

(1) Number of pages _____
(2) Date of repair _____
(3) Initials of the Referencer _____

MADRAS RECORD OFFICE.

Government of Madras.

Public Works DEPARTMENT.

G.O. No. 2698	Press Mis.
186-93	
Dated 11 - 11 - 1870.	

Not to be folded or roughly handled

Co

*Proceedings of the Madras Government, Public Works Department,
11th November 1870.*

Read the following papers:—

No. 186. From the Acting Superintending Engineer, 1st Division, to the Secretary to Government, Public Works Department, dated Dowlaishweram, 22nd January 1870, No. 3,723.

ADVERTING to G. O. of the 6th instant, No. 44, I have the honour to forward, for the information of Government, copy of a report I lately addressed to the Inspector-General of Jails on the subject of employing convicts in this department.

2. If the Government are not prepared to take up the canal from Nizampatam to Nellore by convict labour at present, I am quite ready to send in the surveys and estimates for Trunk Road No. 6, in the Godavery District, so that this work could be put in hand at once if approved of.

3. My own opinion, however, is strongly in favour of employing convict labour in stone and lime quarries for use in the delta; we have all along been using, on all these most important hydraulic works, a very inferior quality of sand-stone, and the wretched condition of the works at present is a consequence of this proceeding; but now that the delta works are to be revised as much as possible, I think it very advisable to do our best to get a much superior quality of stone for building purposes; we have already as good lime as any in the world.

4. In the raising of the anicut had the katair stone been used, there is not a shadow of a doubt this chief work would not have required to be repaired for years, certainly not in our generation, whereas now it is in want of repairs every year after the freshes are over. If the convicts could supply us with this material at reasonable rates, I would strongly recommend the Government to cover the crest of the anicut with it as soon as possible. I lately inspected the Mooka-malah lock and calingulah; the apron of this latter work was laid by me in 1852-53 of this material, with a ten-foot drop on it, since increased however by the raising of the anicut, and it is as good now as it was the first day I let the water fall on it.

5. I am also ready to give employment to convicts on all our Local Fund roads in the dry taluqs of this district, where labour is very sparse, in fact the delta coolies will not go up into them at any price, so that with even ample Local Funds we are not making the progress we ought to, on account of the present state of the labour market here.

From the Acting Superintending Engineer, 1st Division, to the Inspector-General of Jails, dated Dowlaishweram, 6th January 1870, No. 3,480.

I HAVE the honour to acknowledge receipt of your letter, No. 1,903, dated the 1st December 1869, and in reply to report as follows, after having been in communication with the Superintendent in charge of the Rajahmundry Jail.

One Copy of Schedule rates.

2. Convicts could be employed,

I.—On cutting the canal from Nizampatam to Nellore, a highly important work for the Presidency in general, extending the Coast Canal as far probably as it will be possible to carry it, and connecting it with the irrigated lands of the Godavery and Kistna rivers.

II.—Opening and working quarries at or near Rajahmundry for supplying the delta works with lime and a better quality of stone than has yet been used on the anicut works.

*Proceedings of the Madras Government, Public Works Department,
11th November 1870.*

III.—In making bricks and tiles. I have doubts upon this point, as it is almost always more economical to make these on the spot, or as near to a work as possible to save loss by breakage in conveyance.

IV.—In constructing Trunk Road No. 6, an Imperial line of communication much insisted upon by the Government of India.

V.—On the Upper Godavery works, where free labour can hardly be obtained.

VI.—Planting avenues of trees along Imperial and Local Fund roads, also along our main canals; a very desirable occupation, and one likely to be very remunerative by the sale of the produce.

VII.—*Salt making*.—This manufacture might be carried on with a great saving to Government, and without interfering with the proprietary rights of the ryots.

VIII.—*Excavating canals and constructing tanks and reservoirs*.—As soon as our surveys and estimates are complete we could give employment to large bodies of convicts both in the delta and the upper taluqs on all such works, particularly tank repairs, as these are now in a most dilapidated state.

IX.—In making ordinary tramways wherever these might be required.

X.—Young convicts could be sent to the Dowlaishweram workshops to be taught some useful trade, such as carpentry or smith's work, working an engine, etc.

3. Except in the delta there is a great scarcity of labour in this district, and as the demand for labour is very great on it and constant, whilst the population is yet very sparse, the rates in the upper parts of the district are so heavy as to be almost prohibitive, and, in fact, owing to the unhealthiness of those localities, as compared with the delta, it is next to impossible to do anything there.

4. On the manufacture of bricks, etc., I have already expressed my own opinion. I may add on this point Dr. Bilderbeck did not appear to agree with me.

5. In reply to this query I beg to enclose a copy of the Schedule rates last received from the Executive Officers of this division.

6. It is impossible, without practical experience with convicts, to state what number of men could be employed advantageously as a maximum or minimum; not only does this depend upon a knowledge to be acquired by experience, but it depends also very much on the nature of the work and the working habits of the gangs. I cannot undertake to give off-hand opinion on this point.

7. I think the Jails should be portable, and in Rajahmundry there would be no great difficulty in hutting the men.

8. The cost of a building to afford the accommodation required for twenty-six people would be as follows:—

For a thatched building	...	...	...	...	...	...	...	...	Rs.
Do. tiled	do.	...	...	...	...	...	...	...	500
		...	...	...	...	...	...	...	800

9. In reply to query VIII., I beg to observe the quality or nature of the materials to be used in the construction of a building, which is not to be portable, should be stated; otherwise, in the absence also of any design, it is not possible to give any correct idea as to the probable cost of roofing it.

10. I think, when large gangs of convicts are employed on long lines of roads or canals, a special officer must be deputed as Superintendent of the work; our Range Officers could not attend to such work with their other duties; in fact even now much of the range work has to be postponed to enable an officer to return to his head-quarters, and get off his accounts in time for the Controller; to avoid this great sacrifice every endeavour should be made to keep the accounts for convict labour out of his office.

11. In conclusion I beg to add medical assistance must be provided for the several gangs of convicts, or a central temporary hospital in any suitable locality in the vicinity of a large work. I mention this subject as I do not observe it noticed by your Committee.

*Proceedings of the Madras Government, Public Works Department,
11th November 1870.*

No. 187. From the Superintending Engineer, 2nd Division, to the Secretary to Government, Public Works Department, dated Camp at Madapaud, 21st February 1870, No. 167.

In reply to G. O., No. 44, 6th January, I have the honour to observe that convict labour is departmentally less economical than free. I submit, therefore, that the preliminary instruction should not be charged to the Department Public Works, on whom, I believe, I may say prisoners are forced in many cases, because their own officers cannot find employment for them.

2. We are charged two-third rate, but we never receive this value; what with bathing, roll calls, posting of guards, etc., a deal of time is consumed, and we cannot expect the same amount of work from men in chains as from free men.

3. There is, therefore, constant discussion between the Jail and Public Works authorities; the punishment for idleness is totally inadequate, because the Jail Superintendent is afraid of producing sickness; no such consideration is allowed to interfere with our payments to the contractor or daily cooly.

4. I would point out that, generally speaking, neither the Superintendent, the Jailor, nor the Warders have any knowledge of employing labour. There would be great difficulty in obtaining good instructors, unless a class for this object could be opened at the head-quarters of Sappers. The Executive Officers in charge of Jail works have generally a considerable range beside, and, during their absence on other duty, the convicts will probably be taught to work in the loose unsystematic manner common among natives.

5. To make convict labour really pay, they must be taught and compelled to work in better style with superior tools, means, and appliances.

6. But even with these improvements I believe it will be necessary to arrange the system of payments. At present a bill is made out periodically for a certain number of men, and credit is taken accordingly. Any loss falls on this department; I never knew of any profit.

7. I would suggest instead of this that the Jail Superintendent should undertake the execution of any work as under contract. It would then be his interest, as well as his duty, to work his prisoners, and his returns would show how far he had kept them up to the mark.

8. I beg to enclose copy of a letter from the Superintendent of the Jail at Guntur to the Supervisor of Guntur Range. I have only lately received a copy, but I fear a similar regard to the health of the men in their charge frequently weighs with Jail Superintendent more than it should.

From the Superintendent of Jail, Guntur, to the Supervisor of No. 3 or Guntur Range, dated Guntur, 20th May 1869, No. 45.

In reply to your letter, No. 44, dated 8th instant, I have the honour to state that the prisoners will be allowed to work during the hot season only from 6 to 9 A.M.

*Proceedings of the Madras Government, Public Works Department,
11th November 1870.*

No. 187A. From the Superintending Engineer, 3rd Division, to the Secretary to Government, Public Works Department, dated Bellary, 22nd February 1870, No. 3,297.

WITH reference to G. O., No. 44, of 6th January 1870, I have the honour to inform you that, in my opinion, the best way to train long-sentenced prisoners as artificers for employment on public works will be to instruct them inside the Jail, preliminary to the convicts being made over to the Public Works Department, under the superintendence of the officers of the Jail, by men from the Artificer Company at Madras, or from the Sappers and Miners; the latter would, I think, be the best teachers.

2. The trades they might be taught are carpentry, blacksmiths, stone-cutters, and brick and tile-makers. As the knowledge they would thus acquire would help eventually to repay the cost of their keep, I consider that the cost of training them should be charged against the Jail Department.

No. 188. From the Superintending Engineer in charge, 4th Division, to the Secretary to Government, Public Works Department, dated Madras, 2nd April 1870, No. 38.

WITH reference to G. O., No. 44, dated 6th January 1870, I have the honour to report, as regards the instruction of convicts in the Jails of this Presidency, with a view to making them useful artificers for the Department of Public Works, that it seems to me desirable that the prisoners should be instructed in carpentry, blacksmiths, stone-masons, and sawyer's work, within the precincts of the Jail itself. In the case of masons, there may be difficulty as well as expense in procuring material to work upon, but stone is available within a short distance of some of the larger Jails, and the convicts might be taken to the locality and taught on the site itself.

2. I believe it would be better to teach the men these trades in the Jail Workshops, by means of artisans or maistries engaged for the purpose, or by convicts who have previously learnt the business, than to detach small gangs of men for employment on the public works in the neighbourhood of the Jails, as, until they had learnt their various trades, great loss of time and material would accrue.

3. Captain Rogers, R.E., proposes the employment of Europeans for the instruction of the prisoners, but I think this unnecessary.

4. In the case of brickmaking, burning, and laying, the neighbourhood of the Central Jails would afford a field for the acquirement of this manufacture and trade, and with a few practical and skilful Superintendents the knowledge would be soon gained by the convicts. Already at the Central Jail, Vellore, have the convicts made considerable progress in turning out bricks, and a great demand for this material might spring up in each district were the quality improved and the supply constant at each Jail. There would be an ample demand for bricks of a good description at the Presidency, if the convicts at the Guindy Jail were instructed in the manufacture.

5. I do not consider that the charge of training prisoners should be debited to the Public Works Department, as, in the case of convict artisans trained as carpenters, blacksmiths, and masons, the estimates could not bear the additional cost. If maistries are to be employed in training them, and their salaries charged to this

*Proceedings of the Madras Government, Public Works Department,
11th November 1870.*

department, it would be necessary to pass the expenditure under a separate head provided for the purpose. In the case of long-sentenced convicts, however, a few would soon become expert at their work and be able to teach the others, whilst the cost of material and tools would be defrayed eventually by the value of the work turned out.

6. The Central Jail at Vellore and the smaller Jails at Chingleput, Chittoor, and Guindy are situated at the distance of two or more miles from the localities where our works are in progress, and at two of the stations there is no employment at present for artisans.

No. 189. From the Superintending Engineer, 5th Division, to the Secretary to Government, Public Works Department, dated Cuddalore, 10th March 1870, No. 208.

WITH reference to the Order of Government of the 6th of January, No. 44, I have the honour to state that, in my opinion, convicts should be trained as artificers under qualified Jail Warders before being made over to the Public Works Department. The cost of instruction should, I think, be charged in fairness to the Jail Department.

2. I forward a letter on the subject from the Executive Engineer, Salem Range, who, besides being in charge of works at the Salem Range, has been a Deputy Governor of the large Prison at Chatham.

From the Executive Engineer of the Salem Range, to the Superintending Engineer, 5th Division, dated Salem, 24th February 1870, No. 253.

In reply to your letter, No. 628, dated 10th instant, I have the honour to inform you that I am decidedly of opinion that the training of long-sentenced prisoners for employment in the public works should, if possible, be before they are handed over to the Public Works Department. But as there are no buildings being erected under the Superintendent, I do not see how it is to be managed at the Salem Jail. Overseers and Maistries are very much averse to convict labour, and I do not think they could be depended upon to exert themselves as much as would be required in such an up-hill task as teaching a convict. I shall always be happy to render every assistance in my power, but as my presence is required for the greater portion of the month in different parts of my range, it is obvious that I shall have very little time to devote to convict supervision. Should the additions and alterations lately proposed for the Salem Jail be sanctioned, I shall have an opportunity of training bricklayers, stone-cutters, brick-makers, and tile-makers; but I should hesitate employing carpenters until they have learnt their trade, as great loss might arise from their spoiling valuable timber. The Superintendent, I fancy, could commence the training of a few more easily than any other of the trades required by the Public Works Department. I beg respectfully to offer a few remarks upon the training of convicts by Overseers and Maistries not belonging to the Prison Department.

2. The great object of imprisonment is to separate the prisoner as much as possible from all that is going on outside of his prison walls, to make his life in prison one monotonous round of silent work, and thus, without cruelty, to render the very idea of prison horrible to him. Any one, with any experience of prisoners, knows the craving that they have after news, and the marvellous schemes that are resorted to to obtain it. The employment of teachers, not under control of the prison authorities, would be simply inaugurating a post office and parcels delivery, and all kinds of conspiracies might be concocted without the authorities being one whit the wiser. In India, where the stigma of imprisonment is so slight, and not as in England, a bar to employment after release, it is more than ever necessary to render prison-life, consistent with humanity, as unbearable as possible, and, for this reason, I am strongly of opinion that the amount gained

by obtaining proficient workmen, in the manner proposed, would be greatly over-balanced by rendering a prison a comparatively happy asylum.

3. In my opinion it is absolutely necessary that instructing warders should be introduced, and the extra cost might well be supplied by the prison itself out of the profit from the manufactures. It would but be capital invested, and very well invested too, for the only really profitable labour is extramural. It has become fashionable to suppose that all that is good in English institutions can be introduced into India at Indian rates, but when it is considered that one convict establishment in England costs nearly as much as the whole of the convict establishment in this Presidency, the fallacy of the idea is apparent. As long as the world exists crime will exist also, and it is not a matter of option whether there are to be prisoners and prisons, and the only way to relieve the State of the burden of such establishments is, first, by judicious treatment to render a prison-life more terrible than it now is; and, secondly, by utilizing the labour of the prisoners to the utmost extent, and this cannot be done without a little extra outlay at the outset. I am fully convinced of the possibility of rendering convict labour self-supporting if not paying. In 1867 the convict prison at Chatham, with its enormous staff and large blocks of buildings, not only paid its way but made a profit of £2,000.

4. I think it would be a very easy method of obtaining convict tradesmen, and one that would cost very little, if instructing warders were employed to teach the convicts. At one prison a batch of long-sentenced men, some of whom should be men likely to be made convict maistries, should be taught bricklaying, and when proficient they could be drafted off to other prisons as instructors, and the instructing warders might be dismissed. In another prison carpenters, in another smiths, and in another stone-cutters, and so on, might in the same manner be instructed in their different trades and drafted off to other prisons. It would, I imagine, be necessary to spread the trades over several prisons, as it would probably be found difficult to spare so many men in one prison from other duties; but by confining the particular trade to one prison, only one instructor would be required, and that only for a very short time. When once they have obtained prisoners sufficiently acquainted with their trade, there should be no excuse for their ever requiring a free instructor.

No. 190. From the Superintending Engineer, 6th Division, to the Secretary to Government, Public Works Department, dated Tanjore, 5th September 1870, No. 478.

WITH reference to G. O., No. 44, dated 6th January, I have the honour to inform you that, with one exception, there are not likely to be any works in progress in this division on which prisoners from the Central Jail could be employed with advantage, and as the Central Jail is itself nearly completed there appears to be no particular object in training artificers in that Jail. Doubtless, from time to time, artificers of various classes will become inmates of the Central Jail, and advantage might be taken of their presence to train convicts under long sentences, who show any aptitude for any particular branch of artificers' work; but, as the demand at Trichinopoly for work executed by skilled artificers is not likely to be great, it would appear to be hardly worthwhile to train large bodies of the prisoners as skilled artificers, and the few who may be required to execute repairs within the Jail itself may be trained by the skilled artificers in the Jail from time to time, or by those who have been taught while the Central Jail work has been in progress.

2. The one work upon which prisoners might be employed with advantage is the Lunatic Asylum, the site of which is within half a mile of that of the Central Jail, but there appears to be but little prospect of its being commenced, and even were it to be commenced it would hardly be worthwhile to train altogether

unskilled prisoners as artificers to aid in the execution of a single work, though advantage might be taken of the skilled artificers who happened to be inmates of the Central Jail while the Asylum works were in progress.

No. 191. From the Acting Superintending Engineer, 7th Division, to the Secretary to Government, Public Works Department, dated Camp at Erode, 8th July 1870, No. 72.

WITH reference to G. O., No. 44, of 6th January 1870, I have the honour to report that the only way in which, in my opinion, convicts can be properly instructed as artificers for employment in the Public Works Department, is by competent instructors in the different trades of brickmakers, potters, bricklayers, carpenters, smiths, and stone-masons, within the precincts of the Jails in which the men are confined, provision being made for supplying each Jail with the necessary materials for instructing the different classes of artificers in the various trades; much of these materials might be used over and over again and not be much deteriorated, but some of them, such as timber for instance, must after a time be lost altogether.

2. In order that the convicts selected for instruction as artificers might have some inducement to learn, it should be made known to them that, after the Jail Superintendent is satisfied of their having attained a certain degree of proficiency in the trade they have been instructed in, they will commence to earn a certain amount of remission of their sentences. Each trade being divided into first, second, and third classes, and as the men advance in efficiency and are promoted to the higher classes, in like proportion should they earn greater remission of sentence.

3. In regard to convicts who are artificers by trade there is no difficulty in employing them on public works, as when any large work is to be undertaken within a convenient distance of a Jail, the several Jail Superintendents might be called upon to transfer all such artificers to the Jail in question, and these men, with a fair proportion of ordinary convicts as assistant labourers due to each trade, could all be employed together on the work and be easily guarded.

4. The Public Works Department only undertakes work on estimates, the data for which are framed on the supposition that the strictest economy is to be used in regard to materials, and the wastage thereon in the hands of none but skilled workmen; to instruct workmen on a work and at its cost is never contemplated by any estimate; the waste of materials, bad work, and loss of time that would accrue from such a course renders its adoption out of the question, and it certainly would be next to impossible to frame an estimate to meet circumstances of the kind.

5. The convict, even though a skilled workman, except at earth-work, is not a profitable workman to the Public Works Department, as a variety of causes due to his position as a convict are constantly occurring to reduce very much indeed, first, the nominal number of hours of his daily labour; and, secondly, his general efficiency, correspondingly decreasing his value.

6. The fairest way in which, I think, the question of the actual value of the labour of a convict can be disposed of is that the entire cost of the convict, from first to last, should be charged to the Jail Department, and that department

credited with the value of actual out-turn of work executed by convicts, as represented in the Public Works Department estimates of the work on which they are employed. This refers to cases where convicts alone are employed on a work without the assistance of free labour, but when mixed up, as convicts often are, with free labourers, the question of what is to be credited to the Jail Department then becomes more intricate; having employed convict labour for the last six years under my own personal supervision, and taken the greatest interest in its proper development, I nevertheless have found it next to impossible ever to arrive at the value of convict labour when mixed up with free labourers. I think the only course to be adopted in such cases is to charge the cost of temporary huts (when there is no Jail available), Jail establishment, and guarding the convicts only to the work on which they are employed; the cost of clothing, feeding, and all other charges being borne by the Jail Department.

No. 192. From the Officiating Superintending Engineer, 8th Division, to the Secretary to Government, Public Works Department, dated Palamcottah, 28th February 1870, No. 2,780.

With reference to G. O., No. 44, dated the 6th January 1870, I have the honour to state that I think the best method of training long-sentenced convicts as artificers for employment on public works would be to establish a school of instruction at each Central Jail; and I consider that the training should be preliminary to the convicts being made over to the Public Works Department.

2. There are at present no maistries in permanent employ as artificers under the Public Works Officers, for maistries are entertained as required for each work; at some stations where buildings are constantly under construction there will be maistries who, as a rule, are retained for years together, but their time is fully occupied with their proper duties, and they cannot, without neglecting their work, give their attention to the instruction of new hands. The Overseer likewise, as a permanent servant, has enough to do without being an instructor; and however competent and hard-working he could not impart instruction to classes in several trades.

3. If prisoners are to be taught trades by the Public Works Department, there will be some charge necessarily to be borne by the department, for there must either be additional artificers employed as teachers, or a portion of the time of artificers already employed will be appropriated to teaching. If, however, artificers are found in sufficient numbers among long-sentenced prisoners, a school for different trades might be opened at any time in each Jail, and as the men attained skill in their trades they could be made available as artificers on public works. The cost of instruction would then be nothing at all beyond the first cost of setting up the school with the necessary appliances, and that, too, might perhaps be repaid afterwards by the sale proceeds of work turned out. The original instructors, when released, would be succeeded by their pupils; and a body of artificers would be constantly kept up to a given strength, though the men themselves and the number in each trade would be changing.

4. If there were a difficulty at first in finding qualified workmen among the prisoners, instructors might be obtained from the Corps of Native Sappers. These men from their military training would be prepared to exercise authority over the

prisoners, and would themselves be in direct subordination to the Superintendent of the Jail. The Sappers would be held on the returns in the Military Department as "on command," and their pay and permanent batta would be charged, as now, to the Military Budget. There would then be only the working pay, as given at the head-quarters of the corps, to be debited to the Jail Department.

5. If the object in view were merely to give the prisoners some occupation, a batch might be handed over to the Public Works Department to be made serviceable as artificers; at first materials would be thrown away and work spoilt, and there would be a certain amount of waste of time and money; but after a while as the men improved their labour would become remunerative, till eventually the balance of loss and profit would be in favour of the department. Such an arrangement would be practicable if the prisoners were handed over for a considerable definite length of time, and with no charge being made for their services. To give men for a short period would be useless, as there might then be nothing but loss together with the trouble of superintendence. As, however, it is contemplated that convicts should be really trained as artificers, it must be worthwhile to have them well and expeditiously taught, so that their labour may as soon as possible be of benefit to the Government. Let the prisoners be taught by the prisoners, and the cost of instruction is eliminated; let a certain amount of work be done by the prisoner artificers and sold to the public to cover the cost of current expenses for tools, etc., in the work school, and there will then be still every few months a squad of skilled workmen available for employment on the Government works. The cost of training would be entirely in the Jail Department, and if it were not recovered directly by the sale of work done within the Jail, it would be more than covered by the value of skilled labour brought to account in the Public Works Department.

6. It is essential, however, that convicts' services as artificers should be secured for such length of time that there is a prospect of a good return from the skill that they attain. Supposing a prisoner to become a first-class workman in six months, he should serve as such probably for two years, and none would be put to the course of instruction unless there were two and a half years of their imprisonment still to expire.

7. I think the principle cannot be maintained, that the Public Works Department should pay for preliminary training carried on under the supervision of the Jail Department, for artificers so trained would not be permanently of use on public works. At the expiration of their terms of imprisonment they would be at liberty to carry their labour to another market, and Public Works Officers would often not have it in their power to entertain the discharged convicts on a permanent salary, or to engage to keep them on employ for a definite period. The length of time during which the prisoner artificer should be of service on public works is set down above approximately at two years, and some term would have to be settled, tentatively at first, until there were established data on which to calculate the number of working days required to give a fair return in the value of work done. Thus an artificer would in six months earn more than enough to pay for his instruction for the previous six months; but the cost of his keep, maintenance of workshop, etc., might also be brought to his debit account, and the aggregate of these items would show the minimum time for which his labour will be profitable.

*Proceedings of the Madras Government, Public Works Department,
11th November 1870.*

MEMORANDUM.

WHEN passing orders in the Judicial Department on a letter from the Inspector-General of Jails, under date the 29th September 1869, No. 135, on the subject of utilizing convict labour to the fullest extent and of instructing convicts in different trades, the Government, having in view an extension of extramural convict labour, referred for consideration in the Public Works Department the question of the manner in which it will be best to train long-sentenced men as artificers for employment on public works. The subject was accordingly remitted for the opinion of the several Superintending Engineers, and their views are embodied in the foregoing papers.

2. From these it will be seen that, unanimously disposed to look upon the employment of convicts upon any other than the most ordinary labour as tending to impede the progress and to enhance the cost of works, the officers of the department are not of opinion that, except in cases where a building has to be erected of such magnitude as to require a considerable period of time for its construction, it is worthwhile to look for assistance from convict labour, or that it is possible for the department to undertake with advantage its training. As large buildings on which skilled labour is required are not very often in progress in the districts of this Presidency there are few opportunities of finding the means of giving instruction to convicts in any of the trades in which their labour might occasionally be turned to account, and the Public Works Officers concur in stating that they believe the only mode of training that can be adopted is that which may be established within the precincts of the large Jails, where free instructors might be engaged to teach the respective trades at first, and be succeeded, after a time, by skilled long-sentenced convicts.

3. Seeing that wherever convicts are employed beyond the immediate vicinity of their Jails extensive accommodation and a costly guard have to be provided for them at the expense of the work on which they are to be engaged, and having in mind that it is seldom that such a work as will justify a great and unproductive preliminary outlay is undertaken, the undersigned is of opinion that there is much reason in the objections of the officers of the department to their being burthened with the instruction of men whose services, never of the value of what they cost, are not to be relied on, and whose hours of attendance, even, are not subject to their control.

4. It will not be possible, perhaps, to find facilities for giving instruction to any great extent within the Jails in the trade either of a bricklayer or a stone-mason, and training in them will probably have to be left for such special occasions as the construction of large buildings may offer. It is different however with the trades of the carpenter and the smith, and these may readily be taught within the Jails, where, after no great length of time, might be prepared all the timber and iron-work required on the construction of all public buildings, including doors and windows, with their hinges, bolts, locks, etc. Such work might give useful and remunerative employment and, under good management, might supply a public want in most of the outlying districts.

(Signed) C. A. ORR, Colonel, R.E.,
Secretary to Government.

*Proceedings of the Madras Government, Public Works Department,
11th November 1870.*

No. 193.

ORDER THEREON, 11th November 1870, No. 2,698.

ESTABLISHMENT, No. 20.

ORDERED that the foregoing papers be communicated to the Judicial Department with reference to paragraphs 5 and 6 of the Orders in that department, dated 4th December 1869, No. 1,921, and with an intimation that His Excellency the Governor in Council concurs generally in the views of the Secretary in this Department as expressed in the memorandum above recorded.

(True Extract.)

Colonel, R.E.,
Secretary to Government.

To the Judicial Department.

Exd. S. T. Augustin.

Govt. of 1870
PUBLIC WORKS.

To
THE JUDICIAL DEPARTMENT

Dated November, 11th.

Recd. Enc

G. O., 11th November 1870, No.

NOVEMBER.

No. 186-193

Public Works.—Letters from S
tending Engineers on the subject of
ing long-sentenced convicts as ar
for employment on public works.
municated to the Judicial Departme
remarks.

N^o 3480
Superintending Engineer Office
Dowlastrum 6th January 1870

From
The Superintending Engineer
1st Division

To
The Inspector General of
Prisons
Madras.

Sir,
I have the honor to acknowledge
receipt of your letter N^o 7903 dated the 1st
December 1869 and in reply to report as follows.
after having been in communication with the
Superintendent of the Rajahmundry Jail
2nd Committed could be employed

I. On cutting the Canal from Rajampaham
to Nellore, a highly important work for
the Presidency in general extending
the Coast Canal as far probably as
it will be possible to carry it and
connecting it with the irrigated
lands of the Godavari and Krishna rivers

II. Opening and working Quarries
at or near Rajahmundry for supplying
the Delta works with lime and a better
quality of Stone than has yet been
used

used on the Ainkut works.

III On making Bricks and tiles.

I have doubts upon this point as it is almost always more economical to make these on the spot or as near to work as possible to save loss by breakage in conveyance.

IV On constructing trunk road No. 6. an imperial line of communication much insisted upon by the Government of India.

V On the Upper Godavery works where free labor can hardly be obtained

VI Planting Avenue of trees along Imperial and local fund roads also along our Main Canals; a very desirable occupation and one likely to be very remunerative by the sale of the produce.

VII Salt Making. This manufacture might be carried on with a great saving to Government and without interfering

interfering with the proprietary rights of the ryots.

VIII Excavating Canals and constructing tanks and reservoirs. As soon as our surveys and estimates are complete we could give employment to large bodies of coolies both in the Delta and the Upper taluqs on all such works; particularly tank repairs as these are now in a most dilapidated state.

IX On making ordinary brickwork wherever there might be required.

X Young coolies could be sent to the Government Workshops to be taught some useful trade such as Carpentry or Smith's work working an Engine &c.

3. Except in the Delta there is a great scarcity of labor in this District and as the demand for labor is very great and constant while the population is yet very sparse the rates in the Upper parts of the District are so heavy as to be almost prohibitive and in fact owing to the unhealthiness of

of these localities as compared with the
Della it is next to impossible to do any
thing there.

4. On the manufacture of bricks, I
have already expressed my own opinion.
I may add on this point. Dr. Ridderbeck
did not appear to agree with me.

5. In reply to this query I beg to enclose
a copy of the Schedule rates last received
from the Executive Officers of this Division.

6. It is impossible without practical
experience with convicts to state what
number of Men could be employed and
- advantageously as a Maximum or Minimum,
not only does this depend upon a knowledge
to be acquired by experience but it depends
also very much on the Nature of the work
and the working habits of the gangs,
I cannot undertake to give off hand
opinion on this point.

7. I think the jail should be
portable

portable and in Rajahmundry there
would be no great difficulty in putting
the Men -

8. The cost of a Building to afford
the accommodation required for 26 people
would be as follows.

For a thatched Building — Rs. 500—
— " tiled — " — Rs. 800—

9. In reply to query VIII I beg to observe
the quality or nature of the materials to be
used in the construction of a Building which
is not to be portable should be stated.
Otherwise in the absence also of any design
it is not possible to give any correct idea
as to the probable cost of roofing it.

10. I think when large gangs of convicts
are employed on long lines of roads or canals
a Special Officer must be deputed as Superin-
- tendent of the work. Range Officers could
not attend to such work with their other
duties, in fact even now much of the range
work has to be postponed to enable an Officer
to

to return to his head quarters and get off
his accounts in time for the Controller to
avoid the great sacrifice every endeavour
should be made to keep the accounts for
the Convict Labor out of his office.

11. In conclusion I beg to add Medical
Aidance must be provided for the several
gangs of convicts, or a central temporary
hospital in any suitable locality in the
vicinity of a large work. I mention this
subject as I do not observe it noticed
by your Committee.

I have been &c

Signed / J. F. Fischer Major &c
Asst. Super. Engineer 1st Div.

True Copy /

Wm. F. Fischer Major &c

Asst. Superintendent Engineer 1st Division

Pt. 375/70.

Enclosure in a letter
No. 3723 d/22 January 70
from the Asst. Super.
Engineer 1st Division
to the Secretary to Govt.
D.S.M.

No. 3723

From

Major P. P. Fischer M.B.
Acting Superintending Engineer

1st Division

To

Colonel C. A. O. R.B.
Secretary to Government D. P. W.

Madras

SIR,

Adverting to G. O. of the 6th Instant, No. 144, I have the honor to forward for the information of Government, copy of a report I lately addressed to the Inspector General of Prisons on the subject of employing Convicts in this Department.

2. If the Government are not prepared to take up the Canal from Nizampatnam to Nellore by convict labor at present, I am quite ready to send in the Surveys and Estimates for Trunk road No. 6 in the Godaverry District, so that this work could be put in hand at once if approved of.

3. My own opinion however, is strongly in favor of employing convict labor in Stone-

and

and lime quarries for use in the Dells; we have all along been using on all these most important hydraulic works, a very inferior quality of Sand Stone, and the wretched condition of the works at present, is a consequence of this proceeding; but now that the Dells works are to be revised as much as possible, I think it very advisable to do our best to get a much superior quality of Stone for building purposes, we have already as good lime as any in the World.

14. On the raising of the Amicut, had the Katar Stone been used, there is not a shadow of a doubt this chief work would not have required to be repaired for years, certainly not in our generation, whereas now, it is in want of repairs every year after the freshets are over. If the Convicts could supply us with this material at reasonable rates, I would strongly recommend the Government to lower the crest of the Amicut with it as soon as possible. I lately inspected

inspected the Moskamalah Lock and Calingalah, the apron of the latter work was laid by me in 1852/53 of this material, with a 10 foot drop on it, since increased, however by the raising of the Amicut, and it is as good now as it was the first day I let the water fall on it.

5. I am also ready to give employment to Convicts on all our local fund roads in the dry taluqs of this District, where labor is very sparse; in fact the Dells Coolies will not go up into them at any price, so that with even ample local funds, we are not making the progress we ought to, on account of the present state of the labor Market here.

I have the honor to be
Sir

Yours Most Obedt. Servt.

Wm. L. Tucker Major R.E.

Actg. Superintending Engineer I. D. S.

No 45

Quinton Jail Office
20 May 1869

To the Superintendent of Jail
Quinton
The Supervisor of No 3 or
Quinton Range

Sir
In reply to your letter No 44 of
8 inst. I have the honor to state that
the prisoners will be allowed to work
during the hot season only from 6 to 9 A.M.

I have &c

/Signed/ J. Miller M D
Supt of the Jail

/True Copy/

/Signed/ Lambie
Supt. in Charge 3d Range

/True Copy/

Kristen
Manager L. E. Office

19 May 1869
The Secretary
to Government
Washington
D.C.

Received
May 20 1869

Received with reference
to G.O. No 14 of the 14th Jan'y
1870 copy of a report
addressed to the Director
General of Prisons on the
subject of Employing Con-
victed Labor in the Department
and points out the danger
inherent in such an action
is respectfully -

2698-11-11

50001870 00022

Enclosure in letter
No 67 of 21st Feb 1870
from the Superintending
Engineer to the
Govt. P.W. D.
Madras

P.M. 8/6/70.

From

No 167 Supg Engineer's Office
2nd Division
Camp Madras
21st February 1870

Lieut Colonel H. J. Maberly R.E.
Superintending Engineer
2nd Division

To,

Colonel C. A. Orr R.E.
Secretary to Government
Public Works Department

Sir,

Enclosure
Copy of letter

In reply to G.O. No 44 - 5 Jan-
uary I have the honor to observe that
convict labour is departmentally less
economical than free. I submit there-
fore that the preliminary instruction
should not be charged to the Depart-
ment Public Works on whom I believe
I may say prisoners are forced in
many cases because their own
Officers cannot find employment
for them.

2. We are charged 2³/₄ rate but we
never receive this value: what with
bathing - roll calls - posting of guards
&c a deal of time is consumed
and we cannot expect the same
amount of work from men in
chains as from free men.

3. There is therefore constant discussion between the jail and public work authorities. the punishment for idleness is totally inadequate because the jail Superintendent is afraid of producing sickness. no such consideration is allowed to interfere with our payments to the Contractor or daily cooly.

4. I would point out that generally speaking neither the Superintendent, the jailor, or the Warders have any knowledge of employing labour. There would be great difficulty in obtaining good instructors unless a Class for this object could be opened at the Head Quarters of Sappers. The Executive Officers in charge of jail works have generally a considerable range beside, and during their absence on other duty, the convicts will probably be

tought to work in the loose unsystematic manner common among natives.

5. To make convict labour really pay they must be taught & compelled to work in better style with superior tools means and appliances.

6. But even with these improvements I believe it will be necessary to arrange the system of payments. At present a bill is made out periodically for a certain number of men and credit is taken accordingly. Any loss falls on this Department, I never knew of any profit.

7. I would suggest instead of this that the jail Superintendent should undertake the execution of any work as under Contract. It would then be his interest, as well as his duty, to work his prisoners and his returns would show how far he had kept them up to the mark.

8. I beg to enclose copy of a

Box 45 of 20
May 1869

Sir,
Your most Obedt Servt

~~John A. ...~~ ~~John A. ...~~
Supg Engineer 2nd Reg

Patent 29 February 1870
No 1 March "
Beck & W
Reports that Cornish labor
is substantially less than
and more plentiful for the
winter than for the summer.

The Secretary to the
C. & G. Fund

The Duty-Engineers
and Division

Oct 17th 1890
J. H. Brown

Superintending Engineer's Office.

3rd Division.

Bellary 22nd February 1870

From,

The Superintending Engineer

3rd Division.

To,

The Secretary to Government

Public Works Department

Fort Saint George

Sir,

With reference to G. O. No. 14 of 6 January 1870, I have the honor to inform you that, in my opinion, the best way to train long-sentenced prisoners as artificers for employment on public works, will be to instruct them inside the jail, preliminary to the convicts being made over to the Public Works Department, under the superintendence of the Officers of the jail, by men from the Artificer Company at Madras, or from the Sappers and Miners - the latter would, I think, be the best teachers.

the best teachers.

2. The trades they might be taught are Carpenters, blacksmiths, Stonecutters and brick and tile makers. As the knowledge they would thus acquire would help eventually to repay the cost of their keep, I consider that the cost of training them should be charged against the Jail Department.

I have the honor to be &c

I have the honor to be &c

C. W. Mott
Superintending Engineer
3^d Division

procuring materials to work upon but stone is available within a short distance of some of the larger jails and the Convicts might be taken to the locality and taught on the site itself.

2. I believe it would be better to teach the men these trades in the jail workshops, by means of artisans or maistries engaged for the purpose or by convicts who have previously learnt the business, than to detach small gangs of men for employment on the public works in the neighbourhood of the jails, as until they had learnt their various trades, great loss of time and material would accrue.

3. Captain Rogers R. E. proposes the employment of Europeans for the instruction of the Prisoners, but I think this unnecessary.

4. In the case of brickmaking, burning, and laying, the neighbourhood of the Central jails would afford a field

field for the acquirement of this manufacture and trade, and with a few practical and skilful superintendents the knowledge would be soon gained by the convicts. Already at the Central Jail Villore have the convicts made considerable progress in turning out bricks, and a great demand for this material might spring up in each District, were the quality improved and the supply constant at each jail. There would be an ample demand for bricks of a good description at the Presidency, if the convicts at the Presidency Jail were instructed in the manufacture.

5. I do not consider that the charge of training Prisoners should be debited to the Public Works Department as, in the case of Convict Artizans trained as Carpenter, Blacksmiths and Masons the estimates could not bear the additional cost. If maistries are to be employed in training them and their salaries charged to the Department, it would be necessary

necessary to pass the expenditure under
a separate head provided for the purpose.
In the case of long sentenced convicts,
however, a few would soon become expert
at their work and be able to teach
the others, whilst the cost of material
and tools would be defrayed eventually
by the value of the work turned out.

6. The Central jail at Vellore
and the smaller jails at Chingleput,
Chittoor, and Gundy are situated at
the distance of two or more miles from
the localities where our works are in
progress, and at two of the stations there
is no employment at present for artisans.

I have the honor to be

Sir

Your Most Obedient Servant

W. E. P. C.
Super. in ch. 4. D.

From
The Super. in ch. 4. D.

To
The Secretary
to Government
dated 2nd April 1870
Recd 4th N. 38.

Reports regarding
the instruction of
Convicts as Bricklayers
Stone Masons &c.

N. 2698. 11. Nov 5/70
17 of 1870

1870

e. s. oct 1870 Recd 22nd

N^o 253.

Salem Range Office
24th February 1870.

From,
The Executive Engineer,
of the Salem Range
To,
The Superintending Engineer,
5th Division
Cuddalore.

Sir,

In reply to your letter
N^o 628 dated 10th instant, I have
the honor to inform you, that I
am decidedly of opinion that the
training of long sentenced prisoners
for employment in the Public Works,
should, if possible, be before they are
handed over to the Public Works
Department. But as there are no
buildings being erected under the
Superintendent, I do not see how
it is to be managed at the Salem
Jail. Overseers & Maistries are very
much averse to convict labour and
I do not think they could be depend-
ed upon, to exert themselves as much
as would be required in such an

uphill task as teaching a convict. I shall always be happy to render every assistance in my power, but as my presence is required for the greater portion of the month in different parts of my Range, it is obvious that I shall have a very little time to devote to convict supervision. Should the additions and alterations lately proposed for the Salem Jail be sanctioned, I shall have an opportunity of training bricklayers, stone cutters, brickmakers and tilemakers; but I should hesitate employing carpenters, until they have learnt their trade, as great loss might arise from their spoiling valuable timber. The Superintendent, I fancy, could commence the training of a few more easily than any other of the trades required by the Public Works Department. I beg respectfully to offer a few remarks upon the training of convicts by overseers and maistries,

not belonging to the prison Department.

The great object of imprisonment is to separate the prisoner, as much as possible from all that is going on outside of his prison walls, to make his life in prison, one monotonous round of silent work; and thus, without cruelty, to render the very idea of Prison horrible to him. Any one, with any experience of Prisoners knows, the craving that they have after news, and the marvellous schemes that are resorted to, to obtain it. The employment of teachers, not under control of the prison authorities, would be simply inaugurating a post office & parcels delivery, and all kinds of conspiracies might be concocted without the authorities being one whit the wiser. In India, where the stigma of imprisonment is so slight, and not as in England, a bar to employment after

release; it is more than ever necessary to render prison life, consistent with humanity, as unbearable as possible, and for this reason, I am strongly of opinion that the amount gained by obtaining proficient workmen, in the manner proposed, would be greatly over balanced by rendering a prison a comparatively happy abode.

In my opinion it is absolutely necessary that instructing warders should be introduced and the extra cost might well be supplied by the prison itself out of the profit from the manufactures. It would but be capital invested, and very well invested too, for the only really profitable labour is manual. It has become fashionable to suppose that all that is good in English institutions can be introduced into India at Indian rates, but when it is considered that one convict establishment in England costs nearly as much as one in India, it is evident that the cost of the convict establishment in India is not so great as it is generally supposed to be.

of the convict establishment in this Presidency the fallacy of the idea is apparent. As long as the world exists crime will exist also, and it is not a matter of option whether there are to be prisoners and prisons, and the only way to relieve the State of the burden of such establishments is, first by judicious treatment, to render a prison life more terrible than it now is & secondly, by utilizing the labor of the prisoners to the utmost extent, and this cannot be done without a little extra outlay at the outset. I am fully convinced of the possibility of rendering convict labour self supporting if not paying. In 1867 the convict prison at Chatham with its enormous staff and large blocks of buildings not only paid its way but made a profit of £2000.

I think it would be a very easy method of obtaining convict tradesmen and one that would cost very little, if instructing warders were employed to teach the convicts.

At one Prison a batch of long-sentenced men, some of whom should be men likely to be made convict industries should be taught bricklaying, and when proficient they could be drafted off to other prisons as instructors, and the instructing warders might be dismissed. In another prison carpenters, in another, smiths, and in another, stonecutters and so on might in the same manner be instructed in their different trades and drafted off to other Prisons. It would, I imagine, be necessary to spread the trades over several Prisons, as it would probably be found difficult to spare so many men in one prison from other duties, but by confining the particular trade to one Prison, only one instructor would be required and that only for a very short time. When once they have obtained Prisoners sufficiently acquainted with their trade, there should be no excuse for their ever

requiring a free instructor.

I have the honor to

[Signed] J. W. Hindle Capt.
Executive Engineer.

[True copy]

Edwd. Colonel R.E.,
Superintending Engineer, 5th Div.

N^o 208

Superintg. Engineers Office, 5th Divn,
Madras, 10th March 1870

From, Colonel E. A. Ford R.E.,
Superintending Engineer,
To, Colonel Charles. A. Orr, R.E.,
Secretary to Government,
Public Works Department.

Sir,

Enclosure
Copy of letter

With reference to the order
of Government of the 6th of January,
1844, I have the honor to state that
in my opinion convicts should be
trained as artificers, under qualified
Jail Warders, before being made over
to the Public Works Department.
The cost of instruction should, I
think, be charged in fairness to
the Jail Department.

2. I forward a letter on the
subject from the Executive Engineer,
Salem Range, who, besides being in
charge of works at the Salem Range,
has been a Deputy Governor of the
large Prison at Chatham.

I have the honor to be
Sir,
Your most obedient servant
E. A. Ford R.E.,
Superintending Engineer.

Enclosure 1. in letter
from the Superintg.
Engineer, 5th Division
to the Secy. to Government,
10th March 1870.
N^o 208.

W. J. 266/70.

No 478

Superior Office
Tanjore 5th September 1870

From Captain R. F. Baker R.E.
Superior Engineer, 6 Division

To Colonel C. A. Carr R.E.
Secretary to Government. P. W. D.

Sir,
With reference to G.O. No 44 dated
6th January I have the honor to inform you
that, with one exception, there are not likely
to be any works in progress in this Division
in which Prisoners from the Central Jail
could be employed with advantage and as
the Central Jail is itself nearly completed
there appears to be no particular object
in training Artificers in that Jail. Doubtless
from time to time, Artificers of various
classes will become inmates of the
Central Jail and advantage might be
taken of their presence to train convicts
under long sentences, who show any
aptitude for any particular branch of
Artificers work, but, as the demand
at Trichinopoly for work executed by
skilled Artificers is not likely to be great

Wm. H. Baker Esq.
Superior Engineer, 6 Division

The Deputy Commr.
of the Secy. to Govt.
P. W. D.
Tanjore.

Dated 24th March 1870.
No 208.
Enclosed one.

Discriminating of convicts.
Appraising for
the training of
convicts for supply
of convict labor
in the P. W. D.

By order
J. C. 2698-11-1870

e.s. 1870 No 22

it would appear to be hardly worth while
to train large bodies of the Prisoners as
skilled Artificers and the few who may
be required to execute repairs within the
Jail itself may be trained by the skilled
Artificers in the Jail from time to time.
or by those who have been taught while the
Central Jail work has been in progress.

The one work upon which Prisoners might
be employed with advantage is the Lunatic
Asylum, the site of which is within half a
mile of that of Central Jail, but there
appears to be but little prospect of its
being commenced and even were it to be
commenced it would hardly be worth while
to train altogether unskilled Prisoners as
Artificers to aid in the execution of a
single work though advantage might be
taken of the skilled Artificers who
happened to be inmates of the Central
Jail while the Asylum works were in progress.

I have the honor to be
Sir

Your Obedt. Servt.

W. T. Drake Esq. Capt. R. B.
Superintending Engineer 6th Div.

to Mr. 1870 Rept.
to the Govt. 3520
From
The Superintendent
6th Division

To
The Secretary to Govt.
O. M. Dept.

Dated 5th 3 September 1870.
Recd 7th
No 478.

Replying to L. C. No 44
dated 6th January on the
subject of training long
sentenced Convicts as
Artificers for employment
on Public Works.

No 2698-8. 11/10/70

12/190

C. S. Oct 1870 No 22

No. 72, *Superintending Eng'g Office,*
7th Division,

Camp Crode 3rd July 1870.

From, *Major W. Farewell*
Ag. Supg. Engineer, 7th Division,
Colonel C. A. Orr R.E.
Secretary to Govt. D.O. W.
Madras.

With reference to G.O. No. 44 of 6th January 1870, I have the honor to report that the only way in which, in my opinion, convicts can be properly instructed as Artificers for employment in the Pub. Works Department, is by competent instructors in the different trades of Brick-makers, Potters, Bricklayers, Carpenters, Smiths, and Stone Masons, within the precincts of the jails in which the men are confined, provision being made for supplying each jail with the necessary materials for instructing the different classes of Artificers in the various trades, and of these materials might be used over & over again & not be much deteriorated.

deteriorated but some of them, such as
timber for instance, must after a time
be lost altogether.

2. In order that the Convicts selected
for instruction as Artificers might have
some inducement to learn, it should be
made known to them that, after the Jail
Superintendent is satisfied of their having
attained a certain degree of proficiency
in the trade they have been instructed
in, they will commence to earn a certain
amount of remission of their sentences.
Each trade being divided into 1st, 2^d, 3^d, 4th
Classes, and as the men advance in effi-
ciency and are promoted to the higher classes,
in like proportion should they earn greater
remission of sentence.

3. In regards to Convicts who are Artificers
by trade, there is no difficulty in employing
them on Public Works, as when any large
work is to be undertaken within a convenient
distance of a Jail, the several Jail Superint^{ts}
might be called upon to transfer all such
Artificers to the Jail in question, and these
sure with a fair proportion of ordinary
Convicts as assistant laborers due to each
trade, could all be employed together on

the work and be easily guarded. 28
The Public Works Department only
understates work on estimates the data
from which are framed on the supposition
that the strictest economy is to be used
in regards to materials and the wastage
thereon in the hands of none but skilled
workmen, to instruct workmen in
work and at its cost is never contemplated
by any estimate, the waste of materials, too
great, and some of time that would accrue
from such a course renders its adoption
out of the question, and it certainly would
be next to impossible to frame an estimate
to give circumstances of the kind —
The Convict even though a skilled
workman, except at earth work, is not a
profitable workman to the Public Works
Department, as a variety of causes due
to his position as a Convict are constantly
occurring to reduce very much indeed
first, the nominal number of hours of
his daily labor, and secondly his general
efficiency, correspondingly decreasing his
value in the work. The

b. The fairest way in which, I think,
the question of the actual value of the labor
of a Convict can be disposed of is that the
entire cost of the Convict, from first to last,
should be charged to the Jail Department,
and that Department credited with the
value of actual outturn of work executed
by Convicts, as represented in the Public
Works Department's estimates of the work on
which they are employed. This refers to
cases where Convicts alone are employed
on a work without the assistance of free
labor, but when mixed up, and Convicts often
are with free laborers, the question of what
is to be credited to the Jail Department
then becomes more intricate, having employ-
ed Convict labor for the last six years
under my own personal supervision,
and taken the greatest interest in its proper
development, I nevertheless have found it
next to impossible ever to arrive at the value
of Convict labor when mixed up with
free labor. I think the only course to be
adopted in such cases is to charge the
cost of temporary labor (when there is
no jail available), jail establish-

23
and guarding the Convicts, only to the
work on which they are employed; the
cost of clothing, feeding, and all other
charges being borne by the Jail Dept.

I have the honor to be,

Sir,
Your most obedt Servt

Wm. H. Hall
Chapman & Co.
City Supp. Inst. 7/20/77

b. The fairest way in which, I think,

№ 2780

35 Palamottah
28th February
1870

From

Captain H. L. Prendergast R. E.
Off^r Superintending Engineer
8th Division

Colonel C. A. O. R. C.
Secretary to Government P. W. D.
Madras

Sir, With reference to G. O. No. 44, dated the 6th January 1870, I have the honor to state that I think the best method of training long-sentenced convicts, as artificers for employment on public works, would be to establish a school of instruction at each Central Jail - and I consider that the training should be preliminary to the convicts being made over to the Public Works Department.

There are at present no maistries in

I have the honor to acknowledge the receipt of your letter of the 10th inst. and in reply to inform you that the same has been forwarded to the proper authorities for their consideration. I am, Sir, very respectfully,
 Yours, Sir, very obediently,
 J. H. [Signature]

to the Secretary of the
B. I. C. S. C.
London

Recd 8.7
Recd 11.3 July 1870.

Report on the subject
of examining the
works on Aristotle.
—

2698-11.11.1870

*Memoirs of the
Rev. John Wesley*

部

Secretary to Com
D. C. W. S. A.
Providence

11072

Recd 3rd July 1870

Reports on the subject
of burning down
Jews to no purpose.
—

1868-1871
 1871-1872
 1872-1873
 1873-1874
 1874-1875
 1875-1876
 1876-1877
 1877-1878
 1878-1879
 1879-1880
 1880-1881
 1881-1882
 1882-1883
 1883-1884
 1884-1885
 1885-1886
 1886-1887
 1887-1888
 1888-1889
 1889-1890
 1890-1891
 1891-1892
 1892-1893
 1893-1894
 1894-1895
 1895-1896
 1896-1897
 1897-1898
 1898-1899
 1899-1900
 1900-1901
 1901-1902
 1902-1903
 1903-1904
 1904-1905
 1905-1906
 1906-1907
 1907-1908
 1908-1909
 1909-1910
 1910-1911
 1911-1912
 1912-1913
 1913-1914
 1914-1915
 1915-1916
 1916-1917
 1917-1918
 1918-1919
 1919-1920
 1920-1921
 1921-1922
 1922-1923
 1923-1924
 1924-1925
 1925-1926
 1926-1927
 1927-1928
 1928-1929
 1929-1930
 1930-1931
 1931-1932
 1932-1933
 1933-1934
 1934-1935
 1935-1936
 1936-1937
 1937-1938
 1938-1939
 1939-1940
 1940-1941
 1941-1942
 1942-1943
 1943-1944
 1944-1945
 1945-1946
 1946-1947
 1947-1948
 1948-1949
 1949-1950
 1950-1951
 1951-1952
 1952-1953
 1953-1954
 1954-1955
 1955-1956
 1956-1957
 1957-1958
 1958-1959
 1959-1960
 1960-1961
 1961-1962
 1962-1963
 1963-1964
 1964-1965
 1965-1966
 1966-1967
 1967-1968
 1968-1969
 1969-1970
 1970-1971
 1971-1972
 1972-1973
 1973-1974
 1974-1975
 1975-1976
 1976-1977
 1977-1978
 1978-1979
 1979-1980
 1980-1981
 1981-1982
 1982-1983
 1983-1984
 1984-1985
 1985-1986
 1986-1987
 1987-1988
 1988-1989
 1989-1990
 1990-1991
 1991-1992
 1992-1993
 1993-1994
 1994-1995
 1995-1996
 1996-1997
 1997-1998
 1998-1999
 1999-2000
 2000-2001
 2001-2002
 2002-2003
 2003-2004
 2004-2005
 2005-2006
 2006-2007
 2007-2008
 2008-2009
 2009-2010
 2010-2011
 2011-2012
 2012-2013
 2013-2014
 2014-2015
 2015-2016
 2016-2017
 2017-2018
 2018-2019
 2019-2020
 2020-2021
 2021-2022
 2022-2023
 2023-2024
 2024-2025
 2025-2026
 2026-2027
 2027-2028
 2028-2029
 2029-2030
 2030-2031
 2031-2032
 2032-2033
 2033-2034
 2034-2035
 2035-2036
 2036-2037
 2037-2038
 2038-2039
 2039-2040
 2040-2041
 2041-2042
 2042-2043
 2043-2044
 2044-2045
 2045-2046
 2046-2047
 2047-2048
 2048-2049
 2049-2050
 2050-2051
 2051-2052
 2052-2053
 2053-2054
 2054-2055
 2055-2056
 2056-2057
 2057-2058
 2058-2059
 2059-2060
 2060-2061
 2061-2062
 2062-2063
 2063-2064
 2064-2065
 2065-2066
 2066-2067
 2067-2068
 2068-2069
 2069-2070
 2070-2071
 2071-2072
 2072-2073
 2073-2074
 2074-2075
 2075-2076
 2076-2077
 2077-2078
 2078-2079
 2079-2080
 2080-2081
 2081-2082
 2082-2083
 2083-2084
 2084-2085
 2085-2086
 2086-2087
 2087-2088
 2088-2089
 2089-2090
 2090-2091
 2091-2092
 2092-2093
 2093-2094
 2094-2095
 2095-2096
 2096-2097
 2097-2098
 2098-2099
 2099-2100
 2100-2101
 2101-2102
 2102-2103
 2103-2104
 2104-2105
 2105-2106
 2106-2107
 2107-2108
 2108-2109
 2109-2110
 2110-2111
 2111-2112
 2112-2113
 2113-2114
 2114-2115
 2115-2116
 2116-2117
 2117-2118
 2118-2119
 2119-2120
 2120-2121
 2121-2122
 2122-2123
 2123-2124
 2124-2125
 2125-2126
 2126-2127
 2127-2128
 2128-2129
 2129-2130
 2130-2131
 2131-2132
 2132-2133
 2133-2134
 2134-2135
 2135-2136
 2136-2137
 2137-2138
 2138-2139
 2139-2140
 2140-2141
 2141-2142
 2142-2143
 2143-2144
 2144-2145
 2145-2146
 2146-2147
 2147-2148
 2148-2149
 2149-2150
 2150-2151
 2151-2152
 2152-2153
 2153-2154
 2154-2155
 2155-2156
 2156-2157
 2157-2158
 2158-2159
 2159-2160
 2160-2161
 2161-2162
 216

6. in permanent employ, as artificers, under the Public Works Officers, for maistries are entertained as required for each work - at some stations, where buildings are constantly under construction, there will be maistries, who as a rule, are retained for years together, but their time is fully occupied with their proper duties, and they cannot without neglecting their work, give their attention to the instruction of new hands. The Overseer likewise as a permanent servant, has enough to do, without being an instructor, and however competent and hard-working, he could not impart instruction to classes in several trades.

3. If prisoners are to be taught trades by the Public Works Department, there will be some charge necessarily to be borne by the Department, for there must either be additional artificers employed as teachers, or a portion of the time of artificers already employed,

25
will be appropriated to teaching. If however artificers are found in sufficient numbers among long-sentenced prisoners, a school for different trades might be opened at any time in each jail, and as the men attained skill in their trades, they could be made available as artificers on public works. The cost of instruction would then be nothing at all, beyond the first cost of setting up the school with the necessary appliances, and that too might perhaps be repaid afterwards by the sale proceeds of work turned out. The original instructors, when released would be succeeded by their pupils, and a body of artificers would be constantly kept up to a given strength, tho' the men themselves, and the number in each trade, would be changing. If there were a difficulty at first in finding qualified workmen among the prisoners, instructors might be obtained from

from the Corps of Native Sappers. These men from their Military training would be prepared to exercise authority over the prisoners, and would themselves be in direct subordination to the Superintendent of the Jail. The Sappers would be held on the returns in the Military Department, as on Command and their pay and permanent batta would be charged, as now, to the Military Budget. There would then be only the working pay, as given at the Head Quarters of the Corps, to be debited to the Jail Department.

If the object in view were merely to give the prisoners some occupation, a batch might be handed over to the Public Works Department to be made serviceable as artificers. At first, materials would be thrown away, and with spoils; and there would be a certain amount of waste of time and money, but after a while as the men improved, their labour would become remunerative, till eventually the balance of

26
of loss and profit would be in favor of the Department. Such an arrangement would be practicable, if the prisoners were handed over for a considerable definite length of time, and with no charge being made for their services. To give men for a short period would be useless, as there might then be nothing but loss, together with the trouble of superintendence. As however it is contemplated that convicts should be really trained as artificers, it must be worth while to have them well and expeditiously taught, so that their labor may as soon as possible, be of benefit to the Government. Let the prisoners be taught by the prisoners, and the cost of instruction is eliminated; let a certain amount of work be done by the prisoner artificers, and sold to the public, to cover the cost of current expenses for tools &c., in the work school, and there will then be, still every few months a squad of skilled workmen available for employment on

on the Government works. The cost of train-
ing would be entirely in the Jail De-
partment, and if it were not recovered
directly, by the sale of work done within
the Jail, it would be more than com-
pensated by the value of skilled labor brought
to account in the Public Works Depart-
ment.

6. It is essential however that convicts
serving as artificers should be secured,
for such length of time, that there is a
prospect of a good return, from the skill
that they attain. Supposing a prisoner to
become a first class workman, in 6 months,
he should serve as such ^{probably} for 2 years, and
none would be put to the course
of instruction, unless there were 2 1/2 years
of their imprisonment still to expire.

7. I think the principle cannot
be maintained, that the Public Works
Department should pay for prelimi-
nary training, carried on under the
supervision of the Jail Department,
for artificers so trained would not
be

233
be permanently of use on public works.
at the expiration of their terms of im-
prisonment, they would be at liberty
to carry their labor to another market,
and Public Works Officers would often
not have it in their power to entertain
the discharged convicts on a perma-
nent salary, or to engage to keep them
on employ for a definite period. The
length of time during which the
prisoner artificer should be of service
on public works, is set down above ap-
proximately, at 2 years; and some-
times would have to be settled ten-
tatively at first, until there were
established data on which to calcu-
late, the number of working days re-
quired to give a fair return on the
value of work done. Thus an artificer
would in 6 months earn more than
enough, to pay for his instruction for
the previous 6 months; but the cost of
his keep, maintenance of workshop, &c.
might

might also be brought to his debit
account: and the aggregate of these
items would show the minimum
time for which his labor will be
profitable.

I have &c

Respectfully
Yours
Captain R.E.

Off. Superintending Engineer
J. J. J.

My dear Sir,
I have the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the matter of the ...
and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.
I am, Sir, very respectfully,
Yours,
J. J. J.

My dear Sir,
I have the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the matter of the ...
and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.
I am, Sir, very respectfully,
Yours,
J. J. J.

My dear Sir,
I have the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the matter of the ...
and in reply to inform you that the same has been forwarded to the proper authorities for their consideration.
I am, Sir, very respectfully,
Yours,
J. J. J.

Yours
J. J. J.

1870, Dept.
of Public Works
The Off. Copy. Engineer
of Division

The Secretary to Govt.
P. W. D.
Madras

Dated 28th } February 1874
Received 5th } March

Reports about the best
method of training long
sentenced Convicts as
fitters for employment on
Public Works.
No 2698-11. Nov 1873

1872

I agree with the general
sense of this Memo. I think
that the labour of convicts
within works cannot be
profitably employed on such
simple task work like
quarrying stone, excavating
canals & heap of earth for
canals & duns. Whether

AY

Convict labour can be
profitably employed on
such work compared with
free labour is a question
which can only be decided by
experiment. I suggested
the attempt with the best
care but it was not
thought sufficient
reasoning to justify the

Memorandum for Orders.

When passing or-
ders in the Judicial Depart-
ment on a letter from the
Inspector General of jails un-
der date the 29th September/69,
No 135, on the subject of
utilizing convict labour to
the fullest extent and of
instructing convicts in
different trades, the Govern-
ment, having in view an
extension of extramural
convict labour, referred for
consideration in the Public
Works Department the
question of the manner
in

in which it will be best to
train long sentenced men
as Artificers for employ-
ment on Public Works.

The subject was accordingly
submitted for the opinion
of the several Superintending
Engineers and their views
are embodied in the ac-
companying papers.

From these it will
be seen that, unanimously
disposed to look upon the
employment of convicts
upon any other than the
most ordinary labor as
tending to impede the
progress and to enhance
the cost of works, the
Officers

apptd. J. G. N. ^{to}
N

D

Officers of the Department
are not of opinion that,
except in cases where a
building has to be erected
of such magnitude as to
require a considerable
period of time for its
construction, it is worth-
while to look for assistance
from Convict labor, or that
it is possible for the Dept.
to undertake with advan-
tage its training. As large
buildings on which skilled
labor is required are not
very often in progress in
the Districts of this Presi-
dency there are few op-
portunities of finding the
means of giving instruction

to

To convicts in any of the trades in which their labor might occasionally be turned to account, and the Public Works Officers concur in stating that they believe the only mode of training that can be adopted is that which may be established within the precincts of the large jails, where free instructors might be engaged to teach the respective trades at first, and be succeeded after a time, by skilled long sentenced convicts.

Seeing that wherever convicts are employed

beyond

beyond the immediate vicinity of their jails extensive accommodation and a costly guard have to be provided for them at the expense of the work on which they are to be engaged, and having in mind that it is seldom that such a work as will justify a great and unproductive preliminary outlay is undertaken, the undersigned is of opinion that there is much reason in the objections of the Officers of the Department to their being burthened with the instruction of men whose services, never of the value of what they cost,

Cost, are not to be relied
on, and whose hours of atten-
dance, even, are not subject
to their control.

It will not be possi-
ble, perhaps, to find facilities
for giving instruction to
any great extent within
the jails in the trade
either of a bricklayer or
a stone mason, and
training in them will
probably have to be
left for such special
occasions as the construction
of large buildings may offer.
It is different, however with
the trades of the Carpenter
and the Smith and these

men

may readily be taught within
the jails, where, after no great
length of time, might be pre-
pared all the timber and
iron work required on the
construction of all Public
Buildings, including Doors
and Windows, with their
Hinges, bolts, locks, &c. -
Such work might give
useful and remunerative
employment and, under
good management, might
supply a public want
in most of the out lying
Districts.

A. B.

Proceedings of the Madras Government
 From the Secretary to the Government
 No. 2698 Read the following

The Superintendent of the (H. E. 22 3723 of 22 January 1870)
 do do 2^d do (" " 167-4 of 21 February 1870)
 do do 3^d do (" " 3297-7 of 22 " "
 do do 4th do (" " 38 " 2^d April "
 in charge 5th do (" " 208 " 10th March "
 do do 5th do (" " 478 " 5th Sept "
 do do 6th do (" " 3720 " 8th July "
 do do 7th do (" " 2780 " 28 Feb "
 do do 8th do (" " " " "

Ordered that the
 foregoing papers be com-
 municated to the Ju-
 dicial Department
 with reference to Paras
 5 and 6 of the orders in
 that Department dated
 4th December 1869 & 19th 21
 and with an intimation
 that His Excellency the
 Governor in Council
 concurs generally in the
 views of the Secretary
 in this Department.

as expressed in the memo
above recorded.

Chas 885, 2651, 3520, 966, 131-
and 375

Govt. of 1870-1871

PUBLIC WORK.

To The Judicial Dept.

Dated

R. d.

11 June 1871 No. 2698

Nos. 186 @ 193

Public Works. Letters from Mr. [unclear]
[unclear] on the subject of training
long sentenced convicts as
artificers for employment
in Public Works, com. to the
Judicial Dept with remarks.

To The Judicial Dept.

Recd 14/11/71