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MADRAS RECORD OFFICE.

Government of Madras.

Public Works DEPARTMENT.

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Not to be folded or roughly handled

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CIRCULAR No. 107 PUBLIC WORKS.
GOVERNMENT OF INDIA.
PUBLIC WORKS DEPARTMENT.
CIVIL WORKS.
Buildings.

FORT WILLIAM, DECEMBER 18, 1868.

Employment of Prison labour in the construction of Jails.

Read again—

Public Works Department Circular No. 78 of 1865.
" " " " 4 of 1868.

Read also the following papers:—

No. 225 C, dated 19th March, 1867.

From—COLONEL C. H. DICKENS, R. A., Secy. to the Govt. of India, P. W. Dept.,
To—Secretary to the Government of Bengal, in the P. W. Dept.

I am directed to request that, with the permission of the Lieutenant Governor, you will report, for the information of the Government of India, the particulars of the arrangements under which the additions to the Alipoor Jail are now being carried out, in view to their bearing on the subject of the employment of convict labour on such works.

No. 5327, dated 17th October, 1868.

From—COLONEL J. E. T. NICOLLS, R. E., Secy. to the Govt. of Bengal, in the P. W. Dept.,
To—Secretary to the Government of India, P. W. Dept.

In continuation of the endorsement from this Office No. 2357 of 7th April last, regarding certain additions to the Jail at Alipoor, carried out by the Prison Authorities

Copy of Memorandum No. 4583 of 31st December 1867, from Superintending Engineer of Presidency Circle, with annexure, and letter No. 1029, from Superintendent of the Jail, and Statement.

Copy of letter No. 2477 of 14th July last, from Superintending Engineer of the Presidency Circle.

Plan (No. 636 of 1867-68 of this Office) showing the additions carried out as original.

Two Statements prepared in this Office from the data received, showing (1), in abstract, the Public Works Department's estimate and the actual cost of the work, under the heads of Material, Labour, and total Cost; and (2), of the work, under the heads of Material, Labour, and total Cost; and (2), in abstract also, where comparison is possible, the Public Works Department's quantities and materials due to those quantities to be compared with the materials used in the work.

2. It will be seen that the additions in question (which were not sanctioned in this Department) consist of new wards on the upper-storey of the Jail for the accommodation of 827 prisoners; that the work includes thorough repair of the whole Jail, changing of beams, improvement of the entrance, and (as mentioned in para. 5 of the Superintending Engineer's letter of 14th July)

* Amounting to a total of Rs. 6,091-14, being the sum due to 49,320 prisoners employed in the period of two years, from January 1866 to December 1867, during which the work was in progress, at the average rate of earning of each man, at ordinary manufactures or 2 annas 3 pie per diem, vide para. 2 of the Superintending Engineer's same letter.

Prison labour employed, amounts to Rs. 49,993, or within the sanctioned sum of Rs. 50,000.

3. The bricks, lime and sand expended by the Prison Authorities seem to agree fairly with the proper quantities given in the (Superintending Engineer's or) Public Works Department's estimate. The soorkee has been charged in a manner that does not admit of comparison.

4. It will be observed that, calculating the Prison labour at the sum which would have been earned by the prisoners at their usual employment, there has been a saving on the ordinary rates of the Department, of—

In Labour	...	...	...	...	Rs.
„ Material	...	...	...	...	6,257
	...	...	...	...	11,118
					—
Total	...	...	...	...	20,375

The Superintending Engineer places the difference in material as Contractor's profits; but there does not seem to be any reason for this, except that it accounts for the difference. But whatever may be the view taken of this, it seems that the work has been executed considerably cheaper than would have been done by the Department under the Contract system.

5. The experiment has been carried out under circumstances unusually favourable to obtaining a large difference; and the prisoners were likely to show more than ordinary good results, when worked by Officers experienced in their management, and with no calls on them except their Jail work.

6. The Presidency rates, on the other hand, are higher than the rates out of Calcutta.

7. The Jails in the Mofussil are generally in charge of Magistrate, or other Officers charged with other duties, by whom sufficient attention cannot, in consequence, be given to the details and construction of any large works like Central or District Jails; and the rates of the Public Works Department out of Calcutta being lower, the saving in the construction of the new Central Jails by Prison labour cannot be proportionate to that which has just been shown as possible at Alipoor.

8. There would, however, probably be some saving from the employment of prisoners in the construction of these Central Jails, but only if good supervision is afforded.

9. In a statement of additional establishments for the Public Works Department, which has been recently submitted to the Government of India, the Lieutenant Governor has entered an Assistant Engineer for each of the Central Jails to be immediately undertaken. The services of such an Officer are necessary for the mere supervision of the work; but if, as is proposed, this Officer is placed specially in charge of the prisoners to be employed in constructing any of the buildings, a satisfactory result may be expected as regards the work being efficiently carried out at a reduced cost; but it can scarcely be expected that an Officer new to the work, and only taking up the management of prisoners temporarily, will be able to secure such good results as an Officer experienced in this respect, and who looks for advancement in this line.

No. 4583, dated 31st December, 1867.

Memo. by MAJOR W. S. TREVOR, R. E., *Superintending Engineer, Presidency Circle.*
The following is forwarded, with enclosures, to the Secretary to the Government of Bengal, Public Works Department, with reference to his No: 4443 of 9th July 1867:—

No. 3965, dated 24th December, 1867.

Memo. from—CAPTAIN W. R. TUCKER, R. E., *Offg. Exe. Engineer, Presidency Division,*
To—*Superintending Engineer, Presidency Circle.*

In returning the Superintending Engineer's Memorandum No. 2885 of 16th July 1867, and in continuation of this Office Memorandum No. 3886 of 17th instant, the undersigned has the honour to forward, for information, the accompanying plan showing the additions made by the Jail Authorities to the Alipoor Jail buildings. Annexed is the copy of the Alipoor Jail Superintendent's letter No. 1029 of 16th instant, from which will be observed that the upper-storey to the Jail was built under sanction of Government to afford extra accommodation for 827 prisoners.

The work was commenced in January 1866, and completed in December 1867, and has been executed by Prison labour: the sum of Rs. 49,993-3 has been expended for materials out of Rs. 50,000 sanctioned for it.

It is also noted that the amount expended includes the cost of thorough repairs to the Jail wards.

No. 1029, dated 16th December, 1867.

From—J. FAWCUS, Esq., M. D., *Superintendent of the Alipoor Jail,*
To—*Executive Engineer, Presidency Division.*

In compliance with your Memorandum No. 1840, dated the 20th July last, and the letter from the Secretary to the Government of Bengal, therewith forwarded, I have the honour to enclose a statement showing the cost of materials and the amount of Prison labour expended in building the second-storey to the Alipoor Jail. The building was undertaken to afford extra accommodation in the Jail, which was then very much overcrowded. The new wards that have thus been added to the Jail are capable of holding 827 prisoners at 30 square feet per man.

The work was commenced in January 1866 and completed in December 1867, and has been entirely executed by prisoners.

During the progress of the work, it was found that 32 beams were rotten at the ends, and had to be re-placed by new ones: even with this unexpected additional expenditure, the amount of Rs. 50,000 sanctioned by Government has not been exceeded; but, on the contrary, there remained a surplus in the shape of old beams, and other building materials, with which the entrance to the Jail has been repaired, improved and enlarged. The whole Jail, too, has been thoroughly repaired, white-washed, and sand-plastered.

Amount expended in building the upper-storeys and thorough repairs to the Jail wards.

	Rs.	A.	P.
821,038 bricks	...	...	7,135 2 6
75,250 tiles	...	...	2,107 4 0
3,682 maunds, 10 seers of sand	...	...	994 13 0
9,312 „ 20 „ of chunam	...	...	9,173 2 3
32 pieces of Teak timber...	...	...	2,172 11 6
1,322 maunds of coal for soorkee	...	...	762 10 0
62 pieces of Sál wood	...	...	401 10 3
23 maunds, 17 seers, 8 chittacks of iron	...	...	111 7 9
Hinges, iron-gratings, &c., for doors	...	...	12,863 2 6
514 beams	...	...	9,652 0 9
Tarpaulin hire	...	...	17 11 0
73 pipes	...	...	7 4 9
28,100 feet of rafters	...	...	3,292 15 6
168 grosses of screws	...	...	113 1 0
30 seers of linseed oil	...	...	10 8 0
20 maunds, 20 seers of shoppedah	...	...	44 9 0
Cart and cooly-hire	...	...	296 4 3
Boat-hire and canal toll customs	...	...	66 13 6
10 seers of grease for soorkee mill	...	...	4 0 0
20 seers of castor oil	...	...	6 1 0
278 baskets	...	...	23 1 6
250 Jarool planks	...	...	100 8 0
275 bamboos	...	...	55 3 0
18 trowels	...	...	11 0 6
696 handees and gumlahs	...	...	52 6 9
125 maunds of jute strings	...	...	398 7 0
10 locks	...	...	119 4 0
Total	...	...	49,993 3 0
43,320 prisoners were employed in the above work at	...	...	
2 annas 3 pie per diem for each	...	...	*6,091 14 0
Grand Total	...	...	56,085 1 0

* This amount entered with reference to para. 2 of Superintending Engineer's letter No. 2477 of 14th July 1868.

J. H. DOBSON,
Deputy Superintendent.

J. FAWCUS, M. D.,
Superintendent.

No. 2477, dated 14th July, 1868.

From—MAJOR W. S. TREVOR, R. E., *Superintending Engineer, Presidency Circle,*
To—Secretary to the Government of Bengal, in the P. W. Dept.

With reference to your No. 2356 of 7th April 1868, I have the honour to submit an estimate showing the cost of the works carried out by the Jail Authorities at Alipoor Jail at the rates prevailing at the Presidency.

The cost of the work may be summed up as follows:—

Materials	...	Rs.
Labour	...	49,000
Contractor's profit and charges for supervision	...	11,750
	...	12,000
Total	...	72,750

This Statement has been prepared in my Office to save time, as there has been lately a great press of work in the Executive Engineer's Office.

The omission in the first instance was the result of oversight.

2. With regard to para. 3 of the letter under reply, Dr. Fawcus' letters* in original are annexed, from which it will be seen that the amount chargeable to the work for convict labour at the average rate of earning of each person employed at ordinary manufactures on 2 annas 3 pie per diem per man, is Rs. 6,091-14-0 for the whole period of two years during which the work was in progress.

The first estimate, in which the rate of labour was calculated at 4 annas per man per diem, appears to have been assumption based on what was believed to be the real value of the work performed by convict labour.

3. I have had the work examined by the Executive Engineer, 3rd Presidency Division, who reports that it has been constructed in accordance with the drawing supplied and that the estimate prepared in this Office specifies it correctly.

4. He states that the wood-work appears to have been executed of new materials; but, owing to the walls being plastered, he was unable to satisfy himself as to the character of the brick-work.

5. He further reports that, in addition to the work shown in the drawing, extensive additions have been made to the quarters of the Deputy Superintendent of the Jail, the cost of which he was given to understand was included in the amount charged.

No. 301, dated 12th May, 1868.

From—J. Fawcus, Esq., M. D., *Supdt., Alipoor Jail,*
To—*Superintending Engineer, Presidency Circle.*

With reference to your endorsement No. 1198 of the 15th ultimo, forwarding an extract of letter No. 2356, dated the 27th idem, from the Officiating Secretary to the Government of Bengal, Public Works Department, to your address, I have the honour to state that the estimated earnings, Rs. 6,091-14, on ordinary manufactures of the 43,320 prisoners therein referred to, are calculated for the whole period they were employed in the erection of the upper-storey to the Alipoor Jail, i. e., from January 1866 to 1st December 1867, and not "per annum," as was, through mistake, written in my letter No. 67, dated 7th February last, to the address of the Executive Engineer, Presidency Division.

No. 370, dated 4th June, 1868.

From—J. Fawcus, Esq., M. D., *Supdt., Alipoor Jail,*
To—*Superintending Engineer, Presidency Circle.*

In reply to your letter No. 1686, dated the 14th ultimo, I have the honour to inform you that the two estimates therein referred to, regarding the labour of the prisoners employed in the erection of the upper-storey to the Jail, must, as a matter of course, differ. The first estimate has been calculated at an average rate of 4 annas per man per diem, including skilled and unskilled labour; the second estimate was made out (with reference to para. 2 of letter No. 2942, dated the 13th May 1867, from the Secretary to the Government of Bengal, Public Works Department, at 2 annas 3 pie per man per day, which is the average rate of earning of each prisoner employed at ordinary manufactures in the Alipoor Jail during the period in question.

No. 1.
Public Works Department's Estimate and the actual cost of the work under the heads of Material, Labour and Total Cost.

DESCRIPTION OF WORK.	QUANTITY.	MATERIAL.		LABOUR.		RATE IN ESTIMATE.	TOTAL COST.	REMARKS.
		Rate.	Cost.	Rate.	Cost.			
Brick-work...	65209	Rs. 23 8 0	Rs. 15,325	Rs. 4 8 0	Rs. 2,934	Rs. 28 0 0	Rs. 18,259	
Sand-plaster, outer	85181	1 10 0	572	0 14 0	303	2 8 0	850	
Ditto, interior	84988	1 10 0	1,381	1 2 0	956	2 12 0	2,337	
Terrace roofing	28938	19 15 0	5,768	7 1 0	2,045	27 0 0	7,813	
Sal-wood work in beams and burchahs	6411	2 12 0	17,630	0 8 0	3,206	3 4 0	20,836	
Ditto in door frames	666 66	2 12 0	1,833	0 12 0	500	3 8 0	2,333	
Teak-wood venetians, 1½ inches thick	3990-34	0 14 0	3,491	0 4 0	993	1 2 0	4,484	
Ditto panel doors	394 66	0 14 0	345	0 4 0	99	1 2 0	441	
Green painting with priming	17327	3 3 9	567	0 12 3	131	4 0 0	701	
White do.	39000	2 8 11	993	0 9 1	221	3 2 0	1,219	
Whitewashing, 2 coats...	84988	0 2 6	132	0 1 6	80	0 4 8	212	
Gumlah ventilators	38	3 12 0	330	0 12 0	66	4 8 0	386	
Earthen spouts	73	0 5 0	23	0 3 0	14	0 8 0	37	
Iron-gratings	Rs. 12,663 + 200	...	12,663	...	200	...	12,863	
Contingencies @ 5 per cent.	...	...	61,058	...	11,761	...	72,819	
Total	...	...	3,053	...	588	...	3,641	
Cost as per Statement of Superintendent of Jail	...	...	64,111	...	12,349	...	76,460	
Saving	...	...	49,993	...	6,992	...	53,085	
	...	...	14,118	...	6,257	...	20,375	

J. E. T. NICOLLS, Colonel, R. E.,
Secy. to the Govt. of Bengal, in the P. W. Dept.

The 17th October 1868.

MAJOR TREVOR'S quantities and materials due to those quantities to compare with material used in the additions to the Alipoor Jail.

DESCRIPTION OF WORK.	QUANTITY.	BRICKS.	TILES.	LIME IN MAUNDS.	SOURCE IN MAUNDS.	SAND IN MATES.	REMARKS.
Brick-work	65,209	7,17,299	...	Maunds Seers.	Maunds Seers.	Maunds Seers.	When both sand and soorkee are used.
Sand-plaster, outer	35,181	...	...	4,771 16	16,699 35 or 3,67,400 bricks	10,735 25	
" " inner	84,958	...	...	429 14 1,036 17½	8,350 85 or 1,88,700 bricks	1,448 0	
Terrace roofing, 4" beaten	28,933	1,01,572	60,770	2,823 9	2,470 13 or 55,055 bricks	8,497 39½	
White-washing, 2 coats	84,958	...	...	Stone lime. Shell lime. 207-114 x 127-19	...	4,945	
Green painting with priming	17,527	8,18,871	60,770	9,267	Chalk.	...	
White " "	89,000	Linsed oil. Verdegria. 570 lbs. 1,170 "	175 lbs. ...	350½ lbs. } 14 mds. 780 " }	Maunds Seers.	Maunds Seers.	
Total bricks, &c.	...	8,18,871	60,770	9,267-154 x 127-19	19,170 8 or 10,820 13	4,915 39½ or 15,681 21½	

The 17th October, 1868.

J. E. T. NICOLLS, Colonel, R. E.,
Secy. to the Govt. of Bengal, in the P. W. Dept.

No. 673 C, dated 2nd November, 1868.

From—COLONEL C. H. DICKENS, R. A., Secy. to the Govt. of India, P. W. Dept.,
To—Secretary to the Government of Bengal, in the P. W. Dept.

With reference to your letter No. 5827, dated 17th October 1868, I am directed to enquire if any extra guards were engaged to watch the prisoners while the additions to the Alipoor Jail were in course of construction by the convicts, and if so, what was the sum paid on this account.

No. 5253, dated 30th November, 1868.

From—F. J. MOUAT, Esq., M. D., Insp. Genl. of Jails, Lower Provinces,
To—Secretary to the Government of Bengal, in the P. W. Dept.

In reply to your endorsement No. 6674, dated the 12th instant, forwarding copy of a communication, No. 673 C of the 2nd idem, from the Government of India, Public Works Department, I have the honour to intimate that from a report received from the Superintendent of the Alipoor Jail, it appears that no paid guards were employed to watch the prisoners employed in constructing the upper-storey of the Jail.

No. 7186, dated 9th December, 1868.

Endorsed by the Govt. of Bengal, in the P. W. Dept.

Copy of the foregoing forwarded to the Secretary to the Government of India, in the Public Works Department, in reply to his letter quoted.

ORDER.—Ordered, that copies of these papers be forwarded, for information, to the Local Governments and Administrations marginally noted, in continuation of Public Works Department Circular No. 78 of 1865, and No. 4 of 1868.

Also to the Home Department for information.

(Signed) C. H. DICKENS, Colonel, R. A.,
Secy. to the Govt. of India.

W. S. Sankar
Captain, R. E.,
Asstt. Secy. to the Govt. of India.

To the Secy to the Govt
of Madras

R. 17. 1868 Decr.
Pres. Secy. February

GOVERNMENT OF INDIA.
PUBLIC WORKS DEPARTMENT.
CIVIL WORKS.
Buildings.

To No 5055

CIRCULAR No. 107 PUBLIC WORKS.

Dated December 18, 1868.

Received 3/1

No 332 - 2nd Feby 1869

Employment of Prison labour in the construction of Jails.

With an order

Communicated to the Deputy Engineer in communication of No: 30202 of 22 Sept/68 & No 331 of 15 Feb/68.

No 332

2nd Feby 1869

1869 the only duty of the Engineer in communication of No: 30202 of 22 Sept/68 & No 331 of 15 Feb/68.

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C-62 Jan 1869 D. 192

Cur 5055
Govt. of 1869 Madras.

PUBLIC WORKS.

To
The Superintending Engineer

Dated

Recd.

La.

G. O 2nd July 1869, No. 332.

Nos. *66 / 67*

*Prison Labor Circulars from
the Govt of India regarding
the employment of prison labor
in the construction of jails.
And other Offrs concerned.*