

# MAINE STATE LEGISLATURE

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# DOCUMENTS

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# THE LEGISLATURE

OF THE

# STATE OF MAINE,

A. D. 1859.



AUGUSTA:

STEVENS & SAYWARD, PRINTERS TO THE STATE.

1859.

# REPORT

ON THE SYSTEM OF

## Disbursements, Labor and Discipline

IN THE

MAINE STATE PRISON,

BY

**JAMES G. BLAINE,**

Commissioner appointed under Resolve approved March 27, 1858.

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Printed by order of the Governor.  
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**AUGUSTA:**

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## REPORT.

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*To the Honorable* LOT M. MORRILL,  
*Governor of the State of Maine.*

SIR:—The following Resolve was passed by the thirty-seventh Legislature, and on the twenty-seventh of March, 1858, received your executive approval:—

“RESOLVED, That the Governor be authorized to appoint some suitable person to examine into the system of disbursements, labor and discipline in the Maine State Prison, and to compare the same with that of the prisons in other States, in order to determine whether there may not with advantage be some change effected so as to render the prison self-supporting, and, if possible, a source of revenue to the State treasury. The person thus appointed shall be entitled to have free access to all the books and papers of the State Prison, and to all documents in any of the departments relating to the same, and he shall report the result of his labors to the Governor, on or before the first day of February next, and the Governor shall immediately thereafter lay the same before the Legislature.”

Having been appointed by you on the first of May last, as the Commissioner to carry out the purposes of this Resolve, I have now the honor to lay before you a full report of the result of my labors. Immediately after receiving my commission, I repaired to Thomaston, and spent several days in examining the books, accounts, general arrangements and police of the Prison, and thus, by actual inspection, acquainted myself with its practical operations. I also directed my investigations to the past history of the Prison, and to this end procured a file of its annual reports, and all legislative documents pertaining thereto, and by an attentive examination of their contents, have found many facts of present and suggestive interest. As soon as I had thus made myself familiar with the Maine Prison,

I addressed myself to the task of comparing its operations with those of Prisons in other States, and to this end dispatched a circular to the Inspectors and Wardens of the various Prisons in the Union, in which the following queries were propounded and answers thereto respectfully solicited:—

1. When was your Prison built, and what was its cost?
2. What has been the average annual expense for repairs to buildings?
3. What has been the average number of convicts in Prison during the past five years?
4. What is the average cost per annum for subsistence of each convict?
5. What is the average cost per annum for clothing of each convict?
6. What is the aggregate amount paid per annum for salaries of warden, overseers, guard, and other subordinate officers?
7. Are the profits derived from the labor of the convicts sufficient to defray all expenses of the Prison, including the salaries of warden and subordinate officers? Or are these profits sufficient to defray all expenses except the salaries?
8. Have the salaries of the warden and inspectors been paid from the funds of the Prison, or directly from the State treasury?
9. What trades or handicrafts for the convicts have you found pecuniarily the most profitable?
10. How much per annum have you found the labor of the convicts to average, taking the whole number?
11. What have been the annual earnings per convict of those devoted to the most profitable trades?
12. Have you ever let the labor of the convicts, or of any portion of them, to contractors, and if so, *how much per day has been paid for the labor of those skilled in some trade?*
13. What has been the highest and what the lowest price paid by contractors for daily labor of convicts, and for what trade?
14. Do you consider the system of letting the labor of the convicts a good one, either in its pecuniary results or otherwise?
15. Has your Prison ever been farmed out entirely to contractors, they paying all expenses and having the whole labor of the convicts? And if so, have the results been satisfactory?
16. Has the State received a *bonus* from the contractors in the instances where the Prison was farmed out entirely? And if so, how much per annum has that *bonus* been?
17. Have the contractors kept the buildings in repair and furnished tools for the convicts?
18. *Do you consider it practicable to make a Prison self-supporting, and has yours ever proved so?*
19. Do you consider it easier to make a large number of prisoners support themselves than a small number? In other words, do the expenses of a Prison increase in as rapid a ratio as the number of convicts?
20. How long will the sentences of convicts in your Prison average?
21. Do you *task* your convicts daily, or have you ever tried that plan? And if so, with what results?
22. Have you ever tried the system of allowing the prisoners a reward for overwork? And if so, has it proved a good means of stimulating them to industry and good conduct?
23. What proportion of your convicts do you find it necessary to detail for service as cooks, washers, ironers, tailors, &c.?
24. Do you consider it better financial economy to work the convicts for outside parties than for the Prison itself to purchase *stock* and undertake the sale of the manufactured articles?

I am happy to say that the demand thus made upon the courtesy of strangers, was in nearly every instance promptly and satisfactorily responded to, and in this way I was placed in possession of a large amount of very valuable information touching the practical workings of the Prison system, under an almost unlimited variety of circumstances. Besides giving full and free answers to these questions, the persons addressed were kind enough to send me copies of their latest annual reports and of numerous other papers bearing upon the subject of my investigation. Having extracted and collated whatever I found to be pertinent and useful out of the immense mass of documents thus placed in my possession, I paid another visit to the Maine Prison, with the double view of testing the accuracy of my previous observations, and of judging our system afresh by the light of facts communicated from the sources to which I have referred. Wishing to acquaint myself still farther with the results attained elsewhere, I devoted a considerable portion of the months of October and November last to visiting the Prisons in other States, and satisfying myself by a labored and accurate examination into their affairs, so far as their regulations would permit me to proceed. In pursuance of this design, I procured access to some fifteen Prisons in other States, and thus possessed myself of valuable facts which nothing short of personal visitation and oral questioning could elicit.

In reducing the voluminous and necessarily crude mass of information thus collated, to the limits of a formal report, I shall of course be compelled to condense as much as possible, and to give within the leaves of a brief pamphlet, a general digest of facts, which, when stated at length, would fill a quarto volume. In order to render the report intelligible and of easy reference, I shall submit my remarks under the divisions naturally suggested by the language of the Resolve: *First*, speaking of the "system of Disbursements" in the Maine Prison; *second*, of the "system of Labor"; *third*, of the "system of Discipline"; *fourth*, instituting a comparison with "Prisons in other States"; and, *lastly*, adding such suggestions and recommendations as, if adopted, would in my judgment render the Prison self-supporting.

## Disbursements.

The "disbursements" of the Prison are made by the Warden, under the general supervision of the Governor and Council. Under this head, are of course included all outlays of whatever kind, on account of the Prison, and an examination of the disbursements necessarily brings us to a consideration of the sources of income that supply the requisite funds. The most superficial examination into these, discloses the fact that the Prison is not at this time, and never has been, a self-supporting institution. Every year since it was built, the State has been called upon for aid, and the aggregate that has been contributed is astonishingly large. If for a few consecutive years at any one period, the direct aid from the treasury seemed to be *comparatively* small, the inevitable sequence was a still larger demand at a subsequent period, to pay the debts which had been incurred during the season of apparent frugality and thrift. The following table will show the precise amount appropriated and paid from the State treasury on account of the Prison, from the 8th day of February, 1823, when it was formally located at Thomaston, down to the close of the year 1858 :—

*Sums paid from the State Treasury for and on account of the Prison.*

1823, the sum of	.	.	.	\$26,360 00
1824, "	.	.	.	6,787 33
1825, "	.	.	.	4,527 00
1826, "	.	.	.	2,605 00
1827, "	.	.	.	10,685 25
1828, "	.	.	.	8,885 12
1829, "	.	.	.	10,056 88
1830, "	.	.	.	8,249 38
1831, "	.	.	.	11,647 66
1832, "	.	.	.	4,616 25
1833, "	.	.	.	11,593 00
1834, "	.	.	.	4,535 12
1835, "	.	.	.	7,661 14
1836, "	.	.	.	5,349 43
1837, "	.	.	.	12,303 62
1838, "	.	.	.	10,637 00



1839, the sum of	.	.	.	\$9,578	80
1840, "	.	.	.	7,337	91
1841, "	.	.	.	6,639	52
1842, "	.	.	.	7,886	12
1843, "	.	.	.	8,438	59
1844, "	.	.	.	10,790	37
1845, "	.	.	.	4,681	00
1846-7, "	.	.	.	4,550	50
1848, "	.	.	.	4,924	00
1849, "	.	.	.	6,977	00
1850, "	.	.	.	8,531	25
1851, "	.	.	.	6,452	00
1852, "	.	.	.	22,283	75
1853, "	.	.	.	7,296	00
1854, "	.	.	.	7,433	33
1855, "	.	.	.	8,475	00
1856, "	.	.	.	10,915	88
1857, "	.	.	.	15,375	00
1858, "	.	.	.	16,675	00
Total,				.	.
				.	\$321,740
				.	20

It is seen, therefore, that, including the cost of construction, the Prison has been a constant drain upon the State treasury, amounting in the aggregate, at the close of the last year, to *nearly three hundred and twenty-two thousand dollars*, and annually averaging between *nine and ten thousand dollars*. And yet, at the end of last year, the Prison was in debt, according to the report of the Inspectors, to the amount of \$5,178.36. These facts are startling, and are well calculated to arouse inquiry, especially when we remember that the Prisons in some of the New England States, have, during the same period, not only paid their own expenses, but, in some instances, annually yielded a considerable revenue to the State treasury.

It was originally designed that the Prison should be self-sustaining, and the numerous excuses for its not proving so, which were given by the Wardens during the earlier years of its existence, plainly show that the Legislature expected to be relieved of the burden, as the system of labor and discipline should be improved and perfected. These promises of having the Prison "pay its own way,"

formed a conspicuous feature in the Wardens' reports until a very recent period. A few quotations will serve to illustrate the confidence indulged on the one hand, and the natural expectations that were created on the other.

In the Prison report for 1833, the Warden held the following language:—

“As but little expense will be requisite to keep the present buildings in repair for many years, and as no new shops will be needed except a cheap construction for the storing of finished carriages, and moreover as business seems now to be generally reviving, it is believed that the Legislature *may look with confidence that the Prison will support itself hereafter from its own resources.*”

The sequel to this assurance of self-support, as will be seen by reference to the foregoing table, was an appropriation from the State treasury, the succeeding year, of \$9,578.80 to pay deficiencies in Prison disbursements.

In the report for the year 1839, the Warden used the following language:—

“I have the vanity to suppose that at the end of another year, *we shall be able to show a small dividend to the State*, unless some unforeseen accident should befall us.”

The “unforeseen accident” must have occurred, for the ensuing year the Prison drew \$7,337.91 from the State treasury. The Warden, however, maintained in his next report, that he had realized his anticipations, inasmuch as the “increased stock” on hand in the way it was appraised, more than offset the money obtained from the State, and he contended that the Prison had nearly or quite paid its way, “together with all the officers' salaries.” The Inspectors sustained the financial views of the Warden, and stated the earnings of the convicts in the several departments to be as follows:—

“In the quarry, each convict has earned per day, 80 cents 4 mills.

“In the wheelwright department, each convict has earned per day, \$1.10 8 mills.

“In the blacksmith department, each convict has earned per day, \$1.17 1 mill.

“In the shoe department, each convict has earned per day, 47 cents.”

In addition to these very accurate figures, the Inspectors gave the following:—

“It is found to cost \$10.01 per year for clothing, or 2½ cents per day for each convict.

"It costs, per year, for each convict, \$24.31 for subsistence, or six cents seven mills per day."

And yet, right in the face of these statements of earnings and expenses, the State was called upon to contribute \$7,337.91 towards the support of the Prison for the year in which such brilliant industrial and economic results had been attained. Quotations of similar import to the foregoing might be made from the reports of the Wardens and Inspectors for a series of years, but the specimens given will suffice.

It is quite apparent that these calculations all proceeded on a wrong basis, and therefore led to erroneous conclusions. Hence the paradox which for many years was presented, of the Prison claiming to be self-supporting, and even pecuniarily profitable, and yet annually calling upon the State for a large appropriation to meet its current expenses. The articles manufactured were always appraised at a high value, and the sum total thus obtained was reckoned as so much cash earnings. The State being thus called upon to supply the money of which these manufactured articles were the unproductive representatives, had literally to become the *purchaser*, when, according to the regular laws of business, it should have been the *seller*. The tendency and result of this whole plan of financial operations might have been anticipated. A large amount of surplus stock collected at the Prison, became unsaleable and comparatively worthless, and yet the articles annually turned up as the representatives of so many dollars in value, and as the evidence that the Prison was unquestionably doing a safe and lucrative business, if it could only find a ready sale for its commodities.

It is hardly necessary to remark that this whole *routine* was a delusion (to characterize it by no harsher term,) which, if attempted in the business of an individual, would result only in speedy bankruptcy and ruin. The accounts of the Prison annually presented to the Legislature, in former years, have not exhibited its true financial condition, and the legitimate and inevitable effect has been to create the most erroneous impressions and conclusions. There has been a continual and pertinacious effort to make it appear that the Prison was financially sound and successful, by a delusive parade of "stock and tools on hand" and "stock increased," and yet the exhibition has been annually accompanied by a demand upon the State

treasury for aid to pay the current expenses. Under the head of "stock and tools on hand," some singular representations have been made, having the effect to mislead the Legislature year after year, by showing a peculiar balance sheet, which made the *apparent* condition of the Prison essentially and widely different from its *real* one. The appraisals which were made by Inspectors and Commissioners at different periods of the same year, and sometimes at the close of one year and the beginning of the next, exhibit differences and discrepancies of the most serious character, and such as can hardly be reconciled with candor and square dealing. It will be found, too, on proper scrutiny, that these conflicting appraisals have "a method in them," and that the stock of the Prison has always been placed at the highest figure when the year was drawing to a close and the accounts were to be presented to the Legislature, and that conversely the stock has had the lowest estimate placed on it at the beginning of the year, thus leaving a liberal margin for a *nominal* increase in value by the ensuing December. To show how peculiarly these appraisements have been made, I have collated specimens from separate years and arranged them in parallel columns, in order that the whole system may be apprehended and appreciated at a glance. I have selected certain items only out of each department, but give also the gross footings of the separate appraisals.

Appraisal of Inspectors, Dec. 31, 1854.		Appraisal of Commissioners, April 1, 1855.
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CLOTHING DEPARTMENT.

152 yds. satinet, 52 cts., -	\$79 04		92 yds. satinet, 33c., -	-	\$30 36
336 " sheeting, 10c., -	33 60		108 " sheeting, 7c., -	-	7 56
100 beds in cells, \$6.00, -	600 00		100 beds in cells, \$3.00, -	-	300 00
9 " in guard-room, -	120 00		10 " in guard-room, -	-	75 00
8 " in hospital, -	40 00		Not appraised at any price, -	-	-
177 prs. socks, 50c., -	88 50		50 prs. socks, 15 cts., -	-	7 50

BASKET-MAKING DEPARTMENT.

4½ cords basket timber, \$11.00,	\$49 50		10 cords basket timber, \$6.50,	\$65 00
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SHOE DEPARTMENT.

Tools, &c., - - -	\$238 65		Tools, &c., - - -	-	\$195 00
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BLACKSMITH DEPARTMENT.

Gross amount, - - -	\$1,837 27		Gross amount, - - -	-	\$1,640 12
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[NOTE. Almost identically the same articles in both appraisements of the Blacksmith Department.]

EXPENSE DEPARTMENT.

1 hand-cart, - - -	\$5,00	1 hand-cart, - - -	\$1 00
2 stoves in wheelwright's shop,	37 00	3 stoves in wheelwright's shop,	20 00
1 stove in basket shop, -	10 00	2 " in basket shop, -	5 00
1 " in guard-room, -	1 00	1 stove in guard room, -	5 00
2 furnaces, - - -	80 00	2 furnaces, - - -	50 00
Medicine, - - -	50 00	Medicine, - - -	20 00
Library, - - -	120 00	Library, - - -	60 00

QUARRY DEPARTMENT.

9500 casks lime rock, 8 cts., -	\$760 00	7500 casks lime rock, 6 cts., -	\$450 00
1200 loads cellar rock, \$1.00, -	1,200 00	350 loads cellar rock, \$1.00, -	350 00
Tools, - - -	62 00	Tools, - - -	28 62
The gross was \$2,067.23.		The gross was \$874.62.	

[NOTE.—Here was a difference of appraisal of about twelve hundred dollars—depreciation in three months. And yet during that period the total sales from the Quarry Department were but \$126 39—thus leaving a discrepancy of *more than a thousand dollars* to be accounted for.]

TEAM DEPARTMENT.

1 horse, - - -	\$100 00	1 horse, - - -	\$70 00
1 chaise, - - -	60 00	1 chaise, - - -	47 50
1 set harness, - - -	20 00	1 set harness, - - -	10 00
&c.,		&c.,	

FUEL AND LIGHTS DEPARTMENT.

16 cords hard wood, \$7.00, -	\$112 00	14 cords hard wood, \$6.00, -	\$84 00
26 " soft wood, \$5.00, -	130 00	10 " soft wood, \$3.00, -	30 00
18 tons coal, \$11.00, -	198 00	2½ tons coal, \$8.00, -	20 00

Gross in all departments, \$11,845 46.      Gross in all departments, \$8,153.46.  
 Difference, - - - - -      \$3,692.00

The result of this method of appraisal was, that articles which had a valuation of \$11,845.46 on the 31st of December, 1854, were found to be worth only \$8,153.46 on the first of the succeeding April, or after the lapse of three months—a depreciation of \$3,692 in that brief period.

It will be found, however, on extending our investigations a little farther, that these same articles had another rapid rise in value, followed by another rapid decline, within a year from the time of the violent fluctuations just noted. The appraisals of Inspectors and Commissioners immediately succeeding those just exhibited, disclose the most liberal margin of difference between the values attached to the same articles at the two periods named, which, as will be seen by the table on next page, were only *ten weeks* apart.

**Appraisal of Inspectors December 31, 1855.** | **Appraisal of Commissioners March 16, 1856.**

## CLOTHING DEPARTMENT.

83 yds. satinnet, 52 cts.,	-	\$43 16	24 yds. satinnet, 33 cts.,	-	\$7 92
110 " sheeting, 12c.,	-	13 20	36 yds. sheeting, 8c.,	-	2 88
100 beds in cells, \$6.00,	-	600 00	100 beds in cells, \$3.00,	-	300 00
9 " in guard-room,	-	120 00	9 beds in guard-room,	-	75 00
8 " in hospital,	-	40 00	Not appraised at any price,	-	-
209 prs. socks, 50 cts.,	-	104 50	96 prs. socks, 25 cts.,	-	24 00

## BASKET-MAKING DEPARTMENT.

7 cords basket timber, \$11.,	-	\$77 00	2 cords basket timber, \$6.00,	-	\$12 00
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## SHOE DEPARTMENT.

Tools, &c.,	-	\$250 65	Tools, &c.,	-	\$195 00
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## BLACKSMITH DEPARTMENT.

8 vises,	-	\$98 00	8 vises,	-	\$41 00
6 anvils,	-	99 00	7 anvils,	-	66 00
4 prs. bellows,	-	48 00	4 prs. bellows,	-	20 00

## EXPENSE DEPARTMENT.

1 hand-cart,	-	\$5 00	1 hand-cart,	-	\$1 00
2 stoves in wheelwright's shop,	-	37 50	1 stove in wheelwright's shop,	-	4 00
2 furnaces,	-	95 00	2 furnaces and stove,	-	54 00
1 stove in clerk's office,	-	18 00	1 stove in clerk's office,	-	5 00
11 stoves in warden's house,	-	83 00	1 stove in warden's house,	-	15 00
Library,	-	120 00	Library,	-	60 00

## QUARRY DEPARTMENT.

8450 casks lime rock, 8 cts.,	-	\$676 00	2200 casks lime rock, 6 cts.,	-	\$132 00
775 loads cellar rock, \$1.00,	-	775 00	150 loads cellar rock, \$1.00,	-	150 00
The gross was \$1,575.25.			The gross was \$333.25.		

[NOTE.—The difference of appraisal is twelve hundred and forty-two dollars, and yet during the period that intervened between the two valuations, there had been sold from the Quarry department, only \$27.72 worth of materials. What became of the more than twelve hundred dollars thus left unaccounted for?]

## TEAM DEPARTMENT.

1 horse,	-	\$200 00	1 horse,	-	75 00
1 wagon,	-	75 00	1 wagon,	-	50 00
1 set harness,	-	25 00	1 set harness,	-	10 00
Sleigh and robes,	-	40 00	Sleigh and robes,	-	25 00

## FUEL AND LIGHTS DEPARTMENT.

9½ cords hard wood, \$7.00,	-	\$64 75	8 cords hard wood, \$6.50,	-	\$52 00
5½ " soft wood, \$4.00,	-	21 00	27 " soft wood, \$3.50,	-	94 50
13 tons coal, \$8.00,	-	104 00	2 tons coal, \$6.50,	-	13 00

Gross in all departments, \$13,935.01.

Gross in all departments, \$8,113.54.

Difference,

\$5,821.45.

It thus appears that in the brief space between Dec. 31, 1855, and March 14, 1856, (ten weeks) the difference in the appraisal of "stock and tools" on hand, was nearly *six thousand* dollars, and it is hazarding nothing to say that the actual difference in the intrinsic values of these articles at the times named, did not amount to \$500, if, indeed, it was anything at all.

No one who examines these tabular statements, can fail to see that arbitrary values were assigned to the articles with the view of having the gross sum in each indicate a particular financial condition of the Prison. Thus it is seen that "100 beds in the cells" are estimated at \$6.00 apiece in December, 1854, and in April, '55, they are put down at \$3.00 apiece; in the succeeding December, they rise again to the *par* value of \$6.00, and in the ensuing March, fall again to \$3.00. So also the "beds in hospital," worth \$40 in Dec., '54, have no value whatever in April, '55, though nine months after, in December of the same year, they recover the full value of \$40,—but in the following March, (1856,) ten weeks after, they are not considered worth appraising at any price. The Prison library is also worth \$120 in Dec., '54, but only \$60 in April, '55, though in December, '55, it rises to \$120, only to fall to \$60 in March, '56. Horses, by a similar process of appraisal, are found to be worth \$200 in the fall, and after a winter's keeping, they lose *five-eighths* of their value, and are estimated at only \$75. Hand-carts, stoves, furnaces, wagons, satinets, medicines, cord wood, coals and blacksmiths' tools are all observed to undergo these rapid and miraculous mutations in value—it being uniformly found that they are worth from 33 to 50 per cent. more in the fall than in the spring. Some articles, indeed, which have very considerable value in December, have not been considered as worth taking into the account at all, in the following March or April. Among the "notables" on this list, is an old force pump, long disused, and of current value only at a *junk* shop, which for a series of years has represented \$100 in the autumnal valuation, while in the vernal appraisalment it has rarely made any figure at all. It is to be presumed that it was so injured by the winter's use, that it required a summer's repairing to bring it into condition for another valuation.

From these facts we can understand why the reports of Inspectors and Commissioners have so often been little else than tissues of crimi-

nation and recrimination—successor accusing predecessor of making false appraisals, and in turn having the charge of the same official dereliction retorted.

Thus, in the Inspectors' report of Dec. 31, 1856, we find the following language employed:—

“For the financial standing of the Prison, we would refer to the tables annexed. Our footings do not show in some cases, so large balances as those of our predecessors, owing in part to *forced balances*, as in the shoe-making department, they put down their earnings as commencing April 1, 1855, when they cover all from Feb. 4th, 1855, making a difference of \$440 in this one department.

“We have endeavored, in taking account of stock, to appraise things at their cash value, as near as we could, and in very many cases appraised the articles lower than our predecessors; for instance, a pile of lime rock which they called 8,400 casks, we called the same pile 1,000 casks, wishing to give the state of the Prison as it exists, instead of valuing *things at two or three times their value, to make it appear that the Prison is getting rich, when in fact such is not the case.* We are at a loss to know how the bedding, clothing, &c., which was valued April 1, 1855, at \$500, should, after being worn nine months, be worth \$1400, and no more supplies of clothing on hand, Dec. 31, than there was April 1st. With such appraisals and such reports as these staring us in the face, *it is very hard work to come at the true state of things.*”

On the 28th of February, 1857, or just two months after the appearance of the Inspectors' report from which the foregoing extract is made, the Commissioners appointed to appraise stock and tools, presented a lengthy report of their proceedings. We quote a paragraph, in order to show how the Inspectors, so lately *condemning*, themselves become the *condemned*. Referring to their appraisal of articles in the shoe department, the Commissioners say:—

“So far as we are apprized, not the shadow of a reason exists for the addition of *more than thirty-three per cent.* to the actual interest of the State in this department, *except a desire to mislead the public mind in connection with the affairs of the Prison*, by over-valuing the property on hand, so that a comparison of the receipts and stock on hand with the actual charges against the Prison during the year, would show a large balance in favor of the State, *while no such balance really existed.*”

And, again:—

“By reference to the books of the Prison, it was ascertained that between one and two hundred dollars' worth of property, appraised in the expense department by the Inspectors, was wholly omitted by



the Commissioners of March 17, 1856; thus adding that amount *to others already mentioned*, to make up the *forced balances necessary to make it appear* that during the past year, the several departments of the Prison have earned more than two thousand dollars over the amount expended for the same; while so far as our examination carries us, we are led to the conclusion that a fair valuation of the stock, tools, &c., both at the commencement and close of the period embraced in the report of the Warden and Inspectors, would show a large balance against the Prison from its operations during that time."

The Inspectors for 1857, in their report made in December of that year, referring to the accusations and allegations of preceding Inspectors and Commissioners, used the following language:—

"We are correct, therefore, in saying, that the Commissioners, Committees and Inspectors alike concurred in the opinion which is now expressed by the Inspectors, that a change was necessary in the management of the affairs of the Prison, if they are ever to be managed *with a decent regard to the pecuniary interest of the State*, and to its credit and honor both at home and abroad."

The Committee on the State Prison, of the thirty-sixth Legislature, took notice of the serious discrepancies in the reports of different officers connected with the institution, and thus plainly reprehended the custom of presenting "fallacious" balances to the Legislature and the public. The Committee said:—

"The impression received from the face of the different statements, is *altogether fallacious*, and the attempt made by successive officers *to make the expense of the Prison appear much smaller than it really is*, by over-estimating the value of stock on hand, *should be entirely discountenanced*."

It was in reference to this persistent and peculiar habit of appraisal that the present Warden in his report for the year 1857, in referring to a change in the employment of the convicts, held the following frank, honest, and significant language:—

"Quite a large proportion of the convicts are now under contract, and when the manufactured articles, and other disposable stock in the departments shall have been disposed of, *the common error of estimating articles twenty-five or fifty per cent. above their market value, to make the Prison appear in a prosperous condition*, will have ceased to exist, and the true condition of the Prison made more fully to appear."

Quotations of this kind from various reports touching the affairs of the Prison, might be multiplied, but I have thought it necessary to present only a few, with the view of showing that these methods

of appraisal have in years past been studiously pursued—with an evident and reprehensible purpose in view. It is to the honor and the credit of the present Warden, that he has boldly spoken in condemnation of the practice, in his annual report for 1857, and that he has initiated the contract system of labor, by which both the necessity and the temptation for any further misrepresentations of this character, are most effectually removed. With the State entirely divorced from ownership and interest in both stock and tools, it would be impossible to mislead the Legislature or the public as to the true financial condition of the Prison, and it is therefore to be hoped that such a change will be made as shall effect this most desirable result.

The disbursements of the Prison at the present time, may be clearly shown by an analysis of the reports of the Warden and Inspectors, for the years 1857 and 1858—the latter of which has just been laid before the Legislature. I shall examine more particularly into the details of the report for 1857, for the reason that the comparisons, which I have instituted with the Prisons of other States, are necessarily based on their reports for that year—the latest I could obtain. No other mode of comparison would be fair and equal, for the reason that outlays, especially on account of *subsistence*, differ so widely in different years, that great injustice might be done by presenting anything else than contemporaneous expenditures.

The report for the year 1857, did not embrace the operations of the whole year. It included the time between February 11, 1857, the date of the present Warden's appointment, and the 31st of December, same year; and for that period the "disbursements" of the Prison were as follows:

On account of "Subsistence,"	\$6,393 03
" " " "Clothing,"	861 49
" " " "Building and repairs,"	1,245 07
" " " "Fuel and lights,"	695 40
" " " "Expense,"	647 79
" " " "Team,"	686 09
" " " "Convicts discharged,"	363 60

These disbursements, it will be remembered, are for a period of 323 days—lacking 42 days of being a year. Hence, to get at the

total *annual* disbursements, on account of the items named, it will be necessary to increase each of the above sums *one-eighth*—the proportion which 42 bears to 323. The proportion would be slightly greater than *one to eight*, but that will be near enough for the purpose in view. Thus increased, the footings for the several items for the year 1857, would be as follows :

Subsistence, . . . . .	\$7,192 16
Clothing, . . . . .	969 17
Building and repairs, . . . . .	1,400 70
Fuel and lights, . . . . .	782 32
Expense, . . . . .	723 72
Team, . . . . .	771 85
Convicts discharged, . . . . .	409 05
	<hr/>
	\$12,253 97

When to this sum of \$12,253.97 is added the amount paid as salaries to officers and *employees*, the total disbursements for the Prison for the year 1857, will be found to have been \$21,153.97, the pay roll of Warden, Overseers, Guard, &c., being as follows :

*Salaries of Officers of the Prison.*

	PER ANNUM.	
Thomas W. Hix, Warden,	\$700	
Asa Perkins, Clerk,	500	
Samuel Bradshaw, Deputy Warden,	450	
Enoch Carlton, overseer shoe shop,	500	
A. S. Richmond, " " "	300	} balance paid by contractor.
Thomas W. Hix, 2d, overseer,	500	
Wm. Fitzgerald, overseer wheelwright shop,	500	
T. W. Johnstone, " " "	500	
Wm. J. Bunker, overseer blacksmith shop,	500	
James W. Fuller, " coopering,	300	} balance paid by contractor.
William H. Fales, overseer lime quarry,	450	
Andrew Mero, guard,	350	
Alexander McIntyre, guard,	350	
Ormond Jameson, guard,	350	
Job C. Ingraham, guard,	350	
Hezekiah Hall, guard,	350	

James Stimpson, night watch,	\$350
David G. Vose, night watch,	350
Edwin P. Morse, truckman,	350
George H. Ingraham, waiter,	350
P. R. Baker, physician,	100
Inspectors,	200
Chaplains,	200
Librarian,	50
Total,	<hr/> \$8,900

The number of convicts in the Prison during the year varied at different times from 89 to 113—the average being, perhaps, about 100, or a trifle over. From this it appears that, as the disbursements for the year were \$21,153,97, the cost per convict was about \$200 *per annum*. And this sum, from an examination of the financial statements of the Prison for former years, I should consider about the average annual cost of the convicts. If there be any essential difference in a series of years, it is in favor of *present economy*, as the average, in former periods, must have exceeded \$200 per convict. It will be further observed, in analyzing this sum total, that the cost per convict for “subsistence,” is nearly *seventy-two dollars* per year, while the cost of “clothing” appears to be less than *ten dollars* for the same period. The latter charge is quite reasonable, but the former seems to be inordinately and extravagantly high. It is at the rate of nearly *one dollar and forty cents* per week for the plain provisions consumed by each convict, and those who are familiar with the necessary cost of feeding a large number of men on simple and wholesome food, will at once perceive that the sum expended in the Maine Prison is exceedingly large. It is true that the year 1857 was one of high prices for all the necessaries of life, but this state of affairs was not peculiar to Maine, and its effect must have been proportionately felt all over the country. Other Prisons must have had their expenses enhanced by it, and it is fair, therefore, to assume that the facts given in a subsequent part of this report, based on the operations of other Prisons for the year 1857, represent the *highest* cost of *subsistence* of convicts in different parts of the United States. It will be well to keep this in mind when making a comparative estimate of the different Prisons whose

financial operations are given somewhat in detail under the proper head.

The following table will exhibit the "bill of fare" for the convicts for each day of the week, and those who are curious on such subjects can readily calculate how large a quantity of the several articles could be obtained for each man for the sum of seventy-two dollars. According to our estimate, based on the prices ruling in 1857, the gross amount would be more than an habitual glutton could consume :

*Bill of Fare for Convicts.*

SUNDAY.	{	Breakfast..Baked Beans and Pork and Brown Bread, at 9 o'clock A. M.
	{	Dinner..... } Rice Pudding and Molasses. (But two meals, Sunday.)
	{	Supper..... }
MONDAY.	{	Breakfast..Bread, Fish, and Coffee.
	{	Dinner.....Corned Beef and Potatoes, with Bread.
	{	Supper.....Mush and Molasses.
TUESDAY.	{	Breakfast..Bread, Fish, and Coffee.
	{	Dinner.....Fresh Meat, Soup, and Bread.
	{	Supper.....Mush and Molasses.
WEDNESDAY.	{	Breakfast..Bread, Fish, and Coffee.
	{	Dinner.....Stewed Pork and Beans, with Bread.
	{	Supper.....Mush and Molasses.
THURSDAY.	{	Breakfast..Bread, Fish, and Coffee.
	{	Dinner.....Fish and Potatoes, with Bread.
	{	Supper.....Mush and Molasses.
FRIDAY.	{	Breakfast..Bread, Fish, and Coffee.
	{	Dinner.....Clam or Fresh Fish Chowder, with Bread.
	{	Supper.....Mush and Molasses.
SATURDAY.	{	Breakfast..Bread, Fish, and Coffee.
	{	Dinner.....Fresh Meat Soup, and Bread.
	{	Supper.....Mush and Molasses.

Taking the prices which obtained in the year 1857, it will be interesting to see how much each convict must have consumed, according to the amount expended for *subsistence*. I have carefully reviewed the ruling prices of that year, for the various articles of food used in the Prison, and I find that as the average cost was \$72.00, each convict must have consumed about the following:—

- 12 bushels corn, at \$1.00,	.	.	\$12.00
4 " rye, at \$.100,	.	.	4.00
10 " potatoes, at 50 cts.	.	.	5.00
1 " beans, at \$2.00,	.	.	2.00
300 lbs. beef, at 8 cts.,	.	.	24.00
100 " pork, at 10 cts.,	.	.	10.00
200 " fish, at 3½ cts.,	.	.	7.00

40 lbs. rice, at 5 cts., . . . . .	2.00
18 " coffee, at 11 cts., . . . . .	about 2.00
10 gallons molasses, at 40 cts, . . . . .	4.00
	<hr/>
Whole amount, . . . . .	\$72.00

It thus appears according to the expenditures, that each convict must have consumed during the year, *nine hundred pounds of breadstuffs, six hundred pounds of meat and fish, ten bushels of potatoes, and one bushel of beans*, to say nothing of a most generous allowance of such luxuries as *rice, molasses and coffee*.

The average ration of a soldier in the United States army is *seventeen ounces of bread and one pound of meat*. A lumberman in the forests of Maine, in the coldest winter, will not average *more than fourteen ounces of meat* per day. It is evident, therefore, that the amount consumed in the Maine Prison cannot possibly be eaten by the convicts, and there is consequently a waste of provisions which I am wholly at a loss to account for in any manner consistent with a careful administration and expenditure of the Prison funds. Certain it is, if each convict was required to consume the whole seventy-two dollars' worth in a year, his sentence would be a *capital* one, as no human being could eat such an amount of food and escape with his life.

The charge for "building and repairs" will be found a large item, and it constantly occurs in the annual reports, even when no special alteration or addition is being made to the Prison buildings. For the past nine years, the charge has only once fallen below eight hundred dollars for the year, and what is done with the money does not appear in the Prison reports, except at such times as there is an additional building erected or an old one remodeled under some specific appropriation for the purpose.

The "team" department presents also a very large charge. Considering that there are only two horses, and that the pay of the truckman is included under another head, an expense of \$771.85 within a single year, seems to be exorbitant and inexplicable. How the matter is accounted for, does not appear in any of the Prison records to which I have had access.

The "expense" department includes the miscellaneous outlays not readily classed under any of the other heads; such as books,

stationery, medicines, transporting convicts, postage, newspapers, &c. Whether \$728.72 in a single year, is a large disbursement in this department, it would be impossible to tell, without having the items of the account specifically set forth.

Without going farther into these items, it may be at once assumed that the Prison has been enormously expensive, and that its funds have been disbursed with inexcusable extravagance.

Astounding as the fact may seem, it is clearly demonstrable that it would have been a matter of economy for the State to have continued sending her convicts to Charlestown, as she did before the separation, even if she had to pay \$2 00 each per week for their keeping, and surrendered at the same time all their labor to Massachusetts. The Federal government has the privilege of sending its convicts to the various State Prisons, by paying so much per week for their board and clothing—the price varying according to the charges of the several States. In Maine and Massachusetts, they pay about \$2.00 per week. The following table will show how much Maine would have saved, if all her convicts had been sent to the Charlestown Prison, at an expense of \$2.00 each per week—paid directly from the State treasury, and the advantage of their labor in addition given to Massachusetts:—

Year.	Average number of convicts for the year.	Cost of keeping same, at \$2 each per week, or \$104 per year.
1824,	39	\$4,056
1825,	64	6,656
1826,	76	7,904
1827,	74	7,696
1828,	84	8,736
1829,	97	10,088
1830,	95	9,880
1831,	95	9,880
1832,	93	9,672
1833,	83	8,632
1834,	70	7,280
1835,	64	6,656
1836,	71	7,384
1837,	77	8,008
1838,	75	7,800

## STATE PRISON.

1839,	.	.	70	.	.	\$7,280
1840,	.	.	68	.	.	7,072
1841,	.	.	56	.	.	5,824
1842,	.	.	50	.	.	5,200
1843,	.	.	60	.	.	6,240
1844,	.	.	69	.	.	7,176
1845,	.	.	74	.	.	7,696
1846,	.	.	64	.	.	6,656
1847,	.	.	69	.	.	7,176
1848,	.	.	68	.	.	7,072
1849,	.	.	62	.	.	6,448
1850,	.	.	75	.	.	7,800
1851,	.	.	89	.	.	9,256
1852,	.	.	84	.	.	8,736
1853,	.	.	74	.	.	7,696
1854,	.	.	80	.	.	8,320
1855,	.	.	89	.	.	9,256
1856,	.	.	91	.	.	9,464
1857,	.	.	101	.	.	10,504
1858,	.	.	117	.	.	12,168

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\$277,368

By turning to page 6 of this report, it will be found that the Prison at Thomaston has received in direct appropriations and payments from the State treasury, the gross sum of \$321,740 20, and that the last year closed with the Prison in debt to the amount of \$5,178.36, which must be paid by the State. Adding these sums together, and subtracting the amount that would have had to be paid to Massachusetts under the supposed arrangement, it will be at once seen that Maine would have saved \$49,550.56, if, instead of constructing a Prison, she had sent her convicts to Charlestown on the same terms that United States convicts are received. This may well be deemed a startling fact, and would hardly be credited, were it not so readily and so easily authenticated by reference to the books of the Prison and the accounts in the office of the State Treasurer. That so large a sum as the one named should have been expended, in addition to all the income derived from the labor of convicts, would, without any corroborative testimony, be sufficient to



prove that there had been the most lamentable mismanagement and extravagance in the financial affairs of the Prison. It has in fact drawn more money directly from the State treasury, than was necessary for its economical support, even if nothing whatever had been derived from the labor of convicts. In order to fully demonstrate the truth of this statement, I would refer to the facts detailed in a subsequent portion of this report, where the operations of "Prisons in other States" are fully set forth.

The disbursements for the year 1858, as gathered from the report of the Warden and Inspectors recently laid before the Legislature, sum up as follows:—

For subsistence, . . . . .	\$7,101 23
“ clothing, . . . . .	1,046 24
“ buildings and repairs, . . . . .	1,094 46
“ fuel and lights, . . . . .	1,221 90
“ expense account, . . . . .	863 06
“ team, . . . . .	763 00
“ convicts discharged, . . . . .	700 88
“ officers' salaries, . . . . .	8,900 00
	<hr/>
	\$21,690 77

The total disbursements for the year 1858, appear to be only \$536 80 more than in 1857, when the gross amount was \$21,153 97. The average number of convicts in 1857 was about 100, and in 1858, about 117. The expenses, therefore, did not increase in as large a proportion as the convicts,—a fact owing, doubtless, to the rapid decline in the price of various kinds of provisions used in the Prison. The total expense for subsistence of the 117 convicts in 1858, was a few dollars less than for the 100 convicts in 1857—and the average per convict fell from \$72 to \$60.69. A proportionate reduction would no doubt be found in all other Prisons of the country, and thus the relative difference prove to be as great, if comparisons were instituted in reference to the latter year, as it has been found to be for the former. The gross sum expended under this head, is much greater than it should be, and for the year 1858, the amount of provisions purchased for each convict was fully as large

as in the year 1857. The reduction from \$72 to \$60.69, is in about the same proportion as the decline in many of the articles used for the food of the convicts. The expenditure for "fuel and lights" in 1858, is more than fifty per cent. greater than in 1857, being increased from \$782.82 to \$1,221.90, without any reason being assigned for the addition. The expense of "building and repairs" again exceeds *a thousand dollars*, and yet no essential improvement is known to have been made, nor permanent addition erected. The cost of maintaining the team of two horses for the year 1858, appears to have been \$763—about the same as the year before. It is difficult to understand why it should cost \$14.67 per week for the "keeping" of two horses, besides paying \$350 a year for the truckman.

Some of the other items in the list of disbursements for 1858, are as well worth attention as those which I have thus pointed out. The remarks which I have had occasion to make touching the disbursements of 1857, are applicable to those of the past year, and it would needlessly prolong this report, to make a new analysis of the latter. The extent and character of these expenditures will be better apprehended and appreciated by judging them in the light of the experience of similar institutions elsewhere, and to the details of these, given in the appropriate place, I respectfully direct attention.

In closing my remarks touching the "disbursements," I cannot refrain from saying that the books of the Prison are not kept in a satisfactory manner. It is impossible to tell from them how much of any one article of food, clothing, or any other kind of supplies has been purchased during the year, and hence there is no ready way of discovering or exposing specific acts of extravagance. To find out how much of any article has been purchased, it is necessary to overhaul the file of bills for the year—the entries on the books being of such an immethodical and confused character, as to defy analysis and investigation. I present a few entries, selected at random, in order to show how difficult it is to acquire a true knowledge of the disbursements, from the Prison books:—

Date.	Rye-meal, pork, mackerel, and flour,	. \$51	58
"	Freight, clams, &c., . . . . .	. 18	43
"	Pork, beef, corn, &c., . . . . .	. 184	94
"	Corn, fish, freight, &c., . . . . .	. 94	21

Date.	Beef, corn, molasses, &c.,	.	.	\$285 40
"	Rice, fish and clams,	.	.	44 11
"	Rat poison, and telegraphing,	.	.	1 28
"	Pork, corn and potatoes,	.	.	118 62

These entries, it will be observed, fail to tell how many pounds of "beef," or "pork," or how many bushels of "corn," or "rye" were bought; how much was paid for "fish" and "clams," how much for "freight," how much for "rice," how much for "potatoes," how much for "*rat poison*," and how much for "telegraphing." Purchases of different articles, and obviously made of different persons, are lumped together in disregard of order and to the utter dismay of any one who seeks to obtain from the Prison books a comprehensive analysis of the expenditures. This habit should unquestionably be corrected, and the books kept in such a manner that the Committee of the Executive Council and the annual Committee of the Legislature could have cognizance of every item of expense, with its attendant voucher. I do not wish to be understood as intimating by these remarks that false entries are made, or that the sums total are incorrect, for I have the fullest confidence in the integrity and capacity of the very worthy gentleman who acts as Clerk of the Prison. My remarks are made in reference to the general system pursued, and are not intended in any portion of my report to convey invidious or personal reflections. It would certainly be in the highest degree unjust to saddle upon the present officers of the Prison, the sole responsibility for practices and abuses which had become chronic, and as I might say, inherent in the system, long before they had any connection therewith. This statement is due to myself and especially due to those whose reputations or sensibilities even, I would not intentionally wound or injure.

### Labor.

Originally the labor of the convicts was directed to the quarrying of rock and the manufacture of lime. So much was thought of the productiveness of this business, that it was probably the sole, certainly it was the decisive, reason for locating the Prison at Thomaston, and upon a lot of ground underlaid with a rich vein of rock. For a long period the principal part of the convicts' labor was devoted to the quarry, and the result was simply the disfiguration and ruin of the Prison yard, without making any pecuniary gains worth reckoning. After the lapse of a few years, it was determined not to work all the convicts on the quarry, and hence sundry handicrafts were introduced for a portion of them. Among the principal of these were shoe making, blacksmithing and carriage-making—the State buying the material and becoming the vender of the manufactured articles. In the prosecution of this system of labor, it was found (as has been fully detailed in the remarks under the head of "disbursements,") that the State became literally the purchaser of its own wares, and that it paid for them by annually advancing a large portion of the means required to support the Prison. When the cost of getting stock to Thomaston was reckoned in connection with the expense of working it up, and the subsequent difficulty of finding a convenient market for the manufactured article, it was found that the margin of profit was nearly, if not quite, obliterated. These unpromising results have been concealed by the peculiar system of appraisals and balances so long in use at the Prison, and the real fruits of the convicts' labor have been studiously and skillfully kept from public view and from executive and legislative scrutiny.

In 1851, the first movement was made towards hiring the labor of the convicts to contractors at a certain rate of pay for each day's work. On the first of August in that year, the Warden contracted with Messrs. Benjamin Carr and Thomas O'Brien, and agreed to give them the labor of *thirty to thirty-five* convicts in the shoe making business, on certain terms fully specified. The contract was to continue for three years *absolutely*, and the contractors were to have the privilege of extending it two years more, if they should so desire. They availed themselves of this right, and at the end of

the two years, the contract was formally renewed until Jan. 1, 1858, when it finally expired.

The second contract for the labor of convicts was made March 3d, 1857, by the Warden, with Messrs. William Adams and Samuel H. Allen. Thirty-five convicts were let on certain terms to work in carriage-making and blacksmithing, and the contract was made for two years. On the thirty-first of the following December, however, the contract was cancelled by mutual consent of the parties to it, and with the approval of the Inspectors of the Prison.

Directly after the expiration of the above first named contract and the cancelling of the second, the Warden entered into three contracts with different parties, for the labor of all the convicts in the Prison. During the time when those already referred to, were in force, the convicts, not included in them, still worked on account of the State, so that there were at the same time two systems of labor in the Prison—each perhaps in some respects impeding the other, or at all events preventing its having a full and fair trial. The contracts just referred to, however, and which are still in force, embrace all the convicts in the Prison, and the receipts for labor are thus so easily ascertained and exhibited, that there can no longer be any opportunity for successfully presenting the condition of the industrial departments in any light different from its real and true one. And I have reason to know that one very worthy object of the present Warden, in making the contract system general in the Prison, was to get at the net results of the convicts' labor in a *cash balance*, rather than to follow it as so many of his predecessors did, through the illusory display of "stock increased," or to present it in footings purely forced and fictitious. The aim of the Warden in this matter is certainly praiseworthy, and to him, perhaps, more than to any other man, are we indebted for our knowledge of the actual and truthful operations of the labor system, as it has been conducted in the Prison.

The five contracts just alluded to (the two which have expired, and the three which are still in force,) are all presented at full length in Appendix A. to this report, and special attention is directed to their provisions. It will be seen that the original contract entered into by the Warden with Messrs. Carr and O'Brien, has been substantially followed in its terms and rates of charge in the succeeding

contracts. It is not, however, of so much interest to go back and inquire into the wisdom or folly of contracts fully expired, as to examine into the conditions and effects of those which are at present and prospectively in operation. I propose, then, briefly to analyze the provisions of the present contracts, with the view of showing that the labor of the convicts is disposed of for a very small consideration, and that if the price obtained is the highest which can be had at Thomaston, that fact alone demonstrates that the Prison is located where its self-support is an impossibility, and where the consequent annual burden upon the State treasury must be exorbitant and inevitable.

The "shoe making contract" made by the present Warden with Thomas O'Brien, is nothing more than a continuation of the old contract made by his predecessor with Carr and O'Brien. The only difference is in providing for *thirty-five to fifty men*, instead of *thirty to thirty-five*, as in the former. The rate of daily pay and all the other terms, are almost identical in both contracts. The State furnishes the contractors with all the shop and store room needed; gives him the use of the tools, machinery and fixtures belonging to the same, without even requiring the ordinary wear and tear to be made good; supplies all the fuel for warming the shops, and pays a large amount towards the salaries of two officers, whose duty is to preserve order and instruct the convicts in their mechanical labor. After supplying all these advantages at a heavy expense, the State receives only *thirty cents* a day for the labor of each convict. It can at once be seen that the actual profit resulting from such a contract as this, is very small indeed. The following table will show the quarterly receipts for the year 1858, from Thos. O'Brien, for the labor of convicts, under this contract, the average number employed being 33½:—

1st quarter ending March 31,	.	.	\$753 45
2d " " June 30,	.	.	794 10
3d " " September 30,	.	.	801 75
4th " " December 31,	.	.	759 45

Whole amount for the year, . . . \$3,108 75

In offset to this must be reckoned the salaries of two overseers of work, amounting to \$800 per annum, and also the cost of fuel and

the interest on tools and machinery, together with wear and tear of the same. With these deductions, the net receipts will be found not to exceed \$2000—or an average of *less than twenty cents a day* for each man employed. Bad as this *exhibit* is, it is confessedly better than those which must be made of the other contracts, to the consideration of which I shall now proceed.

The carriage-making and blacksmithing contract, made with Messrs. Allen and O'Brien, provides for the employment of *thirty-five men*, at the rate of thirty cents a day each—the State furnishing three shops—an overseer for each, providing all the stoves, warming the upper story of the wheelwright shop, and furnishing “room in the stable for one horse and his keeping.” The following table will show the actual gross amount received by the State during the year 1858, for the labor of convicts under this contract:—

1st quarter ending March 31,	.	.	\$656 55
2d “ “ June 30,	.	.	760 05
3d “ “ September 30,	.	.	728 45
4th “ “ December 31,	.	.	740 85

Whole amount for the year,	.	.	\$2,885 90
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From this gross sum must be deducted the pay of three overseers, furnished by the State, at an annual salary of \$500 each, making \$1,500; also the interest on the cost of tools, fixtures and machinery, as well as wear and tear of same; also the cost of fuel, and the expense of providing “room in the stable for one horse and his keeping.” The items last named would add nearly \$200 to the amount furnished by the State for overseers' salaries, and would thus reduce the net receipts under this contract to about \$1,200. The average number of men employed by Allen and O'Brien, for the year, was  $30\frac{1}{2}$ , so that their net earnings to the Prison, during that time, were less than \$40 each, or not quite *seventy-seven cents a week*—a mere fraction over a *ninepence* per day. This is almost equivalent to giving the convicts' labor away, and as a matter of profit to the Prison, is scarcely worth reckoning. It is not, however, quite so bad as the third contract, whose provisions and results will now be exhibited.

After providing the two contractors just alluded to, with their complement of men, the Warden engaged with D. H. Sumner to

hire him all the remaining convicts, (except those wanted for cooks and waiters) and to allow him to work them in whatever manner he chose, not inconsistent with the safety and discipline of the Prison. He was to have the use of the basket shop—a room under the wheelwright's shop—with all tools and fixtures connected with the same, and the exclusive right to work the quarry, and also the use of the tools in the same, belonging to the State. The State was also to furnish one overseer to superintend the labor of the convicts, and by the return of the officers as given to me by the Clerk of the Prison, it appears that the State actually furnished *one* overseer, and paid \$300 towards the salary of *another*. In consideration of all these advances on the part of the State, Mr. Sumner agreed to pay *seventeen cents* per day for the labor of each of the convicts. The actual pecuniary result for the year, under this contract, will be seen by the following memorandum of the quarterly payments made by Mr. Sumner:—

1st quarter ending March 31, (not full)	.	\$177	90
2d " " June 30,	.	248	71
3d " " September 30,	.	275	91
4th " " December 31,	.	281	94

Whole amount for the year,	.	\$984	46
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The average number of convicts engaged under this contract was 18½, and the State paid \$750 in salaries to two overseers for them. Reckoning the use of tools, &c., at \$50 only, it would make the advance of the State \$800, and leave but \$184.46 as the net earnings of the 18½ men. Thus each man earned a trifle over *ten dollars a year—less than twenty cents a week—or just about three cents each working day.*

If we take the aggregate receipts for the year under the three contracts, and then deduct the aggregate advances of the State, we shall get at the net result of the labor of all the convicts. The following will show the aggregate receipts as already exhibited:—

From shoe contract,	.	\$3,108	75
" carriage and blacksmith contract,	.	2,885	90
" quarry and miscellaneous "	.	984	46
Whole amount,	.	\$6,979	11



To superintend the convicts while laboring under these contracts, the State pays \$3,050 in salaries to seven overseers—the *profit of whose labor, performed in addition to their duties of supervision, goes into the pockets of the contractors.* For fuel, wear and tear of tools in all the departments, and numerous other expenses entailed upon the State by the contracts, the sum total must, as we have already shown, be at least \$550, which, added to the amount for overseers' salaries, makes the gross amount advanced by the State, \$3,600. Deducting this sum from the total amount received for labor, it leaves for *net profit* but \$3,379.11 for the labor of all the convicts. As the average number in Prison, for 1858, was 117, the net earnings of each for the year amount to but \$28 88—a little more than *nine cents* each working day. The average number of convicts, however, at work, seems to have been but 82, leaving an average of 35, or *nearly one-third of the whole*, either entirely idle or else employed as cooks, waiters, tailors, &c. Estimating the earnings *per capita* of those actually at work, the annual average would amount to \$41.20, or a little more than *thirteen cents* for each working day. These results are certainly of a most unsatisfactory and discouraging character.

It may be said that the advances of the State, deducted in this calculation, from the gross receipts from contractors, must, in any event, have been expended, and that they should not therefore be reckoned in offset, as I have presented them. Such a view is wholly erroneous, for a moment's reflection will convince any one that the expense of mechanical instructors, shop room, tools, fuel, &c., arises wholly from the employment of the convicts at work, and that this expense would not be incurred, but for the system of labor as pursued in the Prison. If the convicts were all in solitary confinement, not a dollar of these advances would be called for, and hence all the net gain that can be fairly reckoned as flowing from the contracts for the year, is, as I have stated, the sum of \$3,379.11.

Looking, however, at the *gross receipts* from labor, and comparing them with the *gross disbursements* for the support of the Prison for the year 1858, the result is certainly most disheartening. The *receipts* amounted to \$6,979.11, and the *disbursements* summed up \$21,690.77; in other words, the labor of the convicts fails to pay even *one-third* of the expenses of the Prison. The

State is thus called upon to supply an annual deficit of nearly *fifteen thousand dollars*—a sum equal to more than *seven per cent.* of the entire State tax, and levying as heavy a contribution upon the pockets of the people, as would an additional State debt of *a quarter of million of dollars.*

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Three systems of labor have been tried in the Prisons of the different States of the Union. *First*, working the convicts on account of the State—the State supplying raw material, and undertaking through its agents the sale of the manufactured articles. *Second*, leasing the Prison in all its departments to some person or persons for a specified annual sum—the lessees having the sole control of the discipline of the convicts, under certain stipulated rules, and the entire disposition of their labor. *Third*, hiring the labor of the convicts to contractors at so much per day, the State reserving to itself the control, management and general discipline of the Prison.

The *first* of these systems is the one so long and so unsuccessfully tried in this State. It has always and every where resulted in pecuniary failure—it being uniformly found that those who act as agents and salesmen for the State are not quickened by that sense of self-interest which alone can induce thrift, economy and enterprise. Little care is exercised in the purchase of cheap and proper material, and little effort is exerted to effect rapid and profitable sales. The result is the certain accumulation of inferior and unsaleable fabrics, and the consequent sacrifice and loss of the State's money invested therein. The general, I might say universal, opinion among those best skilled in the management of Prisons, is against this system of labor, and hence we find that it is being abandoned in almost every State, after a thorough and most costly experience.

The *second* system has been tried in many of the Southern and Western States, and generally with very unsatisfactory results. It is objectionable chiefly on account of moral and humane considerations—it being regarded as unwise and positively wrong to surrender the control of the convicts to those who from self-interest and cupidity would be constantly tempted to overtask and otherwise misuse them. No State is justified in thus surrendering even the convicted criminal to the possibility of being ill fed, ill clad and

cruelly worked. Very few States retain the system, the great majority where the custom formerly prevailed having abandoned it, after becoming satisfied of its inexpediency and inhumanity. It is the opposite extreme from the system of the State itself assuming the whole management of the labor of its convicts—the one being liable to as strong objections on the score of *humanity*, as the other is from considerations of *economy*.

The *third* system is the one which seems to combine all the advantages attainable in the management of a Prison. The State retains in its own hands the discipline and government of the convicts, and disposes of their labor for a fixed and definite sum—leaving to the contractor the care of supplying material and selling the manufactures. One marked advantage in this mode of labor is the certainty and exactness with which the income of the Prison may be calculated in advance, and the expenditures gauged and governed accordingly. The system has the advantage of being practical and simple in its operations, and the experience of many years on the part of those best enabled to judge, is so unquestionably and unreservedly in its favor, that it may be regarded as fully and finally established. In every Prison that has attained financial success, this system has been rigidly adhered to, and I recommend that it be made the permanent rule of labor in the Maine Prison—though not at such prices as are specified in the existing contracts.

A judicious and useful application of this system of labor might be made in our county jails. They could all be made "Houses of Correction," and by the industry of those committed to them, a certain portion of the expense now devolving on the counties might be repaid. The effect on the prisoners would be beneficent—as it would relieve them from their dreary and demoralizing idleness, and tend to the formation of industrious and thrifty habits. This feature has been introduced into the jails of some other States, and the testimony as to the good effects resulting from it, is strong and uniform. It is not strictly within the line of my duty to make suggestions on this point, but I cannot lose the opportunity of commending the subject to the most favorable consideration of those who are entrusted with the government of our county jails.

### Discipline.

The discipline in the Maine Prison is according to the Auburn system of "separate and solitary confinement" at night, on Sundays and during meals; and "congregate labor" in shops through the working hours of the day. It is the same that is adopted in the great majority of Prisons in the United States, and stands opposed to what is known as the "Philadelphia system"—the chief feature of which is the unvarying confinement of the convict to his cell and a small exterior area, and his daily labor at some handicraft requiring the strength and skill of but one man. The Auburn system has been adjudged the best both in its philanthropic and economic aspects, and will, it is believed, be adopted in time by all the Prisons of the country. The Philadelphia system, rigorously adhered to, is one of extreme cruelty, and its effect upon the mind and the energies of those subjected to it, is deplorable in the extreme. The punishment of absolute solitude, deprived of the sight of human face and the sound of human voice, is too great to be endured without prostration of the physical strength and the wasting away of mental vigor. The consequences to the convict are therefore such as society has no right to impose, even upon its offending members, and such as are often far worse than the infliction of the death penalty itself. This odious system was originally adopted in the Maine Prison, and after some years' experience was abandoned. I trust it will never be renewed.

In *economic* results, the Auburn system is vastly preferable. A man when working alone can accomplish nothing in comparison with what he may do when his labor is combined with others—each performing in the division, the part to which by skill and training he is best adapted. It has therefore been found impossible to make a Prison support itself when conducted on the Philadelphia system of discipline, while many Prisons conducted on the Auburn plan have been enabled to pay all their expenses from the labor of convicts. The causes of this wide difference in result are so obvious that they need not be dwelt upon. I have indicated them in this paragraph, and every intelligent man will analyze and comprehend them on a moment's reflection.

Judged by results, the best and severest test, the discipline in the Maine Prison is, upon the whole, successful and commendable.

While from time to time the country has been startled by the announcement of some tragic murder in other Prisons, we have not heard of an officer's authority being even seriously resisted in our own. This fact certainly speaks well for those who have been entrusted with the administration of the Prison's discipline, and should be remembered to their credit. I attribute the happy result in great part to the discretion with which punishments have been inflicted on the convicts, and to the nature of the punitive means employed: The use of the lash is degrading and brutalizing in the extreme, and its inevitable effect is to render men reckless and bloodthirsty. The practice of showering refractory convicts with cold water, is also cruel and dangerous, and should never be permitted. Neither of these inhuman modes of punishment is employed in the Maine Prison—the principal means there relied upon for the subduing of insubordinate and disorderly convicts, being solitary confinement on bread and water diet for a certain period, varying in length according to the degree of the offense committed. An offending convict thus left to himself, is forced to reflect on the folly of his course, and he is almost certain to emerge from his confinement with a wise determination to submit to the Prison discipline. As the time spent in undergoing this kind of punishment may be added to the length of the offender's sentence, he has a natural and wholesome dread of subjecting himself to it. He is also wisely stimulated to orderly conduct by the provisions of the act of 1858, which deducts a specified number of days from the term of his imprisonment, on account of each month's good behavior. The fear of having the sentence lengthened on the one hand by insubordination, and the assurance of having it shortened on the other, by propriety of conduct, act as a double stimulus on the mind of the convict, and tend to produce a contented and cheerful submission to discipline and order.

Thus much I am bound to say, and am most happy to say, in regard to the general discipline in the Maine Prison. In points of accurate and systematic detail, the Prison is not indeed what it should be, and though it is superior to some similar institutions in the country, it is unquestionably surpassed by many. A few defective points may be mentioned.—There is, I am persuaded, too much intercourse between the convicts. This is manifest from the fact, as officers of the Prison informed me, that each convict knows the

name, crime and length of sentence of all his fellows, and when one is pardoned, it is known by the others as quickly as though it had been gazetted. This state of affairs certainly implies oral or written communication between the convicts to a very great extent, and suggests the possibility of a conspiracy which might prove serious in the extreme. The use of periodical magazines and newspapers is also allowed to too great an extent among the convicts. Each one that is able to read, receives a newspaper once a week, and though the journals selected are always of a moral and high-toned character, the effect of their perusal upon the mind of the convict is prejudicial to strict discipline. Information upon events of current interest, and glimpses of the outer world, have a tendency to unsettle the convict's mind and render him restless and uneasy. In so far, too, as the papers furnished contain any allusion to crimes just committed, or to criminals still at large, the effect is unmistakably mischievous and pernicious.

In many of the Prisons of the country, most celebrated for their discipline, nothing of the newspaper or periodical character is admitted—the exclusion being so rigidly stringent as to prohibit the carrying of any bundle within the Prison walls, with a printed wrapper around it. So completely are the convicts thus cut off from all connection with the world around them, that in some Prisons which I visited, I found them utterly ignorant of the most noted events of the day; such as the Sepoy rebellion in India, the political questions at issue in the country, the laying of the Atlantic telegraph, and other matters of equal import and interest. Rules of this kind may undoubtedly be made needlessly severe, but the principle on which they are based (of separating the convict from all association with the world at large) is unquestionably salutary in its effect, and should be adhered to with uniform strictness by all Prisons that aim at perfect discipline. For the entertainment, recreation and mental improvement of the convicts, a well-filled Prison library is required, and an hour or two of each evening should always be given to them for reading. The Maine Prison is provided with some three hundred judiciously selected volumes, and the convicts are allowed ample time, and are otherwise duly encouraged, to make good use of the opportunities of acquiring information thus afforded them. The perusal of books has an essentially different

influence upon the inmates of a Prison, from that which is wrought by the reading of newspapers—the one deserving to be freely encouraged, and the other to be sternly discountenanced and forbidden.

The moral and religious instruction of the convicts is committed to the settled clergymen of Thomaston, who officiate as chaplains to the Prison, in rotation. The compensation allowed to each minister is very trifling, and as they have the duties of their several parishes to attend to, they can of course devote but little time to the convicts. If it be true that it is far better to reform the criminal than to punish him, the State acts unwisely in thus restricting the means of moral influence upon the convicts. Properly looked after and judiciously cared for, many men now filling cells in our Prisons, might be made honest and useful members of society, and to effect an end so desirable, the State should not be grudging in its efforts nor stinted in its application of means. Whilst properly insisting upon the most rigid economy in disbursements, and the most systematic and productive industry on the part of the convicts, the State should not forget that expediency and duty alike prompt the adoption of such treatment as will make the unfortunate criminal emerge from the Prison a better and wiser man than he was when he entered it. I recommend, therefore, most urgently, that more care and labor be hereafter devoted to the personal reformation of each convict, and to this end I know of no means so efficient as the constant employment of a discreet and properly qualified clergyman, whose time would be entirely engrossed in this field of labor. Such a person would inevitably gain the confidence and affection of the prisoners, and by his continued intercourse with them, would learn the character, habits and peculiarities of each. He would thus be enabled to give an intelligent and specific direction to his efforts in each case, and an essential improvement in the moral condition of the convicts might be anticipated with certainty. The Sunday exercises in the Prison chapel, instead of being, as now, at an early and hurried hour in the morning, in order to allow the officiating chaplain to occupy his own pulpit, could be attended to at the proper season, and with due deliberation by the resident clergyman. The convicts would thus be made to realize that their moral welfare was an object of regard on the part of the State, and that they were still within the influence of that Christian sympathy and charity which includes

all mankind, and which will not regard any one as too abandoned or too degraded to be reached, reformed, and elevated.

The labors of this resident chaplain and instructor could be beneficently directed to the settlement and occupation of convicts after the expiration of their sentences. Acquainted, as he would necessarily be, with the character and capabilities of all the unfortunate individuals under his moral guardianship, he could give an intelligent and responsible recommendation to such as deserved it, and by correspondence with employers of artizans in different and distant parts of the State, could procure for each the rightful and inestimable privilege of *working*. Many a man who leaves the State Prison with a full determination to lead an industrious and honest life, soon finds himself engaged in a new career of crime, which speedily culminates in his arrest, conviction and second sentence. Too often, it is believed, this sad result is produced by the difficulty of the convict procuring labor with other men, and the consequent daily realization of his degraded and apparently hopeless condition. Finding society frowning upon him, he soon comes to regard himself as an outlaw, and unrestrained by any proper influence, he rushes into crime as a species of revenge for the personal and social ostracism which he feels is pronounced against him. That such deplorable results as these are frequent, can be too readily demonstrated by a reference to Prison registers, and an examination of the large list of *second-sentence* convicts which they exhibit. It is confidently believed that if proper effort were made to procure reputable and remunerative employment for the convict who had given good evidence of his intention to lead an honest life, much of the evil just depicted would be prevented. And how can this aid be extended so efficiently and so wisely, as by a person who is intimately acquainted with the character, habits and capacity of the unfortunate man who needs it? Instead of sending the discharged convict adrift, as now, with a suit of citizen's clothes on his back, and a pittance of three or four dollars in his pocket, to tempt him to the rumshop, he should be directed to some place where work has already been engaged for him, and where the first, critical and generally decisive influences, would be exerted for his continued and progressive reform. Once more established in decent position, once more enabled to labor for wages, once more confided in and relied



upon by another, the late degraded and humiliated criminal would be inspired anew with the energy and independence of a man, and would feel that there was still something in life, to him worth living for.

The results which would flow from the judicious labors of such an officer as the one whose employment I thus recommend, are not to be measured by dollars and cents, and the salary paid him could not be justly reckoned among the ordinary expenses of the Prison. Looking at the matter, however, simply in an economic point of view, it is quite palpable that reformation of criminals is the cheapest as well as the *best* way to dispose of them, and that sound wisdom dictates such a policy on the part of the State, as will tend to make its convicts "forsake their evil ways," and return to paths of rectitude. It would be a matter of propriety and of justice, therefore, for the State to pay the salary of a resident chaplain and instructor, directly from the treasury. Of course the amount which is at present paid from the same source for chapel services and for attention to the library, would go to the purpose indicated, and the additional small sum needed should be freely and unconditionally given. Strict economy in other disbursements of the Prison, would leave an overflowing abundance for the object specified, and it is to be earnestly hoped that where extravagance has been allowed to "run riot" in the material and industrial departments, a shortsighted and injurious parsimony shall not be permitted to prevail, in supplying the means for effecting a moral reform among the unfortunate and degraded convicts.

### Prisons of other States.

In comparing the pecuniary results attained in our own Prison with those of Prisons in other States, it is but just to say that more than half of these institutions fail to pay their own expenses from the labor of the convicts. Some of this delinquent number, however, come very near accomplishing the desired end, while very few indeed draw upon their respective State treasuries for anything more than the pay of officers. A good proportion, however, do, by economy, thrift and good management, succeed in paying all their expenses, besides yielding some profit to the State treasury every year; and this class of Prisons certainly deserves honor and emulation. I shall give a succinct account of the operations of some that I visited and personally examined, with the view of showing what results have been accomplished under favorable auspices, by those who are skilled in the conduct of Prisons.

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THE NEW HAMPSHIRE PRISON, located at Concord, contains on an average, about the same number of convicts as the Prison at Thomaston. During the year 1857, the number ranged from 86 to 110, while in the Maine Prison, the average was from 89 to 113. The labor of the New Hampshire Prison is all hired by responsible contractors, who pay 40 cents per day for each convict, and employ them either on cabinet making or shoe making. The contractors moreover furnish all the overseers, instructors, machinery, tools, fuel, &c.—the State merely furnishing shop room and letting steam power to the contractors, at a certain rate, from an engine which was put in the Prison at an expense of \$3,000. The total receipts for the year 1857, were \$9,884.59. The total expenses for the same time were \$7,327.46, leaving \$2,557.13 as the net *cash gain* to the State. The sum named (\$7,327.46) paid all the officers' salaries except that of the Warden, which (amounting to \$800) was paid with the other State officers', directly from the State treasury. Should this sum be deducted from the cash gain, that item would be reduced to \$1,757.13, and the *total expense* of the Prison increased to \$8,127.46. It will be interesting to collate the items of expense for the year, in order to compare them with those of the Maine Prison; they are as follows:—

Subsistence, . . . . .	\$3,143 51
Expense, . . . . .	451 97
Clothing and bedding, . . . . .	525 85
Light and fuel, . . . . .	568 64
Repairs and decrease in appraisals, . . . . .	265 60
Salaries of officers, . . . . .	2,371 89
Warden's salary, . . . . .	800 00
	\$8,127 46

By comparing this sum total, with the expenses of the Maine Prison for the year 1857, it will be seen that in New Hampshire, with only 3 convicts less, on an average, the outlay was only a little more than one-third as much. In other words, the expenses for the year in Maine, for convicts ranging in number from 89 to 113, amounted to \$21,153.97, while for the same period in New Hampshire, for convicts ranging in number from 86 to 110, the expenses amounted only to \$8,127.46. It would certainly be very hard to account in any reasonable way for this immense disparity in the cost of maintaining the two Prisons. The price of provisions cannot be materially different in New Hampshire and Maine, and yet for about the same number of men, the cost of "subsistence" in Maine, for the year, was \$7,192.16, and in New Hampshire, but \$3,143.51. In New Hampshire, as the Warden informed me, they consider that the Prison can be made self-supporting with 75 convicts, and that as soon as they get above that number, they are able to pay a revenue. With 100 prisoners, it is reckoned that \$80 apiece is ample to pay all expenses, including salaries of officers; whereas, in our Prison, the expense per convict has been found to be about \$200 *per annum*. One very great difference in the expenses of the two States, will be found in the outlay for officers—in Maine, all of them being paid by the State; in New Hampshire, the greater portion of them by the contractors. There are only *six* officers paid by the Prison in New Hampshire. In Maine, there are twenty-one, without including inspectors and chaplains. Some other expenses, as will be seen by referring to the schedule, differ in almost as great proportion.

THE CONNECTICUT PRISON, located at Weathersfield, is doubtless the most successful Prison, in almost every point of view, that is to be found in the United States. Its discipline may be termed per-

fect—if it has any fault, it is in being too stringent; and its pecuniary workings have been really admirable. The labor of the convicts is here also let by contract, and they are engaged in the manufacture of edged tools, shoes, carpenters' rules, in blacksmithing and in burnishing silver ware. Until the crisis of 1857, the contractors paid 45 cents a day for each convict, but as their contracts expired about that time, they demanded and procured a reduction to 36 cents. As in New Hampshire, the contractors pay the salaries of all the instructors, and they hire also from the State, all the steam power which they need; the State supplying it from an engine which was placed in the Prison at an expense of \$5,000. The Prison has never failed to pay a revenue to the State treasury of from three to six thousand dollars *per annum*, and it has in this way more than repaid its original cost of construction. Its income for the year 1857, from labor of convicts, amounted to \$19,902.23, and the whole expense, including officers' salaries, was but \$16,843.35. The number of prisoners at the beginning of the year, was 192, and at the close, 212—average number about 200, or quite double the number in the Maine Prison; and yet the aggregate expense in Connecticut was *between four and five thousand dollars less than in Maine*. The expense per convict, in Connecticut, was a trifle over \$80, about the New Hampshire estimate. Their cost of "subsistence" for an average of 200 convicts, one year, was \$7,689.03; while the cost in Maine, for an average of 100 the same year, was \$7,192.16; and this, too, when provisions must have been higher in Connecticut than in Maine, if there was any difference at all. The officers' salaries chargeable to and paid by the Prison in Connecticut, amount only to \$5,568, against \$8,900 in Maine. The Connecticut Prison charges itself with the salaries of only *eight* officers, including physician and chaplain; whereas, in Maine, there are twenty-one paid by the Prison, exclusive of inspectors and chaplains. Considering that the convicts in Maine number only a little more than half those in Connecticut, these disparities in the footings of expense are quite unaccountable.

THE VERMONT PRISON, located at Windsor, had an average of 75 convicts for the year '57. The whole number, with the exception of the few who are used as cooks, washers, &c., are hired to one firm, and are engaged in the manufacture of scythe snathes. No other branch

of industry is pursued in the Prison. The contractors take all the convicts at 36 cents each per day, and furnish all instructors, and also the tools, machinery and fuel used in the shops. The receipts of the Prison for the year 1857 were \$6,529.90, and its total expenditures were \$7,963.72—thus leaving \$1,433.82 to be supplied from the State Treasury. The sum of \$7,963.72 covered expenses of all kinds, including officers' salaries. This was for 75 convicts, whereas, the Maine Prison, for the same year, with an average of 100 convicts, expended \$21,153.97. In other words, with only *one-third* more convicts, the Maine Prison expended more than *twice and a half*, indeed, *nearly three times* as much, as the Vermont Prison. The cost of "subsistence" in Vermont for 75 convicts one year was \$3,314.53. In Maine, for an average of 100 convicts same year, the cost was \$7,192.16. The officers' salaries paid by the Prison in Vermont amount to \$2,923.71 against \$8,900 in Maine; and other outlays are in like proportion. In Vermont, also, as in the other States that have succeeded well in their Prison management, the contractors are made to bear the expense of those officers who instruct the convicts in their labor. The aggregate number of convicts is hardly enough for successful industrial results, though it has reached the point where in New Hampshire a Prison is considered able to sustain itself. The Warden of the Vermont Prison informed me that they felt certain of paying their own way as soon as they should have 100 convicts, and that when they got above that point they would begin to yield a revenue to the State Treasury.

THE MASSACHUSETTS PRISON, located at Charlestown, has proved highly successful in its labor department—the receipts being very large. Including the salaries of officers, however, (which are on a most liberal scale,) the Prison does not pay its way. The convicts are working under contract to different parties—some being engaged as stone-cutters at 60 cents per day each; some in the manufacture of furniture at 51 cents a day each, some in brush-making at 45 cents a day each, and the lowest, in whip-making, at 40 cents a day each. The contractors in the several departments furnish their own tools and their own instructors; the State merely supplying a keeper to each room. With such contracts as these for the labor of the convicts, (better than in any other New England

State,) there would be no difficulty in making the Prison support itself, were it not for the fact that certain circumstances of an unfortunate character, have in the estimation of those who direct the affairs of the Prison, made it necessary to keep a very large force of officers, all of whom have most liberal salaries—the pay roll for the year '57 exceeding *thirty thousand dollars*. Excluding the salaries of officers, the ordinary receipts of the Prison are some *fifteen or sixteen thousand dollars* more than its expenses. The State is called upon to make good the deficit on officers' salaries, amounting annually to something more than *fourteen thousand dollars*. The average number of prisoners for the past five years has been 471. During the same period, the Warden informed me that the average cost of subsistence was \$41.92 for each convict, and for clothing, \$15.01. All the other expenses (except those already mentioned for officers' salaries) are on a like moderate scale. This Prison is in many essential respects a model institution, and its present management is such as will materially elevate the character and standard of Prison discipline throughout the United States.

THE NEW YORK STATE PRISONS are three in number—located at Sing Sing, at Auburn, and at Clinton. The first two named, however, are the principal ones,—the third having been established within a comparatively recent period, and its workings not yet fully and satisfactorily tested. The average number of convicts at Sing Sing, for the year 1857, was 975, and at Auburn, 650. The total cost of "subsistence" for the year 1857, at Sing Sing, was \$37,198.89, and at Auburn, \$26,912.60; making an average per convict at the former, of \$38.15, and at the latter of \$41.40. For "clothing and bedding," at Sing Sing, the average cost per convict was \$9.72, and at Auburn, a trifle less than \$6.00. The cost of "subsistence" per convict, in the Maine Prison, for the same year, was nearly \$72.00 per convict, or well nigh double the cost at Sing Sing. For an average of four years preceding 1857, the cost of "subsistence" at the Auburn Prison was \$33.57 per convict, and at the Sing Sing Prison, \$42.04 per convict. For the same period, the average cost per convict, at Auburn, for all charges, including officers' salaries, and repairs to buildings, was \$101.91, and at Sing Sing, \$104.50. The total average expense per convict at the Maine Prison, as previously shown, is about \$200 per annum.

The convicts at both Sing Sing and Auburn, are employed on contract labor, and are engaged in a large variety of handicrafts, at wages varying, at Sing Sing, from 40 cents to 51 cents per day for each convict, and at Auburn, from 36 to 50 cents per day for each. In both Prisons the contractors supply all the instructors and all machinery, tools and fuel—the State merely furnishing shop room and one keeper to each room, to preserve discipline. The Prison at Auburn has been financially more successful than the one at Sing Sing, and has generally paid all its expenses, including salaries of officers, from the proceeds of the convicts' labor. The expense for officers and police at Sing Sing, is from certain causes, much heavier than at Auburn, and this doubtless accounts for its apparent failure to be a self-supporting institution.

THE PENNSYLVANIA PRISONS, located at Philadelphia and Pittsburg, do not proceed upon the "congregate" system of labor, and hence are signally unsuccessful in their financial results. Their convicts are at all times kept in solitary confinement, and their labor is therefore directed to those handicrafts which one man alone can manage. This idea is a favorite one with the Prison disciplinarians of Philadelphia, and they have adhered to it so long and defended it so pertinaciously, as to have imparted their own name to it. The "Philadelphia system" and the "Auburn system" are the antagonistic theories in the conduct of Prisons, and their peculiar merits and contrasts are briefly alluded to in another portion of this report. The systems are so wholly unlike, that very few deductions can be made from the one, that will prove of any practical advantage to the other. The solitary system in its industrial and financial results, is any thing but satisfactory. Several hundred men working without any proper division or combination of their energies, are deprived of more than half their power, and it is therefore no matter of surprise that the Prisons conducted on the solitary system utterly fail to attain any creditable results in their industrial operations. In such institutions the labor of the convicts always fails to pay expenses, and the State Treasury is made to bear the burden. The only item of interest to other Prisons in those conducted on the solitary plan, is the cost of *subsistence*. In the Philadelphia Prison I found this to amount to \$46.50 per annum. The expenses generally are

not excessive, but the receipts for convict labor signally fail to defray them.

THE NEW JERSEY PRISON, located at Trenton, is conducted on the Philadelphia plan, and the remarks made concerning the latter are of equal pertinency when applied to the former. Working the convicts in separate cells, it is found impossible to let their labor on contract, and the receipts from work on Prison account are comparatively trifling. The State is hence called upon regularly to pay the salaries of officers as well as to make up occasional deficiencies in other departments. In this Prison I found the cost of subsistence for each convict to average \$40 per annum, and the cost of clothing \$10 per annum. Other expenses in about the same proportion.

THE OHIO PRISON, located at Columbus, contains something more than 600 convicts. Their labor is all hired by contractors, who pay 40, 45, 50, 60 and 61 cents per day, for each convict, according to the skill of the handicraft in which he is employed. The principal employments are stone-cutting, making of edged tools, and hoes, forks, rakes, &c., cutting wood type, and coopering. *Forty cents* a day is the *minimum*, and *sixty-one cents* the *maximum*,—the contractors furnishing foremen, instructors, tools, machinery, fuel, &c.; the State supplying a keeper or guard for the police of each shop. The cost of "subsistence" for each prisoner is about \$36.00 per annum, and of "clothing" about \$10.00. The total expense per convict, including officers' salaries and every thing else, is about \$105 per annum. The total cost of provisions for an average of 606 convicts for a year was \$21,397.92, while in Maine the cost for an average of 100 convicts was \$7,192.16. In other words, with *six times* as many to feed in Ohio as in Maine, it only cost *three times* as much to procure the requisite provision. Some allowance must be made for the enhanced price of breadstuffs and meats in the the East, as compared with the West, but this is not sufficient to account for the large disparity in the outlays. Other expenses, and the sums total, are in a similar ratio.

THE INDIANA PRISON, located at Jeffersonville, is well managed and financially very successful. The prisoners are let on contract, at prices varying from fifty cents per day each, which is the *mini-*



*num*, to *sixty-eight cents* per day each, which is the *maximum*. The handicrafts on which they are employed, are cabinet making, chair making, manufacture of candle boxes, and various other kinds of wood work. The average number of convicts in Prison, for the year 1857, was 325, and the cost of subsistence for each was about \$12.00. The total expense per convict was about \$100 per annum, including officers' salaries. The Prison was formerly given to a lessee, for so much *annual bonus* to the State, but this system has been wisely discontinued.

THE ILLINOIS PRISON, located at Alton, is surrendered entirely to contractors, who assume all the responsibility of its management, pay all its expenses of every kind, and give to the State a *bonus* of \$5,100 *per annum*. The convicts number over *five hundred*, and are mostly employed on cooperage, and by their labor, doubtless pay a handsome profit to the lessees of the institution. The policy of surrendering the whole control, management and discipline of a Prison to those who contract for the labor of the convicts, is not commendable, and in the opinion of those most thoroughly acquainted with the subject in all its bearings and details, should be discontinued. The topic is alluded to at sufficient length in another portion of this report.

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I visited several Prisons not included in the foregoing summary, but I have given the results attained in a sufficient number, to present a fair view of the pecuniary workings of the Prison system throughout the Union. The amount received for the labor of convicts is everywhere larger than in the Maine Prison. This fact cannot be so perspicuously set forth in a tabular statement, for the reason that numerous circumstances, not susceptible of condensed presentation, go largely to affect the net profits of Prisons from the *contract* labor of their convicts. It is for this reason that I have separately detailed the facts found in the different Prisons, and drawn such comparisons in each case as I thought pertinent and proper. The portion of this report included under the division "Labor," fully sets forth the present condition of the "contract system" in the Maine Prison, and the signal disadvantages it presents, when compared with other Prisons, have just been exhibited. In no State

Prison *outside* of Maine, have I found the *minimum* price of labor below 36 cents per day, and yet, in the Maine Prison, a good proportion of the convicts are hired at *seventeen cents a day*. The *maximum* in Maine is *thirty cents* a day, while in other States I have found it ranging from *forty* to *sixty-eight* cents per day. And in addition to these low prices, the Maine Prison furnishes at the expense of the State, more aid in the way of instructors, shop room, tools, etc., than any other Prison I have examined. This last fact cannot be presented in a tabular statement, and therefore the following table, badly as it exhibits the condition of the Maine Prison, yet fails to present it in as deplorable contrast with similar institutions, as the truth really demands.

*Amount received per day for labor of Convicts in different State*

*Prisons:—*

Maine Prison,	.	.	17 to 30 cents.
New Hampshire Prison,	.	.	40 cents, uniform price for all.
Vermont Prison,	.	.	36 " " " "
Massachusetts Prison,	.	.	40 to 60 cents.
Connecticut	"	.	36 cents, uniform price for all.
New York Prison, (Auburn,)			36 to 50 cents.
"	"	(Sing Sing,)	40 to 51 "
Ohio Prison,	.	.	40 to 61 "
Indiana "	.	.	50 to 68 "

In some of the Prisons where the uniform price of 36 or 40 cents is paid, the contractors furnish not only instructors and tools, but also pay the salary of overseers or policemen for the various shops. They are bound also to take the prisoners "as they come," for "better or worse," paying the same price for all. In the Maine Prison, however, the *thirty-cents-per-day* contractors have taken the best of the convicts and left the remainder to be hired out at the pittance of 17 cents a day—the State furnishing officers to superintend their work, at an expense of \$750 per year.

The expense of annual *subsistence* for each convict, for the year 1857, in the various Prisons just mentioned, presents a striking and suggestive contrast with the expense for the same year in the Maine Prison, as will be seen by looking at the following table:—

*Expense for subsistence for each convict for the year 1857, in certain Prisons.*

Maine Prison,	.	.	.	\$71	92
New Hampshire Prison,	.	.	.	31	43
Vermont	"	.	.	44	18
Connecticut	"	.	.	38	44
Massachusetts	"	.	.	41	92
Sing Sing,	{	New York,	.	38	15
Auburn,			.	41	40
Philadelphia, Pa. Prison,	.	.	.	46	50
New Jersey	"	.	.	40	00
Ohio	"	.	.	36	00
Indiana	"	.	.	42	00

The average of the ten Prisons in other States, for *subsistence* to each convict, it will be observed, is almost exactly *forty dollars* for the year 1857. In the Maine Prison, for the same year, the expense per convict was in round numbers, \$72, or about *eighty per cent.* more than the average in the other States named. For the year 1858, the expense per convict in the Maine Prison was \$60.69, or more than *fifty per cent.* greater than in the other Prisons for the year '57. This is a considerable reduction in the Maine Prison, and there is no reason to doubt that a proportionate reduction in expenditure for the year '58 was realized in all the other Prisons; so that the ratio of difference between them and the Maine Prison, it is just to infer, remains about the same as in the year 1857.

### Can the Prison be made Self-Supporting?

The Resolve which authorized this investigation, directed that it be pursued with reference to determining whether or not some change might be effected which would "render the Prison self-supporting, and, if possible, a source of revenue to the State Treasury." There is a very natural and wide-spread dissatisfaction with the past and present condition of the Prison with respect to its finances, and the simple fact that it has taken nearly *three hundred and twenty-two thousand dollars* from the State Treasury for its construction and support, while the Prisons of some other States have been paying all their expenses, is of itself sufficient to provoke inquiry and demand reformation. The people of this State are anxious to be relieved of this heavy tax for the support of criminals, and they may well feel a flush of indignation at the studious manner in which the true state of affairs in regard to the Prison has been concealed from them during a long series of years. It may therefore be assumed that the public desire is to have some change effected which will give assurance of immediate reform and prospective financial success.

It cannot of course be maintained that the primary object of penitentiary institutions is to *make money*; but it is at the same time most undeniably true, that the best disciplined, most reformatory, and in every way the most successful Prisons, are those which have such systematic industry and such well directed economy as serve to render them self-sustaining and independent. And this result is precisely such as corresponds with reason and common sense. The convicts are condemned to *labor*, and it is surely the part of the plainest wisdom to direct their labor to some profitable end; and the more strictly and successfully this is done, the more regular, exact and satisfactory will be the discipline of the whole institution. The effect, too, upon the convict, is salutary and beneficent. He feels that he is working with intelligent aim, that his industry is productive, and that, in short, though in a degraded position he is still a man, in will, in ability, and in purpose. "Idleness," the proverbial "mother of vice," is the prolific cause of the crimes which fill penitentiaries so rapidly, and it is therefore the part of sound wisdom to cultivate and enforce the habit of industry in the convicts merely as a reformative agent; not fruitless, unproductive industry, but well-directed, efficient and profitable *work*—such as finds its result in

*dollars and cents*, and in the relief of those burdens of taxation which the criminal has no right to assess upon society for his support. Some well disposed and humane persons have been afraid that if very special attention were directed to the pecuniary results in Prisons, the effect would be to have too little regard paid to the moral welfare and personal comfort of the convicts. Precisely the reverse is known to be the result; and in the various Prisons which I visited and into whose affairs I closely examined, I found without exception that wherever the industry was most systematic and productive, there also was discipline the best, and the bearing of the convicts most contented, hopeful and cheerful.

The views which have just been suggested are seconded and sustained by those who have examined most deeply into the subject of Prison discipline in its philanthropic aspects, and from every other point of view. In support of the positions assumed, I might quote the well-weighed and deliberate judgment of the late Louis Dwight of Boston, whose years of unremitting, unrequited and self-sacrificing labors in behalf of the Prisons of the United States, gave him facilities for forming a correct judgment which very few men have enjoyed. The opinion of that eminent and most excellent lady, Miss Dix, is to the same effect, and her knowledge of the subject is most thorough and profound—formed from years of careful study and from a field of observation almost co-extensive with the civilized world. No one would certainly accuse her of taking any thing else than a moral and humane view of the subject, and from a personal interview with her I am enabled to say that her decided judgment is in favor of placing State Prisons on a self-sustaining basis. Any other view of the subject is essentially unsound and unwise, especially when it is considered, and, indeed, demonstrated by actual experiment, that all the other objects of the penal institution can be best subserved when this economic end is attained. It seems grossly unjust and oppressive to tax society for the support of those who have offended against its laws, when the unfortunate offenders can be most signally benefited by making them pay the cost of their own support and guardianship during the period of their penal service. Crime is a sufficiently expensive burden upon society during the period of its commission and its legal prosecution, without having the charge continued and augmented while the criminal is receiving

his merited punishment. The self-sustaining theory may therefore be assumed as indisputably correct, and as being the best, whether regard be had to the interest of the State or to the welfare of the convict.

The most profitable, and in every way the most satisfactory manner in which the labor of convicts can be disposed of, is by hiring it for a specified sum to responsible contractors. Working the convicts on account of the State; on the one hand, and entirely surrendering the Prison to the management of lessees on the other, are both liable to grave objections, and have accordingly, after full experience, been abandoned by almost all the States that have tried either system. The objections to both methods are briefly presented in the portion of this report relating to "Labor," and it is therefore unnecessary to do more than refer to them in this connection. The testimony from other Prisons and from those most familiar with successful Prison management, is almost without exception in favor of letting the labor to contractors and reserving the discipline and government of the convicts in the hands of officers acting under the direct authority of the State. This method is now being pursued at Thomaston, but the prices obtained for the labor of convicts are so ruinously low, and the expense of maintaining the Prison so inordinately high, that the annual *deficit* is some *fifteen thousand dollars*—a sum in itself much larger than would be required to support the same number of convicts in a building so constructed as to favor the modern, improved methods of economy in Prison management.

It may be laid down as a rule, that in New England, the expense of Prisons, after the convicts have reached *one hundred in number*, should not exceed *ninety dollars per capita* for all disbursements, including salaries of officers and miscellaneous expenditures. This is allowing \$40 for subsistence, \$8 for clothing, and \$42 for officers' salaries and incidental charges. These allowances, I am convinced, are very liberal, and are full *twelve per cent.* higher than the actual experience in the New Hampshire and Connecticut Prisons has demonstrated to be sufficient. It is there maintained that \$80 per convict is the highest sum necessary, and their annual practical results confirm the truth of the theory. Increasing this sum one-eighth, or *twelve and a half per cent.*, or in other words, allowing

\$90 per convict, and the sum total would be altogether sufficient for the economical support of the Prison. Let us examine into the details.

The \$40 allowed to each convict for *subsistence* would supply the following quantity of articles embraced in the "bill of fare" now adhered to at the Prison—assuming the prices of each article to be higher even than the average for the past five years:

6 bushels corn meal, \$1.00,	.	.	\$6 00
2 " rye meal, \$1.00,	.	.	2 00
6 " potatoes, 50 cts.,	.	.	3 00
1-2 " beans,	.	.	1 00
150 pounds beef, 7 cts.,	.	.	10 50
75 " pork, 9 cts.,	.	.	6 75
200 " fish, 3¼ cts.,	.	.	6 50
25 " rice, 4 cts.,	.	.	1 00
12 " coffee, 10½ cts.,	.	.	1 25
6 gallons molasses, 33 cts.,	.	.	2 00
Whole amount,	.	.	\$40 00

When it is remembered that Prison supplies are purchased at wholesale prices, it will at once be seen that \$40 is an abundant allowance for each convict. It is just the average of ten other Prisons as elsewhere shown, and is more than is found to be necessary in New Hampshire or Connecticut. It is sufficient, as will be observed, to buy *four hundred and fifty pounds of bread stuff, four hundred and twenty-five pounds of meat and fish, and a proportionate supply of vegetables and groceries.* No one can doubt that these articles are sufficient for the *subsistence* of one man for a year; few men would consume them.

For "clothing," the sum of \$8.00 may seem small; but it must be borne in mind that this is simply the cost of the coarse material out of which the convicts' suits are made—the expense of "making up" not being included, as the tailoring is all done in the Prison, and allowance made for it in our calculations elsewhere. "Clothing" is cheaper now than it ever was, and the sum allowed in the above estimate is but a trifle less than the experience in the Maine Prison in past years has proved to be sufficient.

The \$12 per convict for officers' salaries would give, with the

present number in the Prison, the gross sum of \$4,914. In the New Hampshire Prison, with about 100 convicts, the total expense for officers' salaries is \$3,171.89; in Connecticut, with an average of 200 convicts, the officers' salaries amount to but \$5,568; in Vermont, with 75 convicts, the salaries amount to \$2,923.71. In the Maine Prison, therefore, \$4,914 should be regarded as a very extravagant allowance, being more than *fifty per cent.* higher in proportion to the number of convicts than in any one of the three excellent Prisons just mentioned. The *excess*, however, could go for the payment of sundry miscellaneous expenses, which I have not specifically alluded to in this connection.

In summing up the expenses, therefore, for the average number of convicts for the year '58, (117,) the gross amount would be as follows:

Clothing, \$8.00 per convict, (117 convicts,)	\$936
Subsistence, \$40.00 do. do.,	4,680
Officers's salaries and incidentals, \$42.00 do. do.,	4,914
	<hr/>
Sum total,	\$10,530

If the foregoing calculations in regard to expenses be correct, (and they are amply verified by the experience of other Prisons,) it is simply necessary for the convicts in the Maine Prison to earn the gross sum of \$10,530 per year, in order to make the institution self-supporting. It can readily be demonstrated, that under certain circumstances this is entirely practicable, and that too, without obtaining any thing more than a moderate price for the labor of the convicts. Let us look at the matter with reference to practical results.—The average number of convicts for the year 1858, as already stated, was 117. It will be a very liberal allowance to assign the odd *seventeen* to do the duties of cooks, waiters, tailors, &c., (*one in nine* being the number usually taken for such services,) and we should therefore have remaining *one hundred convicts* whose labor could be let to contractors. If this number could be hired in the gross at 40 cents a day each, the contractors supplying instructors, tools, fuel for shops, &c., the annual income for the labor of the hundred would be \$12,480. Deducting *ten per cent.* (much too large a discount) for loss of time from sickness and other causes, and the income of the Prison would still be \$11,232 against an expenditure of \$10,530. It would be very difficult to assign any



reason why the labor of the convicts should not be worth 40 cents a day in Maine, when that is the uniform price paid in the New Hampshire Prison, and when it is the *minimum* in the Massachusetts Penitentiary. As the number of convicts increased, of course the expenses would relatively decrease, so that there would be a well-grounded hope of the institution in time becoming a source of considerable revenue to the State, as has been the case these many years with the Connecticut Prison. Labor in many parts of Maine is in as great demand as in either of the other States mentioned, and there can be little doubt that the cost of provisions is, on the whole, *less*. It seems then to be an absurdity to contend that a Prison can be made to sustain itself in New Hampshire or in Connecticut, and yet must utterly fail to accomplish the same result in Maine.

The location at Thomaston is not, and cannot be made, favorable to successful financial results. It is more than forty miles from a railroad—is five miles from a steamboat wharf, and during a large portion of the year depends wholly upon sloop navigation for its communication with the outer world. It is thus placed under heavy disabilities and disadvantages as a manufacturing place, and we can hence understand the reason why the labor of the convicts is disposed of at so low a price. It is only necessary to read the terms and provisions of the contracts to be found in the Appendix, to see unerring proof that a remunerative price can never be obtained for convict labor while the Prison is kept in its present location. A penitentiary in its industrial aspect is nothing else than a large manufactory, and common discretion suggests that it be located where the raw material can be easily, cheaply and speedily procured, and where there is a convenient and profitable market for the manufactured article. When these facts exist in conjunction, the effect is at once to enhance the price of labor and to create an active and steady demand for it. Common prudence therefore suggests that a Prison should be located with reference to these facts and conditions, and the conclusion is irresistible that the ill success the Prison has met with in the past, is owing in a very large degree to its ineligible location and the consequent disabilities to which it is subjected. This view was plainly presented in the Warden's Report for the year 1853, where the avowal is very frankly made that the Prison can only be made self-sustaining by placing it in the vicinity

of a manufacturing city. I quote the Warden's remarks on this point :

"It is asked by many, why cannot the Maine Prison pay all the expenses, including the officers' salaries, as well as many other similar establishments are represented to do? I would say to such, that *the only way any Prison can flourish is by the sale of the labor of the convicts by contract.* All the reports which I have seen show this fact. *The Maine Prison is badly located for this purpose. There are no purchasers of labor in this part of the State. Place this Prison in the vicinity of either of our large cities and all the available men would command from FORTY to FIFTY CENTS per day.* This is what they obtain in Massachusetts and in many other Prisons near large manufacturing cities."

The whole subject is presented in this brief paragraph from the Warden's Report. He plainly declares, after an experience of several years in the management of the Prison, that "there are no purchasers of labor in the part of the State where it is located," and hence, that it is impossible to work the convicts to any advantage. Thomaston is exclusively a commercial place, surrounded by a shipbuilding and commercial region. It would be difficult therefore to find a town of equal size in which the business of manufacturing, in any of its departments, would be less likely to flourish. Hence it is found that mechanical labor, elsewhere in demand at *paying prices*, is here disposed of for the most trifling compensation. The Warden has doubtless made all proper exertions to procure profitable contracts, and yet the average net amount earned per day by each convict who works, does not exceed *thirteen cents*, and the contractors who are obtaining the labor at this exceedingly low rate have, as the Warden informs me, failed to derive any profit therefrom, and have repeatedly signified their willingness, and even their desire, to be released from their obligations. It is quite evident that if the Prison disbursements should be made with the most rigid economy, the amount derived from the labor of convicts at the rates obtained under the present contracts, or any likely to be obtained at Thomaston, would be utterly insufficient to defray expenses. It may, therefore, be assumed as a certainty, and as a matter demonstrated by years of experience and trial, that so long as the Prison remains where it now is, it must inevitably continue to be a large annual burden upon the State. It has uniformly proved so in the past, and

the officers of the Prison are entitled to have the disadvantage of location pleaded in strong terms, as affording the best reason for their failure to make the institution attain any degree of success in a financial point of view. The Prison buildings, and the shops, also, are badly constructed, deficient in accommodation, and wholly unfit, indeed, for the purposes of successful labor and easy discipline. Owing to the impossibility of obtaining an observation of the Prison, the shops and the yard from *any one point*, the employment of an *extra* number of guards is rendered necessary, and hence the cost of maintaining discipline materially increased. The Prison therefore is subjected to the peculiar and duplicate disadvantage of being so badly constructed that it requires extra expense to guard and police it, and of being so ineligibly located that the labor of convicts is comparatively unproductive and valueless.

But the disadvantages of bad construction, and ineligible location, are not the only hindrances to the success of the Prison as now administered. There is a positive insufficiency of accommodation for the present and prospective number of convicts, and the necessity of enlarging the Prison structure is enforced with great earnestness by the Warden and Inspectors in their Reports for the year 1858, recently laid before the Legislature. In alluding to this subject, the Warden holds the following language :

“The necessity of enlarging the Prison and rebuilding the shoe shop, alluded to in my last report, has lost none of its force by another year's experience. It will be seen at once that one hundred and eight cells cannot accommodate one hundred and twenty-eight convicts, our present number, without making other provision for them. The crowded state of the work shops, also, has compelled us to finish off the carriage house for the better accommodation of the prisoners under contract, many days of whose labor has been lost to the State for the want of suitable shop room.”

Again :

“In regard to the enlargement and improvement of the Prison, I fully concur in the views expressed by the Inspectors, to whose report you are respectfully referred.”

The recommendations of the Inspectors which the Warden thus warmly endorses, are as follows :

“The fact that 128 convicts are now in Prison—with the number continually increasing—while there are actual accommodations for

only 108 prisoners, affords mathematical proof too palpable and positive to be disputed, *that an immediate enlargement of the Prison is required.* The rapid increase of convicts in our Prison, requires not only its enlargement, but additional shops and out-buildings for their accommodation. *The dilapidated condition of some of those buildings, is a public disgrace;* and State pride, as well as duty and interest, require that they should be superseded by such buildings as the exigences of the case demand. Especially is this true in relation to the shoe-shop, blacksmith shop and stable.

*“ We think there can be no diversity of sentiment in relation to the necessity of the immediate enlargement of the Prison, but men may honestly differ in their opinions as to the character of those improvements; while it is notorious, that the location, construction, and arrangement of the Prison, and the surrounding buildings, with perhaps a single exception, have been made regardless of the laws of health, economy, or public utility—still many will hesitate on account of the increased taxation it would require in making such improvements as have been adopted in other States, and which, in our humble opinion, should be initiated and carried forward in our own. We cannot commend the system of patching and botching which has so long prevailed in relation to our State Prison; but sincerely trust, that, whatever improvements are made, will be of a permanent character. Entertaining these sentiments, we would commend to your favorable consideration the report, prepared by Gridley J. F. Bryant, Esq., under the direction of the Joint Standing Committee on the State Prison, of the Legislature of 1858.”*

The Inspectors, in the foregoing paragraph, it will be noticed, declare, with the most manly frankness, that “ *the location, construction and arrangement of the Prison and the surrounding buildings, with perhaps a single exception, have been made regardless of the laws of health, economy or public utility.*” These are precisely the views which I would enforce, and I am glad to be sustained by the opinion of those so thoroughly acquainted with the subject in all its details, and so well enabled to pronounce a sound judgment as are the present Inspectors. I dissent, however, *in toto* from the recommendation which these gentlemen make in regard to the enlargement of the Prison structure at Thomaston. I cannot unite with them in urging upon the State the further outlay of money to alter or add to a building whose “ *location, construction and arrangement,*” according to their own declaration, “ *have been made regardless of the laws of health, economy or public utility.*” If the Prison building is so badly “ *located,*” so badly “ *constructed,*” and so

badly "arranged" as to violate the laws of "health," "economy" and "public utility," ordinary prudence, I think, demands that it should be abandoned, and that the State should not be asked to waste any more of its money in a hopeless struggle against the numerous and complicated disadvantages so clearly epitomized in the paragraph quoted. The enlargement which the Inspectors recommend, and which, I am persuaded, is no more than the wants of the institution demand, would be very expensive—requiring an amount of money which would go very far towards the construction of a new Prison in a new place. I have carefully examined the plans recommended by the Inspectors, and after the most careful estimates from experienced builders, I am prepared to say, that the cost of the proposed enlargement could not be less than *sixty thousand dollars*, while, with the improvement of shops imperatively needed, the total cost would certainly reach *seventy thousand dollars*. Considering how far this sum would go towards the construction of a model Prison in an eligible location, I must express the earnest hope, and the confident belief, also, that the recommendation of the Inspectors will not receive the sanction of the Legislature.

As shown in another portion of this report, the present annual *deficit* in the Prison is about *fifteen thousand dollars*, and this sum is paid directly from the State treasury. The Warden and Inspectors allege that the labor of the convicts is disposed of as profitably as it can be at Thomaston, and that the disbursements of the Prison are made with conscientious economy. It may, therefore, be assumed, that so long as the Prison remains in its present location, the State will be called upon to pay *fifteen thousand dollars* per annum towards its support. It is apparent, moreover, that if the Prison be continued at Thomston, *enlarged accommodations must be provided*. Already the number of convicts far exceeds the number of cells, and the consequence is, that, for the past year, the hospital rooms have been used, and two or three beds have been placed in each of them. Nothing could be more detrimental to good order and discipline, than thus lodging a number of convicts in the same room for the night, and affording them uninterrupted opportunity for interchange of thought and plotting of mischief. The necessity, therefore, of providing further Prison accommodations, is palpable, and the Legislature will have to decide between the ex-

pensive enlargement of the Prison at Thomaston, and the erection of a new structure in a suitable place.

Sound wisdom, in my judgment, requires the erection of *a new prison in a new place*, and I accordingly recommend that course. I shall not attempt to designate a particular locality, for the selection of that devolves properly and solely upon the Legislature and the Executive. I have only to say in reference to this point, that a Prison should be located in the vicinity of a manufacturing place, or a place where mechanical labor is in demand, and where also the facilities for locomotion and transportation are of the most approved character. With these advantages, there could be no difficulty in obtaining remunerative prices for the labor of the convicts; the self-support of the Prison, if economically administered, would be assured, and the State would be relieved of a most serious draft upon its annual resources. In such a place as Portland, or Biddeford, or Lewiston, there could be no difficulty whatever in making the Prison pay its way, and the same is doubtless true of other places in the State. I mention these three points merely for the purpose of presenting in a *concrete* form those requisites of location to which I have already alluded *abstractly*—and with no intention of parading their advantages to the invidious exclusion of other places in the State, equally eligible.

Any additional outlay of money at Thomaston, either in the way of repairing or enlarging the present structure, or in the erection of a new one, I should regard as a short-sighted and most unwise expedient. An experience of thirty-five years, the expenditure and total loss of *nearly a third of a million of dollars*, and the concurrent testimony of some of the most sagacious officers ever connected with the Prison, ought to be sufficient to convince the most incredulous of the utter impossibility of ever making the institution support itself, while it remains in its present location. Any further pursuit, therefore, of the "system of patching and botching" so justly denounced by the present Inspectors, in their report, would simply result in the continuation, and possibly the aggravation, of the financial evils connected with the Prison. Temporizing with such a matter, is the very worst line of policy—the remedy lying only in prompt, energetic and decisive measures. No business man in New England, could possibly be induced to locate a manufactory in a commercial

place like Thomaston—remote from railroad communication, and five miles even from a steamboat wharf. The expense of transporting material one way and fabric the other, is enough in itself to consume a large margin of profit; and when to this is added the heavy cost to the State of carrying the convicts (who are its workmen) to their field of labor, all hope of favorable financial results may at once be abandoned. The simple annual expense of transporting the convicts from the different shire towns in the State, to Thomaston, is twice, if not treble, as great as it would be to convey the same number to any one of the places already referred to as affording eligible locations for a Prison. Every man of sound judgment, therefore, will at once see that there is not the slightest hope of making the Prison pay its way while it is subjected to the very serious disabilities which result from its present location. The impossibility of placing it on a self-supporting basis, is very frankly declared by the present Warden, in his report for the year 1857. With an honesty and candor highly creditable to that gentleman, he thus states his own conclusion in regard to the matter:—

“The problem, whether the Prison ever has, or can be made to support itself, has long since been solved. The numerous appropriations made from time to time to meet its expenses, sufficiently demonstrate that up to the present time it never has supported itself. *This point being conceded, then, that the Prison must necessarily be an expense to the State, wisdom would seem to dictate that its expenses be kept within such limits as shall comport with the times, and the due safety and welfare of the unfortunate beings for whom this institution was provided.*”

A year has passed since the Warden expressed this opinion, and the “limits” within which he has been able to keep the expenses of the Prison, are such as leave a deficit of *fifteen thousand dollars* to be supplied by the State. I know of no one better acquainted with the condition and surroundings of the Prison than the gentleman who has now charge of it, and if in his judgment and under his administration, the State is called upon to pay *fifteen thousand dollars* towards its current annual expenses, what possible hope can there be of any favorable result so long as the institution is allowed to remain where it now is. It seems evident to me, therefore, that a determination to keep the Prison at Thomaston would be simply equivalent to a determination that it shall remain

in future, as it has so uniformly proved in the past, a heavy annual tax upon the resources of the State.

The whole subject comes before the Legislature in a form that demands timely and decisive action. The accommodations at Thomaston are obviously insufficient for the convicts already there, to say nothing of the increase which may certainly be anticipated. Action of some kind on the part of the State, is therefore a *necessity*; and the plain question presented to the Legislature for decision, is whether more money shall be expended at Thomaston without any hope of its ever conducing to good results, or whether a new order of things in the Prison management of the State shall be successfully inaugurated, by the erection of a new Prison structure in such a location as will insure to it all the advantages necessary to make it a self-sustaining institution. Looking at the subject after a most elaborate investigation, and from a stand point of entire impartiality, I cannot doubt the course which the Legislature will feel it incumbent to pursue.

Wishing, therefore, to make the recommendation of a new Prison sufficiently practical and tangible for legislative action, I have devoted considerable attention to the details of a proper design, and am enabled to present one which I think combines all the advantages and conveniences attainable in a structure of this character. In this portion of my labors, I have relied very greatly upon the advice and assistance of Gridley J. F. Bryant, Esq., of Boston, an architect of well known reputation, and of merit equal to any of his profession in the country. Mr. Bryant has had very large experience in the construction of Prisons, and from his long association with the late Louis Dwight, of Boston, is perhaps as thorough in his practical knowledge of the wants and demands of such institutions, as any man in the country. In other words, besides being an accomplished architect, Mr. Bryant is especially skilled in the science of Prison discipline, and thus combines the exact requisites which enable him to plan a Prison structure embracing every needful feature of convenience, safety, durability and cheapness. I take great pleasure, therefore, in calling attention to the Prison design prepared by him, together with the "Mechanical Description" accompanying the same; both of which will be found in Appendix B, to this report. I think the general features of the design are such



as will command the approbation of every intelligent mind, and from the estimates furnished by some of the most experienced contractors and workmen in New England, I am prepared to say that the building can be completed at a cost so reasonable as to render its immediate construction the most *economical* and in every way the wisest course to be adopted by the State. The manifold and peculiar advantages of the plan proposed by Mr. Bryant, are very lucidly portrayed by him in the "Mechanical Description," and to the details therein given, I respectfully direct attention. A careful examination of the design will convince any one that it embraces and accomplishes all the leading objects of a model Prison—being eminently secure, so arranged as to facilitate the enforcement of discipline with a very moderate number of guards and keepers, and peculiarly adapted to all the purposes of a convenient and successful manufactory. Such a structure, properly located, is called for by the highest considerations both of philanthropy and economy—*philanthropy*, that the unfortunate convicts may be comfortably cared for and profitably employed during the period of their imprisonment, and *economy*, that the State may be relieved of an annual burden which has too long been upon it, and which has at length grown so heavy as to be oppressive.

There will be a natural and very proper inquiry as to the cost of the proposed Prison building and its appurtenances; and on this point will probably hinge the determination of the whole question. The expense will of course be greatly increased or diminished according to the material used in the construction of the various buildings called for in the design, and in the decision of this matter there is room for wise economy. The use of *granite* is not required from any considerations of strength or durability, as it is a settled principle with architects, that *brick* will make as strong a building as any other material. Brick, therefore, if desired, could be properly used as the material for the entire structure, and if it should be deemed advisable to aim at architectural effect and beauty, granite trimmings, for doors and windows, could be added at a comparatively trifling expense. Thus constructed, the entire cost of the Prison, with Warden's house, the necessary offices, the exterior wall, and the shops within the area, would not exceed *one hundred and twenty thousand dollars*. This statement is based on the estimates

of some of the most experienced builders in New England, and may be relied upon as entirely accurate. Some of the strongest and best Prisons in the United States, are built of brick, and the popular idea that stone must be employed in order to insure the requisite strength, is entirely erroneous, as every well informed architect is free to declare. A granite structure would be more imposing in its effect, and therefore it is quite natural that it should have been recommended by Mr. Bryant in his "Mechanical description." I am authorized, however, by that gentleman, to say, that *brick*, trimmed with granite, would, in his opinion, produce a fine architectural effect, and would be of undoubted strength and durability. He is at the same time strongly in favor of using *granite* for the main building, and his views on that point would no doubt be seconded by every one who had regard merely to the question of *appearance*. It is a point to be decided wholly on *economic* considerations, as an equally strong and equally durable Prison can be constructed of either material named. The estimated cost which I have given, is based on the presumed use of *brick*. The precise addition which would have to be made in case *granite* were employed, I am not able to state, and in fact it could not be determined until the extent and character of the ornamental work should be definitely ascertained. As the expense would be so greatly varied and changed by the degree of ornament used, I have considered it impracticable to give any specific estimates for a granite structure, and have therefore confined my calculations to a brick building. I feel entirely confident that the proposed Prison, with its appurtenant structures, could be built for the sum which I have named, and this being true, no one can deny that a wise economy suggests the immediate completion of the design. In aid of the motive of *economy*, I think *State pride* and *humanity* alike urge to the same course, and with the triplicate strength of such influences, the action of the Legislature ought not to be a matter of doubt or speculation.

The question of cost, then, as between the enlargement of the Prison at Thomaston, and the construction of a new Prison in some other place, stands about thus: — The admitted expense of the enlargement at Thomaston, according to the proposed plan, would be some *seventy thousand dollars*, and the entire cost of the new Prison would not exceed *one hundred and twenty thousand dol-*

*Jars.* The whole difference in the outlay would therefore not exceed *fifty thousand dollars*, as it is fair to assume that an eligible site for the new Prison could be purchased for a much less sum than that for which the State's property at Thomaston could be sold. If the seventy thousand dollars be expended in enlarging the old Prison, what hope is there of favorable financial results thereafter? The erection of a new building merely, would not remove the disabilities which are consequent upon the location of the Prison, and after the outlay of this large additional sum, the State would, as now, undoubtedly be called upon to supply the annual deficit of *fifteen thousand dollars*. An expenditure of an additional fifty thousand dollars, however, in the erection of a new Prison in a proper location, would certainly result in placing the institution on a self-sustaining basis, and thus permanently relieve the State treasury from a constantly increasing burden.

An additional and very weighty argument in favor of the new Prison according to the proposed design, is the fact that it will be constructed for the accommodation of 256 convicts, and with work shops of sufficient capacity for that number of men. The necessity of any further enlargement would therefore be postponed for a long time, and until our population should be very greatly increased. Such a structure would not be a mere shift and expedient for a day, but would be a wise provision for a long series of years to come. On the other hand, the proposed enlargement at Thomaston does not include a proportionate increase of shop room, and those familiar with the present condition of the Prison yard at that place, well know that it would be impossible to provide shops therein for double the number of convicts now in Prison. To do so, would involve the costly extension of the Prison yard, and the location of the shops at an inconvenient and dangerous distance from the main building. Any enlargement, therefore, which would be made at the present time to the Thomaston Prison, would, in all probability, prove sufficient for only a few years, and then a further outlay of money for shop room, on the same unprofitable spot, would be a matter of necessity from which the State could not escape. There is now, however, an opportunity to provide effectually against all such future difficulties and embarrassments, and looking at the question as one of dollars and cents merely, it would seem to be the part of

common prudence for the State to dispose of the old Prison and erect a suitable structure in a suitable place. There is no necessity for rushing into the project in an unadvised or premature manner, as a contract for the entire work can be made and all requisite securities obtained, before any money shall be paid from the State treasury. The cost can be limited by the Executive and the Legislature, and it would be impossible to transcend it, or in any way to lead the State into the expenditure of a dollar not previously appropriated.

In closing this report, I must tender my thanks to the Warden, the contractors and the subordinate officers of the Prison, for the courteous attention I received at their hands, during my visits to Thomaston. Similar acknowledgments are due to the officers in the Treasury and State departments, for the promptness and fidelity with which they furnished me all important facts in their possession, bearing on the subject of my investigation. The frankness and cordiality which have been exhibited by official personages, not only in our own State, but by those in other States, upon whose time and patience I have made such liberal drafts, have rendered my duties pleasant and comparatively easy; and I wish to place on record my acknowledgment of the obligations thus imposed, not alone on myself, but upon the public interest which I have been empowered to represent.

To you, sir, as Governor of the State, I desire to convey my sense of the honor conferred upon me, by being selected for the important commission which you have seen fit to entrust to me. I have endeavored to discharge my responsible duties with impartiality, and all the facts which I have gathered, and the recommendations which I have made, are now respectfully submitted to your favorable consideration.

JAS. G. BLAINE,  
*Commissioner, &c.*

AUGUSTA, February 1, 1859.

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APPENDICES.

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## APPENDIX A,

*Containing copies of all the Contracts that have been made for the  
Labor of Convicts in the Maine State Prison.*

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### **Contract No. 1—Expired.**

Articles of agreement made and concluded by and between William Bennett in his capacity of Warden of the Maine State Prison, on the one part, and Benjamin Carr and Thomas O'Brien, both of Thomaston, in the county of Lincoln, copartners in trade, on the other part :

WITNESSETH, That the said Bennett in his said capacity, in consideration of the covenants and agreements hereinafter mentioned, covenants and agrees to and with said Carr & O'Brien to support, clothe, and permit said Carr & O'Brien to employ and have the service during three years from August 4th, 1851, (including said 4th day,) from thirty to thirty-five of the convicts that now are or may hereafter be in said State Prison, in the business of shoemaking and its attendant branches, if such as may come into said prison are deemed qualified to make shoemakers by the present overseer or his successor in office under the direction and for the sole use, benefit and profit of the said Carr & O'Brien, and to furnish said convicts or said Carr & O'Brien for the use of said convicts, with the shoemaker's shop and attic over said shop, machinery, fixtures, and tools belonging to said shop and owned by the State during said term. And the said Bennett in his said capacity further agrees to furnish E. Carlton or some other overseer equally well qualified, at the expense of the State, to work and superintend said shoe-shop during the term of three years, and allow to said Carr & O'Brien three hundred dollars per year toward the payment of an assistant overseer in said shop, to be employed by the said Carr & O'Brien for said purpose—who is to do the same duties usually devolving upon such an officer in said prison. And he is to be such a man as will be approved of by the Warden and Inspectors of said Prison. And the said Bennett in his said capacity agrees to keep said shop warmed at the expense of the State during said term.

In consideration of said covenants and agreements by said Bennett in his said capacity, said Carr & O'Brien covenant and agree to and with said Bennett as aforesaid, that they will keep said tools and machinery in good order and repair during said term. And at the expiration of said term they will return the same in as good order and condition, ordinary wear and tear excepted (unless destroyed by fire) as the same are now—And that they will pay said Bennett in his said capacity as Warden thirty cents for each and every full day's actual labor of each of said convicts done and performed for said Carr &

O'Brien in and about said business during said term. Payments to be made sixty days after the expiration of every three months' labor performed during the said term of three years.

And it is further agreed by said Carr & O'Brien that the said Bennett in his said capacity of Warden shall have a lien on all the stock, tools and manufactured articles and every thing belonging to said Carr & O'Brien which may at any time be in the possession of said Warden in said State Prison during the continuance of this contract, for security for the due payment and for the fulfillment of the stipulations of this contract on the part of said Carr & O'Brien, and shall have full power to retain the same in his possession until all sums due the said Bennett in his said capacity, shall be fully paid and satisfied. The convicts in said shoe-shop shall at all times be subject to all the rules, regulations and discipline of said Prison and under the general superintendence of the Warden of the same—and the hours of labor shall be the same as usual in said Prison. The Warden is not to carry on the business of shoemaking in said Prison except to make and repair shoes and boots for the use of the convicts in the Prison during said term. In case a convict performs less than one half day's work at any time, it shall not be charged for anything.

And it is further agreed by said Bennett that the said Carr & O'Brien are to have access to the said shop at all times, and if they furnish any new machinery during the said term, they are to have the privilege of taking it out or selling it to the State. And it is further agreed that if said Carr & O'Brien wish to extend this contract for the term of two years after the expiration of said three years, they can do so by giving said Bennett in his said capacity of Warden written notice of their intention ninety days before the expiration of the aforesaid term of three years.

WM. BENNETT, *Warden*, [L. s.]  
 BENJAMIN CARR, [L. s.]  
 THOMAS O'BRIEN. [L. s.]

Witness: ASA PERKINS.

Thomaston, August 1st, 1851.

August 1st, 1851. The above contract is made in the manner prescribed by the Inspectors and by them approved.

HERMON STEVENS, } *Inspectors of*  
 STEPHEN BARROWS, } *the Maine*  
 PETER FULLER, } *State Prison.*

July 11th, 1856. For a valuable consideration, this within contract is extended and continued from the time of its expiration up to January the first A. D. eighteen hundred and fifty eight, with all its obligations and conditions.

WM. BENNETT, [L. s.]  
 THOMAS O'BRIEN. [L. s.]

Signed and sealed in presence of

DAVID O'BRIEN.

July 11th, 1856. The undersigned Inspectors of the Prison assent to, and approve of the extension of the within contract.

A. W. CLARK, } *Inspectors of*  
 SETH O'BRIEN, } *Maine State Prison.*



**Contract No. 2—Cancelled.**

Articles of agreement made and concluded by and between Thomas W. Hix in his capacity of Warden of the Maine State Prison on the one part, and William Adams of Union and Samuel H. Allen of Thomaston in the county of Lincoln, State of Maine, on the other part :

WITNESSETH, That the said Hix, in his said capacity, in consideration of the covenants and agreements hereinafter mentioned, covenants and agrees to and with said Adams & Allen to support, clothe and permit said Adams & Allen to employ and have the service during two years from April 1st 1857 (including said 1st day) thirty five of the convicts that now are or may hereafter be in said State Prison in the business of wheelwrighting, painting, blacksmithing, and trimming carriages and their attendant branches, if such as may come into said Prison are deemed qualified by the Warden and contractors to make suitable men for the above mentioned business, under the direction and for the sole use, benefit and profit of said Adams & Allen, and to furnish said convicts or said Adams & Allen for the use of said convicts, with the wheelwrights' shop excepting the basement and chapel and the privilege of passing through the shop to the chapel, the carriage house excepting the attic and the whole of the blacksmith shop, machinery, fixtures and tools belonging to said shops and owned by the State during said term. And the said Hix in his said capacity, further agrees to furnish the overseers at the expense of the State to work and superintend said shops during the term of two years. And the said Hix in his said capacity agrees to furnish all stoves and warm the upper story of the wheelwright's shop at the expense of the State during said term. In consideration of said covenants and agreements by the said Hix in his said capacity, said Adams & Allen covenant and agree to and with the said Hix as aforesaid, that they will keep said tools and machinery in good order and condition, ordinary wear and tear excepted (unless destroyed by fire) as the same are now, and that they will pay said Hix in his said capacity as Warden thirty three cents for each and every full day's actual labor of each of said convicts done and performed for said Adams & Allen in and about said business during said term. Payments to be made sixty days after the expiration of every three months' labor performed during the said term of two years.

And it is further agreed by said Adams & Allen that the said Hix in his said capacity of Warden, shall have a lien on all the stock, tools and manufactured articles and everything belonging to said Adams and Allen, which may at any time be in the possession of said Warden in said State Prison, during the continuance of this contract, for security for the due payment and for the fulfillment of the stipulations of this contract, on the part of said Adams and Allen, and shall have full power to retain the same in his possession, until all sums due the said Hix, in his said capacity, shall be fully paid and satisfied. The convicts in said departments shall at all times be subject to all the rules, regulations and discipline of said Prison, and under the general superintendence of the Warden of the same; and the hours of labor shall be the same as usual in said Prison. The Warden is not to carry on the said business above mentioned, except for the use of the Prison and

its buildings during said term. In case a convict performs less than one-half day's work at any time, it shall not be charged for anything.

And it is further agreed by the said Hix, that the said Adams and Allen are to have the use of one-half the store room under the office, and have access to the shops above mentioned, at all times, and if they furnish any new machinery during the said term, they are to have the privilege of taking it out or selling it to the State. And it is further agreed that if said Adams and Allen wish to extend this contract, for the term of one, two or three years after the expiration of said two years, they can do so by giving said Hix, in his said capacity of Warden, or his successor, written notice of their intention, sixty days before the expiration of the aforesaid term of two years. And it is further agreed by the said Hix, in his said capacity, that the said Adams and Allen shall have room in the stable for one horse and his keeping, if they desire it. The words, "or his successor," interlined before signing.

THOMAS W. HIX, *Warden*, [L. s.]  
 WM. ADAMS, [L. s.]  
 SAM'L H. ALLEN. [L. s.]

Witness: ASA PERKINS, *Clerk*.  
 Thomaston, March 3d, 1857.

March 4th, 1857.

The above contract is made in the manner prescribed by the Inspectors, and by them approved. S. C. FESSENDEN,  
 ROGER HANLEY.

This certifies, that the within contract was given up and canceled by mutual consent, on the 31st day of Dec., 1857.

THOMAS W. HIX, *Warden*.  
 WM. ADAMS.  
 SAM'L H. ALLEN,  
 SAM'L C. FESSENDEN, } *Inspectors*.

### Contract No. 3—Now in force.

Articles of agreement made and concluded by and between Thomas W. Hix, in his capacity of Warden of the Maine State Prison, on the one part, and Thomas O'Brien, both of Thomaston, in the County of Lincoln, on the other part:

WITNESSETH, That the said Hix, in his said capacity, in consideration of the covenants and agreements hereinafter mentioned, covenants and agrees to and with said O'Brien, to support, clothe, and permit said O'Brien to employ and have the service during three years commencing January 1, 1858, from thirty-five to fifty of the convicts that now are or may hereafter be in said State Prison, in the business of shoemaking and its attendant branches, if such as may come into said Prison are deemed qualified to make shoemakers by the overseer, under the direction and for the sole use, benefit and profit of the said O'Brien, and to furnish said convicts or said O'Brien, for the use of said convicts, with the shoemakers' shop and more suitable room when neces-

sary to work more than thirty-five men, and the attic over said shop, and a room in the basement of said shop, for storing leather, with the machinery, fixtures and tools belonging to said shop and owned by the State, during the said term. And the said Hix, in his said capacity, further agrees to furnish at the expense of the State, one practical overseer, well qualified to work and superintend said shoe shop, during the term of three years, and allow to said O'Brien three hundred dollars per year toward the payment of an assistant overseer in said shop, to be employed by the said O'Brien for said purpose—who is to do the same duties usually devolving upon such an officer in said prison. And he is to be such a man as will be approved of by the Warden and Inspectors of said Prison. And the said Hix, in his said capacity, agrees to keep said shop warmed at the expense of the State, and also to permit the said O'Brien to employ from one to six workmen from outside to instruct the prisoners and labor in said shoemaking business—all of whom shall be subject to the approval of the Warden and Inspectors, and shall conform to the rules and discipline of the Prison. The convicts in said shoe shop shall at all times be subject to all the rules, regulations and discipline of said Prison, and under the general superintendence of the Warden of the same, and the hours of labor shall be the same as usual in said Prison. The Warden is not to carry on the business of shoemaking in said Prison, except to make and repair shoes and boots for the use of the convicts in the Prison, during said term. In case a convict performs less than one-half day's work at any time, it shall not be charged for anything. And it is further agreed by said Hix, that the said O'Brien is to have access to the said shop at all times, and if he furnish any new machinery during the said term, he is to have the privilege of taking it out or selling it to the State. And it is further agreed that if said O'Brien wish to extend this contract for the term of two years after the expiration of said three years, he can do so by giving said Hix, in his said capacity of Warden, written notice of his intention, twenty days before the expiration of the aforesaid term of three years.

In consideration of said covenant and agreements by said Hix, in his said capacity, said O'Brien covenants and agrees to and with said Hix as aforesaid, that he will keep said tools and machinery in good order and repair during said term, and at the expiration of said term, he will return the same in as good order and condition, ordinary wear and tear excepted (unless destroyed by fire.) as the same are now—and that he will pay said Hix, in his said capacity as Warden, thirty cents for each and every full day's actual labor of each of said convicts done and performed for said O'Brien, in and about said business during said term—payments to be made at the expiration of every three months' labor performed during said term of three years.

And it is further agreed by said O'Brien, that the said Hix, in his said capacity of Warden, shall have a lien on all the stock, tools and manufactured articles and everything belonging to said O'Brien, which may at any time be in the possession of said Warden, in said State Prison, during the continuance of this contract, for security for the due payment and for the fulfillment of the stipulations of this contract on the part of said O'Brien, and shall have full power to retain the same

in his possession until all sums due the said Hix, in his said capacity, shall be fully paid and satisfied.

THOMAS W. HIX, *Warden*, [L. S.]  
THOMAS O'BRIEN. [L. S.]

Witness: ASA PERKINS.

Thomaston, Nov. 20th, 1857.

THOMASTON, Dec. 2, 1857.

The undersigned, Inspectors of the State Prison, having examined the within contract, hereby assent to and approve the same.

[Signed] SAM'L C. FESSENDEN,  
ROGER HANLEY.

**Contract No. 4—New in force.**

Articles of agreement made and concluded by and between Thomas W. Hix, in his capacity of Warden of the State Prison, on the one part, and Samuel H. Allen and Thomas O'Brien, of Thomaston, in the County of Lincoln, on the other part:

WITNESSETH, That the said Hix, in his said capacity, in consideration of the covenants and agreements hereinafter mentioned, covenants and agrees to and with said Allen and O'Brien, to support, clothe and permit said Allen and O'Brien to employ and have the service during two years commencing January 1st, 1858, thirty-five of the convicts that now are or may hereafter be in said State Prison, in the business of wheelwrighting, painting, blacksmithing and trimming carriages, and their attendant branches, if such as may come into said Prison, are deemed qualified by the Warden and contractors to make suitable men for the above mentioned business, under the direction and for the sole use, benefit and profit of said Allen and O'Brien, and to furnish said convicts or said Allen and O'Brien, for the use of said convicts, with the wheelwrights' shop (excepting the basement and chapel, and reserving the privilege of passing through the shop to the chapel) the carriage house, excepting the attic, and the whole of the blacksmith's shop, machinery, fixtures and tools belonging to said shops, and owned by the State, during said term. And the said Hix, in his said capacity, further agrees to furnish the overseers at the expense of the State, to work and superintend said shops during the term of two years. And the said Hix, in his said capacity, agrees to furnish all the stoves and warm the upper story of the wheelwrights' shop, at the expense of the State, during said term. And the said Hix, in his said capacity, further agrees not to carry on the said business above mentioned, except for the use of the Prison and its buildings, and to furnish said Allen and O'Brien one-half of the store room under the office, and room in the stable for one horse, and his keeping, and permit them to have access to the shops above mentioned, at all times; and if they furnish any new machinery during said term, they are to have the privilege of taking it out or selling it to the State. And it is further agreed, that if said Allen and O'Brien wish to extend this contract, for the term of one, two or three years after the expiration of said two years, they can do so by giving said Hix, in his said capacity of Warden, or his successor in office,

written notice of their intention, sixty days before the expiration of the aforesaid term of two years.

In consideration of said covenants and agreements by said Hix, in his said capacity, said Allen and O'Brien covenant and agree to and with said Hix, as aforesaid, that they will keep said tools and machinery in good order and condition, ordinary wear and tear excepted, (unless destroyed by fire) as the same are now; and that they will pay said Hix, in his said capacity as Warden, thirty cents for each and every full day's actual labor of each of said convicts done and performed for said Allen and O'Brien, in and about said business, during said term. Payments to be made sixty days after the expiration of every three month's labor performed during said term of two years. The convicts shall at all times be subject to all the rules, regulations and discipline of said Prison, and under the general superintendence of the Warden of the same; and the hours of labor shall be the same as usual in said Prison. In case a convict performs less than one-half day's work at any time, it shall not be charged for anything.

And it is further agreed by said Allen and O'Brien, that the said Hix, in his capacity of Warden, shall have a lien on all the stock, tools and manufactured articles and everything belonging to said Allen and O'Brien, which may at any time be in the possession of said Warden in said State Prison, during the continuance of this contract, for security, for the due payment and for the fulfillment of the stipulations of this contract on the part of said Allen and O'Brien, and shall have full power to retain the same in his possession until all sums due the said Hix, in his said capacity, shall be fully paid and satisfied. The overseers named above shall be competent workmen, and three in number. Said Allen and O'Brien shall have the privilege of putting in from one to eight journeymen from outside, who shall be subject to the approval of the Warden and Inspectors.

[Signed] THOMAS W. HIX, *Warden*, [L. S.]  
 SAM'L H. ALLEN, [L. S.]  
 THOMAS O'BRIEN. [L. S.]

Witness: ASA PERKINS.

Thomaston, Jan'y 13th, 1858.

Approved.

SAMUEL C. FESSENDEN, } *Inspectors.*  
 ROGER HANLEY, }

**Contract No. 5—Now in force.**

Articles of agreement made and concluded by and between Thomas W. Hix, in his capacity of Warden of the Maine State Prison on the one part, and D. H. Sumner, all of Thomaston, in the County of Lincoln, on the other part:

WITNESSETH, That the said Hix, in his said capacity, in consideration of the covenants and agreements hereinafter mentioned, covenants and agrees to and with the said Sumner, to support, clothe and permit the said Sumner to employ and have the service during three years, of all such convicts as remain in the Prison after giving the contracts with

Messrs. Allen and O'Brien their full complement, together with a suitable number for cooks and waiters about the Prison, in any business not interfering with previous contracts and the due safety of the Prison and its buildings, for the sole use, benefit and profit of the said Sumner, and to furnish convicts or the said Sumner for the use of said convicts, with the basket shop, a room under the wheelwright shop, with the machinery, fixtures and tools belonging to said shop, and also the tools in the lime quarry and owned by the State, during said term. And the said Hix, in his said capacity, further agrees to furnish at the expense of the State, one overseer well qualified to work and superintend said convicts in said business, during the term of three years. The convicts in said business shall at all times be subject to all the rules, regulations and discipline of said Prison, and under the general superintendence of the Warden of the same; and the hours of labor shall be the same as usual in said Prison. In case a convict performs less than one-half day's work at any time, it shall not be charged for anything. And it is further agreed by said Hix, that if the said Sumner furnish any new machinery during said term, he is to have the privilege of taking it out or selling it to the State. And it is further agreed, that if the said Sumner wishes to extend this contract for the term of two years after the expiration of said three years, he can do so by giving said Hix, in his said capacity of Warden, written notice of his intention, ninety days before the expiration of the aforesaid term of three years.

In consideration of said covenants and agreements by said Hix, in his said capacity, said Sumner covenants and agrees to and with said Hix, as aforesaid, that he will keep said tools and machinery in good order and repair during said term, and at the expiration of said term, he will return the same in as good order and condition, ordinary wear and tear excepted, (unless destroyed by fire) as the same are now; and that he will pay said Hix, in his said capacity of Warden, seventeen cents for each and every full day's actual labor of each of said convicts, done and performed for the said Sumner, in and about said business, during said term. It is further agreed by the said Sumner, that if the said Hix, in his said capacity of Warden, wishes for the services of one or more of the convicts for the use of the Prison, he may select any such prisoner or prisoners after a reservation by the said Sumner of six of them, for such purpose, for whose services he shall pay thirty cents per day. It is further agreed by the said Sumner, that he will pay said Hix one cent stumpage for every cask of lime rock, and twenty cents for every load of cellar rock dug in the quarry. And all dirt, chips and refuse rock made by him, shall be his property, with the sole use of the quarry, allowing the State to remove all rock now dug. Payments to be made at the expiration of every three months' labor performed during said term of three years.

And it is further agreed by said Sumner, that the said Hix, in his said capacity of Warden, shall have a lien on all the stock, tools and manufactured articles and everything belonging to the said Sumner, which may at any time be in the possession of said Warden in said State Prison, during the continuance of this contract, for security for the due payment and for the fulfillment of the stipulations of this contract on the part of the said Sumner, and shall have full power to retain

the same in his possession, until all sums due the said Hix, in his said capacity, shall be fully paid and satisfied.

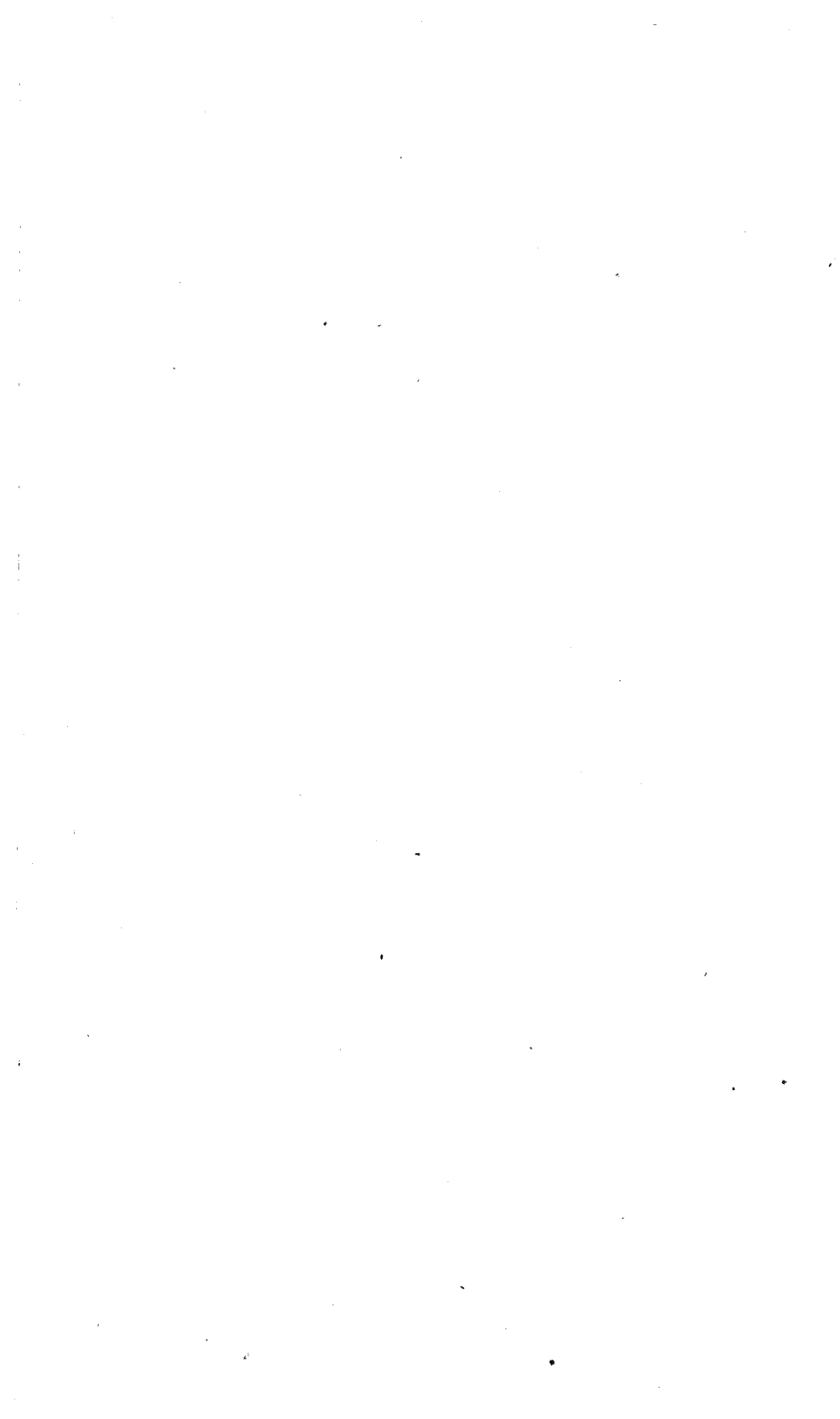
[Signed]            THOMAS W. HIX, *Warden.* [L. s.]  
                               DAVID H. SUMNER.            [L. s.]

Thomaston, Jan'y 20, 1858.

Witness: ASA PERKINS.

Approved.

SAM'L C. FESSENDEN, } *Inspectors.*  
ROGER HANLEY,        }





## APPENDIX B,

*Containing correspondence with Mr. Bryant: also engraved design of a new Prison, together with "Mechanical Description" of same.*

The Prison buildings designed by Gridley J. F. Bryant, Esq., a list of which is subjoined, are justly considered models of excellence in every point of view—not surpassed, if, indeed, they are equalled, by any similar structures in the United States.

A Prison for the English government on the Island of Jamaica.	
Enlargement of House of Correction,	South Boston, Massachusetts.
State Prison, Missouri.	
Enlargement of State Prison,	Charlestown, "
" " " "	Fort Madison, Iowa.
Jail and House of Correction for city of Baltimore, Maryland.	
" " " "	Norfolk County, at Dedham, Massachusetts.
" " " "	Hampshire " Northampton, "
" " " "	Essex " Lawrence, "
" " " "	Suffolk " Boston, "
" and House of Correction,	Washington Co., Machias, Maine.
" " " "	Androscoggin " Auburn, "
" " " "	Kennebec " Augusta, "

### *Mr. Blaine to Mr. Bryant.*

THOMASTON, Maine, October 1, 1858.

GRIDLEY J. F. BRYANT, Esq., *Architect, &c.*, Boston.

SIR:—Your reputation as an architect, especially in the construction of Prisons and other public institutions, is well known to me. I desire, therefore, to avail myself of your skill and best judgment in preparing designs for a State Prison structure, capable of accommodating from *two hundred to two hundred and fifty* convicts, which shall embrace and combine all the improvements and advantages which an enlightened appreciation of Prison discipline has dictated—embodying also economy of construction and arrange-

ment to such extent as may be consistent with safety, fitness and durability; especially discarding and avoiding all detail and finish of a merely ornamental character.

The Prison building at this place is badly constructed, is even now insufficient in its capacity for the convicts committed to it, and with the prospective increase in number, the necessity for more extended accommodation is imperative and absolute. Whether the additional room shall be furnished by an enlargement of the structure here, or by a new Prison in another location, is of course to be left wholly to the discretion of the Legislature. It is highly probable, however, that, in reporting the result of my investigations, I shall feel it my duty to recommend the selection of another location, and the construction of a new Prison. This conclusion is being more and more forced upon me by the ill success in economic points of view, which has uniformly attended the Prison during the long period in which it has been located in Thomaston. In making a recommendation of this character, I wish to give as intelligent and satisfactory information as I can, touching the proper site for a Prison, and the best and most approved plans for its construction—so that the Legislature may have a clear and definite apprehension of the whole subject in all its bearings and details. Hence, the draft I make upon your time, your experience and your well known skill.

In connection with engraved designs for a new Prison, I wish you to give a compact *mechanical description* of the same—pointing out the uses and relations of the different parts of the structure, and the appropriateness, convenience and economy of the whole. You will please, in this description, give such suggestions as you may think proper in regard to the materials for the structure—the proper principles for heat and ventilation, and such views as you may deem essential in regard to the *security, supervision and classification* of the convicts—their *instruction, order and discipline*—their mode of *employment by day and confinement at night*. Your plans will, I doubt not, be made with special reference to all these objects, and it will be a satisfaction for members of the Legislature to have their connections and relations clearly and accurately pointed out.

It is important, also, that the design, while it shall be symmetrical

to the eye and well proportioned, should at the same time be capable of enlargement without impairing its general features, and without so changing it is to impose needless expense. I invite your particular attention to this point, and beg especially to impress upon you the importance of avoiding all mere finish which shall add to the cost without enhancing the utility of the structure. It is well, I think, to construct all public buildings on true principles of architecture, but this may be accomplished without indulging in the needless and fruitless expense of extravagant ornament. Let your design, therefore, be a model of *economy* as well as a model of *taste*, and thus doubly commend itself to the favorable consideration of those to whose judgment it is to be submitted. I have full confidence in your ability and discretion, and with these brief instructions submit the whole subject to your careful deliberation. I shall expect a formal reply from you by the first of January next, and shall in the mean time endeavor to have one or more personal interviews with you, for the purpose of further consultation in reference to the details of the proposed plan.

I am, very respectfully, your obedient servant,

J. G. BLAINE.

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*Mr. Bryant to Mr. Blaine.*

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BOSTON, Dec. 31, 1858.

JAMES G. BLAINE, Esq., *State Commissioner, &c.*

SIR:—Your communication of the first day of October last, requesting me to prepare designs for a “State Prison structure, capable of accommodating from two hundred to two hundred and fifty convicts, which should embrace and combine all the improvements and advantages which an enlightened appreciation of Prison discipline has dictated, embodying also economy of construction and arrangement to such extent as to be consistent with safety, fitness and durability, especially discarding and avoiding all detail and finish of a merely ornamental character,” came duly to hand.

Since the receipt of your instructions, I have given the subject much careful thought and study, with a view to present for your consideration a plan for the proposed institution, which should em-

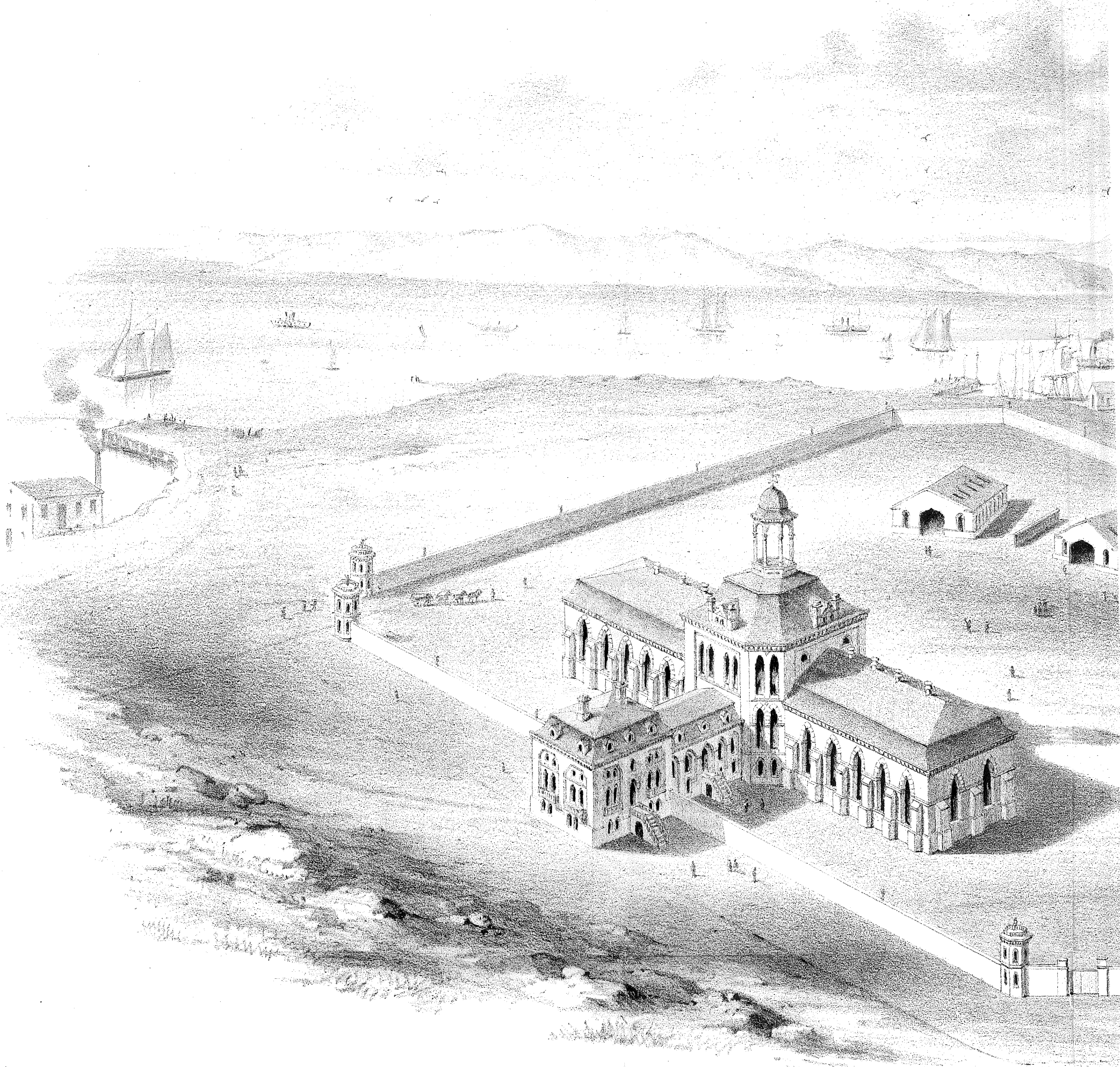
brace all the important principles set forth in your letter of instructions, as well as every other acknowledged important feature brought to notice with the experience of the last quarter of a century, by those persons who have made the subject their peculiar and constant study, as illustrated by their numerous published works, as well as practically developed in the large number of penal and other reformatory structures, erected in New England and other parts of the United States.

My views of the subject are fully set forth in the accompanying "Report and Mechanical Description," explanatory of the drawings herewith presented, which, with the lithographic views, authorized to be prepared, it is believed, will be found clearly explanatory of the proposed new State Prison.

The "bird's eye view" of the building, which forms the first sheet of the drawings before referred to, as well as the heading of the lithographic sheet, is surrounded with imaginary scenery, as a part of the picture of the building; it being, however, intended as a correct illustration of the proper location for a State penitentiary, combining the important essentials of close proximity to a large and thrifty business place, to navigable sea water, and to one or more great lines of railroad, as absolutely necessary to insure the largest income to the State from the labor of the convicts, as well as affording a ready market for the articles manufactured within the Prison grounds.

Very respectfully, your obedient servant,

GRIDLEY J. F. BRYANT.



# DESIGN FOR A STATE

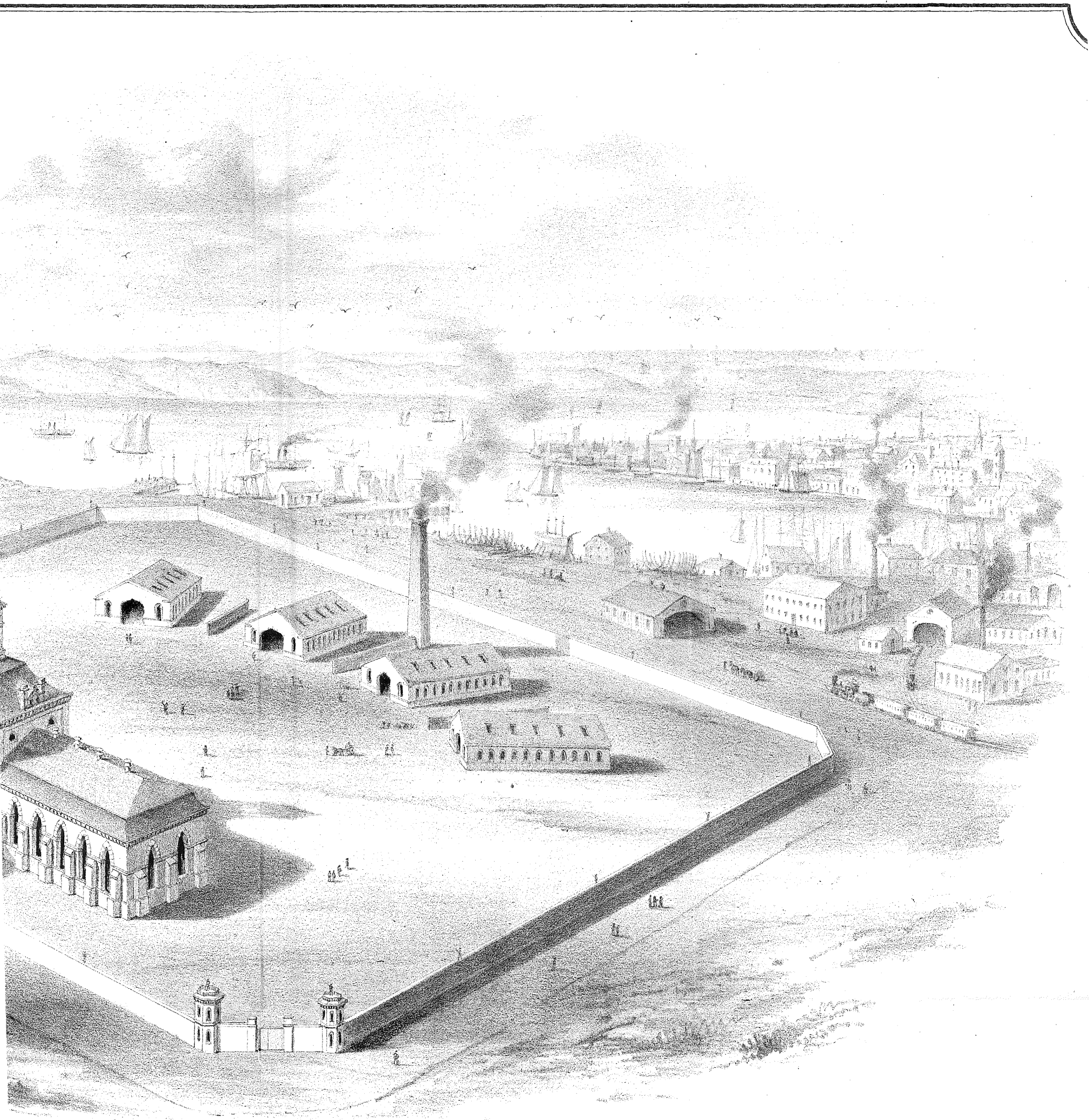
PREPARED UNDER THE DIRECTION

JAMES G. BLAINE, COMMISSIONER APPOINTED

BY M. MORRILL, GOVERNOR OF

MAINE, UNDER A RESOLVE PROVIDING FOR AN INVESTIGATION





# THE MAINE STATE PRISON.

PREPARED UNDER THE DIRECTION OF  
THE COMMISSIONER APPOINTED BY HONORABLE  
J. M. MORRILL, GOVERNOR OF MAINE  
PROVIDING FOR AN INVESTIGATION INTO THE AFFAIRS

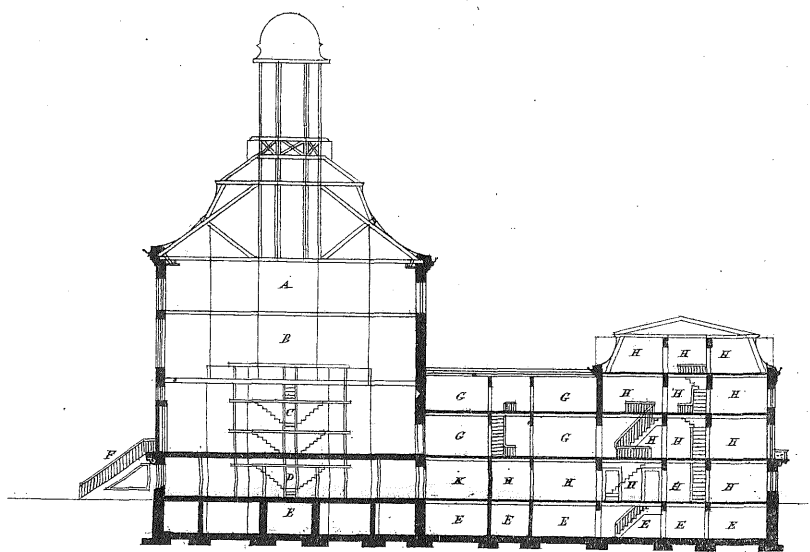
# DESIGN FOR A PRISON

PREPARED UNDER THE DIRECTION  
 JAMES C. BLAINE, COMMISSIONER APPOINTED  
 BY  
 LOT M. MORRILL, GOVERNOR OF MASSACHUSETTS  
 UNDER A "RESOLVE PROVIDING FOR AN INVESTIGATION  
 OF THE STATE PRISON"

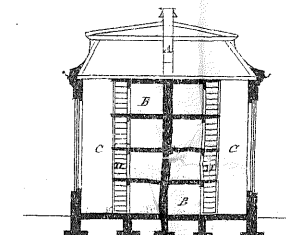
APPROVED MARCH 27<sup>TH</sup> A.D. 1858.

GRIDLEY J. F. BRYANT, Architect.

I. H. Bradford & Co's Lith. Boston.



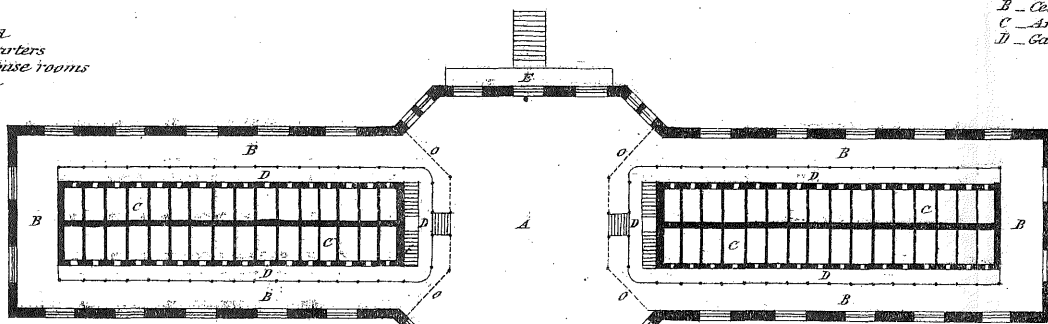
TRAVERSE SECTION THROUGH CENTRAL BUILDING AND DWELLING HOUSE.



TRAVERSE SECTION THROUGH ONE PRISON WING.

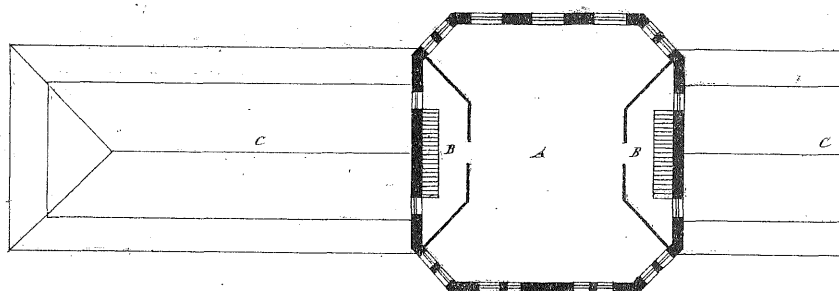
- A - Hospital
- B - Chapel
- C - Guardroom
- D - Kitchen
- E - Cellars
- F - Steps to yard
- G - Officers quarters
- H - Dwelling house rooms
- K - Store room

- A - Ventilucts
- B - Cells
- C - Areas
- D - Galleries

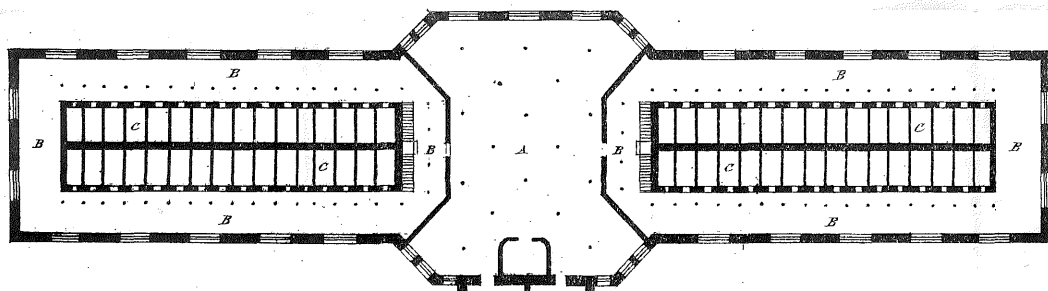


- A - Guard-room
- B - Areas
- C - Cells
- D - Galleries
- E - Steps to yard
- F - Inspection room
- G - Hall & Stairs
- H - Warden's office
- I - Clerk
- K - Prisoner's entrance
- L - Warden's family rooms
- M - Deputy Warden's family
- N - Entrance steps
- O - Iron picketing

PLAN OF SECOND OR PRINCIPAL STORY.

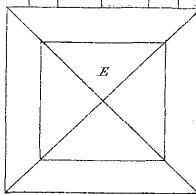


- A - Hospital
- B - Stairways
- C - Roof of Prison wing
- D - Roof of Officers wing
- E - Roof of Dwelling house



- A - Kitchen
- B - Areas
- C - Cells
- D - Store rooms
- E - Entrances
- F - Closets
- G - Warden's family rooms &c.
- H - Deputy Warden's family
- I - Entrances

PLAN OF FIRST OR BASEMENT STORY.



HOSPITAL PLAN.

SCALE 48 FEET TO AN INCH.

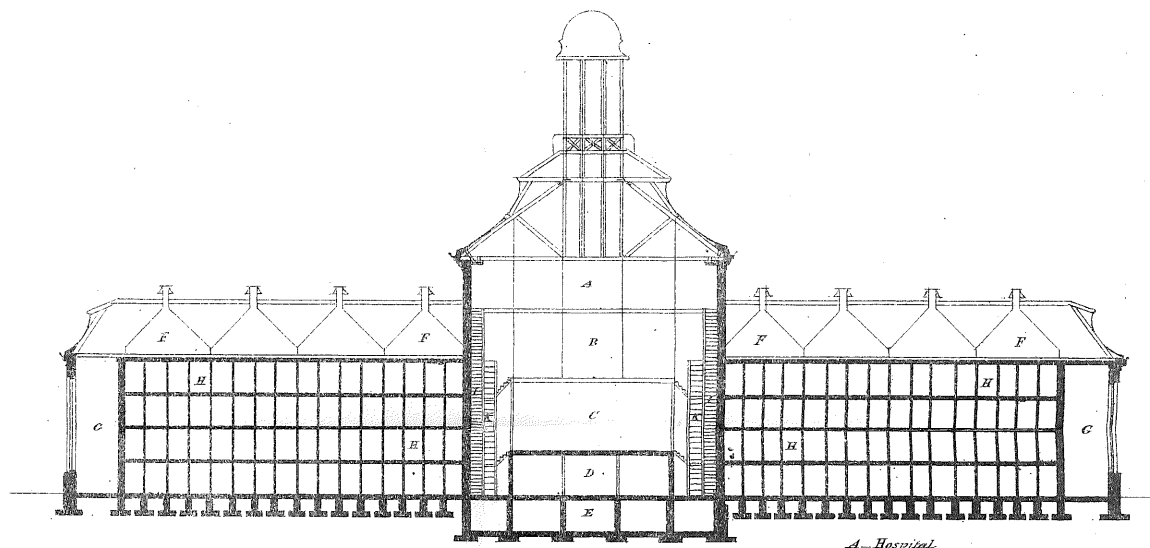
# MAINE STATE PRISON.

PREPARED UNDER THE DIRECTION OF  
 THE COMMISSIONER APPOINTED BY HONORABLE  
 J. M. MORRILL, GOVERNOR OF MAINE  
 PROVIDING FOR AN INVESTIGATION INTO THE AFFAIRS  
 OF THE STATE PRISON"

APPROVED MARCH 27<sup>TH</sup> A.D. 1858.

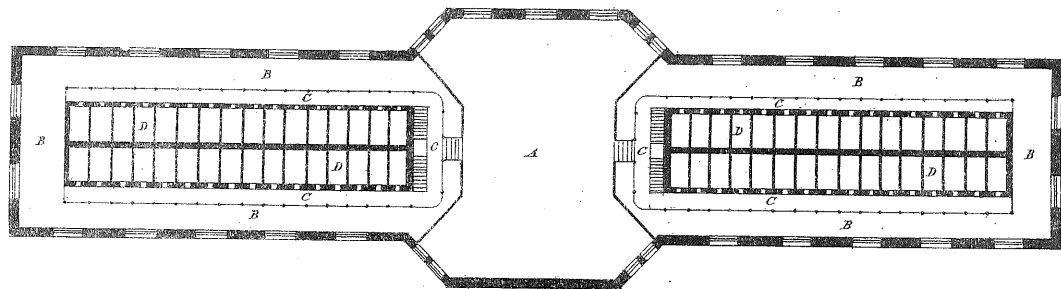
GRIDLEY J. F. BRYANT, Architect.

L. H. Bradford & Co's Lith. Boston.



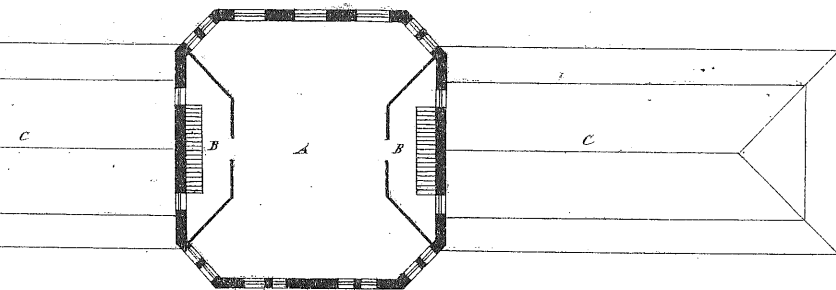
LONGITUDINAL SECTION THROUGH CENTRAL BUILDING & PRISON WINGS.

- A - Hospital
- B - Chapel
- C - Guardroom
- D - Kitchen
- E - Cellar
- F - Ventilators
- G - Areas
- H - Cells
- I - Staircases
- K - Galleries



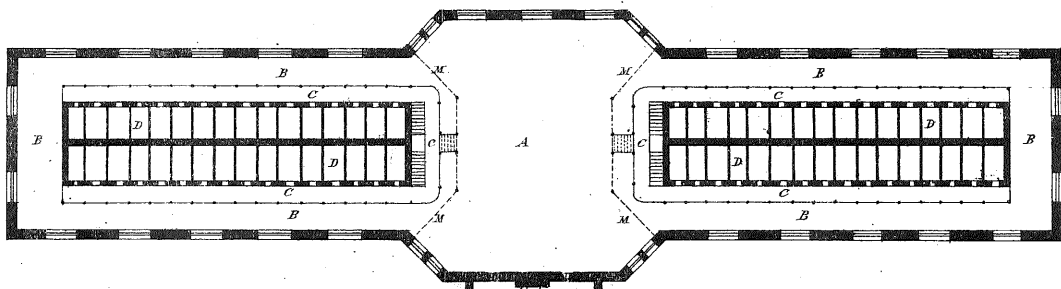
- A - Chapel
- B - Areas
- C - Galleries
- D - Cells
- E - Roof
- F - Warden's family rooms
- G - Deputy Warden's family

PLAN OF FOURTH STORY.



- A - Hospital
- B - Stairways
- C - Roofs of Prison wing
- D - Roof of Officers wing
- E - Roof of Dwelling houses

HOSPITAL PLAN.



- A - Continuation of guard room
- B - Areas
- C - Galleries
- D - Cells
- E - Guard's sleeping rooms
- F - Bath
- G - Stairway
- H - Officers' sleeping rooms
- I - Store closet
- K - Warden's family rooms
- L - Deputy Warden's family
- M - Iron picketing

PLAN OF THIRD STORY.



*Mechanical Description of a Design for a State Prison. Prepared under the direction of James G. Blaine, Commissioner appointed by Hon. Lot M. Morrill, Governor of Maine, under a "Resolve providing for an investigation into the affairs of the State Prison," approved March 27th, A. D. 1858.*

The design embraces a Prison structure, having a house for Warden and Deputy Warden, and for officers' quarters connected with and forming part of the edifice; with work shops, yard, yard-wall, guard-stations, gateways and other appurtenances considered necessary to be connected with, and to be located upon, the site of a State Prison, in which all the most desirable principles of Prison discipline may be carried out. The principal structure is designed to consist of a central octagonal building, with three wings radiating from three of its sides. The central building is to be used as a kitchen in its lower or basement story; for a guard-room and general office in its second story; for a chapel in its third story; and for a hospital in its fourth story.

Two of the wings, on opposite sides of the central building, are designed to be used for prisoners, and each of said wings is to contain a block of cells within the exterior walls, arranged upon the "Auburn," New York, plan, so called; being a Prison within a Prison, each block containing four stories, in height, of cells, thirty-two cells in each story. The spaces between the blocks of cells and the exterior walls of the wings are to be appropriated as areas. Within these areas at the level of the floors of the second, third and fourth stories of the blocks of cells, galleries are to be placed the entire length of each block; these galleries are to communicate with staircases placed at the inner end of each block of cells within the central octagonal building, and connecting with the guard-room, and extending up to each story of cells, and to the chapel and hospital. The guard-room is separated from each area of the two Prison wings by an open iron picketing, extending from floor to ceiling of the guard-room, with doors in the same leading to the areas and galleries of the cell blocks, as well as to the chapel and hospital, thus yielding

instant communication with every cell, in both wings, from the guard-room floor of the central building. The several stories of the central building will be lighted by large windows placed in the angular corners, and in one of the sides of the same, and the cells will receive light from the areas, which in turn will be amply lighted by large windows in the exterior walls of the wings. Each cell will contain a liberal ventilating flue, carried up to a large ventiduct, to be placed upon the block of cells, and connected with ejecting ventilators placed upon the outside of the roof. The roof of the central building is surmounted by a cupola, in which may be placed a clock and bell for the establishment.

The third wing is to be appropriated for the families of the Warden and Deputy Warden, officers' quarters, and the necessary incidental offices and apartments required for the institution. The first or basement story will contain dining rooms, kitchens, wash rooms and store rooms; the second or principal story will contain parlors, sitting rooms, entrances, staircases, Warden's and Deputy Warden's offices, Inspectors' room, &c., and the remaining stories will contain chambers, and other necessary sleeping apartments as required. The floor of the principal story and lower story of this wing will be on a uniform level with the floors of the corresponding stories of the central building. There is to be a cellar beneath the central building, and the last named wing.

The central building is to be 69 feet in width, square, outside of its walls, and its first or basement story will be 10 feet clear height; its guard-room story 19 feet clear height; its chapel story 15 feet clear height, and its hospital story 13 feet clear height.

The area on each side of the cell blocks will be twelve feet wide and as high as the cell block itself.

Each wing containing the cells will measure 102 feet in length and 49 feet in width, outside of its exterior walls. Each cell will be  $8\frac{1}{2}$  feet long,  $4\frac{1}{2}$  feet wide, and  $8\frac{1}{2}$  feet high. The remaining wing will measure 89 feet extreme length and 46 feet extreme width, outside of its walls; its first or basement story will be 10 feet clear height; its principal story 12 feet clear height; its third story 10 feet clear height; and it will have a finished story in the roof.

*Materials.*—All the exterior walls should be built of granite ashler, split in regular courses, and backed up with hard burnt

merchantable bricks, to make a total thickness of 2 feet for the walls of the central building above ground, and the two prisoners' wings; and 16 inches for the remaining wing. The cell blocks should also be wholly of stone, but may with propriety be entirely of hard burnt bricks except the floors and ceilings of the cells, which should be of stone flagging. The area floorings should be of stone flagging. The doors of the cells should be of round wrought iron bars, and other doors connected with the Prison portion of the structure, of wrought plate iron. The windows in the Prison portion will be grated with wrought iron. The galleries around the cell blocks, at the level of every story of cells, will be of stone flagging, supported by wrought iron bars and cast iron columns. The guard-room floor, forming the ceiling of the kitchen, is to be of stone flagging supported by iron beams and columns. The registers of the ventilating flues are to be of cast iron; a wrought iron bedstead is to be put up in each cell as a fixture to one of its walls. All the staircases leading to the cell galleries should be of iron. The floors of the chapel and hospital, together with the roofs of the central building and wings may be of wood framing. All the window frames and sashes may be of wood and glazed. The outside of the roofs should be slated and coppered, and fitted with copper gutters. The cupolas may be of wood and covered with metal. The wing appropriated to the families of the Warden and Deputy Warden, and officers' quarters, will be finished with such materials as is usual for dwelling houses, excepting several of the doors for the offices will be made of iron, and windows grated with iron. The principal wall dividing the two tenements should be of brick. The kitchen in the central building should be paved with bricks laid in cement, and the flooring of said kitchen forming the ceiling of the cellar should be formed with groined or segmental arches, laid in hard bricks and cement, and resting on suitable brick piers in the cellar. The ceilings of the guard-room, chapel, hospital and areas should be plastered immediately beneath, and at the level of the roofs of the wings.

The work shops, boundary walls, and other necessary adjuncts should all be constructed with stone, but may with propriety and safety be of brick.

The foregoing brief statement of the style and quality of materials designed to be used in the construction of a model State Penitentiary,

is not intended as a full and complete mechanical specification of works to be performed, but rather as a guide for information to those interested in the matter of the adoption of a Plan for a new Penitentiary for the State of Maine.

The Lithographic Views accompanying this description will, it is believed, in conjunction with the index reference set forth on each view of the building, render the intentions of the designer of the structure of easy comprehension. An enlarged set of drawings of the building and its adjuncts has been prepared and deposited in the office of the Secretary of State. These drawings illustrate all the principal details of construction inside and outside of the building, at a scale sufficiently large to be easy of comprehension.

### General Description.

The important points which have been considered in the proposed designs for the State Prison, of a general character, are, convenience, security, supervision, classification, heat, ventilation, cleansing, solitary confinement at night, employment by day, instruction, humanity, discipline, order, security against fire, extension.

*Convenience.*—The kitchen being central, the food is passed out from the same to each area in each wing. The guard-room being directly over the kitchen, and of easy access from the same, has the staircases of the different prisons arranged on its sides, from which an easy and immediate supervision is had without going out of doors, and without leaving the guard's usual station, to look after the convicts, in passing to and from the cells to the shops, yard, chapel and hospital. The chapel and hospital being in the central building, are easy of access from the prisoners' wings, without going out doors on the Sabbath or in the night; this is a great convenience, besides the greater security against escape and less expense in guarding such movements. The arrangement of the work shops in the yard is such that every window and door in them is within the vision of the guard in the guard-room. It is difficult to think of any arrangement or distribution of the buildings which would secure as great *convenience*.

*Security.*—The guard-room being in the centre, and having in open view the interior of both the prison wings, and also the external yards and spaces surrounding the buildings, if any prisoner is out of his cell when he ought not to be, or out of his place without a permit, he is immediately seen and called to an account. The great security of this arrangement is illustrated by the general block plans showing the shops, &c., which forms one sheet of the set of plans before alluded to, and the bird's-eye view of the buildings which form the heading of the lithographic sheet accompanying this report. By the arrangement of the guard-room, the guard on duty in the guard-room is in sight and hearing of all the cells, galleries, fastenings, windows, and areas, not only in the prison, but in the shops, yards and areas about the buildings, and also the entrance gateways to the yard. One man, therefore, on duty in the guard-room, with the proper arrangement, has such facilities of supervision, inspection and easy access, that he can, with one assistant, have

complete control of the entire establishment within and without; besides, the eye of the guard on duty, in the guard-room, being placed in a central position of supervision and power, and this being known by all the convicts, that the moment any one of them is out of place and does not keep time, within the building, or in moving to and from the shops, chapel or cells, he will be seen from the guard-room, the impression becomes universal that it will be very difficult to escape detection in any attempt to escape.

*Supervision.*—The supervision from the guard-room is easy to the kitchen; it extends through the octagon windows to the gateway entrances to the prison grounds; to the entrances to the officers' quarters; along the walls of each wing, directly to the shops and yards about them; to the entire space between the prison and the shops; to each of the areas unobstructed, with all its staircases, galleries, doors, windows and fastenings. Such extensive supervision, inside and outside, from *one* room, is favorable to convenience, security, economy and labor.

*Classification.*—If classification according to crime, according to behavior in prison, according to the number of times committed, or according to age and length of sentence, should be deemed wise, the construction, according to the plan proposed, would admit of four classes, one on each side of each wing. This is greater provision for classification than has heretofore been called for, and as great as is likely to be considered wise or necessary for a long time to come.

*Light.*—The proposed plan will secure ample light to the guard-room, chapel and hospital, and to the areas around the cells, and thence to the cells, by numerous large windows. The areas around the cells will be almost as light as an open court; and the cells being lighted by the grated doors, will be as light as the rooms of dwellings ordinarily are, or as an ordinary work shop. At the same time good and sufficient arrangements have been made to secure natural light during the day, there is no obstruction to the provision and satisfactory use of artificial light by night, for the prisoners to read in their cells, and for the night watch to guard against escape from the inside, and mischievous approach from the outside. The advantages of a good proportion of sunshine may be secured by a judicious location of the buildings, for the purposes of health and economy.

*Heat.*—It is proposed to warm the entire prison, chapel and hospital by steam, generated from steam boilers located near the work shops, and carried to all parts of the building by pipes and coils arranged in a proper manner to be hereafter determined. It is believed that no other system of heating is so economical, convenient, safe and healthy, as this, which is capable of being applied to a structure of this capacity and arrangement. And what would make this system still more practicable, is the fact that steam works will be required for manufacturing purposes in connection with the shops, and no extra outlay would be required to put said steam works in operation, excepting the addition of *boilers* only.

*Ventilation.*—To take away impure air from the kitchen, guard-room, hospital, and to a considerable extent from other parts of the prison, it is proposed to construct large flues in the walls of the central building, which are to be always heated by proximity to the cooking, washing, baking and ironing apparatus of the kitchen, causing a continual passage of air through them. To take away the impure air from the areas and the cells, a ventilator is provided in every cell, starting on a level with the floor of each cell in the centre wall of the cell blocks, and extending, entirely separate from every other ventilator, to the top of the cell block, where it is connected with a large ventiduct, which in its turn is connected with a powerful ejecting ventilator placed on the outside of the roof. The ventilator of each cell has two openings, one on a level with the floor, and one on a level with the ceiling, each made with a cast iron slide to open and shut at pleasure. Ordinarily the lower one may be shut, the night bucket being set within, and the upper one left open to take off the impure air of the cell.

To supply pure air in the areas, in mild and pleasant weather, the large windows may be opened to a sufficient extent for that purpose, as also may be the case in other parts of the building, for the windows being strongly grated with iron, no fear of escape need be entertained.

*Cleansing.*—As prisoners brought to a State Prison have been under discipline in some County jail, awaiting trial, it is to be supposed, they would be nearly free from filth before entering this institution; therefore no cleansing or bath rooms are deemed necessary to be connected with the prisoners' entrance and inspection

room, as is the case in a County jail; but an ample bathing house is proposed to be located in the vicinity of the steam works, to be supplied with hot and cold water at pleasure, and to which prisoners in squads can be conducted by a guard at convenience.

*Solitary Confinement at Night.*—The necessity of solitary confinement during the night, and at all times required by the discipline of the prison, is provided for by the construction of a separate cell for each prisoner. The cells are so arranged as to enable a sentinel on duty in the area in the front of the cells, in a good degree to prevent evil communication. The cell doors are placed on the inner side of the wall, so as to form a recess outside of the same, and thus prevent the eye of the prisoner from looking along the galleries and areas for the purpose of watching the sentinel. This recess increases the difficulty of communication from cell to cell, and enables the sentinel more easily to detect the prisoners in attempting to communicate. In case of continued attempts, certain cells are provided with tight doors or shutters to close over the grated doors. The prisoners cannot only be separated at night, but evil communication after they are so separated, can more easily be prevented than where they are shut up in cells so constructed and arranged that the whole dependence is placed, for preventing evil communication, on construction without supervision. The cells are also large enough to admit of solitary labor to a good degree, if required, for those who may be placed in solitary confinement in the day time for a limited time.

*Employment.*—By the erection of the proposed work shops, convenience for employment to all the prisoners is provided for, at such occupations as may be deemed most desirable in connection with the discipline of the institution, and by the use of steam power, machinery may be driven for the manufacture of various articles of commerce and domestic trade.

*Instruction.*—Instruction may be communicated, at the cell doors, by the teachers. It may be obtained from books at the cell doors, which are so constructed as to admit of sufficient light for the purpose. It may be communicated also in the chapel, in the Sabbath school. The chapel is also so situated that it may be used for an evening school for the younger class of the more ignorant convicts, without endangering the security of the prison. If the law should



provide, as the law of New York does, and the laws of England do, for the school teacher or teachers in prisons, the structure here proposed will greatly favor the operation of such a law.

*Humanity.*—Humanity is regarded in the ample provision of hospital accommodations; in the elevated place of the hospital; in its convenient access from the cells; in its light and ventilation. It will be seen that the location of the hospital is such as to afford the greatest degree of security against contagious diseases, from the fact of its elevation above all other portions of the structure, so that all impurities connected therewith may be carried off by proper ventilating arrangements, without mixing with the atmosphere of the prison to any dangerous extent.

*Discipline.*—The system of Prison discipline which this design is proposed to carry out is the Auburn system, (so called in the United States in distinction from the Philadelphia system,) which consists partly in absolute solitude during the night; joint labor during the day, but without any communication with each other by word or sign; meals taken separately in the cells; religious instruction received in a body on Sundays; and Sunday School in the same manner; both in church and school the same prohibition of intercourse; comfortable bedding in moderate sized but well aired, well warmed and well ventilated cells. These are some of the principles of the discipline of this system, and it is said that they have been enforced with such strictness in other Prisons, designed upon similar principles as this, that among thirty or forty working together in the same shop for years, no two of them knew each other's names. Nothing, (it is well said,) can be more imposing than the view of a Prison conducted on these principles.

*Order.*—The parts are simple, uniform, and easily overlooked; with few hiding places, easy supervision, great security, convenient grouping and distribution; quick access and notification; all favorable to prevent what ought not to be, and the attainment of what should be.

*Security against fire.*—The Prison is nearly a fire proof building; if the ceilings of the areas should be metal, or stone, or bricks, there would be nothing about the *Prison parts* but the roof frame and the boards beneath the slating which would be combustible, and

in the event of the roof taking fire no harm could come to the prisoners in their cells before they could be properly cared for.

*Extension.*—The design provides that the walls of the Prison wings, and the cell walls, should be carried up to such height as to include the fourth story of cells, which fourth story, in order to furnish about two hundred cells, will not be required for present use, and therefore will not require to be finished with galleries, doors and other fixtures at this time, the walls only to be laid up, and whenever an additional number of cells is required, then these cells may be completed and put in order for use. It is believed that an extension to a good degree can be obtained by this method at a much less cost to the State than in any other manner. But if at any time an extension should be required over and above the additional cells above named, then either or both of the Prison wings may be lengthened, and the blocks of cells carried out to a greater number of cells in length; or an additional or fourth wing may be built out from the unoccupied side of the central building, and portions of the wall removed to connect the areas with the guard-room in the same manner as the other wings. Either of these plans may be carried into effect without disturbing the general arrangements and principles of the kitchen, guard-room, chapel and hospital.

### Site.

The important points to be considered in regard to the location of a site for a State Prison appear to be the following: Navigable water, railroads, neighborhood of the Capitol, neighborhood of large, intelligent, moral and christian population, neighborhood of a large proportion of the arrests and convictions, a self-supporting institution, healthiness, availability of building material, a good investment of land, good and responsible contractors.

*Navigable Water.*—Without doubt a site located on navigable water would be the most desirable, inasmuch as it would afford greater economy in the transportation of freight to and from the institution, between it and foreign or domestic markets, and at the same time afford any other conveniences for travel which are derived from railroads—and might, perhaps, allow of a more perfect system of drainage than would be readily obtained at other locations.

*Railroads.*—In case a site on navigable waters is not selected, at least it *must*, for the proper success of the institution, be located on some railroad connecting with navigable waters, and large towns and markets.

*Neighborhood of the Capital.*—Its accessibility from the capital, so that members of the Legislature and State officers can have ready access to it, and thereby promote a salutary discipline which is calculated in no small degree to make it, in all respects, what would be desired in a State Prison. This proximity to the State Capital might, in a degree, be beneficial to the institution.

*Neighborhood of large, intelligent, moral and christian population.*—It is very desirable that the site should be near or in a neighborhood capable of furnishing an efficient corps of teachers and moral instructors, of which there are always enough in a densely populated community, who desire to contribute their services, from time to time, to the cause of humanity and charity.

*Neighborhood of a large proportion of the arrests and convictions.*—That such a location would be of importance is evident from the fact of less expense being contracted in the transport of prisoners.

*Healthiness.*—Whatever may be the advantage of a site in *any* other respect, this one should command the greatest influence in its selection, in order that humanity and economy may be the leading

elements in the discipline of the institution. The most perfect construction and arrangement of the structure would be of no avail against an unhealthy location. The success of the institution would undoubtedly be a failure, both humanely and economically.

*A self-supporting Institution.*—In justice to the State and humanity to the criminal, employment of a proper nature should be furnished each convict to a proper amount for health and profit; this object cannot well be obtained unless the location of the site is such as to admit of easy transportation to and from large markets, and also in a healthy situation.

*Availability of Building Material.*—It may be considered of importance that the institution should be located where material for erecting the various buildings can be obtained at comparatively small expense, and that said material may be manufactured for sale to other parties in the vicinity.

*A good Investment.*—It may also be important to take into consideration, in the selection of a site, the probable future benefit accruing to the State by the increasing value of the lands upon which the institution is built.

*Good and responsible Contractors.*—Another important point to be considered is, to have the site near a business community, where men reliable for the fulfillment of their engagements may be found to contract with the State for the labor of the convicts, and who are kind, humane and benevolent in their treatment and employment of *discharged* convicts, as well as those serving under sentence.

Respectfully submitted.

GRIDLEY J. F. BRYANT.