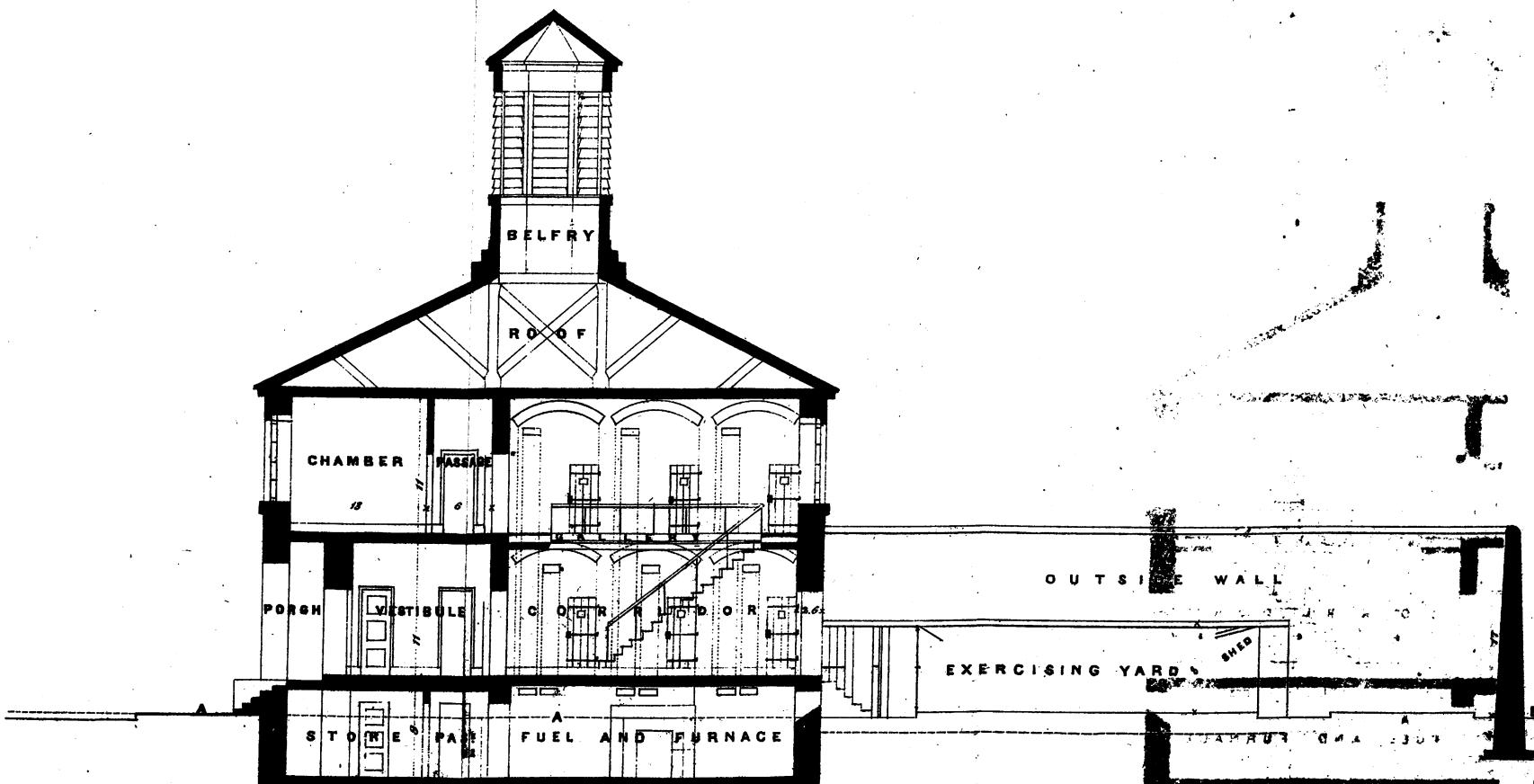
JOHN HAVILAND, ARCHT.

FRONT.





228 MAHOGANY



LONGITUDINAL SECTION FROM A TO B IN PLAN JOHN HAYLAND ARCHITECT D

SCALE OF 0 10 20 30 40 FEET TO 1/4 IN.

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