

REPORT

ON

JAIL ADMINISTRATION IN MADRAS,

WITH

G.O., DATED 6TH NOVEMBER 1891, No. 2286, JUDICIAL.

MADRAS:
REPRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS.

1903.

REPORT

ON

JAIL ADMINISTRATION IN MADRAS.

From A. G. CARDEW, Esq., Under Secretary to Government, on Special Duty, to the Chief Secretary to Government, Judicial Department (through the Inspector General of Jails), dated Ootacamund, 20th May 1891.

I have the honour to submit, for the consideration of Government, the following report on the questions of Jail Administration as to which the Government, in its order No. 1804, Judicial, dated 18th November 1890, directed that further inquiries should be made. In order to collect the necessary information I visited, between the 5th of January and the 26th of March, all the Central Jails in this Presidency,

Tanjore.
Palamecottah.
Madura.

Calicut.
Mangalore.
Bellary.

the marginally-noted District Jails, and several Sub-jails, and from the District Jails which I have not visited I have obtained the requisite facts by means of

a circular letter of inquiry. I propose to deal with the matters to be noticed as far as possible in the order followed in Drs. Walker and Lethbridge's report, taking chapter by chapter. As ordered by Government, I have consulted the Surgeon-General on those matters which concern the Medical Department, and have also communicated with the Inspector-General of Police on the subject of escort and with the Director of Public Instruction on that of the education of juveniles, and copies of their

replies are annexed.* My report has been drawn up in communication with

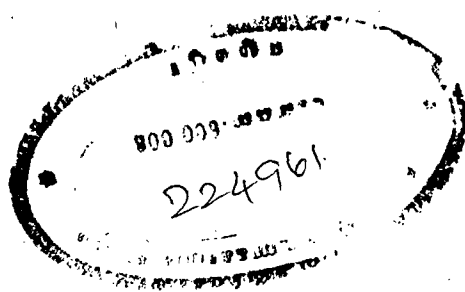
the Inspector-General of Jails, and, with the exception of Rajahmundry and Bellary, I had the advantage of visiting all the jails I have seen in his company.

2. One matter which is referred to me is not noticed in the following report, and regarding it I beg to be allowed to submit a supplementary report. This is the question of Jail Registers and Forms referred to in Chapter XXXI. of Drs. Walker and Lethbridge's report. I am unwilling to burden this report, which is already very bulky, by attaching to it the samples of all forms in use which Government wishes to receive; and the question of Registers is also an intricate one which I shall be glad to examine whilst revising the Jail Code. The first chapter of Drs. Walker and Lethbridge's report with which I propose now to deal is therefore Chapter II., which forms the subject of para. 2 of G.O., 18th November 1890, No. 1804.

Chapter II. 3. This chapter relates to Subsidiary Jails, and on this subject the Government Order referred to directs me to notice particularly the three following questions, viz.:—

- (1) In what districts is it possible to carry out the proposal that all persons sentenced to more than 15 days' imprisonment shall be transferred to a District Jail?
- (2) In what cases will it be expedient to abolish the Sub-jail at the headquarters of the district?
- (3) In what instances is the location of the Sub-jail *within* the District Jail possible?

All District Magistrates were also directed by the Government Order to express an opinion upon these points, and I have been allowed to examine their replies.



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It will be seen that the difference amounted to Rs. 3-9-8 per head per annum on the average of the two years. No information is available as to the number of prisoners who would be transferred under the proposed rule or as to the cost of each transfer, but it may safely be asserted that the expense of convict and escort's journey, of the escort's return and of the batta payable to the prisoner on discharge would not be less than the saving in the rations; probably it would be far more. On the other hand, the escort work of the police will be increased, and in some districts, *e.g.*, Tinnevely, a claim may even be set up for an increase to the force. This would involve heavy additional expenditure, and even without it it may be assumed that while there will be no economy there will be a considerable increase in the work of the police.

6. It is necessary to find some other reason than cost, therefore, in support of the proposal. If it were shown that the Sub-jails were unhealthy and unfit to keep prisoners in, that would be a weighty consideration. But by this time great numbers of taluks are provided with

* See in G.O., 3rd June 1887, No. 1495 W. offices on the revised standard plans *
" " 15th " " " 1602 W. and in these the Sub-jail buildings leave

little to be desired. Information is not available as to what taluks have offices on the new pattern, and it would take too long to call for it, but it is improbable that all those taluks which are without revised accommodation are within reasonable distance of the District Jail. Moreover, if a Sub-jail is fit to receive prisoners for two weeks, it is fit to accommodate them for twice that time. The mortality of convicts in Sub-jails in 1889 was 13.46 per mille, and in 1890 5.88 per mille, against 39.95 and 25.30 in Central and District Jails. There thus seems no evidence here in support of the proposal. As to its effect on the convict from other points of view, some remarks of the District Magistrates of Tinnevely and Salem seem specially to merit attention. Mr. Nicholson points out that it is a useless hardship and degradation to a ryot, who has perhaps merely hurt another in a fight and whose offence cannot be a grave one, to be sent long distances in hand-cuffs as a convict. Mr. Stokes draws attention to the fact that whereas short sentenced offenders in a Sub-jail at present escape much contamination, they would be exposed to far more evil influences locked up in a sleeping ward with criminals whose sentences extend to twelve months or (where the Central is also the District Jail) to longer periods. Both these arguments seem to furnish weighty reasons against the change.

7. The only remaining question is whether imprisonment would be more deterrent if passed in the District Jail. Doubtless it would be so, and as Mr. Stokes observes, it is more the disgrace than the inconvenience of punishment which at present furnishes the deterrent effect of imprisonment in a Sub-jail. There seems, however, some reason to think that in these petty cases it is better to rely on the fear of disgrace as a motive for avoiding crime than to attempt to deter by increased rigour of imprisonment, and at any rate this reason, the only valid one in support of the proposal, does not seem to outweigh the many objections to it already noticed.

8. I think, therefore, that, for the present, and at least until railway communication is much more extended, the present rule limiting imprisonment in a Sub-jail to 30 days should be maintained. That it is a fair compromise, as Mr. Stokes observes, is shown by the fact that no reduction of the term can be applied to all districts or to the whole of any district.

9. The second question is in what cases it will be expedient to abolish the Sub-jail at the head-quarters of the district. This may be considered as practically identical with the third question, viz., in what instances the location within the District Jail of the lock-up or Sub-jail for remand prisoners is possible. In these cases the objections arising from the expense of a lengthy journey, and from the unnecessary indignity suffered by a prisoner sentenced for some petty offence if he is taken a long distance as a criminal, do not apply. There remains the probable contamination of the Sub-jail prisoner, but the entire closing of the Sub-jail will result in some economy, and in cases where the Sub-jail buildings are not on the revised plan, I think the change is desirable. The following shows the opinion of the several District Magistrates on these proposals:—

Approves.—Ganjam, Kurnool (if a new District Jail is built), Bellary, Malabar.

Disapproves.—Salem, South Arcot, Tanjore, Trichinopoly, Madura, Tinnevely.

10. In Vizagapatam, Nellore, Cuddapah and South Canara, the Sub-jail at the district head-quarters has already been abolished,* and all Sub-jail prisoners are sent to the District Jail. In the North Arcot, Nilgiri, Kistna, Godavari, Chingleput and Anantapur districts, there is no District Jail at the district head-quarters. Of the remaining 11 districts, 4 District Magistrates approve and 6 disapprove the proposal, no reply having been received from Coimbatore.

11. The worst Sub-jail I have seen is that at Calicut. The District Magistrate recommends that it be abolished and merged in the District Jail, and I entirely agree, while if the District Jail is closed, I would make over a part of the buildings for the use of the Sub-jail. The Coimbatore Sub-jail is also a very bad one, the prisoners being kept during the day in a yard which is reached through the street, and which is surrounded only by a low mud-wall. I would abolish this Sub-jail, and send all prisoners to the Central Jail. At Bellary, the Sub-jail is likewise very bad; for meals the prisoners are conveyed through the street to a sort of caged verandah where they cook. I agree with the District Magistrate that this Sub-jail should be abolished. At Madura, the location of the Sub-jail has been the subject

of much correspondence; † it is now placed in what seems to be an old mahal, with cells opening into a single compound, the men thus having free access to the female cells. The District Magistrate

has always opposed the abolition of the Sub-jail, but the objections to its present position seem to me very great, and I would close it and send all prisoners to the District Jail. The distance between the courts and the District Jail is not great. At Salem, Tanjore, Palamcottah and Trichinopoly, the Sub-jails are situated in good buildings, and as the District Magistrates are opposed to the proposed change, I would not recommend it, especially as at Palamcottah and Trichinopoly, the District and Central Jails are a long way from the courts.

12. The cases of Kurnool and Cuddalore may perhaps be left out of account, as the District Jails at those places will, it is to be hoped, be soon closed. In Ganjam, the District Magistrate's recommendation to close the Sub-jail may be accepted. At Vellore, the Central Jail is too far distant from the courts to enable the Sub-jail to be closed, and the same is the case at Rajahmundry and Cannanore, in both of which places the Sub-jail is located in a building of the new pattern.

13. The cases in which I would close the Sub-jail at District head-quarters are, therefore:—

Calicut.	Madura.
Coimbatore.	Berhampore.
Bellary.	

Chapter III. 14. This chapter deals with jail construction and contains many excellent suggestions. Government has directed the attention of the Public Works Department to it, but remarks embedded in a large report like that of Drs. Walker and Lethbridge are likely soon to be lost sight of and I therefore beg to suggest, for the consideration of Government, the propriety of having standard plans for the several classes of jail buildings prepared. The usefulness of such standard plans can hardly be doubted, and had they existed, many of the mistakes which have

occurred even in recent jail buildings ‡ would have been avoided. I understand that no standard plans at present exist except one obtained by the present Inspector-General for a central kitchen.

It would be easy to prepare plans of a jail latrine, store-room, work shed, association ward, separate and solitary cell, hospital, female enclosure, &c., as well as a general plan for the arrangement of buildings in both a cellular and ordinary jail, and if once approved, they would ensure uniformity in future.

‡ *E.g.*, the construction of the female enclosures at Tanjore and Palamcottah with only a 2-foot wall and iron railing round them, through which the women in the yard can be plainly seen.

The following is a *précis* of the opinions expressed on the first question stated by Government:—

Ganyam.—Reports that at present it would be quite impossible to adopt the proposal, and that even when the railway is completed, it will be impossible to move prisoners sentenced by the Maliah Sub-Magistrates, and by those of Russelkonda and Suradā, and of doubtful advisability in the case of prisoners from Chicacole.

Vizagapatam.—Considers that prisoners sentenced to over 15 days might be sent in from Anakāpalle (20 miles, 2 stages), and from Bimlipatam (21 miles, 2 stages), but that till the East Coast Railway is opened, to transfer from other jails would cost too much in police time.

Godāvāri.—States that there is no District Jail in the district. [This statement is hardly correct, the Rajahmundry Jail being a combined Central and District Jail. The District Magistrate has abstained from giving any information as to whether prisoners sentenced to over 15 days could be sent to this jail.]

Kistna.—Reports that it is not possible to adopt the proposal for the whole district, the railway communication not being yet completed; but that prisoners sentenced to over 15 days can be sent to Guntūr from Bezvāda, Mangalagiri, Narsaraopet and Vinukonda (distance by rail 18, 13, 29 and 54 miles, respectively, and also from Gannavaram, Nandigāma, Jaggayapet, Tiruvur, Sattenapalle, Tenali and Ponnur (distance 44, 63, 78, 61 and 23 miles by road and rail, and 13 and 18 miles by road, respectively).

Nellore.—Recommends that till the East Coast Railway be opened, the proposal be adopted only as regards the two Sub-jails on the line of rail, viz., Gūdūr and Venkatagiri. In the case of other jails, the transfer would take too long. Also points out that the time spent in travelling would practically prevent the prisoner's appealing.

Kurnool.—States that he concurs as to desirability of the proposal contained in paragraph 2 of the Government Order, but that it would be impossible to carry it out till a new District Jail is built.

Bellary.—Reports that the proposal may be adopted in the case of Adōni, Hospet, Yemmiganūr and Kampli, but not of other taluks on account of distance.

Anantapur.—Recommends that the proposal be adopted only as regards Gooty and Anantapur itself, prisoners sentenced to over 15 days from these taluks being sent to the Bellary District Jail. Gooty is a railway station, and Anantapur is 33 miles from one. The other Sub-jails are too far off the line.

Cuddapah.—Is opposed to the proposal to send prisoners sentenced to over 15 days to the District Jail, on the ground of loss of police time and the hardship to the prisoners. Out of 13 Sub-jails in the district, 9 are from 30 to 80 miles by roads from the District Jails. Of the remaining 4, 3 are on or near the line of rail, viz., Rajampet, Sidhout and Proddutur, and 1 is 11 miles by road, viz., Jammalamadugu.

North Arcot.—Considers that the proposal can be carried out only with regard to prisoners convicted at Vellore; the cost of transit and escort in other cases would be excessive.

Salem.—Is altogether opposed to the change. In seven cases it would involve a journey of over 23 miles by road and in five more one of over 40 miles by rail in addition to a road journey of from 5 to 13 miles. Five cases remain; but even here the change is objectionable as tending to inflict hardship on and contaminate petty offenders.

Chingleput.—Recommends that the proposal be adopted, and prisoners sentenced to over 15 days sent to the Penitentiary from the following courts situated on or near the line of rail, viz., Tiruvallūr, Poonamallee, Saidāpet, Chingleput, St. Thomas' Mount, Pallāvaram, Madurantakam and Conjeeveram, but not from the four remaining courts.

South Arcot.—Considers that the proposal should be adopted only in regard to the Sub-jails on the line of rail, viz., Cuddalore, Pauruti, Chidambaram, Porto

Novo, Tiadivanam, Villupuram, Tiruvannāmalai and Tirukoilūr, and to Bhuvanigiri and Vanur which are respectively 4 and 6 miles from the nearest railway station. The distance of the other Sub-jails from the nearest railway station varies from 18 to 43 miles, and to transfer prisoners from these would seriously affect the efficiency of the police.

Tanjore.—Reports that Sub-jail prisoners sentenced to over 15 days can be sent to the District Jail from all taluks except the following, viz., Patukōta, Arantāngi, Vedarniem and Tranquebar.

Trichinopoly.—Recommends that all persons sentenced to imprisonment in Trichinopoly be sent to the District and Central Jail, and that persons sentenced to over 15 days be similarly transferred from Musiri and Kulitalai, but not elsewhere, owing to difficulty of providing police escorts.

Madura.—Is opposed to the proposal on the grounds of cost of police guard, danger of sickness of road, and risk of introducing it into District Jail. Considers that the Sub-jail buildings are good, and prisoners well looked after. Adds that it is possible, though inexpedient, to carry out the proposal for the following Subsidiary Jails, viz., Tirumangalam (distance from Madura 12 miles by rail); Usilampati (distance 11 miles by rail and 13 more by road); Nelakota (25 miles by rail and 5 more by road); Dindigul (38 miles by rail); Veda sandur (9 miles by road and 38 miles by rail) and Melūr 18 miles by road.

Tinnevely.—Entirely deprecates the change on the ground of expense, extra labour to police, and hardship to prisoners.

Malabar.—Considers the proposal impracticable owing to the great distances to be traversed, except in the case of Tirurangadi (4 miles by road, 15 by rail), and states that prisoners sentenced to 15 days and above by the Magistracy in Calicut taluk are now sent to the District Jail.

South Canara.—Reports that the proposal is only feasible during all seasons of the year in the case of Bantvāl (distance 16 miles) and then provided prisoners are not sent in very bad weather during the monsoon. Considers that the proposal may be adopted as regards Puttur (distance 31 miles), Beltangadi (37 miles) and Karkal (32 miles), except between the 15th of May and the 15th of September.

Coimbatore.—No report received.

Nilgiris.—Reports that the adoption of the proposal is inexpedient owing to the distance between the Sub-jails of Gūdālūr and Ootacamund and the nearest District Jail, viz., the combined District and Central Jail at Coimbatore.

4. The foregoing *précis* gives the available information as to the districts in which it is possible to transfer all prisoners sentenced to more than 15 days' imprisonment to the District Jail. It will be observed that, in the opinion of the District Magistrates, there is no case in which it would be possible to apply the rule proposed to the whole district. The utmost that can be done is to direct that in the case of certain taluks and Sub-jails the limit of imprisonment shall be 15 days, all prisoners sentenced to a longer period being transferred to the District Jail, while in the case of other taluks the existing limit of 30 days shall be maintained. It seems to me that to introduce such a difference between taluks of the same districts is undesirable as rendering the infliction of punishment unequal, and for other reasons I do not think the proposal of Drs. Walker and Lethbridge should be adopted.

5. I would first invite attention to the question of *cost*. In no case will the proposed alteration in the limit of imprisonment in Sub-jails enable any Sub-jail to be closed, and as the establishment is nearly everywhere an irreducible minimum, consisting of a taluk peon and a sweeper, no saving will be effected under this head. Clothing is so small an item that it may be neglected, and the only other heads of charges are rations and contingencies. Taking these together the average cost of a convict in a Subsidiary and in a District Jail in the years 1889 and 1890 was as follows:—

							Sub-jail.			District Jail.		
							RS.	A.	P.	RS.	A.	P.
1889	..	..	..	..	..	..	41	9	0	37	5	10
1890	..	..	..	..	..	..	38	15	10	25	15	9

15. The Inspector-General is, I believe, dealing with such of the specific defects in jail buildings as have been adverted to by Government. Many of the points noted by Drs. Walker and Lethbridge have been remedied since the date of their visit, now two years ago, and, I believe, they admitted that the jail buildings in this Presidency were superior to anything in Bengal or the North-West Provinces. I desire to draw attention only to one matter, viz., the closing in of workshops by wire-netting, which is recommended in para. 41 of this chapter and in para. 8 of the note on the Vellore Central Jail, page xc. of the appendix. I have mentioned the same matter in regard to kitchens in connection with Chapter XXI. The use of bamboo or wooden grating, which Drs. Walker and Lethbridge suggest as an alternative for wire-netting, is inadvisable, as it could easily be torn down and converted into weapons of offence. To deal with all workshops at once would be perhaps impossible, but I think something in this way should be done each year. The existence of wire netting shutting in the work-sheds would improve discipline by preventing convicts strolling across the yards, help to prevent articles being passed out of the shops, and put some check even on an outbreak.

16. I now turn to the question of the segregation of habitual convicts, as to which, in para. 3 of G.O., 18th November 1890, No. 1804, I am specially directed to report. In inquiring regarding this subject, I was met by an initial difficulty in the varying interpretation placed on the term habitual. This word is defined in Jail

* As revised in—

G.O., 2nd June 1887, No. 1151, J.D.

" 8th July " " 1469, J.D.

Code Rule 327 (a),* but the definition has not been understood or correctly acted on in the jails, and I found several varieties of procedure in force. Few

habituals are so classed by the courts, and in practice the classification has mainly to be carried out by the Superintendents of Jails. In some jails, e.g., Salem, Coimbatore and Bellary, the term habitual has been treated as merely synonymous with the term reconvicted prisoner, and every prisoner with even a single conviction against him has been termed "habitual" or "reconvicted" according to the custom of the jail. This is evidently wrong, because a man convicted of rioting who had previously been convicted of forgery would not be a habitual under the definition, and ought not to be kept with such criminals unless specially so classed by the sentencing court. A contrary mistake has occurred at Trichinopoly, where no convict has been classed as habitual unless he had more than one previous conviction. Here, it is obvious, that many a man sentenced under sec. 75, I.P.C., would escape from being included in the category of habitual. A similar course was followed at Vellore, but through a misunderstanding of Rule 327 (a) (3) the Superintendent of this jail considered he had no power himself to class a man as a habitual, and has been accustomed to send lists of all prisoners having more than one previous conviction to the District Magistrate, asking him to class them. At other jails, e.g., Tanjore, the intention of the definition has been frustrated by only prisoners classed as habituals by the sentencing court being so regarded. A man might have six or eight previous convictions, but unless classed as habitual by the court he was not so termed in the jail.

17. It will thus be evident that any figures as to the number of prisoners now classed as habitual convicts would be entirely misleading. In some jails it would greatly understate the number of those who should be so classed while in others it would exaggerate it. Moreover, the figures would be useless for another reason, viz., because in almost all jails, whatever amount of separation is carried out has been not that of habituals proper from other prisoners, but that of reconvicted prisoners from prisoners having no previous conviction. At present, there is no segregation of habituals as defined in the rules of the Code, but there is a certain amount of separation of previously convicted prisoners. The facts about this are as follow.

18. In the first place there is no separation by day. Drs. Walker and Lethbridge recommend that prisoners belonging to their Class B shall be absolutely isolated both by day and night. However desirable this may be, it has not been found possible to effect separation by day at present. The number of reconvicted prisoners in some jails is equal to 30 per cent. of the total strength, and it would be impossible to have the reconvicted workmen in each industry separated from the

others. The workshops would be insufficient for the purpose. Nor can all the reconvicted prisoners be given the same labour. Only a low-caste man can be employed as a chuckler, and only a short-term man can be sent to the garden, while weaving and carpentry require long training, and cannot be applied to convicts in the lump. Hence no attempt has been made to separate reconvicted men by day.

19. Secondly, as regards separation by night, the following is the present state of affairs:—

(1) Except in the Rajahmundry Central Jail there is no separation at all of reconvicted females from others. In the other three Central Jails where women are now kept, I think the provision of separate sleeping accommodation for this class should be insisted on. At Vellore and Salem this can be carried out with existing accommodation. At the Penitentiary no separate accommodation is available in the female yard although segregation is specially important here, as more reconvicted female offenders, and of a worse type, are received in this jail than elsewhere. It is said, for instance, that procuresses frequently get themselves imprisoned in order to collect recruits among the short-term women. For these it would be beneficial to provide means of entire isolation. In District Jails it is not always possible to separate reconvicted females from others by night, but it should be done where the accommodation allows. The number involved is, however, small.

(2) Among males, there is no separation of reconvicted prisoners from others in hospital, in quarantine, in the juvenile yard or (where the cooks sleep together) in the cooks' sleeping place. These exceptions are, however, small, and may perhaps be left out of account.

(3) In the ordinary barracks, the separation of previously convicted males from others by night is completely carried out in the Central Jails of Rajahmundry, Vellore, Trichinopoly and Cannanore. At the other Central Jails the separation is more or less complete, viz.:

At Salem the reconvicted men are mixed up with the Burmans. Thus, of 111 male reconvicted prisoners, 74 slept in Block 1 (accommodation for 89) together with 15 Burmans, and 37 in Block 2 (accommodation for 77) with 15 Burmans and 25 men not previously convicted.

At Coimbatore 90 reconvicted men slept in Block 4, which comprised eight wards each holding 23 men, 32 in Block 6, which had accommodation for 32, and 26 in Block 8, which had accommodation also for 32. It will thus be seen that about half the wards in Block 4 were filled with men not previously convicted. It would be better to reserve the whole block for reconvicted men, putting the occupants both of 6 and 8 there.

At the Penitentiary, the separation at the time of my visit (7th, 12th January) was quite imperfect. Two blocks were filled with reconvicted prisoners, but additional men of this class were scattered through all the other blocks. This has, however, been changed by the present Superintendent and reconvicted prisoners are kept in no barracks but Nos. 1, 2 and 3.

In District Jails the separation in the ordinary barracks by night is complete at Madura, Mangalore, Calicut, Berhampore, Guntur, Cuddalore, Parvatipur, Russellkonda and Vizagapatam, as well as in the cellular jails of Tanjore and Palamcottah. In the other District Jails separation is partially carried out at Kurnool, where of twelve reconvicted prisoners, eight are kept in one ward by themselves, and four in another together with some long-sentenced men without previous conviction. At Nellore and Cuddapah there is no attempt to separate reconvicted prisoners by night notwithstanding the provisions of Rule 327-B of the Jail Code and of G.O., 8th July 1887, No. 1469; while at Bellary a special arrangement is in force under which out of the 68 reconvicted prisoners in the jail, 20 sleep every night in the separate cells, while the remaining 48 are distributed throughout the barracks. The Superintendent, I was told, considers it unsafe to keep reconvicted men together.

20. Except in the case of the District Jails last mentioned it will thus be seen that an endeavour has been made to carry out the wishes of Government, as they were understood, and to separate reconvicted prisoners from others.

Vide Home Department Resolution, No. 4—254—64, dated 25th February 1885 (G.O., 19th August 1885, No. 2164), Home Department Resolution, 14th December 1886, No. 27—1804—14 (G.O., 19th January 1887, No. 97).

The following convicts shall be regarded for jail purposes as habituals and shall be subject to the rules relating to habituals, viz. :—

- If the convicting court classifies, the classification shall be final. If it does not, the District Magistrate or any magistrate empowered by him may classify. But any such court or magistrate may direct that any person shall not be classed as a habitual.

If neither the court nor the District Magistrate or any magistrate empowered by him classifies, it shall be the duty of the officer in charge of the jail to classify the following persons as habituals, viz. :—

- Such classification by the officer in charge of the jail is subject to revision by and control of the District Magistrate should he consider interference necessary, and in cases in which there is any reasonable room for doubt as to whether a prisoner should be classed as a habitual or not, the Superintendent shall refer the cases for the orders either of the sentencing court or of the District Magistrate; but as a rule Superintendents should themselves exercise the powers of classification conferred on them by this rule.

Note by Inspector-General.—One great objection to this concentration of habituals, (which I think a very good thing) is that habituals *only* get long sentences—and the long-sentenced men are the best, if not the only, men for the most profitable manufactures. Others are continually under teaching and just as they learn a trade go out.—J.M.S.

prisoners only about 192 were probably in fact habituals, and isolation will become more easy. It has been suggested that habituals should, as far as possible, be concentrated in one or two jails, where their punishment could be made specially unpleasant. The cellular jail at Tanjore would hold 274 male convicts and that at Palamcottah 228, or a total

23. These Close Prisons are referred to by Drs. Walker and Lethbridge in paras. 7—9 of their Chapter XXXII. Vellore, Coimbatore and the Penitentiary already possess them, at Cannanore, Rajahmundry and Trichinopoly they are in process of construction, and it is proposed to build one at Salem. They consist of blocks of cells in a separate yard, and the question of their use and management has never apparently been brought under notice of Government. In 1886 Mr. Grimes issued a code of rules relating to them, several of which, *e.g.*, Nos. 1, 2, 13 and 15, ought to have received previous sanction of higher authority. As these rules are not otherwise available, I print them *in extenso*.

1. Every Convict whose length of sentence brings him under the operation of the Remission Rules, and every reconvicted Convict, shall on admission be subject to a period of separate confinement in this Prison.

- ### Convicts sentenced to

2	years' rigorous imprisonment	4 months.
2½	"	5 "
3	"	6 "
3½	"	7 "
4	"	and above 8 months.

Every reconvicted Convict whose sentence is under two years shall on admission undergo a period of three months' confinement in this Prison.

3. Every Convict shall be weighed before being placed in close confinement and once every month while in such confinement. The weights shall be recorded in a Book to be kept for the purpose.

4. A medical subordinate will visit the Close Prison daily and inspect each man. He will bring to the notice of the Medical Officer the case of any Convict requiring special attention. The Medical Officer shall also personally inspect every Convict in close confinement at least once a week.

5. It will be discretionary with the Medical Officer to treat any Convict complaining of illness in his cell without removal to Hospital, and it will be understood that all ordinary cases should be so treated.

6. The period passed by a Convict in hospital out of the Close Prison shall not be reckoned as a part of the period to be passed in close confinement.

7. Any Convict found to be suffering in health in consequence of close confinement, shall on the Medical Officer's recommendation be at once removed therefrom.

8. Every Convict in close confinement shall be required to take his food in his cell. His food shall be cooked and carried to him in a proper vessel by cooks of suitable caste and under the superintendence of a Jail Officer.

9. Convicts in close confinement shall be required to take exercise in the open air for an hour daily.

10. The bedding of all Convicts (unless allowed on medical grounds) shall be withdrawn from the cell during the day and be exposed to the sun and air when weather permits.

11. Every Convict shall be provided with a bucket for conservancy purposes, and a pan of dry earth. At unlocking, every Convict will place his bucket at the door of his cell.

12. Every Convict shall be thoroughly searched before being locked up at night by an Officer, and any article which it is considered dangerous or inexpedient for him to retain shall be removed. The cell itself shall also be thoroughly searched at lock-up time, and the Officer so searching shall be held answerable that all bolts, bars, fastenings, &c., are in order and that no article to facilitate escape is left in the cell.

13. It will be open to the Superintendent to relegate Convicts to the Close Prison in such instances as he may consider requisite. In all such cases a record will be kept showing the cause and the period for which the Convict is so relegated.

14. The Superintendent and Jailor shall visit the Close Prison daily and inspect every Convict therein.

15. The mark system will apply to Convicts in close confinement; but Convicts relegated for misconduct may at the Superintendent's discretion be deprived of marks while in this Prison.

OOTACAMUND,
6th May 1888.

HENRY E. GRIMES,
Insp.-Genl. of Jails.

24. In the first place, as Drs. Walker and Lethbridge observe, these rules have evidently been modelled on the English system of nine months' preliminary separate confinement which is the first stage in a sentence of penal servitude. But it must be remembered that while in England this period of separate and silent confinement is supposed to exercise a reforming effect on the character, "the prisoner's mind being thrown in upon itself" (Sir E. Du Cane) and religious influences being brought into play, in India there is no religious influence, the seclusion is much less complete, and the process, though disliked by convicts and more or less deterrent, is not in any way a reforming influence. The English analogy must, therefore, be abandoned, and the Close Prison regarded solely as a more severe and specially deterrent mode of imprisonment. Considered from this point of view, I think Mr. Grimes' rules are defective, in that they do not make a sufficient difference between habitual convicts and others. If the sentence is one of two years or upwards, there is, in fact, no difference at all and the use of the word "re-convicted" instead of "habitual" is a mistake. Assuming that Government approves of the principle that Jail discipline should be made specially stringent for habituals, I would propose to substitute the following scale of Close Prison confinement for that laid down in Mr. Grimes' second rule:—

Habitual Convicts.	Period to be passed in Close Prison.
If sentenced to less than 2 years ..	3 months.
If sentenced to 2 and less than 3 years ..	4 "
If sentenced to 3 and less than 4 years ..	6 "
If sentenced to 4 and less than 8 years ..	8 "
If sentenced to 8 years or more ..	12 months in two portions of 6 months each, separated by an interval of 2 months.
Other Convicts.	
Less than 2 years ..	Nil.
2 years and under 3 years ..	2 months.
3 " " " 4 " ..	3 "
4 " " " 8 " ..	4 "
8 " and over ..	6 "

25. I make this proposal as a temporary arrangement until it is known how many habituals properly so called there are in the jails of the Presidency. When this is ascertained, I would like to go further and require that every habitual should *sleep* in a cell throughout his sentence. This course would have various advantages, viz.:—

(1) It would obviate the necessity for concentrating habituals in a cellular jail, and would meet the Inspector-General's objection to that proposal—*vide* para. 22 *supra*.

(2) It would make the separation of habituals by night complete and their punishment greatly more deterrent.

It would then be necessary to abolish the period of separate confinement in the case of non-habitual convicts, but I think this loss would be small, because (1) the separate confinement has no reforming influence, (2) coming at the beginning of a long sentence, its deterrent effect is forgotten before the sentence is served out, (3) if separate confinement were applied to non-habitual offenders at all, it ought to be used for short-term men who are presumably in jail for the first time and whose sentence should be short and sharp while they should be protected against contamination. Therefore, I would recommend, that Government sanction the scale of Close Prison confinement shown in the last para. provisionally and at the same time lay down the principle that habituals should as far as possible sleep in the Close Prisons throughout their sentences. Increased cellular accommodation can then be gradually provided. I find that this system is to a certain extent in force in Bengal, habituals being put to sleep in available cells in rotation.

26. I may add that I have examined weighments of prisoners undergoing this long period of separate confinement with a view to find whether it at all affected their health, but there seems to be clear evidence that it has no prejudicial effect. In fact, as in most cases the prisoners are fed *outside* the cell, can see all that goes on in the yard all day and can talk to their next door neighbour, the confinement is not very severe.

27. In rule 13 of Mr. Grimes' Code I would insert a limitation of 3 months as the period for which a prisoner can be relegated as a punishment. The present system of sending a prisoner back to the Close Prison for 8 months seems to me to be a mere waste of accommodation. Besides a punishment lasting 8 months is nearly always objectionable in principle. I shall revert to the subject of this form of punishment in dealing with Chapter XVIII. (para. 109 *infra*). I would propose also to insert a provision empowering a Superintendent to direct that any convict convicted of or suspected of a tendency towards the commission of unnatural crime or guilty of more than one escape or attempt to escape shall *sleep* permanently in a cell. This will assimilate the position of such a criminal to that of a habitual, and this is the existing rule in Bengal with reference to men who escape or attempt to escape. At the Cellular Jails of Tanjore and Palamcottah some special rules on the model of Mr. Grimes' Close Prison Code but different in several respects, are in force. It seems unnecessary to refer at length to these here. They will be modified so as to correspond with any decision to which Government may come on the questions above submitted for orders.

28. I need hardly add that I thoroughly agree with Drs. Walker and Lethbridge (para. 38, Chapter III) that the confinement of prisoners in association at night can never be other than a *pisaller*, defensible only on account of financial necessities. Every Jail Officer agrees that it is by means of conversation in the wards at night that the contamination of inexperienced or youthful prisoners occurs. It would be well if Government were to lay down that all future buildings should be constructed on the cellular system.

29. The following statement shows the actual number of male reconvicted prisoners in each of the Central and District Jails at the date of my visit or of the report sent in in answer to my enquiries:—

Rajahmundry	194	Mangalore	13
Vellore	274	Bellary	68
Salem	111	Berhampore	26
Coimbatore	211	Guntur	30
Trichinopoly	293	Nellore	48
Canhanore	189	Cuddalore	30
Penitentiary	244	Cuddapah	16
Tanjore	63	Kurnool	12
Madura	81	Párvatipur	41
Palamcottah	32	Vizagapatam	65
Calicut	57	Russellkonda	11

Chapter VI. 30. There are no matters in chapters IV. and V. of Drs. Walker and Lethbridge's report as to which further enquiry on my part is directed, and I therefore go on to chapter VI. The first subject noticed here is that of Superintendents on which the Commissioners make four main recommendations, viz.:—

- (1) that Superintendents of Central Jails shall invariably be Commissioned Medical Officers,
- (2) that for this purpose, Medical Officers shall be selected as soon as possible after they have completed their preliminary military service of two years and have learnt the vernacular, and that to induce them to remain in the department their pay shall rise from Rs. 950 to Rs. 1,200 per mensem after 18 years' service,
- (3) that the Superintendent of District Jails should be the Civil Surgeon of the district, and
- (4) that in the cases of the Tanjore and Palamcottah District Jails, which are now under an officer styled a Jailer-Superintendent, this office should be abolished and the jails placed under the Civil Surgeon.

31. As I have not seen a Medical Officer in charge of a Central Jail, it will be convenient to deal first with the last two recommendations which affect District

Jails. Drs. Walker and Lethbridge observe that the arrangement which imposes the whole medical and executive charge of a jail of this class on the Civil Surgeon is the best and most satisfactory one practicable, but this is an opinion in which for several reasons it is impossible to concur. In the first place hardly any Civil Surgeon has time to do the work. He has always two civil hospitals to attend daily, sometimes more, besides the medical work of the jail. In Calicut and Vizagapatam he has also a lunatic asylum. In order to work even a small jail thoroughly, the Superintendent should spend at least the greater portion of the morning in supervising the executive administration, and no Civil Surgeon can possibly do this. From an examination of the diaries which are received by the Inspector-General from Superintendents, it appears, taking a period of three months in the year 1890 as a test, that while the Superintendents of Central Jails spent an average of 3

Note by Inspector-General—This period * excludes time spent in the jail garden and outside premises. I think 6 hours represents the average time spent by Superintendents of Central Jails daily on jail duties.—J.M.S.

hours 26 minutes * each day within jails, the Medical Superintendents of District Jails spent within jails 58 minutes only, or something less than one hour, out of which a part must be allowed for medical work. Secondly, as District Medical Officer the Medical Superintendent has to make prolonged tours, often lasting over a month at a time, and during his absence the jail is in charge of an Assistant Surgeon, who at other times has no connection with it, and hence can know little about its rules or management. In fact it is impossible that the Civil Surgeon, who has the whole medical, sanitary and vaccine work of the district on his hands, should do justice to the executive charge of a jail as well. It is therefore not unnatural that the virtual control of the District Jails in non-medical matters is largely in the hands of the Jailor, and that the administration is not generally very efficient or economical.

32. The most important of the District Jails is Bellary, and it may, therefore, be taken as an example. The medical work of this jail was evidently supervised with care, but the executive administration showed many signs of the Medical Officer's inability to exercise sufficient control. The Warder establishment was so unduly large that six men are always off duty, and the strength of Warders employed to guard an average population (1890) of 273 at Bellary is almost the same as that maintained at the Penitentiary to guard an average of 698—viz., 50 against 52. Notwithstanding this excessive strength, at the time of my visit an additional temporary guard of 1 Head Warder and 3 Warders had been engaged to look after a condemned prisoner. The raw material and other articles required for the manufacture of cumbles carried on in the jail have been purchased for years (at least 7 or 8) from a local merchant at rates far exceeding those prevailing in the Central Jails, as the following figures show:—

Black wool, 1st quality.—

Bellary rate Rs. 4-12 and Rs. 5 per maund.

Coimbatore rate Rs. 3 " "

Trichinopoly rate Rs. 2-14 " "

Salem rate Rs. 2-10 " "

Catgut.—

Bellary rate 9½ pias a yard.

Coimbatore rate 4½ pias a yard.

Trichinopoly rate 3 pias " "

Salem rate 1 anna " "

Tamarind seeds (for starching).—

Bellary rate 5½ pias a pound.

Coimbatore rate 0-8 pias a pound.

Trichinopoly rate 0-6 to 2 pias a pound (according to season).

Salem rate 4 annas to Rs. 1-4 for 5 mds. (125 lb.)

The tasks required from convicts were also in some respects very low, e.g., in wool-spinning, and this attracted the attention of Drs. Walker and Lethbridge who refer to it in their note on Bellary (p. lxxxviii. of appendix). No attempt at economy by means of keeping sheep, grinding oil, or reducing the expenditure of fuel has been made, and the check on the consumption of rations purchased is rendered very difficult by the maintenance of separate stocks for convicted and for under-trial prisoners, with separate registers to correspond. In consequence the

cost of rations per head in Bellary in 1890 was higher than in any Central Jail, except Trichinopoly, though of course the diet admissible to the prisoners ordinarily found in a District Jail is cheaper than that of a Central Jail convict. There was no separation of reconvicted prisoners (as already mentioned), and the Main-gate Register was so imperfectly kept as to be useless. At 8-30 A.M. on the 17th March not a single entry had been made for that day, though all the outside gangs had been out an hour and-a-half and the staff, including Assistant Surgeon, Jailor, &c., had been passing in and out.

33. This enumeration, though not exhaustive, will give some idea of the many subjects to which the attention of the Superintendent of a Jail has to be turned, and is sufficient to show that a Medical Officer with a Municipal dispensary, a Branch dispensary, and a Police hospital to visit, and the whole civil population of the station the district to look after cannot give the time for the efficient and economical working of a jail. The Inspector-General has proposed to close the prisons at Kurnool and Nellore, and I trust that no difficulty will arise to prevent this being done; but I think that, should this proposal be carried out by sending their prisoners to Bellary, it ought to be considered an essential feature of the scheme that the Central Jail thus created should be under a special officer. A Superintendent giving his whole time to the jail might not have corrected all the defects noticed at Bellary, but he would certainly have prevented the continuance of the greater number.

34. The present system of managing District Jails must, therefore, be regarded as a very imperfect arrangement which should be reduced within the narrowest limits possible, and Drs. Walker and Lethbridge's proposal to deprive the Cellular District Jails of Tanjore and Palamcottah of their special Superintendent cannot but be considered injurious and retrograde. The reasons which led Government to determine that these jails should not be placed under the Civil Surgeon will be found in Colonel Tennant's letter No. 58, dated 20th February 1884, recorded in G.O., 18th September 1884, No. 2389, where the then Inspector-General declared himself strongly opposed to the District Medical Officer being given charge of a Cellular Jail. It does not appear that Drs. Walker and Lethbridge adduce any argument against the present system except its expensiveness, and on this point, I would invite attention to the following statement which gives the average cost of a prisoner in the Tanjore and Palamcottah Jails during each of the last ten years. Both jails came under a special officer about August 1885, and it will be seen that though the immediate effect of the change was a rise in cost, the greater efficiency of the special management has in the later years more than counterbalanced the higher salary of the Superintendent. The movement towards economy is specially visible in the rates for rations which I have shown separately:—

	Tanjore.			Palamcottah.		
	Rations.	Other charges.	Total.	Rations.	Other charges.	Total.
1881	30 — 6	42 — 1	72 — 7	41 — 13	36 — 13	78 — 10
1882	28 — 0	43 — 9	71 — 9	37 — 11	39 — 13	77 — 8
1883	26 — 12	49 — 13	75 — 9	30 — 12	33 — 6	64 — 2
1884	29 — 9	45 — 7	75 — 0	39 — 9	34 — 4	73 — 13
1885	31 — 2	38 — 12	69 — 14	64 — 3	36 — 2	70 — 5
1886	37 — 6	44 — 3	81 — 9	34 — 1	43 — 14	77 — 15
1887	35 — 10	46 — 7	82 — 1	32 — 12	46 — 9	79 — 5
1888	24 — 0	55 — 9	79 — 9	22 — 4	54 — 1	76 — 5
1889	19 — 13	50 — 2	69 — 15	27 — 3	54 — 10	81 — 13
1890	20 — 15	45 — 1	66 — 0	25 — 5	48 — 15	74 — 4

I think these figures disprove the contention that the employment of a special Superintendent devoting his whole time to the jail is more expensive than the method of management through the Civil Surgeon, and there can be no doubt that in all respects the former is more efficient. There is, therefore, nothing to be gained by adopting Drs. Walker and Lethbridge's proposal on this point, and I submit that it should be rejected.

35. I take the opportunity of suggesting that the title of Jailor-Superintendent sanctioned for the officer in charge of the Cellular Jails of Tanjore and Palamcottah should be altered. The special officers in charge of these jails are in fact Superintendents and not Jailors, nor are they exclusively recruited from the rank of Jailor. The title of Jailor-Superintendent does not appear in the Civil List, and the only authority for it seems to be its appearance in the proposition statements which accompanied Colonel Tennant's letter, dated 10th May 1884, No. 146, recorded in G.O., dated 18th September 1884, No. 2389. I think it might now be definitely dropped, the Superintendent being recognised as such and the so-called Deputy Jailor, who does the work and draws the pay of a Jailor, being likewise given his proper title.

36. I return now to the first two recommendations made by Drs. Walker and Lethbridge regarding Superintendents of Central Jails. The Government has already expressed its disinclination to accept these proposals, and I shall therefore only briefly refer to the objections to them. The suggestion that Medical Officers of two years' service shall be placed in executive charge of Central Jails seems to be ill-considered both from a jail and from a medical point of view, as so junior an official would neither have completed his medical experience nor have acquired the knowledge of business requisite in a Superintendent. On this point the Surgeon-General writes:—"The Surgeon-General quite concurs in the recommendations of Drs. Walker and Lethbridge that Commissioned Medical Officers should be appointed to the executive charge of jails, but he cannot agree with them that officers of two years' service should be selected for the purpose. There are various reasons which, in his opinion, point to the necessity of more experienced Medical Officers being appointed to these charges, and he would therefore suggest that the jail appointments should be reserved for officers of not less than five years' service." But obviously this higher limit of service will decrease the inducement to Medical Officers

	RS.	A.	P.
Average pay of a Non-medical Superintendent, Central Jail.	680	8	10
Average pay of a Medical Superintendent, rising from Rs. 700 (1st class), Rs. 550 (2nd class) and Rs. 725 (special) to 1,200.	929	2	8
Difference per mensem ...	248	9	10

to accept jail appointments. As regards Drs. Walker and Lethbridge's next proposal that the pay of a Medical Superintendent of 18 years' service should rise to Rs. 1,200 per mensem, it is evident that it involves a considerable increase in cost, the maximum pay of a Non-medical Superintendent in a first-class jail being only Rs. 850 per mensem and in a second-class jail Rs. 600. Calculated on average salaries the increased charge would be about Rs. 2,983 per annum per jail or for seven Central Jails about Rs. 20,880 per annum.

37. As to the advantages to be derived from this large additional expenditure, no statement is to be found in Drs. Walker and Lethbridge's report. It will be observed that what I have seen in District Jails has not been favourable to the efficiency of medical control in executive matters, but in District Jails Medical Officers are handicapped by having very numerous other duties, and I have not seen a Central Jail under medical management. The present Inspector-General's experience and opinion may be gathered from the note which accompanied his letter No. 158, dated 7th May 1890, which says: "I succeeded a medical man in charge of the Central Jail at Rajahmundry when there were 1,000 prisoners in it, and the state of discipline among the convicts was something lamentable. If it had not been for a most excellent Jailor, there must have been an outbreak and it took me a year to get the jail into order." For my own part I do not see why a Medical Officer should not make as good a Superintendent as any other man of equal intelligence and good education, but there is no apparent reason why, other things being equal, a Medical Officer should make a better Superintendent. On the contrary the separate existence of Superintendent and Medical Officer has an advantage of its own, in that the Medical Officer checks any tendency on the part of the Superintendent to overwork his prisoners, and the Superintendent is able to counteract any liability of the doctor to pamper or allow malingering among convicts. Most important of all, however, at present is the difficulty that the Medical Department cannot spare officers for jail service. The Surgeon-General

writes that, 'the present establishment of Commissioned Medical Officers was fixed without reference to jail appointments, and it would be necessary to increase the establishment and to recruit additional Surgeons if Medical Officers were appointed to executive charge of jails.' It will be remembered that the reason assigned by the Government of India for the proposed reservation of the appointment of Superintendents of Central Jails to Medical Officers was the necessity to provide for them in time of peace. The Surgeon-General's statement shows that not only does no such necessity exist in Madras, but that it would actually be necessary to recruit additional officers in order to provide Medical Superintendents. This seems to remove the foundation on which the whole proposal rests. On the 1st April 1891, eight civil stations* which should be held by a Commissioned Medical Officer were without any such officer.

* Anantapur.	Guntur.
Chittoor.	Kurnool.
Chatrapur.	Nagapatam.
Cuddalore.	Tellicherry.

Lastly, in case of war, all Medical Officers would be liable to be withdrawn and the jail service left in a complete state of disintegration. These reasons seem of sufficient weight to necessitate the rejection of Drs. Walker and Lethbridge's proposals.

38. As regards the recruitment of Non-medical Superintendents, the number of appointments is too small and the occurrence of vacancies too uncertain for officers to be selected by any form of competition, but under the Secretary of State's despatch No. 4, Judicial, dated 7th July 1881, officers of the Police, though not natives of India, can be appointed to the Jail Department, and in order to ensure that officers appointed to the post of Superintendent of a Jail shall possess the necessary educational and other requirements, it will probably be found convenient for the selection to be made as far as possible from the Police, except where promotion of specially-qualified Jailors takes place. I think, however, that it is undesirable to take very young men into jail appointments, the duties of which are very monotonous, and it is certainly necessary that an officer shall receive some degree of training before being placed in charge of a jail. For these reasons it might be advisable to lay down that no Police Officer of less than five years' service shall be eligible for the appointment of Superintendent of a Jail, and that before taking charge of such an appointment, every such officer shall be attached to a Central Jail under a Superintendent of experience for at least three months, during which time he will draw the pay of his grade in the Police and be regarded as on deputation. Such an officer would, according to present promotion, be a confirmed Assistant Superintendent of the 3rd grade drawing Rs. 350 per mensem.

If the prospects of the Police are greatly improved under the scheme recently submitted to the Government of India, it may be difficult to get officers of the grade of 3rd-grade Assistant Superintendent to accept Rs. 350—450, but they would certainly be ready to take the position of Superintendent of a Central Jail and the appointment of Superintendent in the two special Jails might be generally conferred on deserving Jailors.

39. Leaving the subject of Superintendents, Drs. Walker and Lethbridge next propose (para. 9) the appointment in all Central Jails carrying on one special industry of a new grade of officer, superior to the Jailor and styled Deputy Superintendent, who would be in charge of manufactures and would assist the Superintendent in granting marks. As regards this recommendation, it is sufficient to state that the manufacturing departments of the jails in this Presidency cannot at present afford the proposed outlay. As it is proposed that the Deputy Superintendent should be superior to the Jailor, a salary of at least from Rs. 200 to Rs. 250 per mensem would be necessary, so that the pay of one such officer would be equal to over 8 per cent. of the total cash earnings (Rs. 37,442) of all the Central Jails, taking the average of the three years ending 1890. Nor has any necessity for such an appointment been felt in Madras where the Superintendent has been found quite able to supervise his own manufactures.

40. The next subject dealt with is that of Medical Subordinates, and regarding this Drs. Walker and Lethbridge make two main recommendations—

(1) that for Central Jails containing less than 1,400 prisoners, one Hospital Assistant and a compounder should be substituted for the present strength of two Hospital Assistants;

(2) that, to make jail service attractive to Hospital Assistants, a special allowance should be granted according to the following scale:—

District Jails, Rs. 10 per mensem, or, if unhealthy, Rs. 15 per mensem.
Central Jails, Rs. 20, or, if more than 1,200 prisoners, Rs. 25 per mensem.

This allowance to be paid only at the end of the year, or after the Inspector-General has visited the jail and approved of the Hospital Assistant's work.

41. Regarding the first of these recommendations, the Surgeon-General writes as follows: "The Surgeon-General regrets his inability to approve of any tendency to reduce the staff of Medical Subordinates at Central Jails. In his opinion two Hospital Assistants are indispensable, as one Hospital Assistant cannot be on duty every day and night, and, unless relieved by another every alternate day, he will practically be confined to the jail and lead almost a convict's life. As things at present stand, jail appointments are not popular with Medical Subordinates and the present proposal to reduce the staff will only add to their unpopularity and interfere with the efficient discharge of duty." In this opinion of the Surgeon-General with Government, the Inspector-General of Jails concurs, and every Jail Superintendent and Medical Officer whom I have consulted on the point is averse to the proposed reduction in the number of Hospital Assistants. In the face of this unanimity of opinion I am not prepared to recommend the adoption of Drs. Walker and Lethbridge's proposal at present, though I am not certain that it is not feasible. The daily average number of sick in Central Jails during 1889 was 17.75 and during 1890 was 19.62 only, and I am not satisfied that this is more than one Medical Subordinate, assisted by a compounder and guided by a Medical Officer, can look after. To these numbers have to be added those of the Convalescent Gang and the Out-patients referred to in Chapter VII (*infra*), but these classes cannot give much work. Of course, were the reduction made, the Hospital Assistant could not be required to sleep in jail except on the occurrence of special cases of sickness, and he would not be more confined to the jail than the Jailor and other officers.

42. In relation to the second of Drs. Walker and Lethbridge's recommendation, the Surgeon-General writes: "The proposal for giving an extra allowance to Jail Hospital Assistants meets with the approval of the Surgeon-General, but instead of a deferred allowance of from Rs. 10 to Rs. 25 he would propose that the senior subordinate be granted an allowance of Rs. 15 and the junior Rs. 10 per mensem from date of joining appointment. It may be observed that Hospital Assistants attached to Lunatic Asylums are granted an extra monthly allowance of Rs. 15 because they are practically debarred from private practice, and as Jail Hospital Assistants labour under similar difficulties, it is but fair that a similar concession should also be granted to them." Other arguments in support of the proposal will be found in para. 13 of this chapter of Drs. Walker and Lethbridge's report. While admitting the advantages which attach to improving the position of Medical as of other subordinates, I am unable to say that I think a case for increased pay has been made out. The cost of the proposal made by the Surgeon-General would for seven Central and fifteen District Jails amount to Rs. 4,800 per annum. The argument drawn from the allowances attached to Lunatic Asylums is hardly in point, for in such an asylum every inmate is a patient whereas as, above stated, the daily number sick averaged in 1890 in a Central Jail only 19.62 and in a District Jail 4.80. The work is therefore very light; in most Central Jails free quarters are provided; private practice is not prohibited nor impossible, and there is no evidence that any difficulty is found in getting or keeping capable Hospital Assistants, for the Surgeon-General adds that Drs. Walker and Lethbridge's statement that jail appointments are filled by men who have been found incompetent for other charges or whom it is desired to punish for misconduct is not correct so far as this Presidency is concerned. If the first proposal of Drs. Walker and Lethbridge, viz., to have only one medical subordinate in Central Jails, were adopted and the work thus increased, the allowance recommended in the second proposal

might be granted in Central Jails, but in no case does it seem requisite for District Jails.

43. I proceed now to the difficult subject of the rules regulating the subordinate, executive and clerical establishment. The crucial question here is one of race. There is a strong feeling among a majority of Jail Officers in this Presidency that natives cannot be expected to enforce discipline or repress disorder and that Eurasians and Europeans are necessary as Jailors and Deputy Jailors. Drs. Walker and Lethbridge, on the other hand, in paras. 30 and 116 of Chapter VI. express an opposite view and would exclude Europeans and Eurasians, as a rule, from the lower branches of the jail service. It does not seem necessary to adopt either view entirely. I think the prevalent objection in the department to the employment of natives as Jailors and Deputy Jailors is based mainly on dislike of the unknown and untried. Experience in the Native Army and the Police, not to speak of the jail service in other presidencies, seems to show that natives are quite fitted to fill the posts in question. But the usefulness of an European element in the service is unquestionable, and the rules should be so framed as to give each class an equal chance of obtaining appointments. The first matter to be dealt with is the educational requirements which should be laid down, because on their nature the class of officer recruited will largely depend. If natives were solely required, it would be easy to insist on a B.A. standard, but if the East Indian element is at all retained, some lower level must be fixed.

44. As regards general educational qualification, it appears that under certain old orders of Government noted in the margin, Jailors, Deputy Jailors, and Warders who are pensioned non-commissioned officers or privates are exempted from passing the U.C.S. Examinations. The limitation of this exemption to pensioned military men, however, seems to have been lost sight of, and promotions have been regularly made in the department without reference to the educational rules. As a result more than one Jailor and Deputy Jailor is almost illiterate. Colonel Porteous expressed his dissatisfaction with this state of things in paragraph 28 of his report for 1888, where he wrote:—

"I am not at all satisfied that we have in many of our jails the right type of man for the office of Jailor. For this appointment there should be no difficulty in obtaining men of education with thorough knowledge of accounts. Most of our present Jailors are not good accountants and leave nearly all their account work to the head clerks."

I think it most necessary that the Government Orders above named should be cancelled, and that the ordinary rules of the Educational Department prescribing the Upper Secondary or F.A. Examination for all appointments of the value of Rs. 15 per mensem and upwards should in future apply to the Jail Department. Under G.O., 28th April 1891, No. 312, Educational, it has already been decided that the Primary Examination will, after 1st January 1894, be applicable to appointments below Rs. 15 per mensem. This, of course, will not apply to pensioned sepoys, regarding whom the necessity of special exemption will doubtless be considered later. When it is found desirable to recruit a European who has not passed the prescribed examination, application for exemption should be made to Government by the Inspector-General.

45. Having thus ensured the possession of a moderate amount of general education to every man in the department, I have decided, after careful consideration, to recommend to Government that Drs. Walker and Lethbridge's proposal (paras. 17, 19 and 20) to class the executive and clerical establishments as a single whole composed of the three grades of Jailor, Deputy Jailor, and Assistant Jailor be adopted, the whole clerical establishment being included within the last-named grade. By thus recognizing the clerks as part of the Jailor establishment, certain important advantages will be gained, e.g.:—

(1) A greatly improved prospect will be open to active men in the clerical grade, who cannot at present rise beyond a salary of Rs. 45 per mensem unless they chance to enter the Inspector-General's office, and with improved prospects a better class of men will be recruited.

(2) The waste of labour involved in the present hard and fast separation between the clerical and non-clerical service will be saved; clerks will be of use in an emergency as executive officers, and executive officers will have a good knowledge of accounts and office routine.

(3) Instead of entirely raw outsiders being appointed to the Deputy Jailor grade, as now happens, the more efficient and experienced Assistant Jailors will possess a claim to promotion.

It may be objected that it is absurd to expect a gumasta of twenty years' service to take to the semi-military duties of a Jailor, and it will, of course, be impossible to apply the scheme all at once or to existing clerks grown old in sedentary habits. But in the Police Department no difficulty is found in requiring District and Station House Writers to undertake the general liabilities of a Constable and to share the semi-military training and costume, and there is no reason why the same plan should not work in the jails. It should also be clearly stated that, as a rule, an Assistant Jailor, while performing the duties of a clerk or storekeeper, will not be required to take out-door work as well.

46. I think, however, that the system of recognizing the clerks as a part of the Jailor establishment requires some further safeguards beyond those proposed by Drs. Walker and Lethbridge in order to prevent an ineligible officer rising to the higher grades by mere seniority. They merely suggest that all jail subordinates shall receive some military training and shall wear uniform, and they then leave to the very uncertain process known as "selection," the promotion of men from the post of clerk to that of Jailor. In order to ensure the possession of adequate professional knowledge by every officer seeking promotion I would propose to prescribe, as a qualification for promotion beyond the grade of Assistant Jailor, a Special Test analogous to that required for appointment to the grade of Inspector of Police. This might, I think, comprise the following subjects:—

Note by Inspector-General.—I think certain chapters only are necessary in the Code of Criminal Procedure for examination of Assistant Jailors.—J.M.S.

The Code of Criminal Procedure;
The Penal Code;
The Civil Account Code, Vol. i;
The Jail Code; and
Madras Act V of 1869 and other Acts specially relating to jails.

47. In addition to this and in order to prevent a physically incapable or inactive man from being made a Deputy Jailor, I would require a brief annual report on each subordinate to be furnished by the Superintendent of the Jail, wherein it should be specifically stated whether his physique, knowledge of drill, and general habits were such as to fit him for promotion to the higher grades; and at the Inspector-General's annual inspection of the jail each subordinate should be required to give evidence of his ability to drill the guard. The number of subordinates in each jail who would rank as Assistant Jailor is so small, comprising at

Head Clerk.	Remission Clerk.
Second Clerk.	Storekeeper.

the most only the officers noted in the margin, that there would be no practical difficulty in carrying out the rule.

It will also be understood that I do not propose to prohibit direct enlistment of Deputy Jailors, but I think that the passing of this Special Test, as well as the possession of the prescribed general educational qualifications, should be regarded as a necessary preliminary.

48. Before giving the proposition statement which exhibits the effect of the proposal to grade the clerical and executive subordinates as a whole, some details as to one or two of the individual appointments affected seem necessary.

49. Firstly, as to Jailors and Deputy Jailors. Drs. Walker and Lethbridge lay much stress (para. 23) on the importance of not keeping officers too long in the same jail, and there are many evident advantages in a system of regular transfers. Not only is a man who has been for many years in the same place more likely to form local connections and to become corrupt, but he is also liable to stagnate and drop into a mechanical groove of routine. It is, therefore, desirable to remove, as far as possible, all hindrances to the free transfer of jail officers, and one of these is the system which partially prevails of attaching special pay to

a particular jail. For the existing rates of pay of Jailors reference may be made to Rule 129 of the Jail Code, and it will be seen that the pay, though partly graded, is in several cases (viz. in 3 out of 7 Central Jails) attached to specific jails. This system I would propose to alter and to make the pay of Jailors throughout appertain to the grade and not to the jail. Drs. Walker and Lethbridge further recommend (para. 31) that the maximum pay attached to the post of Jailor shall rise to Rs. 350 per mensem. Considering that with a single exception no Inspector of Police can obtain more than Rs. 200 per mensem and that there is the possibility of becoming a Superintendent within the reach of every well educated and efficient Jailor, the heavy expenditure advocated by the Commissioners does not seem necessary; but I would propose to devote a little of the large saving made under Warder establishment to improving the position of Jailors by giving one first-grade appointment on Rs. 200—250, by allowing the yearly increment to be one-fifth instead of one-tenth of the difference between minimum and maximum salaries, by raising the pay of the first grade of District Jails to 100—5—125, and by adopting the minimum suggested by Drs. Walker and Lethbridge, viz., Rs. 75—5—100 in place of the existing minimum of Rs. 50—5—75. The opportunities of speculation in a District Jail are very large, the responsibilities very heavy, and, I think, the position of this class of officer urgently calls for improvement both by increased pay and better prospects of promotion.

50. A further advantage of thus raising the minimum pay attached to the jailorship of a District Jail will be that it will render it possible to set up and maintain a complete flow of promotion within the Department. At present the Deputy Jailor of 5 out of the 7 Central Jails gets Rs. 75 per mensem or more, and it does not pay him to take a jailorship in a District Jail on Rs 50 rising to Rs. 75. Consequently he remains on in the Central Jail in the hope of succeeding to the jailorship there, a result which in fact generally follows. Meantime the Jailor of a District Jail has nothing to look forward to. The officer now at Russellkonda has been there 29 years, the Jailor at Calicut 19 years without promotion or transfer. I think that a salary of Rs. 50—5—75 will be sufficient for the Deputy Jailor of a Central Jail. When he has learnt his work under an experienced Jailor and a professional Superintendent, he should be drafted out as Jailor of a District Jail, and when he has proved his capacity there he will be in his turn appointed as Jailor of a Central Jail. To carry out this system there should be a single list of Jailors and Deputy Jailors, and promotion to the latter grade, as well as to that of Jailor, should be made by the Inspector-General. In District Jails, I propose that the officer now known as Deputy Jailor, whose pay is at present fixed at Rs. 30 per mensem and who has small prospect of promotion, shall be placed on a progressive salary of Rs. 25—1—30. It will also be necessary to change the designation of his appointment from that of Deputy to that of Assistant Jailor, as his pay is less than that of the Clerk who will be included in the Assistant Jailor grade. Lastly, in place of the European Warder on Rs. 50 per mensem employed in the cellular jails of Tanjore and Palamcottah, I have entered an Assistant Jailor on the rate abovementioned, viz., Rs. 25—1—30 per mensem.

51. Secondly, as to the Storekeeper, and in the Coimbatore Central Jail, his Assistant. There is no clear definition of the position and duties of this officer in the Jail Code, but he occupies a very important and responsible position, having entire charge of the stock both of raw materials and of manufactured articles used and produced in the manufacturing department of the jail. There is hardly any matter in which there are such facilities for fraud as in the custody of large quantities of goods, stock of which cannot be taken more than once a year, and it seems desirable to do what can be done in order to give the Storekeeper an assured position, which will be worth keeping. At present this is hardly accomplished. He is a mere temporary employé, paid out of the profits of manufactures, and possessing no claim to pension. I recommend that the Storekeeper be brought on the general establishment, paid from Provincial funds, given a claim to pension, and declared subject to the educational rules. As ordered by Government in para. 32 of G.O., 18th November 1890, No. 1804, he will at the same time be required to give security, which at present he does not do, though Rule 24 of the

Code authorizes the taking of security. He will then belong to the grade of Assistant Jailor and have some chance of promotion.

52. It may be necessary to add a Rations Clerk in some jails to take the place of the recently-abolished Purveyor,

Note by Inspector-General.—I think it is absolutely necessary to have in each of the 7 Central Jails a Ration Clerk to relieve the Deputy Jailor of the duty of keeping the account of receipt and issue of rations. I would pay him Rs. 15, rising to Rs. 20. The Deputy Jailor's duties are so numerous that this appointment I think absolutely necessary.—J.M.S.

not in the buying of any article of rations, but in keeping the accounts connected with the stock of provisions. The necessity for this has, however, not yet clearly been shown, and consideration of the matter may be deferred for the present.

53. The following proposition statement shows the proposed establishment

in jails other than Warders. The increase on account of Storekeepers is, of course, nominal:—

Present Scale.

Proposed Scale.

1	2	3			4	5	6	1	2				3	4	5
		Pay.							Designation.						
Designation.	Number and Jails.	Pay.			Average pay per mensem.	Total average cost per mensem.		Designation.	Number.	Minimum.	Increment.	Maximum.	Average pay per mensem.	Total average cost per mensem.	Rs. A. P.
		Rs.	Rs.	Rs.											
Jailors, Central Jails...	1 Penitentiary ...	...	...	...	Rs. A. P. 215 0 0		Jailors, Central Jails.	1	200	10	250	Rs. A. P. 233 5 4	Rs. A. P. 233 5 4	Rs. A. P. 233 5 4	
(a) ...	4 Rajahmundry ...	...	...	...	...		Do. District Jails.	3	150	10	200	Rs. A. P. 183 5 4	Rs. A. P. 183 5 4	Rs. A. P. 183 5 4	
	1 Trichinopoly ...	...	...	...	...		Deputy Jailors, Central Jails.	3	125	5	150	Rs. A. P. 141 10 8	Rs. A. P. 141 10 8	Rs. A. P. 141 10 8	
	1 Coimbatore ...	...	...	...	...		Assistant Jailors, Central Jails.	3	100	5	125	Rs. A. P. 116 10 8	Rs. A. P. 116 10 8	Rs. A. P. 116 10 8	
Do. District Jails ...	1 Cannanore ...	...	...	...	...		Central Jails—	12	75	5	100	Rs. A. P. 91 10 8	Rs. A. P. 91 10 8	Rs. A. P. 91 10 8	
	1 Salem ...	...	...	...	...		1st Grade (Head Clerks).	7	50	5	75	Rs. A. P. 68 10 8	Rs. A. P. 68 10 8	Rs. A. P. 68 10 8	
	1 Russellkonda ...	...	...	...	...		2nd Grade (Store-keepers).	7	35	2	45	Rs. A. P. 41 10 8	Rs. A. P. 41 10 8	Rs. A. P. 41 10 8	
	1 Berhampore ...	...	...	...	...		3rd Grade (Second Clerks).	7	30	1	35	Rs. A. P. 33 5 4	Rs. A. P. 33 5 4	Rs. A. P. 33 5 4	
	1 Vizagapatnam ...	...	...	...	...		Assistant Jailors, District Jails—	7	20	1	25	Rs. A. P. 23 5 4	Rs. A. P. 23 5 4	Rs. A. P. 23 5 4	
	1 Guntur ...	...	...	...	...		1st Grade (Clerks).	15	35	1	40	Rs. A. P. 38 5 4	Rs. A. P. 38 5 4	Rs. A. P. 38 5 4	
	1 Bellary ...	...	...	...	...		2nd do. (Executive Assistant).	11	25	1	30	Rs. A. P. 28 5 4	Rs. A. P. 28 5 4	Rs. A. P. 28 5 4	
	1 Cuddalore ...	...	...	...	...										
	1 Madurai ...	...	...	...	...										
	1 Parvathipur ...	...	...	...	...										
	1 Tanjore ...	...	...	...	...										
	1 Palamcottah ...	...	...	...	...										
	1 Kurnool ...	...	...	...	...										
	1 Calicut ...	...	...	...	...										
	1 Mangalore ...	...	...	...	...										
Deputy Jailors, Central Jails.	1 Penitentiary ...	...	...	...	...										
	4 (a) ...	...	...	...	...										
	1 Cannanore ...	...	...	...	...										
	1 Salem ...	...	...	...	...										
Deputy Jailors, District Jails.	9 No Deputy Jailors at Nellore, Kurnool, Mangalore, Parvathipur, Tanjore and Palamcottah.	...	...	...	...										
	1 Penitentiary ...	...	...	...	...										
	6 (a) + Cannanore and Salem.	...	...	...	...										
Clerks, District Jails...	1 Russellkonda ...	...	...	...	...										
	14 Berhampore, &c.	...	...	...	...										
	1 Penitentiary ...	...	...	...	...										
Second Clerks, Central Jails.	7 Penitentiary, &c.	...	...	...	...										

ABSTRACT.			
Cost according to proposed scale, Rs.	4,700	0	0 per mensem.
Do. to present scale "	4,292	8	0 do.
Difference "	407	8	0
Increase per annum "	4,890	0	0

ABSTRACT.

Cost according to proposed scale, Rs.	4,700 0 0 per mensem.
Do. " " " " " "	4,292 8 0 do.
Difference "	407 8 0
Increase per annum "	4,890 0 0

54. The next subject to be dealt with is the reorganization of the Warder establishment, which is one of the most important and most complicated matters referred to me. It will be within the recollection of Government that Colonel Porteous in para. 28 of his report for 1888 expressed the opinion that in very many, if not most, jails the Warders were in excess of actual requirements, and that considerable reduction of them was feasible, especially if the Guards were armed with breech-loaders instead of smooth-bore carbines. The G.O., dated 25th June 1889, No. 1087, called for a special report on the subject, and this was submitted in Colonel Porteous' letter, dated 29th January 1890, No. 35, in which it was proposed to reduce the Warder establishment from 993 to 812 with a net saving of Rs. 17,157 per annum. The Government in its Order, No. 464, dated 11th March 1890, called for further assurance that the strength of Convict Warder Guards, assumed by the Inspector-General, would be forthcoming. The present Inspector-General replied in a letter, No. 370, dated 18th November 1890, which was referred to me for consideration by endorsement, dated 8th December 1890. Colonel MacDonald Smith's letter submitted an almost entirely new scheme of revision, giving an establishment of 818 men and a net saving of only Rs. 2,748 per annum.

55. Examination of both these schemes reveals what appears a radical defect, viz., an entire absence of uniformity in the strength of Warder establishment allotted to the several jails. It is true that Colonel Porteous' scheme adopted (see his note on back of original proposition statement not printed in the Government Order) a ratio of one Warder to ten prisoners as the rate for Central Jails taken as a whole. But it is obvious that this ratio was merely the average of the ratios adopted for the seven Central Jails individually, and in fixing the strength for the individual jails, uniformity is conspicuously absent. The difficulty of guarding one Central Jail is much the same as that of guarding another, and I have been unable to find any reason why if one Warder among 11.1 prisoners is sufficient at Trichinopoly, Vellore should require one to every 8.6. District Jails require some allowance to be made for the small population they contain, but even here the differences *inter se* should not be great. I am confident that down to a certain minimum a uniform scale can be worked in one jail as well as another, and this view is strongly supported by Drs. Walker and Lethbridge who propose to apply to all Madras Central and District Jails the uniform scales adopted in Bengal.

56. As regards the ratio of Warders to prisoners which is to be adopted, the facts stand thus. The Jail Code, Rule 1045, lays down that the proportion of Police to prisoners should be 1 in 7 for convicts worked extramurally, and 1 in 12 for convicts worked intramurally. When the Warder establishment was reorganized,

G.O., dated 23rd August 1887, No. 934 D. Government fixed the ratio of Warders to prisoners at 1 in 7 *plus* 10 per cent. for casualties. This was, however, a merely experimental strength, and as Colonel Porteous observed in 1889 has proved to be excessive. His scheme of Warder establishment proposed to fix the ratio at 1 to 9.9 in Central Jails and 1 to 7.3 in District Jails, and Colonel MacDonald Smith's scheme is on the same lines in this respect. Drs. Walker and Lethbridge, however, considered that reduction might go much further. They held that the Vellore and Coimbatore establishments might be reduced "with perfect safety" (page xciii. of appendix) to 58 men; for a second-class Central Jail they proposed to allow 46 men (para. 57), for a first-class District Jail 28 and for a second-class District Jail 23 men. They added (para. 60) that this scale has been employed for ten years in Bengal with success. It will be seen that the ratio of Warders to convicts thus recommended is 1 to 17.2 in a first-class Central Jail holding 1,000 prisoners, 1 to 13 in a second-class Central Jail holding 600, and about 1 to 10 in a District Jail holding 300.

57. All Jail Superintendents are agreed that Drs. Walker and Lethbridge's proposals for reduction go too far. Their *modus operandi* is clearly shown on pages xciv-xcv of the appendix to their report, and consists in allowing much too small a number of Warders for the various day duties. For instance, to allot only two Warders to guard the garden gangs of a large Central Jail like Vellore where the number of convicts working in the garden rises to 90 and seldom falls below 60 is plainly absurd. At the same time the schemes of guarding which their report

contains are of much value as showing the possibility of a uniform plan. In preparing a scheme for the future strength of the Warder establishment, I was anxious to make my proposals harmonize with the views of the most experienced Superintendents, and I have been much aided by a scheme drawn up in January last for the Trichinopoly Jail by the then Superintendent, Mr. Goodrich. This scheme has given me valuable help both in fixing the ratio of Guards to convicts, in determining the strength of Petty Officers and Head Warders necessary, and in the system of working the establishment. I may add that at Vellore Mr. Cavendish also volunteered a suggestion for the reduction of his Warder establishment considerably below the number proposed by Colonel Porteous, and that Mr. Gadsden worked out with me a scheme for Rajahmundry which closely coincides with what I have adopted, while the possibility of working the Mangalore Jail with 14 Warders was pointed out to me by the Jailor. These facts show that the highest and lowest points, at least in the Warder establishment I propose are approved by practical authorities.

58. As regards the ratio of Warders to prisoners, I have adopted for all Central Jails that proposed by Mr. Goodrich for Trichinopoly, viz., 1 to 11. The effect of applying this ratio has been to raise the strength at the Penitentiary, a jail which was undoubtedly undermanned, while a large sum was spent on an unnecessarily strong force of expensive European Warders. The present Superintendent approves of a reduction in these being made, and of a larger force of natives being given him instead. In the case of Cannanore I found that, in consequence of a low average population, the Trichinopoly ratio would give too small a number of men (40), especially as owing to the present state of the water-supply the jail needs rather a strong establishment. I have, therefore, been obliged here to adopt an arbitrary rate, viz., 1 to 10. If the Calicut District Jail is abolished, and its prisoners sent to Cannanore, as proposed below (para. 72), this divergence from a uniform scale will no longer be necessary.

59. For District Jails I found that the Trichinopoly ratio would give too low a strength. It is not possible to guard 75 prisoners and under with a strength of 6.8 Warders, though 750 prisoners can be guarded with 68.1 Warders. I therefore first fixed a minimum, which I place at 16 men. Colonel Porteous only gave 15, but he reckoned on at least 4 Convict Warder Guards and as explained below, I do not think these can be provided in ordinary District Jails. For all District Jails whose population was sufficiently large to bring them above this minimum, I have allowed a ratio of 1 in 10, and by actually applying this scheme to the Bellary and Mangalore Jails (*vide* para. 70), I have shown that it is sufficient.

60. The proportion on which I have based my scale has, except in two cases, been the average daily population of the three years ending 1890. For District Jails there can be no doubt that this average is correct, and there would have been little difference if five years had been taken instead of three. Colonel Porteous adopted a ten years' average for this class of jail, but so long a period was certainly misleading, as the population of some District Jails has materially altered since 1880. For Russellkonda and Berhampore, however, I have found it convenient to adopt a ten-year average in order to avoid the disturbance caused by the famine of 1888-89.

61. For Central Jails, the three years' average varies considerably from the actual population of the 31st December 1890, and it is plain that Colonel Porteous' assumption that the Central Jail population was fairly fixed is not borne out by subsequent experience. For instance, Trichinopoly increased from a strength of 637 on the 31st December 1889 to one of 947 on the same date of 1890. On the other hand in a Central Jail, dealing with large bodies of prisoners, the addition of a hundred or two does not make much difference in the number of Warders required. I therefore think that the Inspector-General must retain the power to sanction additional Warders in the proportion of 1 to 11, if serious increase of jail population occurs, but that he should not exercise this power in a Central Jail unless the increase amounts to 200, or unless some special cause (*e.g.*, necessity for a Camp Jail) arises.

62. The question of the strength of Warder establishment necessary is so closely connected with that of the proposed retransfer of escort duty to the Police that it will be convenient to notice the latter point now. I addressed Colonel Porteous on

the subject, and his reply, No. 17—(O), dated 19th May 1891, will be found printed as Appendix 3. It will be observed that he considers that the duty of escorting prisoners from jail to jail can be satisfactorily undertaken by the Police, and I have no hesitation in recommending that his opinion on this point be accepted, and that the duty of escort be retransferred to the Police. There can be little doubt that it is more expensive to keep up an extra strength of Warders solely for this purpose than to let the work be undertaken by the ordinary constabulary, and as no reduction in the strength of the force was made when it was relieved of the duty of escorting prisoners from jail to jail, no large increase will be necessary now on this account. There is also the strong reason for the change to which Colonel Porteous refers in para. 2 of his letter, and from a jail point of view there can be no doubt that the return to the system followed in other parts of India and recommended by Drs. Walker and Lethbridge (para. 61) will be an unqualified gain. I can find no argument to the contrary in the correspondence recorded in G.O., 8th December 1884, No. 3207, and the alteration in procedure then sanctioned seems to have largely proceeded on an unexamined assertion of the then Inspector-General of Police. As regards the condition to which Colonel Porteous attaches importance, viz., that the removal of convicts from jail to jail should be made on regular fixed dates, I think that it will be possible to arrange for this being usually done, though exceptional cases will be liable to arise when transfers at irregular intervals may be necessary. I do not, however, anticipate any difficulty in this matter. Owing to jails being thus altogether relieved of the duty of escort a larger reduction can be made in the Warder establishment than would otherwise have been possible. I may add that, had the Police been unable to take up the escort work, I had intended to propose that it should be carried out entirely by Central Jails, so that District Jails might in any case be relieved of this duty. Escort under the Prisoners' Testimony Act can be carried out by the jail establishment if the Court to which the prisoner has to be taken is in the same station as the jail; otherwise it should also be undertaken by the Police, for the same reasons as apply to the decision respecting escorts from jail to jail.

63. I now proceed to other points necessary to be noticed in the Proposition Statement herewith submitted. Colonel Porteous did not suggest any change in the present rates of pay of the Warder establishment, the lowest of which is Rs. 6½ per mensem. Drs. Walker and Lethbridge, however, point out (chapter VI., para. 52) that this rate is too low to attract efficient officers. Only recently the Rs. 6½ grade of constable was abolished, and a Jail Warder's duties are more monotonous and responsible than those of a Constable. The Jail Commissioners recommend a minimum salary of Rs. 8 per mensem and Colonel MacDonald Smith in his revised scheme adopts this minimum. He has done so, however, by throwing Colonel Porteous' three lowest grades into one, with the result that the Warder establishment would be divided into two grades—one of 83, the other of 627. I think that it is desirable to have at least three grades of Warders, and if the lowest pay were fixed at Rs. 8, there should be two grades above on Rs. 9 and 10, respectively. But though if the cost of establishment permitted it, this scale of pay would no doubt improve the quality of the guard, I think that for the present it would be sufficient to raise the minimum pay to an equality with that of the constable, viz., to Rs. 7 per mensem. Following Drs. Walker and Lethbridge's views, I consider that the standing guard, which is maintained at the gate as a reserve in case of outbreak, should be distinct from the general Warder establishment. From this reserve guard, all that is needed is precision in drill and ability to fire a musket.

NOTE.—With reference to the rate of pay, I adhere to the opinion that Rs. 8 is the minimum pay for which we can get an efficient man. I would abolish the 3rd-grade Head Warder on Rs. 10 and have 1st, 2nd and 3rd grade Warders on Rs. 10, 9 and 8 in the proportion of 1, 2 and 4. This will diminish the saving proposed by only Rs. 7,200 per annum.—J.M.S.

Intelligence is less necessary, and I think this body should be largely, if not wholly, composed of pensioned sepoy's, for whom Rs. 7 per mensem and pension is ample. In this way the number of Warders on Rs. 7, from whom the more difficult duties of direct supervision of prisoners are required, would be small and promotion to Rs. 8 would soon occur. I have, accordingly, fixed the rates of pay at Rs. 9, 8 and 7.

64. It will further be seen that I have somewhat reduced the proportion of Head-Warders. In this I have followed the principle of Mr. Goodrich's proposals, it being pointed out by him that for most purposes a Warder is quite as efficient as a Head Warder. I have also reduced the number of petty officers, it being generally agreed that they are at present more numerous than is necessary.

65. Lastly comes the question of the Convict Warder Guard. In G.O., 11th March 1890, No. 464, Government desired an assurance that the force of the Convict Guard of 238 proposed by Colonel Porteous would be forthcoming. So far as Central Jails are concerned, Colonel MacDonald Smith's letter of the 18th November 1890, No. 370, gives the required assurance, with detailed figures in support of it, and I think that there can be no doubt at all that the necessary 150 or less Convict Warder Guards will be available in the Central Jails. But in District Jails there are no convicts under the remission system, the inducements to good conduct are infinitely less urgent, and I agree with Colonel MacDonald Smith that it is unsafe to entrust a prisoner after only six months in jail with the responsibilities imposed on a Convict Warder Guard. Except in Bellary, Tanjore and Palamcottah, I would not, therefore, attempt to organize a force of Convict Warder Guards in this class of jail, and, as above stated, I have framed the proposals for Warder establishment on the assumption that there will be none. I agree with the present Inspector-General that it is not generally desirable to transfer Convict Warder Guards to District Jails from Central Prisons.

66. As regards the draft rules for the regulation of the Convict Warder Guard system, which form an annexure to Colonel Porteous' letter of the 29th January 1890, No. 35, I think they are well adapted to the purpose in view, subject to the following three exceptions:—

(a) The Convict Warder Guard should, in my opinion, be exclusively employed *inside* the jail. One of the many advantages which it possesses if thus used is that it cannot traffic in forbidden articles as paid Warders will do, in spite of any amount of search. The plan of placing a Convict Warder Guard outside the Superintendent's gate, as I saw at Vellore, is, I think, altogether wrong, and I would modify rule 5 by directing that the Convict Warder Guards shall be employed only within the main gate. On this point I invite attention to Drs. Walker and Lethbridge's remarks in para. 90 of Chapter VI.

(b) I think that the privilege of purchasing *cheroots*, which by rule 7 is proposed to be conferred on the Convict Warder Guard, is undesirable. Every Superintendent whom I have consulted on the point has expressed his objections to having tobacco brought into the jail, on the ground that the introduction of cigars for one class of prisoners makes it doubly hard to prevent its introduction for others.* I would propose therefore to prohibit the purchase of tobacco as well as of liquor by Convict Warder Guards.

(c) In clause IV of rule 2, I would confine the disqualification for the post of Convict Warder Guard to such reconvicted men as come within the definition of Habitual. Colonel MacDonald Smith in his letter of 7th May 1890, No. 158, says that, from his experience as a Magistrate, he thinks few men are sentenced to one year's imprisonment who have not undergone more than one previous conviction. At any rate there seems hardly sufficient ground for debarring men who have only one previous conviction and who are not Habituals according to the definition from promotion to the grade of Convict Warder Guard.

Subject to these modifications, and with the omission of the references to District Jails, I would recommend that these rules be approved.

67. I now give the Proposition Statement showing the strength and proportion of Free and Convict Warder Guards necessary.

1	2	3	4										5	6	7										8	9	10				11					
			Sanctioned strength of Warder Guard.												Proposed Strength.												Convict Warder Guard.									
			Petty Officers.			Head Warders.		Warders.							Total.	Petty Officers.			Head Warders.			Warders.					Total.	Total cost per mensem of proposed strength.	Proportion of proposed strength to average population, column 3.	First grade @ Re. 1.		Second grade @ As. 12.	Third grade @ As. 8.	Total.	Total cost per mensem of Convict Warder Guard.	
			Chief Warder @ Rs. 40.	Deputy Chief Warder @ 25.	Assistant Chief Warder @ 20.	First grade @ 15.	Second grade @ 12.	Third grade @ 10.	First class @ 9.	Second class @ 8.	Third class @ 7.	Fourth class @ 6½.				Chief Warder @ 40.	Deputy Chief Warder @ 25.	Assistant Chief Warder @ 20.	First grade @ 15.	Second grade @ 12.	Third grade @ 10.	First class @ 9.	Second class @ 8.	Third class @ 7.												
Serial No.	Jails.	Average population for 3 years ending 31st December 1890.	Chief Warder @ Rs. 40.	Deputy Chief Warder @ 25.	Assistant Chief Warder @ 20.	First grade @ 15.	Second grade @ 12.	Third grade @ 10.	First class @ 9.	Second class @ 8.	Third class @ 7.	Fourth class @ 6½.	Total.	Total cost per mensem of sanctioned strength.	Proportion of sanctioned Warder Guard to average population, column 3.	Chief Warder @ 40.	Deputy Chief Warder @ 25.	Assistant Chief Warder @ 20.	First grade @ 15.	Second grade @ 12.	Third grade @ 10.	First class @ 9.	Second class @ 8.	Third class @ 7.	Total.	Total cost per mensem of proposed strength.	Proportion of proposed strength to average population, column 3.	First grade @ Re. 1.	Second grade @ As. 12.	Third grade @ As. 8.	Total.	Total cost per mensem of Convict Warder Guard.				
Central.														Rs. A. P.												Rs. A. P.						Rs. A. P.				
1	Rajahmundry	526	1	2	2	3	3	7	10	10	21	40	99	858 0 0	1 to 6	1	1	1	2	2	2	4	12	24	49	459 0 0	1 to 11	6	6	6	18	13 8 0				
2	Vellore	823	1	2	2	4	5	10	10	10	21	45	110	959 8 0	1 to 8	1	1	1	2	3	4	7	18	38	75	664 0 0	1 to 11	10	10	10	30	22 8 0				
3	Trichinopoly	768	1	2	2	4	4	8	12	12	24	47	116	995 8 0	1 to 7	1	1	1	2	3	4	6	16	36	70	625 0 0	1 to 11	7	7	7	21	15 12 0				
4	Coimbatore	774	(a) 1	1	1	2	2	6	8	9	17	(d) 46	95	1,088 0 0	1 to 9	1	1	1	2	3	4	6	16	36	70	625 0 0	1 to 11	9	9	10	28	20 12 0				
5	Cannanore	438	(a) 1	1	1	2	2	4	6	6	13	24	60	523 0 0	1 to 8	(e) 1	...	1	2	2	3	4	11	23	47	424 0 0	1 to 10	5	5	5	15	11 4 0				
6	Salem	502	(a) 1	1	1	2	2	4	5	6	12	26	60	520 0 0	1 to 9	(e) 1	...	1	2	2	3	4	11	23	47	424 0 0	1 to 11	6	6	6	18	13 8 0				
7	Penitentiary	669	(b) 5	...	...	1	2	3	2	6	12	21	52	605 8 0	1 to 13	(f) 4	...	...	2	3	4	5	14	29	61	626 0 0	1 to 11	5	6	6	17	12 8 0				
Total			4,490	11	10	10	18	20	42	53	59	120	249	5,549 8 0	1 to 8	10	4	6	14	18	24	36	98	209	419	3,847 0 0	1 to 11	48	49	50	147	109 12 0				
District.																(g)	(g)	(g)																		
8	Russellkonda	122	...	...	...	1	1	...	2	2	5	8	19	148 0 0	1 to 7	...	...	...	1	1	...	2	4	8	16	133 0 0	1 to 8	...	...	...	...	...				
9	Berhampore	167	...	...	...	1	1	...	2	2	5	9	20	154 8 0	1 to 8	...	...	...	1	1	...	2	4	9	17	140 0 0	1 to 10	...	...	...	...	...				
10	Vizagapatam	162	...	...	...	1	1	...	2	3	6	12	25	189 0 0	1 to 7	...	...	...	1	1	...	2	4	9	17	140 0 0	1 to 10	...	...	...	...	...				
11	Párvatipur	188	...	...	...	1	1	...	2	3	4	9	20	165 8 0	1 to 10	...	...	...	1	1	...	2	5	11	20	162 0 0	1 to 10	...	...	...	...	...				
12	Guntár	148	...	...	...	1	1	...	2	2	4	8	18	141 0 0	1 to 9	...	...	...	1	1	...	2	4	8	16	133 0 0	1 to 10	...	...	...	...	...				
13	Nellore	78	...	...	...	1	...	...	1	2	4	8	18	139 0 0	1 to 5	...	...	...	1	1	...	2	4	8	16	133 0 0	1 to 5	...	...	...	...	...				
14	Kurnool	69	...	...	...	1	...	...	1	2	4	7	16	123 8 0	1 to 5	...	...	...	1	1	...	2	4	8	16	133 0 0	1 to 5	...	...	...	...	...				
15	Belhary	230	...	...	...	1	2	3	5	6	11	22	50	382 0 0	1 to 6	...	...	...	1	1	...	2	4	9	17	140 0 0	1 to 10	3	3	4	10	7 4 0				
16	Cuddapah	133	...	...	...	1	1	...	1	2	4	8	17	132 0 0	1 to 8	...	...	...	1	1	...	2	4	9	17	140 0 0	1 to 8	...	...	...	...	...				
17	Cuddalore	196	...	...	...	1	1	...	3	4	7	13	30	229 8 0	1 to 7	...	...	...	1	1	...	2	5	11	20	162 0 0	1 to 10	...	...	...	...	...				
18	Tanjore	244	(c) 2	...	...	1	1	...	3	4	8	14	34	311 0 0	1 to 8	...	...	...	1	1	...	2	5	11	20	162 0 0	1 to 10	2	2	2	6	4 8 0				
19	Madura	236	...	...	...	1	1	...	4	4	8	16	36	275 0 0	1 to 7	...	...	...	1	1	...	2	5	11	20	162 0 0	1 to 10	...	...	...	...	...				
20	Palamcottah	239	(c) 2	...	...	1	1	...	4	4	8	16	39	350 0 0	1 to 7	...	...	...	1	1	...	2	5	11	20	162 0 0	1 to 10	2	3	3	8	5 12 0				
21	Calicut	222	...	...	...	1	1	...	3	4	8	15	33	249 8 0	1 to 7	...	...	...	1	1	...	2	5	11	20	162 0 0	1 to 10	...	...	...	...	...				
22	Mangalore	70	...	...	...	1	...	...	2	2	4	9	19	145 8 0	1 to 4	...	...	...	1	1	...	2	4	8	16	133 0 0	1 to 5	...	...	...	...	...				
Total			2,554	4	...	...	15	13	13	38	46	91	174	3,125 0 0	1 to 7	...	...	...	15	15	6	35	74	156	301	2,464 0 0	1 to 9	7	8	9	24	17 8 0				
Total, Central and District Jails...			7,044	15	10	10	33	55	91	105	211	423	986	8,674 8 0	1 to 8	10	4	6	29	33	30	71	172	365	720	6,311 0 0	1 to 10	55	57	59	171	127 4 0				

(a) Chief Warder @ Rs. 35.

(b) Includes 1 Chief Warder on Rs. 60 per mensem.
3 European Warders on Rs. 50 each per mensem.
1 do. Warder on Rs. 40.

(c) 1 Chief Warder Rs. 18.

(d) Includes 12 European Warders
at Rs. 30 each.

(e) 1 Chief Warder on Rs. 35.

(f) 1 do. do. on Rs. 50.
2 European Warders on Rs. 40 each.
1 do. Warder on Rs. 30.(g) The duties of Petty Officers of
the Guard are performed in
District Jails by the Deputy
Jailer.

Total saving per annum Rs. 26,835.

the subject, and his reply, No. 17—O, dated 19th May 1891, will be found printed as Appendix 3. It will be observed that he considers that the duty of escorting prisoners from jail to jail can be satisfactorily undertaken by the Police, and I have no hesitation in recommending that his opinion on this point be accepted, and that the duty of escort be retransferred to the Police. There can be little doubt that it is more expensive to keep up an extra strength of Warders solely for this purpose than to let the work be undertaken by the ordinary constabulary, and as no reduction in the strength of the force was made when it was relieved of the duty of escorting prisoners from jail to jail, no large increase will be necessary now on this account. There is also the strong reason for the change to which Colonel Porteous refers in para. 2 of his letter, and from a jail point of view there can be no doubt that the return to the system followed in other parts of India and recommended by Drs. Walker and Lethbridge (para. 61) will be an unqualified gain. I can find no argument to the contrary in the correspondence recorded in G.O., 8th December 1884, No. 3207, and the alteration in procedure then sanctioned seems to have largely proceeded on an unexamined assertion of the then Inspector-General of Police. As regards the condition to which Colonel Porteous attaches importance, viz., that the removal of convicts from jail to jail should be made on regular fixed dates, I think that it will be possible to arrange for this being usually done, though exceptional cases will be liable to arise when transfers at irregular intervals may be necessary. I do not, however, anticipate any difficulty in this matter. Owing to jails being thus altogether relieved of the duty of escort a larger reduction can be made in the Warder establishment than would otherwise have been possible. I may add that, had the Police been unable to take up the escort work, I had intended to propose that it should be carried out entirely by Central Jails, so that District Jails might in any case be relieved of this duty. Escort under the Prisoners' Testimony Act can be carried out by the jail establishment if the Court to which the prisoner has to be taken is in the same station as the jail; otherwise it should also be undertaken by the Police, for the same reasons as apply to the decision respecting escorts from jail to jail.

63. I now proceed to other points necessary to be noticed in the Proposition Statement herewith submitted. Colonel Porteous did not suggest any change in the present rates of pay of the Warder establishment, the lowest of which is Rs. 6½ per mensem. Drs. Walker and Lethbridge, however, point out (chapter VI., para. 52) that this rate is too low to attract efficient officers. Only recently the Rs. 6½ grade of constable was abolished, and a Jail Warder's duties are more monotonous and responsible than those of a Constable. The Jail Commissioners recommend a minimum salary of Rs. 8 per mensem and Colonel MacDonald Smith in his revised scheme adopts this minimum. He has done so, however, by throwing Colonel Porteous' three lowest grades into one, with the result that the Warder establishment would be divided into two grades—one of 83, the other of 627. I think that it is desirable to have at least three grades of Warders, and if the lowest pay were fixed at Rs. 8, there should be two grades above on Rs. 9 and 10, respectively. But though if the cost of establishment permitted it, this scale of pay would no doubt improve the quality of the guard, I think that for the present it would be sufficient to raise the minimum pay to an equality with that of the constable, viz., to Rs. 7 per mensem. Following Drs. Walker and Lethbridge's views, I consider that the standing guard, which is maintained at the gate as a reserve in case of outbreak, should be distinct from the general Warder establishment. From this reserve guard, all that is needed is precision in drill and ability to fire a musket.

NOTE.—With reference to the rate of pay, I adhere to the opinion that Rs. 8 is the minimum pay for which we can get an efficient man. I would abolish the 3rd-grade Head Warder on Rs. 10 and have 1st, 2nd and 3rd grade Warders on Rs. 10, 9 and 8 in the proportion of 1, 2 and 4. This will diminish the saving proposed by only Rs. 7,200 per annum.—J.M.S.

Intelligence is less necessary, and I think this body should be largely, if not wholly, composed of pensioned sepoy, for whom Rs. 7 per mensem and pension is ample. In this way the number of Warders on Rs. 7, from whom the more difficult duties of direct supervision of prisoners are required, would be small and promotion to Rs. 8 would soon occur. I have, accordingly, fixed the rates of pay at Rs. 9, 8 and 7.

68. It seems desirable to give some particulars as to the method of guarding which should be adopted under the reduced scale of establishment now recommended. In the first place the generally exploded system of placing sentries to guard the walls of the jail by day should be abandoned wherever it still lingers. For instance, the three sentries now posted outside the jail walls at Bellary and the one sentry on the west side of the Tanjore Jail should be withdrawn. These men are entirely useless, except it be to prevent forbidden articles from being thrown over the wall, and for this purpose reliance must be placed on less costly measures of precaution inside. In the second place the principle insisted on by Drs. Walker and Lethbridge (para. 91, Chapter VI), that Warders should guard prisoners and not buildings or premises, requires further attention. At Palamcottah the plan adopted in guarding the garden gang is to place a sentry at each of the four corners of the garden. These men are supposed to command a view of the line of the hedge and thus to prevent escape. The objection to the system is, first, that it is extravagant, requiring four sentries and a directing Warder to look after a gang of at most 20 convicts: secondly, that if an escape occurs, it is impossible to prosecute any one of the sentries, because no particular convicts were in his charge. In place of this system, which prevails at Trichinopoly and other jails and which is based on the existing Warder Guard Rules, the method advocated by Drs. Walker and Lethbridge should be adopted, and a certain number of convicts should be definitely placed in charge of each Warder, when working extramurally. Thirdly, the system of having a fixed reserve guard should be adopted, the men composing it to be mainly sepoy, and not to be as a rule employed inside the jail. By this division, the reserve guard will become more or less a check on the ordinary Warder establishment. At night half the reserve guard must be allowed to go home, and their place taken by an equal number of day-duty men who have done only six hours duty in the day. Fourthly, the system of placing sentries at night on the outer circle and of leaving the yards and blocks unguarded, as obtaining in Vellore and elsewhere, should be abolished, and the Coimbatore system introduced under which the sentry patrols the yard, just outside the window of the barrack, the gates leading to the inner and outer circle being all kept open. This is specially insisted on by Drs. Walker and Lethbridge (para. 91 of Chapter VI), and is beyond question the safest and best system of guarding. At present there is no uniformity whatever in the methods of guarding in force in the jails of this Presidency, and though I cannot burden this report by detailed plans for each jail, I think that uniformity should be insisted on. Through the kindness of the Inspector-General I have seen a report of a recent escape at Vellore in which 7 Burmans got out of jail at night. They cut through the wood-work in which the bars of the window were fixed, and were thus able to twist one of the bars on one side and get out. Once out of the barracks they easily managed to scale the jail wall. If the Warder had been patrolling the yard in which the barrack was situated, this escape could hardly have occurred, for he would have seen the men at work at the window. Under the present system he is placed on the road which runs as an outer circle round the area containing the barracks and knows nothing of what is going on inside, the barracks being wholly unguarded. It is also essential that the wards shall be properly lighted. This, too, is insisted on by Drs. Walker and Lethbridge (*vide* para. 40, note on Vellore, top of page xcvi of appendix to their report). Rules on these subjects should be inserted in the revised Jail Code.

69. The following exhibits the scheme as applied to the Trichinopoly Central and District Jail:—

DAY.	NIGHT.
Reserve Guard—1 Head and 15 Warders.	Standing Guard—2 Heads and 15 Warders.
Hours—6 A.M.—6 P.M.	Furnished—Half from reserve guard, half from B portion of ordinary Warder guard.
Furnish 4 sentries, viz:—	
1 at main gate.	
1 at tower.	
1 at entrance gate to compound.	
1 at turnstile.	

DAY.	NIGHT.
<i>Ordinary Warder Guard</i> —7 Heads and 36 Warders.	This guard furnishes—
A. Permanent—i.e., 6 A.M.—6 P.M.	1 Sentry, main gate.
3 Heads and 10 Warders—	1 „ inner circle.
8 Workshops and 1 Head Warder for general supervision.	1 „ close prison.
1 Large weaving shed (Head Warder).	1 „ District Jail.
1 Close prison (Head Warder).	
1 Solitary cells.	
1 Gate-keeper.	
B. Relievable—	
2 Heads and 13 Warders—6 A.M.—NOON.	
2 Heads and 13 Warders—NOON—6 P.M.	
Viz. :—	
1 Hospital.	
1 Cook-house.	
2 Conservancy gang.	
1 Water gang.	
2 Superintendent's gang.	
6 Garden (1 Head and 5 Warders).	
2 District Jail (1 Head and 1 Warder).	

From this it will be seen that half the Reserve guard is in bed every night, and that of the ordinary Warder guard those—only about one-quarter—who do night duty have only had 6 hours' day duty. The following posts would be taken by the Convict Warder guard :—

DAY.	NIGHT.
12 Hours.	
2 Inner circle.	4 Sentries between blocks (three men being needed for each post).
1 Quarantine.	
1 European quarters.	
1 Ration godown.	
1 Water.	
1 Close prison.	
1 Large weaving shed.	
1 District Jail gate.	
—	—
9	12
—	—

This distribution of labour requires 8 Heads and 51 Warders and 21 Convict Warder guards. I have made an addition of 10 per cent. or 1 head and 5 warder for escort under the Prisoners' Testimony Act, leave and other casualties, and 2 orderlies who can be made available to meet emergencies. But it will be evident that there are plenty of places where at a pinch extra men can be made available. The transfer of the hospital, cook-house or any post in Division B to Division A would at once place an additional man at the disposal of the Superintendent, and I have no doubt that the strength of establishment thus provided, being on the scale drawn up by an experienced Superintendent, is ample for all present purposes.

70. I further append more concisely drawn up examples of the working of the revised scheme of establishment in a large and in a small District Jail, taking Bellary and Mangalore as examples :—

BELLARY—Strength—4 Heads, 26 Warders, 10 Convict Warder guards.

DAY.	NIGHT.
<i>Reserve Guard</i> —1 Head, 8 Warders.	<i>Standing Guard</i> —1 Head and 9 Warders.
Furnish—1 Sentry at main gate.	Supplied 4 from reserve.
	5 from B Division.

DAY.	NIGHT.
<i>Ordinary Guard</i> —	Furnish—
A. Permanent (7)—1 Head and 6 Warders—	1 Sentry, main gate.
1 Orderly.	1 „ central yard.
1 Gate-keeper.	1 „ "Five-cell yard."
1 Weaving shed.	
1 Spinning shed.	
1 Wool-beating shed.	
1 Cook-house and starching gang.	
1 Cell.	
B. Relievable—	
1 Head and 5 Warders—6—NOON.	
1 „ and 5 „ —NOON—6.	
Viz.—	
1 Garden gang.	
2 Toty gang.	
1 Water gang.	
1 Out-door gang.	
Total—4 Heads and 24 Warders.	
Percentage for Casualties, Leave and Prisoners' Testimony Act. } 2 Warders.	
C.W.G.—Number 10—	
Day—Clothing Store, under-trials, hospital and general latrine.	
Night—Hospital enclosure and cells (2 posts—6 men).	

MANGALORE—Strength—2 Heads, 14 Warders.

DAY.	NIGHT.
<i>Reserve Guard</i> —1 Head and 6 Warders.	1 Head and 6 Warders—
Furnish 1 Sentry at main gate.	Furnish—
1 „ at cook-room yard.	1 Sentry, main gate.
<i>Ordinary Guard</i> —	1 „ inside.
A. Permanent ... { 1 Main gate.	
1 Work-shed.	
B. Relievable—1 Head and 6 Warders—	
1 Orderly.	
1 Charge of wards.	
1 Garden.	
	In case of leave, a convict warder should be put in charge of the wards by day.

71. Although this portion of my report has already run to undue length, there are still many points left untouched on. Government is, I believe, already dealing with the question of providing breech-loaders for a part at least of the Warder guard. I cannot find any ground for the grant of batta to Warders and Head Warders proposed in para. 114, Chapter VI of Drs. Walker and Lethbridge's report. Transfers of Warders are no doubt desirable, and will become more possible in time when the men have longer service and are recruited from a better class. Night patrol by the Jailor and his Deputy and occasional night visits to the jail by the Superintendent are now in force, and Warders' quarters are being gradually provided. The provision of high aloe fences everywhere round jail gardens would greatly add to the ease of guarding the garden gangs, and the introduction of tell-tale clocks, like the one in use at Vellore, would provide a most valuable check on the Rounds officer whose duty it is to visit each sentry at night. I would conclude this subject by saying that while the reduction of the Warder guard will considerably reduce the cost per head of convicts in this Presidency, I believe it will, if combined with the introduction of a uniform system of guarding on a sound method, add to and not diminish the security of the jails. Uniformity and fixed rules are greatly needed, and the very size of the existing establishment has made the need for precision less apparent.

72. One or two isolated questions remain to be dealt with in Chapter VI. The first of these is the proposal to close the Cannanore Central Jail and to send

the long-term prisoners received there either to Calicut or to Vellore, to which Government has added the alternative suggestion that the Calicut District Jail shall be closed and prisoners sent thence to Cannanore. On general grounds, I am much in favour of the alternative, and there are various strong reasons for adopting it. The first of these is that at Calicut the buildings are cramped and crowded in an extreme degree; and owing to their position cannot be added to, though work-sheds are already badly needed, whereas at Cannanore there is ample space to build additional work-sheds and sleeping barracks if necessary. Secondly—The average population of the Calicut Jail during the three years ending 1890 has been 221·8 and on the 31st December 1890 was 247, the total accommodation for all classes of prisoners being 236 (excluding hospital). The jail is thus already overcrowded, and could not possibly accommodate the Malabar short-term prisoners confined at Cannanore. Thirdly—Still more impossible would it be for the Calicut

Local prisoners over one year admitted into Cannanore—

1886	...	...	76
1887	...	...	80
1888	...	...	88
1889	...	...	127
1890	...	...	214

District Jail to receive the local long-term prisoners, the number of which admitted into Cannanore during each of the last 5 years is shown in the margin. These would have to be transferred to Vellore, and the cost of each transfer would be Rs. 23-10-0. No cause of the rise in the number of local long-term

prisoners received at Cannanore in 1889 and 1890 is apparent. Fourthly—While the Cannanore buildings could be put to no use, and would have to stand empty and so fall into disrepair, the buildings now occupied by the Calicut Jail could immediately be utilised as a Lunatic Asylum or possibly as a dépôt for leper criminals. Government has lately considered the question of concentrating criminal lunatics at Madras, but this will cause a large outlay on buildings, and the premises of the present Calicut Jail would apparently afford very suitable accommodation for a large body of lunatics, the sub-jail, at present miserably placed, being assigned one block.

73. These reasons, joined to the superior efficiency of Central as compared with District Jail management, lead me to recommend that the Calicut Jail be closed and its prisoners transferred to Cannanore. It seems to be clearly necessary to keep one jail on the West Coast, and that being so, it is best to retain the best-built jail and the most efficient management. Owing to climatic conditions and difficulty of communication, the abolition of the Mangalore District Jail also is not possible, but there is nothing to prevent this being done in the case of Calicut as there is an excellent road between that place and Cannanore, as well as communication part of the way by backwater. The effect on the population of the Cannanore Jail would, in each of the past 5 years, have been as follows:—

	Daily average population, all classes.		Total for amalgamated jail.	Existing accommodation at Cannanore.
	Calicut.	Cannanore.		
1886	203·17	407·13	610·30	925
1887	193·63	363·24	556·87	925
1888	171·67	387·67	559·34	925
1889	209·75	404·25	614·00	925
1890	284·01	5·2·20	806·21	925

It will thus be seen that the accommodation at Cannanore, though sufficient, is not more than will be necessary.

74. A second question of a similar character is the suggestion of Drs. Walker and Lethbridge that the Salem Jail should be reduced to the status of a District Jail and placed under the Civil Surgeon. This matter is a very difficult one on which to come to a conclusion. Jail populations in this Presidency reached their lowest ebb about the time of the Jail Commissioners' visit (December 1888), and

the last two years have shown a material increase which would probably be much augmented should any scarcity of food supplies occur. In order that the amount of accommodation may not be overstated, I take into account only that provided for male convicts, separate buildings being always necessary for other classes, and the following compares the population of this class with the space at present available:—

	Accommodation per statement A, Report for 1890.	Daily average population, male convicts in 1890.	Actual population, male convicts, 31st Dec. 1890.	Actual population, male convicts, 31st Dec. 1888.
Rajahmundry	958	500·31	556	541
Vellore	975	911·84	973	709
Trichinopoly	944	785·13	941	821
Coimbatore	1,300	794·00	732	720
Cannanore	793	522·03	624	436
Salem	613	527·38	531	424
Penitentiary	549	655·94	671	587
	6,132	4,696·43	5,028	4,238

At Rajahmundry, Trichinopoly and Cannanore, the accommodation is in process of being increased by the construction of Close Prisons, while the addition of a Close Prison to Salem is under consideration.

75. It will thus be seen that on the 31st December 1890 the Penitentiary was considerably overcrowded, Vellore and Trichinopoly were full, Cannanore and Salem had each a moderate margin of accommodation over population, while Rajahmundry and Coimbatore were nearly half empty. As regards Rajahmundry it may be put out of consideration for the present, as the maintenance of a Central Jail for the Northern Districts is unavoidable, and as soon as the East Coast Railway is finished, it will be possible to transfer prisoners to it in large numbers from the Northern District Jails. The excess accommodation at Cannanore will be fully occupied if the amalgamation with it of Calicut, as above suggested, is carried out. The difficulty

arises in the case of Salem and Coimbatore which, though situated close together, had a joint population of only 1,263 on the 31st December 1890 against an accommodation of 1,300 and 613, respectively. It is evident that Coimbatore could have taken in the whole number of prisoners then in the two jails without inconvenience, while, as the figures in the margin show, the number of direct committals of long-sentenced men to the Salem Jail in recent years has been extremely small.

76. If nothing had to be considered except the existing amount of accommodation in Central Jails, the matter would be a fairly easy one to decide, for it would clearly be desirable to close the Salem Jail altogether. But the matter is complicated by the Inspector-General's proposals, already referred to, for the amalgamation of certain District Jails with Central Jails. Of the former one is Cuddalore, the prisoners from which, I understand, he thinks should be sent to Trichinopoly. The Cuddalore population of male convicts on the 31st December 1890 was 177 and the daily average population for that year was 198·84, and it is evident that in order to accommodate South Arcot prisoners at Trichinopoly, it would be necessary to make transfers of long-term men to Coimbatore. If Salem were closed altogether, and Coimbatore had to receive the Salem prisoners as well as a further number from Trichinopoly, it would be overcrowded. If the Salem jail were not entirely closed but kept on as a District Jail, this event might not actually occur, but there can be little doubt that, putting Rajahmundry out of account, there would even then be a very small margin of Central Jail accommodation over Central Jail population.

77. But Colonel MacDonald Smith has also proposed to close the District Jails of Nellore and Kurnool and to transfer the prisoners from the latter jail at least to Bellary. If this scheme proved successful, it would probably be followed by one for the amalgamation with Bellary of Cuddapah also. There is not at present sufficient accommodation at Bellary to receive these prisoners and considerable additions would be needed to the buildings, while, if the jail thus becomes a Central Jail with a large population, it will need, as I have suggested, a special Superintendent. But it seems obviously objectionable to increase the Central Jail accommodation at Bellary, while the amount existing at Salem and Coimbatore is already in excess of requirements.

78. Several solutions of this difficulty suggest themselves, viz. :—

- (1) to retain Salem as a District Jail only, as proposed by Drs. Walker and Lethbridge;
- (2) to close Salem altogether, sending the major portion of its prisoners to Coimbatore, and to build at Bellary, so as to supply the Ceded Districts with a Central Jail;
- (3) to abandon the plan of building additional accommodation at Bellary and to transfer all prisoners sentenced to over one month from Kurnool, Nellore and possibly Cuddapah to Salem, retaining it as a Central Jail and keeping Bellary in its present position of a District Jail.

79. On the whole I think the last of these recommendations is the best. If a fresh beginning were being made, it would of course be best to have a Central Jail for the Ceded Districts instead of two in the central portion of the Presidency. But, in present circumstances, the retention of Salem seems preferable on the following grounds :—

- (a) The Bellary jail is built on no plan and it will be impossible, whatever additions and alterations are carried out, to make it other than an ill-arranged jumble of buildings.
- (b) The cost of the additions necessary there in order to accommodate the Kurnool prisoners only is on a rough estimate Rs. 15,000. If Nellore and Cuddapah were added with aggregate average populations of 208·61, the cost of the additions may be put at at least another Rs. 36,000, or a total of Rs. 51,000, and would almost certainly be much larger.
- (c) The annual excess cost of transferring prisoners to Salem instead of to Bellary would not exceed the annual charge on account of proposed expenditure on buildings at Bellary.

80. The figures in support of the statement in the last clause are as follows. The number of prisoners who would have to be moved annually from Nellore, Kurnool, and Cuddapah, on the average of the five years ending 1890, would be 193, 207, and 324, respectively. These numbers exclude prisoners sentenced to one month and under, who would remain in the Subsidiary Jails, and also prisoners sentenced to terms over one year or to transportation, as they have already to be transferred to a Central Jail and no change will be effected in their case. It appears that the cost of moving 10 prisoners from Nellore, Kurnool, and Cuddapah to Salem, allowing the prescribed number of escorts, and including the batta payable to the prisoners on release would be, respectively, Rs. 72-3-0, Rs. 112-11-0, and Rs. 66-9-0, while the corresponding cost of moving the same number of prisoners from Nellore, Kurnool, and Cuddapah to Bellary would amount to Rs. 81-9-0, Rs. 32-1-0 and Rs. 38-7-0. It will thus be seen that it would be cheaper to send all Nellore prisoners to Salem than to send them to Bellary, while the excess charges on account of each batch of 10 prisoners from Kurnool and Cuddapah would be Rs. 80-10-0 and Rs. 28-2-0, respectively, equal to an excess charge of Rs. 1,669 and Rs. 911 per annum on an annual average number of 207 and 324, respectively. The annual cost of the proposed outlay of Rs. 51,000 on buildings at Bellary would be Rs. 2,550 at 5 per cent., and there is a saving of Rs. 181 on

sending prisoners from Nellore to Salem instead of to Bellary. Apparently, therefore, it will be cheaper by Rs. 151 per annum to retain the Salem Jail instead of building at Bellary. In this calculation I have excluded from consideration the possibility of prisoners from some of the Northern taluks of Kurnool being sent to Guntur, where accommodation is available, though it may be feasible to do this, and it will be understood that the estimate of cost of transfer is based on the journey to Salem instead of to Vellore, though the latter is nearer, because Vellore has recently been full while at Salem there is accommodation to spare. By sending long-term prisoners to Salem,

	rs.
Charge on account of additional buildings at Bellary ...	2,550
Excess cost of sending Kurnool and Cuddapah prisoners to Salem instead of to Bellary—Rs. 1,669 + Rs. 911 = ...	2,580
Difference ...	30
Do not saving on sending Nellore prisoners to Salem instead of to Bellary ...	181
Net saving per annum ...	151

and keeping the majority of short-term prisoners from Nellore and Kurnool at Vellore, however, a further reduction in the cost will be possible. On the other hand the additional buildings which would be needed at Bellary would probably cost more like a lakh than Rs. 51,000 before they were finished, and even then the jail would not be a good one. There is next to no garden, and the water-supply is obtained from a distance and with much labour. I therefore recommend that Salem be retained as a Central Jail, that prisoners from Nellore and Kurnool (and possibly later from Cuddapah) be distributed between it and Vellore in the manner hereafter found most economical, and that Bellary be left as it is.

81. The only remaining question is that of the charge allowances attached to District Jails. These are at present regulated by Home Department Resolution No. 7-582-594, dated 28th August 1889, recorded in G.O., No. 1619, dated 19th September 1889. The following statement compares the charges admissible under present conditions and those which would be drawn by Medical Officers, if the suggestion contained in para. 7 of Chapter VI of Drs. Walker and Lethbridge's report were adopted, the average population taken for the purposes of this calculation being that of the year 1890 :—

Under Home Department Resolution, 28th August 1889, No. 7-582-594—

1st-class District Jails daily average 500 or more ...	Nil.
2nd do. do. 300 and under 500 ...	Nil.
3rd do. do. 150 do. 300 ...	6
4th do. do. 50 do. 150 ...	5
Cost Rs. 8,400 per annum.	

According to Drs. Walker and Lethbridge's proposals—

100 1st-class District Jails average not less than 300 ...	Nil.
75 2nd do. do. over 100 and under 300 ...	8
50 3rd do. do. 100 and under ...	3
Cost Rs. 9,000 per annum.	

So that, on the daily average of the year 1890, the adoption of Drs. Walker and Lethbridge's proposals would result in an increased outlay of Rs. 600 a year and it is a good illustration of how little the jail population in District Jails has really varied of late years that, whether an average population of the three years or of the five years ending 1890 is taken, the increased charge which would have resulted from the adoption of Drs. Walker and Lethbridge's proposals remains the same. Para. 7, Chapter VI of Drs. Walker and Lethbridge's report does not appear to contain any reasons for the change proposed except the statement that the suggested scale would be more uniform, but they do not explain what is exactly meant by this expression here, and as a uniform scale already in force, there does not seem to be any ground for incurring increased outlay.

Chapter VII. 82. The questions raised in this chapter regarding the medical administration of jails are of considerable importance, and it is necessary to refer briefly to the history of the matter in this Presidency.

83. The rules in the Jail Code are fairly clear, though, as usual, scattered through several sections. Rules 76—118 contain the duties of the Medical Officer; Rule 460 defines the convalescent gang; Rules 1219—1246 treat of sickness and hospital procedure; while additional regulations connected with medical subordinates and their duties are to be found in Rules 197—205 and with medical records in Rules 1342—1349. These provisions much need consolidation, which will be carried out in the revision of the Code.

84. The general effect of the Jail Code rules is as follows. Every prisoner complaining of illness shall be examined by the Medical Officer, and, if necessary, admitted to hospital; and every prisoner more than 24 hours under medical observation shall be entered in the admission register of the hospital. So far as regards the sick. Rule 460 provides for the formation in every jail of a *convalescent* gang comprising (1) prisoners who from age or bodily infirmity are physically unable to perform hard labour: these will be permanent members of the gang; (2) those who are suffering from temporary debility, not amounting to disease which requires admission to hospital; (3) those who have been discharged from hospital as convalescent and are unable for some days to perform hard labour. This is the only authorized gang of prisoners coming within the cognizance of the Medical Officer and not in hospital. Power to recommend extra diet to any prisoner is also possessed by the Medical Officer under Rules 92 and 95—97.

85. In the year 1889 an important modification was made by Government in Rule 460. It was found that at the Trichinopoly Central Jail prisoners complaining of illness had been placed on the convalescent gang instead of being admitted to hospital, and in consequence had been denied due care and attention

G.O., 17th July 1889, No. 1218.

„ 28th Aug. „ „ 1485.

until it was too late to save their lives. In the marginally-noted G.Os. it was therefore ordered that class (2) in the above-quoted definition of a convalescent gang should be abolished, and that such prisoners should in future be entered in the Admission Register of the hospital after 24 hours' observation. The object of this alteration was, I believe, to make sure that every prisoner suffering from any form of sickness should be brought on the Hospital Admission Register and not kept outside, and that the convalescent gang should be confined to (1) men permanently unfit for labour owing to old age or physical infirmity; (2) men who have been in hospital and are discharged as convalescent.

86. I found, however, that this object is not achieved owing to the existence in most if not all jails of an altogether different category of prisoners known as “out-patients.” I first heard of the existence of this class of prisoners at the Coimbatore Central Jail, where I found that an “Out-patients' Register” was maintained. This register was not, however, produced before the Inspector-General as required by Rule 116 of the Code, and he was consequently not aware of its existence. On examination it appeared that in 1889 there were 191 prisoners treated as out-patients, and in 1890 as many as 386. Among the chief diseases from which they were represented as suffering were debility, dyspepsia, colic, rheumatism, herpes, gout, ringworm, dysentery, diarrhoea, febricula, ague, bronchitis, piles, gleet, primary syphilis, leprosy, guineaworm, opacity of cornea, &c. This list shows that the diseases treated outside the hospital in this jail were not all trivial ailments. I had not an opportunity of referring to the Medical Officer on the matter, as I had to leave Coimbatore early the next morning, but on asking the medical subordinate how this system could be reconciled with Jail Code Rule 86, he told me that the term “under medical observation” was a technical one, and that the prisoners included in the Out-patients' Register were not “under observation” but were out-patients.

87. On visiting other jails subsequent to this, I found that the treatment of out-patients not on the Hospital Admission Register prevailed in each. At some jails, such as Bellary and Rajahmundry, the system seemed to be carefully worked, only prisoners suffering from petty ailments such as boils, slight fever or cough, being treated as out-patients. In other jails I found less care exercised, and in more than one case it appeared that prisoners who eventually died had been at first treated as out-patients.

88. The objections to the system of treating prisoners as out-patients seem to be these:—

- (1) there is no prescribed record, and hence it is very difficult to trace the history of the cases treated. The maintenance of an Out-patients' Register at Coimbatore was exceptional. In other jails there was only an “Out-patients' Prescription Book” and it was not at all easy to find out what cases which were afterwards admitted to hospital had first been treated outside;
- (2) there is risk of out-patients being treated only by the medical subordinate. At Mangalore I found that the Hospital Assistant had treated a convict for two days as an out-patient and as though suffering from conjunctivitis unknown to the Medical Officer. When the man got worse, he was shown to the Medical Officer who found him to be suffering from keratitis, and the Hospital Assistant's treatment to have been very injudicious;
- (3) there is danger of prisoners being kept out of hospital too long;
- (4) it results in the actual amount of sickness in jails being under-stated.

89. At the same time I would beg to draw attention to the practical difficulty in which Medical Officers stand under the existing provisions of the Code. A prisoner is found suffering from some trifling complaint—a boil, a little colic, a cold in the head, or the like. It would be absurd to admit such a man to hospital and keep him there when he is perfectly fit for labour though requiring some degree of treatment, and as the Admission Register (see Form No. 1, Medical, on page cxlix of Appendix II to the Jail Code) presupposes that every man on the register is in hospital, the man cannot be brought on the Admission Register without being kept in hospital. Neither can he be put on the convalescent gang. The only course open, therefore, is to treat him as an out-patient, this being, though unrecognised, at any rate not prohibited by the Code. Moreover, the heading of Medical Form No. 5 (page cl of Appendix II) seems to show that the existence of out-patients was at least contemplated. It therefore does not seem to me that, so far as petty cases are concerned, Medical Officers of jails could have adopted a different course, and the only cause for surprise is that the difficulty has not been noticed and provided for in the rules of the Code.

90. It seems to me essential that there shall be a complete record of the treatment of every prisoner, and for this purpose a single register should suffice. I would propose, therefore, that every case of sickness among prisoners, however trifling, be brought on the so-called Hospital Admission Register, Form No. 1, Medical, though, of course, this would not imply detention in hospital unless considered necessary by the Medical Officer. I am aware that this will considerably increase the “daily average sick” as shown in column 7, Statement XV of the Annual Report, but this seems to me of little importance, as the change will affect all jails alike. Another difficulty is, that it will necessitate modification of Form No. 1, in order to show both date of first treatment and date of retention in hospital as an in-patient. This, however, can easily be arranged, if Government approve of the recommendation.

91. The only other alternative is to give formal recognition to the out-patient system and prescribe a form of Out-patient Register. The objections to this course are that it will increase the

number of registers, render it more difficult to trace the history of a case, and conceal the real amount of sickness in a jail by keeping out-patients out of Annual Return No. XV. On this subject I request reference to para. 6 of this chapter of Drs. Walker and Lethbridge's report.

92. It will be seen that the orders of Government on this subject are necessary before the revision of the Jail Code directed in para. 10 of G.O., dated 18th November 1890, No. 1804, can be carried out. The institution of the special gang proposed in para. 4 of this chapter of Drs. Walker and Lethbridge's report will necessitate the opening of a fresh register and the cancellation of the addition made in G.O., dated 28th August 1889, No. 1485, to Jail Code Rule 86.

93. I would add here that an examination of the several hospital registers has shown that the number of admissions to hospital is little or no guide to the health of the jail, but depends on the practice of the Medical Officer. On the whole, a high rate of admission, combined with low mortality, is, I think, ordinarily a sign of careful treatment, and I should be inclined to view the reverse of this combination, high mortality and low admission rate, with much suspicion. The admission rate in the Native Army averages about 800 per mille, and in jails it should, for obvious reasons, be much higher.

94. There are one or two special matters which need mention, viz. :—

(1) I found that the modification in Jail Code Rule 460, sanctioned in G.O., dated 28th August 1889, No. 1485, was in many cases unknown to Medical Officers and therefore not acted on. The common custom seems to be to send a copy of a G.O. from the Jail office to the hospital for persual and return. In order that the hospital may have the G.O. at hand for reference, the Hospital Assistant thus has to make a copy of it, which is clearly a waste of his time, and a MS. copy is never so legible or so readily referred to as one in print. I therefore recommend that the Inspector-General be supplied with a sufficient number of copies of Proceedings affecting the medical administration to enable him to send two copies to each jail. The cost to Government of striking off some 20 additional copies when printing would be trifling, and it is essential that the hospital shall have a copy separate from that kept in the Jail office.

(2) I also learnt that it is the custom for the Surgeon-General's office to send out a single copy of a Circular or G.O. affecting Medical Officers. This is sent to each jail in turn, a copy being made by the Hospital Assistant, and it is then sent on to the next jail. In the case of a long G.O., such as No. 1218 J., dated 17th July 1889, the copying must involve the expenditure of a good deal of the Hospital Assistant's time. I venture to suggest that orders should be cyclostyled in the Surgeon-General's office or a larger number of printed copies sent to the Surgeon-General, and a separate copy sent to each District and Central Jail. The only extra cost is that of the paper, and this may well be incurred to save the labour and delay involved in the present system.

(3) Rules 90 and 1344 of the Jail Code provide that the state of every sick prisoner shall be entered daily in the Case-book, and seem to mean that the entries shall be made by the Medical Officer himself. In practice it is not possible for the Medical Officer to make these entries *daily* himself, and the work is largely left to the medical subordinate. But it is of importance that the entries shall be made *daily* by some one so as to preserve a contemporaneous record of what has occurred. At present, owing to the rule requiring too much, this is not secured, the Case-book being sometimes written up for several days together. I recommend, therefore, (1) that the Medical Officer be relieved of all obligation to write up the Case-book in his own hand; (2) that he be required to *initial* every entry *daily* in token of his approval of its correctness.

On this subject the Surgeon-General thinks (*vide* his letter, No. 302, dated 16th April 1891) that the entries should continue to be made by the Medical Officer himself, and should be made every day as long as the patient remains in a dangerous state or is seriously unwell, and every second or third day when he is recovering; but he would have no cases entered in the Case-book unless they were "of a serious nature which might prove fatal and which would necessitate a prolonged stay in hospital." My objection to this proposal is that the rules suggested are too indefinite. It is impossible to say with certainty what is a "case of a serious nature which might prove fatal;" cases throw out new developments, and the essential thing is to ensure care being taken of every case from the beginning. Nor can any criterion be laid down as to when a patient begins or ceases to be "seriously unwell." If the rules are left in this elastic state, it is out of the power of any Inspecting Officer to see whether they are obeyed, or not.

(4) It has been suggested that it is desirable to recognise a fifth description of hospital diet, viz., one resembling the ordinary dietary of the jail, but for the dry grain therein prescribed substituting equal quantities of rice. In practice it is often desirable to give this modified dietary in cases where the ordinary jail diet would be unsuitable and where the spoon and milk diets laid down in rule 1123 of

the Code would be insufficiently stimulating and the low and full diets in the same rule unnecessarily expensive. If, as recommended above, all out-patients are brought on the hospital register it will be specially desirable to clearly recognize the Medical Officer's power to give this rice diet. The Surgeon-General has expressed his approval of this suggestion.

(5) The subject of medical records will be further noticed in the report dealing with Chapter XXXI of Drs. Walker and Lethbridge's report.

Chapter VIII. 95. The point specially referred to me for consideration in connection with this chapter is Drs. Walker and Lethbridge's remarks in para. 7 regarding "the impolicy of transfers" of female convicts. The history of the recent orders of Government on this subject is as follows. In 1886 the Secretary of State addressed this Government regarding the system of confining females in jails where there was no female attendant, and it was explained both to His Lordship in reply and to the Government of India in reference to a similar communication (G.O., 19th January 1888, No. 135, Judicial) that the number of females received in District and Subsidiary Jails was very small and that it was therefore impracticable to appoint a matron in every such jail. In reviewing the Jail Report for 1887, the Government remarked (para. 6 of G.O., 16th June 1888, No. 1335) that, though there was a difficulty about supplying a matron for every jail in which female convicts were confined, it was at the same time very desirable that the confinement of solitary females in jails guarded solely by male warders should not occur, and the Inspector-General was told that, if women were often confined singly in any of the District Jails, the plan of transferring to each such jail two long-term female convicts should be tried. It was, moreover, added that, as all the District Jails except Russellkonda and Párvatipur had a daily average strength of not less than 2-32 females, a female warder might well be entertained for every District Jail except the two named and Cochin. In para. 28 of his next report, that for 1888, the Inspector-General stated that female warders were entertained in the Bellary and Madura District Jails, but had had to be dispensed with in the latter jail as there were no female prisoners. He added that the plan of transferring two long-term females to District Jails to take the place of a matron had not been tried, but would be given a trial during the then current year. The G.O., (para. 7, G.O., 25th June 1889, No. 1087) again called attention to the matter, and Colonel Porteous dealt with it in clause III of his letter No. 328, dated 25th November 1889, recorded in G.O., 29th January 1890, No. 126. He said that the only District Jails in which there had been any considerable number of female prisoners were Bellary and Madura, and he proposed that, without any increased establishment, a female warder should be entertained in lieu of a male warder when the number of females required the step. Upon this the Government remarked that it thought permanent female warders should be entertained in a few jails and that female convicts should be freely transferred to them. It might be worth while, added the G.O., thus to transfer all under sentences of 4 months and upwards. Again in his letter, dated 29th January 1890, No. 35, Colonel Porteous proposed, as the accommodation for females in the Central Jails was considerably in excess of requirements, to retain no females at Coimbatore and Trichinopoly and to transfer the females sentenced in those districts to Salem and Vellore, respectively. This was approved in G.O., 11th March 1890, No. 464. The next order on the subject was, I believe, that of the 18th November 1890, No. 1804, on Drs. Walker and Lethbridge's report.

96. From this summary of previous orders it will be seen that the Government has hitherto seen no objection to the transfer of female convicts to jails outside the districts to which they belong. As the Central Jails also serve the purpose of District Jails for the districts in which they are situated, short-term women belonging to Coimbatore and Trichinopoly are already being sent to Salem and Vellore, and the proceedings of 29th January 1890, No. 126, though they

have not been acted on, suggested the concentration of all female prisoners in a few selected jails. After consulting various Superintendents on the subject, I have come to the conclusion that there is no reason to change the policy hitherto pursued. There seems to be no evidence of the existence of the evil results which are said by Drs. Walker and Lethbridge to follow from transferring women to jails situated outside their own districts, and these results are probably a good deal matter of conjecture. The retention of long-term women, not being habituals, in District Jails would be a departure from the uniform rules requiring the imprisonment of convicts sentenced to over 12 months in Central Jails and would be otherwise objectionable, diet being different and supervision less complete.

97. The Government has now determined to provide a female warder in every Central and District Jail, this employé to be entertained in addition to the already

* Rajahmundry.
Vellore.

Salem.
Penitentiary.

existing matron in the four* Central Jails which receive women, and has called on the Inspector-General to submit the necessary proposition statements. He

will, doubtless, have pointed out that it is unnecessary to have a warder at Trichinopoly and Coimbatore, even for purposes of transfer, as no women are admitted there at all, the courts committing them direct to Vellore and Salem. At the Cannanore Central Jail also, no women are at present received, and no female warder will be needed unless the Calicut Jail is amalgamated with it. In the other Central Jails the addition of a female warder will be useful, as the matron is entirely alone in the yard, and when she leaves the jail, as she must do occasionally for recreation, there is at present no one to take charge of the females except some male officer. At the Penitentiary the position of the matron, whose house there is *inside* the female enclosure and separated by high walls from other parts of the jail, is particularly unsafe, and the circumstance was noticed by His Excellency the Governor on the occasion of his visit on the 14th March last.

98. But the provision of a female warder in all District Jails will certainly involve a considerable expenditure for a very small number of prisoners, and in order to reduce this I would suggest, unless Government determine to reconsider G.O., 29th January 1890, No. 126, that the plan of concentrating females in selected jails should now be given effect to in some cases at least. For instance, at Tanjore, where there were only three women at the time of my visit and a daily average throughout 1890 of 7.21, there is a female enclosure, containing a complete set of buildings, but divided from the general area in which the cellular blocks stand only by a railing, and not by a wall, and the women are, therefore, visible to the male convicts. Moreover, male convicts have to be admitted to the enclosure daily in order to work the well. At Palamcottah, there is a like enclosure, with accommodation for twenty, but containing only three at the date of my visit and with a daily average of 1.87 in 1890, and this also is divided only by a railing. At Madura, where the daily average number of women in 1890 was 8.63, there were twelve in the female enclosure. This again is not separated from the rest of the jail by a wall but by a railing.

99. It will, thus, be seen that the number of women at Tanjore and Palamcottah is small, and as Madura is the central station between the two and receives a larger average proportion, I would propose to concentrate female prisoners from the Tanjore, Tinnevely and Madura districts at the Madura Jail and to complete the accommodation there by replacing the railing round the female yard by a wall. There is space for twenty-one females which will probably suffice. This will save the cost of two female warders, viz., at Tanjore and Palamcottah.

100. Cuddalore, Kurnool and Nellore District Jails will, it is to be hoped, shortly be closed, and need not, therefore, be considered. There seems no reason why females from Cuddapah should not go to Bellary, and I recommend that this be done. In the Northern Circars, concentration is less possible, and the female warder sanctioned by Government should, therefore, be appointed in each of the jails in those districts. If my proposal to amalgamate the Calicut District Jail with Cannanore is adopted, it will be necessary to provide a matron at the latter

jail, and I would, therefore, add that I think a pay of Rs. 30—50 is very much in excess of what is required. At Bellary, an East Indian woman has been obtained as a female warder on Rs. 12 per mensem, and I think that Rs. 20 would be ample for a matron anywhere except in the Penitentiary. The enhanced pay to these women recommended by Colonel Porteous and sanctioned in G.O., 20th November 1889, No. 1985, seems to me to have been unnecessary. The female warder at Madura is paid Rs. 7 per mensem, and is the wife of a third-class warder (pay Rs. 6½). I think that the sanctioned pay of matrons in jails other than the Penitentiary might well be reduced as vacancies occur.

101. In order to obviate objections to the transfer of female prisoners to jails outside their own districts, I would propose to adopt the procedure advocated in paras. 8 and 9 of Drs. Walker and Lethbridge's chapter VIII, and to incorporate those provisions in the revised Jail Code, should Government approve. At present the only rules applicable seem to be the general ones; see rules 651 and 654.

Chapters IX and XIII. 102. In connection with these chapters I submit a draft of those rules of the Jail Code which will regulate in future the treatment and education of juveniles. This draft will then take the place of the existing rules relating to juveniles, part V, section 5, rules 883—891, as well as of part III, section 13, rules 598—613 which deal with education in jails, this being in future confined to juveniles. If approved by Government the draft rules will be embodied in the revised code and numbered. On certain points explanation seems necessary. In rule (1) I have retained the definition of a juvenile as a prisoner under the age of sixteen. This has the advantage of agreeing with the definition in the Reformatory Schools Act, 1876, and is, I believe, practically the best that can be adopted. Drs. Walker and Lethbridge in para. 4 of chapter IX suggest that no fixed rule should be laid down as to the age at which a prisoner ceases to be a juvenile, but there are various objections to leaving such a point undetermined, such as that it gives power to the subordinate jail officials to extort money by threatening to lock any youthful prisoner up separately as a juvenile. In rule (2) I have provided as far as possible for the concentration of juveniles in jails having suitable accommodation for them, as suggested by Drs. Walker and Lethbridge and approved by Government. I propose that juveniles from the southern districts should be sent to Tanjore rather than to Trichinopoly, because there are cubicles at the former jail and none at the latter, and the juvenile yard at Trichinopoly will shortly be needed for the cooks, as the new central kitchen is being built in it. At the Penitentiary accommodation for male juveniles exists, but at Bellary it will have to be provided. It is not possible at present to concentrate the juveniles confined at Mangalore, or in the Northern Circars, but further steps in this direction may be practicable when the East Coast Railway is open. I may add here that the number of juveniles in the jails of this Presidency is very small; the total number admitted into all the Central and District Jails during the three years ending 1890 only averaged 184 per annum, the Penitentiary alone accounting for 55 of this number, and of the total many are soon passed on to the Reformatory. In all the Central Jails I found but three juveniles undergoing sentences of more than six months, and the actual number of male prisoners of this class in each of these jails at the time of my visit is shown in the margin.

Rajahmundry	..	..	..	..	2
Vellore	..	..	..	..	4
Salem	..	..	..	..	1
Coimbatore	..	..	..	..	3
Trichinopoly	..	..	..	..	3
Cannanore	..	..	..	..	2
Penitentiary	..	..	..	..	7

103. Rules (3), (4), and (5) follow Drs. Walker and Lethbridge's recommendations, while rules (6) and (7) deal with education. On this part of the subject I have consulted the Director of

Public Instruction, whose letter will be found printed as Appendix 4. I have endeavoured to assimilate the instruction to that given in the Reformatory School, so that a boy transferred thither after one or two months in jail may not find what he has learnt in jail useless. I have proposed that all male juveniles shall be employed on one specified industry, carpentry, because a merely general direction, such as that contained in rule 887 of the present code, is easily overlooked. At the Madura District Jail, for instance, I found the juveniles employed in sweeping the

jail enclosures. The Inspector-General has suggested that press-work should be added as an employment for juveniles, because they are now found useful at the Penitentiary as folders in the binding work of the press. I think, however, that this work is not sufficiently industrial and would be of no use to the juveniles after release. Convalescents and light labour adults should be employed as folders.

104. It will be observed that the limitation of the number of stripes to be inflicted on a male juvenile, which is contained in rule 891 of the present code is omitted. In view of the fact that section 11, Madras Act V of 1869, as amended by section 2, Madras Act VII of 1882, contains a legislative direction as to the number of stripes which can be awarded for certain classes of offences, a rule purporting to be made under section 3 of the same Act and fixing a different maximum of stripes seems to be *ultra vires*. For the same reason the direction regarding reduction of diet is relegated to a foot-note, and the first part of rule 891 of the present code is omitted, because it is embodied in section 2, Madras Act VII of 1882. In rule 9 a direct provision as to juveniles' diet is inserted in place of the vague statement contained in rule 889 of the present code, and in doing so I have followed the prevailing practice of the jails and Drs. Walker and Lethbridge's recommendation. Rule (10) has been framed with reference to rules 18 and 21 of the Reformatory School Rules which form an annexure to G.O., dated 10th December 1888, No. 2545. Rule (11) is merely a modification of rule 609 of the existing code, but the last-named rule does not seem to have been observed of late years, and the attention of the Director of Public Instruction might be drawn to this fact, in order that regular inspection may take place in future. Finally, I have added a rule requiring the separation of adolescents at night. This is already done in several jails, *e.g.*, the Penitentiary, where it is very necessary, and the most experienced jail officers are agreed as to the usefulness of such separation in checking vice. It also removes any objection to the exclusion of youths of 16 and upwards from the category of juveniles, and it can be carried out without additional accommodation in every jail by the exercise of a little care.

105. The following are the draft rules:—

Juveniles.

- (1) A prisoner under the age of 16 shall be considered a juvenile.
- (2) Juveniles sentenced to terms of imprisonment exceeding one month in districts below-mentioned shall be sent to undergo their sentences at the jails hereunder specified, viz., juveniles sentenced in the districts of:—

Tinnevely.	} To the District Jail, Tanjore.
Madura.	
Tanjore and Trichinopoly.	
Coimbatore.	
Salem.	} To Her Majesty's Penitentiary, Madras.
South Arcot.	
North Arcot.	
Chingleput.	
Cuddapah.	} To the District Jail, Bellary.
Nellore.	
Kistna.	
Kurnool.	
Bellary.	

- (3) Male juveniles shall be divided into two classes, viz., the first class composed of those who in the judgment of the Medical Officer of the jail have attained puberty, and the second class of those who have not attained puberty.

(4) During the day the two classes of male juveniles may be kept together. At night male juveniles of the first class shall be locked up each in a separate cell or cubicle; while those of the second class may be similarly treated or may sleep together.

(5) Both by day and night all juveniles of both sexes shall be separated from all adult convicts except such convict instructors as may be admitted to teach them during the day. Female juveniles shall be kept within the female enclosure.

(6) Juveniles shall be employed on labour of an industrial character. In the case of male juveniles, this labour shall be carpentry, and a well-conducted convict

capable of teaching this industry shall be deputed for the purpose. As a rule, the hours from unlocking till the morning meal, except time occupied in drill, and from 3 P.M. till cessation of labour, shall be devoted to this labour. As far as possible the instruction in carpentry shall be in accordance with the standards laid down in schedule M. appended to the Grant-in-Aid Code.

(7) The hours between the completion of the morning meal and 3 P.M. shall be devoted to general education, which shall be, as far as possible, in accordance with the compulsory portions of standards I and II laid down in schedule K.I. appended to the Grant-in-Aid Code. In jails where there is no paid schoolmaster, a well-conducted convict should be deputed for the purpose.

(8) Male juveniles shall be drilled daily for half-an-hour in the morning.

(9) Juveniles of the first class shall be given labouring diet, and those of the second class non-labouring diet, regulated according to the diet scales in rule 1097.

(10) A juvenile undergoing a sentence in a jail outside the district in which he or she was sentenced shall, in the absence of good reason to the contrary, be transferred for release to the jail of the district wherein his or her parents or friends reside, and before the date on which any juvenile is entitled to release such notice shall, if possible, be sent by the Superintendent of the jail in which the juvenile is undergoing sentence to the parents or friends of the juvenile as will enable them to attend at the jail and receive the juvenile.

(11) The industrial and general teaching in jails shall be inspected at least once a year by an officer of the Educational department, and a report of the results of this inspection shall be forwarded to the Inspector-General.

(12) Except where they are inconsistent with the foregoing provisions, all rules of the Jail Code shall apply to juveniles. A juvenile refusing or neglecting to learn the lessons or perform the tasks prescribed shall be held to have committed an offence under clause (XII), rule 548.

NOTE 1.—Juveniles are subject to all the punishments prescribed in Madras Act V of 1869 as amended by Madras Act VII of 1882, but Superintendents should not as a rule inflict reduction of diet on male juveniles of the second class, or on female juveniles of a corresponding age.

NOTE 2.—With reference to clause V, section 11, Madras Act V of 1869, as amended by Madras Act VII of 1882, and to section 392 of the Code of Criminal Procedure, Government has ruled (G.O., 20th January 1888, No. 142) that the punishment of whipping in the case of male juveniles should be inflicted only on the posteriors.

ADOLESCENT.

Male prisoners of sixteen years of age and not exceeding twenty years shall be considered adolescents, and shall sleep in a ward separated both from adult prisoners and juveniles.

In all other respects they shall be subject to the ordinary Jail discipline.

Chapters X to XII. 106. No question is referred to me in connection with Chapters X, XI and XII, though in regard to under-trials, I may remark that the plan of keeping under-trials in the same yard and sleeping barracks with convicted prisoners undergoing quarantine, which I saw in action at Salem and elsewhere, seems contrary both to Jail Code Rule 814 and to section 7, Madras Act V of 1869, and likely to destroy whatever possible advantage quarantine may give. Quarantine wards on a proper principle are being built at Rajahmundry, under which prisoners will be passed on from one ward to another. At other jails the system is little more than a farce, a prisoner newly admitted sleeping in the same barrack as those who have been nine days under quarantine and who are about to be passed into the jail.

Chapters XIV and XVIII. 107. I have already dealt with Chapter XIII in connection with Chapter IX, and the only point to be referred to in Chapter XIV is the form of report regarding the use of fetters suggested in para. 6. Before dealing with this, however, it seems necessary to notice several questions in connection with Chapter XVIII, on Jail punishments, in which important matters requiring the orders of Government arise.

108. The nature and extent of the punishments which the Superintendent of a jail in this Presidency is authorized to inflict are specified in section 11 of Madras Act V of 1869. The only authority to punish convicts (otherwise than by cancelling marks or remission) appears to be that conferred by section 10, and it therefore

seems clear that section 11 is the only authority as to what punishments may be used. It does not appear that Government can legally make rules under section 3, sanctioning additional punishments, as in that section there is no reference to punishments. I think, therefore, that the punishments in the Jail Code must be limited to those authorized by the Act. But in several respects this limitation is not at present observed.

109. I beg first to draw attention to the system of relegating convicts to the Close Prison which is authorized by No. 13 of Mr. Grimes' Close Prison Rules printed above in para. 23. Under this rule a practice has grown up of sending convicts, who have already passed through an initial period of confinement in the Close Prison, back to the Close Prison to undergo a further period as a punishment. At Vellore there were as many as eleven prisoners in the Close Prison who had thus been relegated for no less than eight months each as a punishment. It does not seem to me that this procedure, though authorized by Mr. Grimes' Rules, is legal for the following reasons. Both the Indian Penal Code, section 74, and the Madras Jails Act (clause iii, section 11) limit the period for which solitary or separate confinement can be imposed to fourteen or seven days. There is no definition of what constitutes solitary or separate confinement, but in practice a prisoner under a judicial sentence of solitary confinement is placed in a solitary cell which has both an iron-barred door and an outer wooden door, both being kept shut, while a convict under a jail-imposed sentence of separate confinement is placed in a similar cell but the wooden door is not shut. It will thus be seen that the distinction between solitary and separate confinement rests entirely on the wooden door. But when a prisoner is sent to the Close Prison his position is precisely identical with that of the convict undergoing separate confinement, for in both cases he is in a separate cell, with a grated door and without a wooden one. This being so, it seems to me that under clause iii, section 11 of the Act of 1869, the period of separate confinement, even though undergone in a Close Prison, must, in the present state of the law, be limited to seven days, and that the present practice of relegating a convict to separate confinement for months together is illegal.

110. In raising this question I do not suggest any doubt as to the power of Government to keep prisoners in separate confinement, as for instance in a cellular jail or indeed in the Close Prison of an ordinary jail, provided it is done *under general rules*, this power being expressly conferred by section 7 of the Act. But I think that when separate confinement in the Close Prison is specially ordered by the Superintendent *as a punishment* for a particular jail offence and is entered in the punishment book (section 13 of the Act), the separate confinement must, in the present state of the law, be limited to seven days. Moreover, even if it could be held that confinement in the Close Prison, when ordered as a punishment, can be distinguished from the "separate confinement" contemplated in the Act, it seems then clearly to become a new punishment for which legal sanction is necessary. (See para. 14, Chapter XVIII of Drs. Walker and Lethbridge's report, which shows that in Bengal this prolonged separate confinement has been recognised as an independent form of punishment.) If this view is correct, the law needs amendment, as it is certainly desirable to retain the power to place a convict in the Close Prison as a punishment for more than seven days at a time, and in para. 27 *supra* I have suggested that such confinement shall be allowed to extend to three months.

111. In the second place, I must draw attention here to what appears to be an illegality in the existing Jail Code. Under clause iii, section 11, Act V of 1869 (Madras), the offences specified in clauses iii, iv and v of the preceding section are made punishable by corporal punishment *or* by separate confinement not exceeding seven days *or* by restriction of diet. From the use of the disjunctive particle *here*, and from the absence of any such words as "or two or more of the above together," it seems quite certain that the Act does not contemplate or permit a combination of two of these punishments. This is made more clear from clause ii of the same section which expressly permits the combination of corporal punishment with reduced diet in the case of certain offences only. Yet if Rule 560 of the Jail Code be referred to, it will be found that it lays down that prisoners in separate confinement will in all cases "be dieted on No. 2 stirabout diet" unless the Medical Officer

otherwise directs, and a reference to Rules 572 and 576 will show that No. 2 stirabout diet is a form of restricted or punishment diet. This combination of separate confinement and restriction of diet seems to me to be illegal in the present state of the law. At the same time I would again remark here that the law needs amendment, for it is obviously desirable to be able to combine a committal to the cells with punishment diet, and this is permissible under the Prisons Act of 1870 which applies to other Presidencies.

112. In the next place, Government has said in para. 7 of letter to the Government of India, No. 1805, dated 18th November 1890, that gunny clothing may with advantage be introduced as an additional punishment under the Code. If, however, the punishments in the Code are limited to those allowed by section 11, Madras Act V of 1869, as submitted above, the addition of gunny clothing would likewise require an amendment of the law.

113. Further Drs. Walker and Lethbridge propose that both fetters and irons shall in future be used as a form of punishment (Chapter XVIII). As regards *fetters*, under the existing rules—for which see G.O., 3rd February 1890, No. 172—they cannot be imposed as a punishment, but only as a means of restraint. Drs. Walker and Lethbridge, however, point out how desirable it is to increase the minor forms of punishment available to Superintendents, and there is certainly

Note by I. G.—I think as remission is given for good conduct and good work only that in every case in which a prisoner has to be separately confined or fettered, he should be fined marks heavily. It is more deterrent in many cases than diet punishment or any other.—J.M.S.

Note by I. G.—This I agree to.—J.M.S.

force in this argument. At present too much recourse is necessarily had to *fining marks*, which is objectionable in several ways, as making the earning of remission uncertain and as being too little deterrent. I do not think that the imposition of fetters as a punishment for a period not exceeding 30 days would be objectionable in principle, and I would therefore suggest that this proposal be adopted, but it will also require an amendment of the Act.

114. As regards *irons*, I believe Government is opposed to their adoption in any form as a punishment. To place a prisoner in hand-cuffs, leg-irons or any such mode of restraint as a *minor* form of punishment, intended to be often used, would tend, I think, to degrade both prisoners and jail officials, while as a severe deterrent, and for major offences, there is nothing so effective as corporal punishment and there is therefore no need to add to the graver forms of punishment. I would not, therefore, recommend the adoption of any of the Jail Commissioners' proposals as regards *irons*. It should be added that there is an essential distinction between fetters and irons, the former being merely shackles which only slightly impede free movement and are merely an inconvenience and disgrace, something like gunny clothing, while hand-cuffs and irons resemble the stocks, in that they completely fasten the limbs affected and stop all movement whatever.

115. The result of the foregoing remarks is then that it is necessary to amend Madras Act V of 1869. I know that legislation is a slow and troublesome process, but I am unable to avoid the conclusion that at present section 11 of the Act limits punishments to those there enumerated, and that it is desirable to increase the number by adding:—

(a) confinement in the Close Prison for a period not to exceed three months at a time;

(b) imposition of gunny clothing for some definite period, not exceeding three months at a time;

(c) imposition of fetters for a period not exceeding 30 days at a time.

116. To refer now to the form of return suggested in para. 6, Chapter XIV of Drs. Walker and Lethbridge's report, and intended to show the use of fetters as a punishment and of irons for safe custody, reference to Statement E appended to the Jail Report for 1888 and preceding years will show that Drs. Walker and Lethbridge's form is similar to that hitherto used in this Presidency, and prescribed in Home Department letter, No. 16—997, dated 18th July 1885, recorded in G.O., 30th July 1885, No. 1971, Judicial. Under the rules now regulating the use of fetters, however, both form and statement are inapplicable, because fetters are not

at present used as a punishment nor irons as a means of restraint. I think, therefore, that all purposes will be sufficiently served by the form of statement given below and recommend that it be substituted for present Statement E.

STATEMENT E.

[To be substituted for present form of Statement E which was sanctioned in G.O., 30th July 1885, No. 1971-J.]

Showing the number and duration of cases in which fetters and hand-cuffs were imposed on convicts confined in Central and District Jails during (year).

Name of jail.	Number of prisoners on whom fetters or hand-cuffs were imposed.					Total.
	Under one month.	One month and under three months.	Three months and under six months.	Six months and under twelve months.	Over twelve months.	

Chapter XV. 117. The chief subject dealt with in this chapter is *clothing*. The existing practice in jails with reference to this subject cannot be learnt from the code, and is as follows.

118. Clothing is divided into two kinds, viz., new and part-worn. Rule 1141 of the code lays down that every convict shall receive a new cloth or suit of clothing on the 1st January and 1st July, but does not say how many suits he shall have at a time. In Central Jails the practice has been fairly uniform (till lately, when some Superintendents have been making reduced issues), and every man has had two suits at a time. If sentenced to over a year's imprisonment, he receives one new and one part-worn suit on admission, and on the next succeeding 1st July or 1st January another new suit is issued to him, and the part-worn suit withdrawn. If sentenced to less than one year, he receives two part-worn suits on admission, and a fresh part-worn suit on the next issue date. In District Jails the usual practice is to allow every convict but one suit at a time; if he is under short sentence this is part-worn, otherwise it is new. Some divergence of procedure exists, however, in District Jails. At Mangalore prisoners sentenced to over six months' imprisonment receive two suits at a time; while at Bellary, the custom has been, I was told, to give every man a new suit including two pairs of trousers every six months and to make no use of the part-worn clothing, but since 1st January 1891 every man has received two suits at a time, one new and the other part-worn as in a Central Jail.

119. Drs. Walker and Lethbridge propose to do away with any fixed dates for the issue of clothing, and to let it be supplied as necessity arises, giving marks to men who make their clothing last long. They do not express an opinion as to whether convicts should have one or two suits at a time.

120. The views of Jail Officers on this proposal and on the question whether the present half-yearly issue is sufficient, insufficient, or excessive, differ greatly. In District Jails, e.g., Tanjore, Madura and Calicut, the Jailors thought the issue of one suit in six months insufficient or barely sufficient. Colonel Pickance, late Superintendent of Coimbatore, did not think it excessive, and Mr. Tyrrell at Cannanore shared this view, at any rate as regards the West Coast, but agreed that in the East Coast and southern jails an issue of one coat to two trousers would probably suffice. On the other side, Mr. Cavendish at Vellore, while wishing to retain a fixed date for issues, thought a supply of a fresh suit once in nine months

(instead of six) would suffice. The Keeper of the Penitentiary said the present system was wasteful, and advocated the abolition of fixed issues. Finally, Messrs. Goodrich and Gadsden drew attention to the very different amount of clothing required by men employed on different classes of labour in different parts of the Presidency and at different periods of the year, and on this account approved of Drs. Walker and Lethbridge's suggestions.

121. I agree with the officers last named. There is every degree of difference in the need for clothing in jails. In some workshops, like some of those of Coimbatore, which are very much closed in, the men work without their coats at all seasons and are better so. In others, such as Bellary, coats are probably required during the cold weather. On the West Coast they are probably required through the greater part of the year. Again, men employed in outside gangs, e.g., in the garden or as scavengers, both require more protection from the weather and necessarily wear their clothing out quicker than those occupied in such work as weaving or carpentry. And, again, an amount of clothing which may be necessary in Ganjam or at Rajahmundry or at Calicut, may be excessive at Trichinopoly. For these reasons I think that the hard-and-fast rule, prescribing the issue of a new suit to every convict once in six months (J.C. 1141), is likely to be uneconomical.

122. I would, therefore, suggest the following rules for regulating issues of clothing in future:—

(1) Every convict shall on admission to jail be supplied with two suits, one new and one part-worn, or if he be under sentence for a term of less than twelve months both may be part-worn.

(2) The new suit (if any) shall be kept for inspection, while the part-worn suit shall be worn at all other times, provided that men employed on work which specially soils their clothing, e.g., cumbly starching and scavenging, may be supplied with an (extra) old suit to be worn during labour.

(3) No convict shall receive a fresh issue of clothing oftener than once in six months.

(4) Convicts employed within enclosed work-sheds, where it is unnecessary for them usually to wear their coats, or in jails situated in the warmer parts of the Presidency, shall be required to make one coat last and be sufficient for two trousers.

(5) Convicts who wilfully destroy or injure their clothing, or whose clothing wears out so soon as to raise a reasonable presumption that they have not taken due care of it shall be liable to punishment.

(6) Convicts who keep their clothing in good order for more than the ordinary length of time may be rewarded by the Superintendent by grant of any number of special marks he thinks fit, not being in excess of the maximum he is empowered to grant under the Remission Rules (Jail Code 430). No such grant shall be made to the same convict oftener than once in six months.

(7) Subject to the foregoing provisions, the issue of clothing shall be made strictly according to requirements. Once a month or oftener the Superintendent shall decide what clothing is no longer serviceable and should cause it to be replaced.

123. It will be observed that the effect of these rules will be to prevent the possibility of more clothing being issued than is at present used [*vide* Rule (3)], while giving Superintendents power to make clothing last any time longer that may be possible. I have come to the conclusion that it is best to retain the system of letting each convict have two suits at a time. It is well that the men should appear neat at inspection, and in a large jail it would be difficult to wash all the suits on Sundays. I have considered whether special rules should be framed, prescribing the period for which suits should last in the case of men employed on special occupations or in particular jails, but I am not in a position to do so. Possibly, the Inspector-General might draw up some general directions later, after consulting Superintendents. Condemned clothes in the jails of this Presidency are generally utilized for cleaning lamps, engines (at Coimbatore and Penitentiary), carbines, &c. I do not think the measures referred to in paras. 4 and 5 of this chapter of Drs. Walker and Lethbridge's report are called for.

124. As regards *mats* (para. 7) I think that for the jails of this Presidency coir mats should be made on the West Coast and distributed. They show dirt much less than others.

Aloe.—The chief objection to Drs. Walker and Lethbridge's plan of cutting aloe from the boundary hedge is that it is likely to destroy the hedge. At Salem the hedge round the No. 2 garden has been ruined in this way, and the difficulty of guarding the garden gang greatly increased. The process of rotting the aloe leaves in order to get out the fibre is also a long one, and produces a very disagreeable smell. In some of the northern jails, however, a double row of aloes might be put down where there is plenty of space, and aloe mats then manufactured. This is a matter which the Inspector-General can settle on inspection. But I would certainly not prescribe the use of aloe mats everywhere.

125. The subject of clothing registers will be dealt with under Chapter XXXI. No special clothing is now used for special classes, except the red caps for "lifers" and the blue cap for "termers," referred to in Jail Code Rule 1133. I see no objection to the use of these caps. A red cap is not needed for prisoners who have escaped, as they wear a light ring on the left wrist as a distinctive mark. I do not think it desirable to have a special store of hospital clothing. Drs. Walker and Lethbridge's proposal (para. 9), that each prisoner should carry his cup, plate and spare clothing about with him and "parade them" while at work, is, I fear, a case in which the Jail Commissioners have yielded to the temptation of declaring a certain practice necessary to salvation on no better ground than that they were used to it. Their plan must cause confusion, owing to men forgetting to bring back their kit with them, and would not add to the smartness of a jail, but the reverse. Spare clothing should be kept as it now is, with every man's sleeping mat on his pial, and cups and plates should be "paraded" in the yard where meals are eaten.

126. The suggestion as to retention of extra clothing by prisoners seems unnecessary of adoption in this Presidency. That proposing that prisoners should be made to wash their clothes on the day of their release, if they are not already clean, might be adopted in the revised Jail Code.

127. As regards uniformity in eating vessels, Rule 1121 of the Jail Code prohibits brass lotahs and requires that prisoners shall be provided with suitable tin or earthen vessels. I noticed some want of uniformity in the vessels in use in the Penitentiary, but on the whole, I did not find that there was much wrong in this particular. A common practice is to give tin cups, made in the jail out of empty kerosine oil tins, to long term prisoners, and earthenware cups to short term prisoners. Tin cups are not given to short-sentenced convicts because they are less destructible and last longer; hence they would have to change hands frequently, and there would be more chance of prisoners refusing to take things which might have been used by some low-caste man before. The neatest system I saw was at Palamcottah, where on admission every convict is supplied with two earthenware pots made in the jail. He keeps these during his term, and when he leaves, they are passed on for use in the cells as nightsoil receptacles. I shall refer again to the question of the making of tin and earthenware articles in jail in connection with Chapter XXIII, but as regards uniformity in the pattern of eating vessels, I do not think anything is needed beyond, perhaps, the addition of a few words to Rule 1121 of the Code, pointing out that the utensils supplied should be uniform. This can be inserted in the revised Code.

128. The issue of a second cumby during the cold weather, as recommended by Drs. Walker and Lethbridge, *e.g.*, para. 21, of note on Coimbatore, page ciii of appendix, has been sanctioned by the Inspector-General and carried out. On the West Coast, however the second cumby is as much, if not more, needed during the rains than in the months November to February, and this point does not seem to have attracted notice.

129. I have referred to the question of concentrating industries under Chapter XXIV.

Chapter XIX. 130. The first subject dealt with in this chapter is *Escapes*. Regarding this subject, part III, section 15 of the Jail Code (Rules 624–636),

contains some directions, while others are to be found in the Warder Guard Rules (copy enclosed) drawn up by the late Colonel McLeod, but never, I believe, directly authorized by Government. In obedience to the directions in para. 20 of G.O., dated 18th November 1890, No. 1804, I submit a revised draft of rules regarding *Escapes* which should be embodied in the Jail Code.

131. It will be observed that in draft rule 14 I have reproduced Rule 631 of the present Jail Code. Drs. Walker and Lethbridge (Chapter XIX, para. 1, and Chapter VI, para. 87) state that convict officers are liable to prosecution in the circumstances referred to in the rule, and their statement is corroborated by the note in Mayne's edition of the I.P.C. and in Whitley Stokes' Anglo-Indian Codes, under section 222. It is a little difficult to see how a convict officer, even if he is a public servant, is also legally bound to prevent an escape, but the Acting Advocate-General to whom I mentioned the matter told me he remembered a case not long ago in which a convict warder's conviction for negligently suffering an escape from the Singanailur camp, when the Coimbatore prisoners were moved out of jail in 1889, was upheld on appeal. He also kindly furnished me with the following copy of the ruling in the case which, as it is short, I print here. "R. V. Kullachand Moitree, 6th May 1867. Before Seton Carr and Macpherson, JJ.—Judgment. We think that 'convict warders' are 'public servants' within the meaning of section 223 of the Penal Code. Whatever may have been their position formerly, there is no question that under the new jail rules (403-A) they are empowered to keep persons in confinement, and they are none the less so empowered because they are themselves in confinement. This being so, they fall under the definition of public servants to be found in section 21, clause 7, of the Penal Code." Nothing is said as to how convict servants are "legally bound" to prevent escapes, but the law seems sufficiently established to warrant its reinsertion in the Code.

132. The rules, if approved by Government, will be given fresh serial numbers on being incorporated in the revised Jail Code.

Draft Rules regarding Escapes.

1. The signal that assistance is urgently needed by the escort in charge of a gang outside the jail shall be the discharge of a carbine in the air. Upon this signal being given, the officer in charge of the guard shall at once despatch two warders or more if they can be spared, to the assistance of the escort giving the signal.

2. When an escape takes place from an out-gang, the warder in charge will, if he needs assistance, at once cause a carbine to be discharged in the air, will collect the rest of his gang, detach one of his escort, if any is available, to follow the escaped convict, and march the gang back to jail, where he will at once report the escape to the Jailor or senior officer on duty. If a reinforcement is met during the return to jail, it should be despatched after the escaped convict.

3. The signal that an escape or attempt at escape has occurred inside the jail shall be given by the officer who discovers the escape sounding his whistle.

4. Upon report being received of an escape from inside or outside the jail, it shall be the duty of the Jailor or senior officer on duty—

- (1) to despatch a party of sufficient strength to follow and recapture the escaped prisoners;
- (2) to send immediate information of the escape to the Superintendent;
- (3) to send prompt notice of the escape, accompanied by a descriptive roll of the escaped prisoners to the nearest Police station, to the nearest Magistrate, and to the Magistrate of the District.

5. The Superintendent shall cause early intimation to be sent, by telegraph if possible, to the Police near the prisoner's home, and if the prisoner belongs to a district other than that in which he is confined, to the Magistrate of the former district, or, in the case of Madras City, to the Commissioner of Police.

6. A report of the escape shall also be sent, within 24 hours, to the Inspector-General of Jails.

7. If the prisoner is recaptured, intimation of the fact will be given to any officer who has been addressed under clause (3) of Rule 4 or under Rules 5 and 6.

8. The Inspector-General may direct that notice of the escape and of the rewards offered for the recapture of the escaped prisoners shall be published in the District Gazette, or in any other way.

9. The following is the scale of rewards payable for the recapture of escaped prisoners:—

	RS.	A.	P.
For the recapture of a convict sentenced to death, transportation, or life imprisonment.	50	0	0
For the recapture of any other convict sentenced to 2 years' imprisonment and upwards.	25	0	0
For the recapture of a convict sentenced to less than 2 years' imprisonment.	10	0	0
For the recapture of any prisoner confined in default of giving security.	10	0	0 or Rs. 25 if the period for which security is required amounts to 2 years and upwards.
For the recapture of an accused person in custody pending or during trial.	A reward equal to what would be payable were the prisoners convicted of the offence charged and sentenced to maximum penalty.		

10. Rewards in accordance with the foregoing scale may be disbursed without further sanction by the Superintendent of the Jail to private individuals. Rewards to the Police or to Jail officers may be disbursed with previous sanction of the Inspector-General to whom recommendations should be promptly submitted and who shall send to the Inspector-General of Police information of any rewards sanctioned to members of the Police force. The amount of rewards disbursed will be charged in the contingent bill of the month and should be supported by the receipt of the party receiving the reward.

Why not give the Inspector-General power to sanction rewards up to Rs. 300 as suggested by Drs. Walker and Lethbridge in special cases?—J.M.S.

11. If the Inspector-General considers it desirable to offer or confer a reward larger than is admissible under the foregoing scale, he shall apply to Government for sanction.

12. Every prisoner who escapes or attempts to escape shall be prosecuted therefor under section 224 or 225 B of the I.P.C., and if in the course of the escape or attempt he uses criminal force to any public servant in the execution of his duty (section 353), he shall be further prosecuted for that offence.

13. Every prisoner who abets an escape or attempts to escape is also liable to prosecution under section 224 or 225 B and 109 of the I.P.C., and as every prisoner is bound under clause (e), Rule 370, to report any plot or preparation for escape, any prisoner who is privy in any way to an escape or attempt and fails to report it, is liable to punishment under clause X, Rule 548.

14. All convict servants through whose assistance, connivance or neglect an escape takes place, should be prosecuted under sections 222, 223 or 225 A of the I.P.C.

15. All cases in which prisoners prevent an escape, either by giving warning of any plot or preparation, or by seizing a prisoner attempting to escape or otherwise, shall be brought to the notice of the Inspector-General with a view to a suitable reward being conferred.

16. Every warder, head warder, or other officer of the guard, through whose assistance, connivance or neglect an escape takes place, shall be prosecuted under sections 222, 223 or 225 A of the I.P.C., unless very extenuating circumstances are present, or unless the Superintendent considers the evidence insufficient to procure a conviction, when the case shall be submitted to the Inspector-General for orders.

17. An escaped prisoner who is recaptured may be received back into jail on the original warrant.

18. Every convicted prisoner who is known to have escaped or to have attempted to escape shall wear a light iron ring securely rivetted on the left wrist.

133. The second matter dealt with in this chapter is that of *Outbreaks*, and the system of drill or rehearsal which should be carried out in jail in order to make Jail officers and convicts familiar with the procedure to be followed on the occurrence of an outbreak. There are no rules on this subject in the Jail Code, but some are inserted in the Warder Guard Rules above referred to, and the following draft is founded on Drs. Walker and Lethbridge's suggestions in combination with the Bengal Jail Code from which they are in turn derived. Some slight differences in procedure are necessitated by the batten or wooden door being the outer door of the main gate in the Madras Jails and the inner door in the Bengal Jails. Drs. Walker and Lethbridge in several places (*e.g.*, Chapter VI, para. 73) suggest the adoption of the Bengal plan, but a consideration of the action necessary in a case of outbreak will show that, in this respect, the Madras system is best. It gives the guard, on being placed between gates, a view of the inside of the jail, instead of leaving them in the dark as to what is going on within, and enables them to fire through the barred door on the convicts if they assail the gate. A bell will be needed for each main gate.

Draft Rules.

1. It shall be the duty of the sentry on the Central Tower, if there is one, to give the alarm of the commencement of an outbreak or disturbance by the discharge of his carbine in the air. Upon this signal being given, or when news of an outbreak or disturbance is otherwise received, the bell at the main gate shall be rung, and it shall then be the duty of every Jail official who is outside the jail to proceed at once to the guard room and arm himself under the orders of the senior officer present. This officer will despatch a messenger to the Superintendent and Jailor, if they are absent, and to the lines to summon every available man.

2. Upon the alarm being given, the whole guard and all other officials available shall be ordered to arm with loaded muskets and fixed bayonets and fall in. The main gate sentry, with three other warders, shall be posted between gates to defend the main gate, and unless the prisoners are actually threatening the main gate, the rest of the force available should enter the jail and proceed at the double to the scene of the disturbance. If the prisoners are threatening the main gate, it must be defended until the guard is strong enough to enter and drive the prisoners back to their yards.

3. It shall be the duty of every convict, immediately upon the alarm being given, to run at once to previously selected places of security, usually the nearest sleeping barrack, where they shall be as far as possible locked in by the warders inside the jail.

4. On reaching the scene of the disturbance, the guard shall proceed to quell it in such manner as the officer in command may direct, action being first directed to preventing any attempt to scale the walls, to isolating the rioters from other convicts, and to rescuing any Jail official who may be in danger. If the disturbance is accompanied by violence to any Jail official or by a combined attempt to break out of the jail, or of any particular yard or enclosure, the officer in command should at once warn the prisoners that they will be fired upon if they do not submit. If circumstances permit of the delay, this warning should be given three times, and then if there appears to be no other way of quelling the disturbance, he may open fire on the refractory prisoners, but shall stop firing the moment that they cease resistance or submit.

5. The main gate sentry and the additional warders posted between gates shall defend the main gate at all risks, and shall fire upon any prisoner attempting to force the gates after first warning him that he will be fired upon unless he desists.

6. If the disturbance occurs within the wards, as at night, the available force shall enter the jail under arms as directed in Rule 2 and proceed at the double to the yard gate, whence a party armed with batons shall be detached to enter the ward and quell the disturbance, the remaining force remaining at the yard gate.

7. Gangs which are outside the jail when the alarm is sounded shall be at once collected and halted under guard of their escort until the disturbance is over.

8. It is of importance that, if an outbreak occurs, every man should know precisely what he has to do, and with this object an alarm parade should be held once a month or oftener in each jail at which the procedure laid down in the foregoing rules should be rehearsed as accurately and as promptly as possible. It should be especially impressed on convicts that on the alarm being given they must run at once to the assigned place of security, failing which they will be held to be taking part in the disturbance and will be liable to be fired on.

134. The third subject dealt with in Chapter XIX is that of the rules regulating the circumstances under which sentries or warders may fire on prisoners. The following draft rules are submitted for approval. They are drawn up mainly in accordance with para. 4 of Drs. Walker and Lethbridge's remarks.

Draft Rules.

1. Sentries and warders may not fire upon prisoners, except in the following circumstances, namely:—

- (1) When ordered to fire by a superior officer.
- (2) When threatened or actual violence on the part of the prisoners makes it necessary to fire in self-defence or in defence of the jail gates.
- (3) When it is necessary to fire in order to save the life of any Jail official towards whom the prisoners are actually using violence.
- (4) When a combined attempt is being made to scale the jail wall or otherwise to escape.

Sentries or warders should not fire upon a prisoner attempting to escape by stealth.

2. No Jail officer (other than a sentry or warder) should fire upon prisoners or give the order to fire upon prisoners except in the case of a disturbance, and then only when there is no other way of restoring order, or of preventing the jail being broken or of rescuing any Jail official towards whom the prisoners are actually using violence.

Chapter XX. 135. A resumé of the recent history of the dietary scales now in use in Madras Jails will be found in G.O., 20th March 1889, No. 518, to which reference is requested. From the 1st January 1888 until nearly the end of February 1889, two experimental dietaries, one that used in Bombay, the other the Madras non-labouring diet applied to prisoners not on *bonâ fide* hard labour, were in force but were finally withdrawn, the Government remarking that it "feared it must be considered established that in some jails there had been a deterioration in the health of the prisoners under the experimental diets." In the light of this recent experience, it does not seem likely that the Government contemplates or would undertake any extensive revision of the present dietary, though when it is remembered that prisoners are kept in health with less food in almost all other Presidencies, it appears probable that reduction is possible; but were further experiment at any time determined on, it should be confined to one or two carefully-selected jails under specially-chosen officers.

136. In accordance with the instructions in para. 21 of G.O., dated 18th November 1890, No. 1804, I consulted the Surgeon-General regarding this chapter, requesting his opinion on one specified point, and asking him to remark on any other points which he thought required notice. It will be seen from his answer, printed as appendix I, that he did not offer any general remarks but confined his reply to the point specially brought under notice.

137. This was in regard to the composition of the curry-powder, the ingredients of which are specified in Rule 1098 of the Jail Code. Drs. Walker and Lethbridge considered that the curry-powder was "unnecessarily expensive"

(para. 7, chapter XX), and in para. 21 of G.O., 18th November 1890, No. 1804, Government stated that it had little doubt that the black-pepper, cummin-seed, mustard-seed and vendium might be discarded. In a letter, No. 297, dated 6th September 1890, the Inspector-General of Jails had proposed to exclude these four ingredients from the recipe, but the Surgeon-General, to whom reference was made, stated that in his opinion the exclusion of pepper and mustard-seed was inadvisable, though cummin and vendium might be discontinued. This correspondence was communicated to me by G.O., 20th November 1890, No. 1824.

138. On visiting the jails I found that, with the approval of the Medical officer, the use of black-pepper had already been abandoned in many cases for a considerable time without ill result, and there was a general opinion that, while pepper was a very expensive item, the curry-powder would be quite as wholesome if made up without black-pepper but with an equal quantity of chillies. This point had not been clearly brought out in the Inspector-General's letter of the 6th September 1890, and in addressing the Surgeon-General I, therefore, asked him whether he would still object to the exclusion of black-pepper and mustard-seed from the curry, provided a proportionately larger quantity of chillies and coriander were added to take their place. He replies in para. 6 of his letter, No. 259, dated 25th March 1891, that on this condition, there is no particular objection to the proposed exclusion, and accordingly I would recommend that in place of the scale given in Rule 1098, the following may be substituted, viz.:—

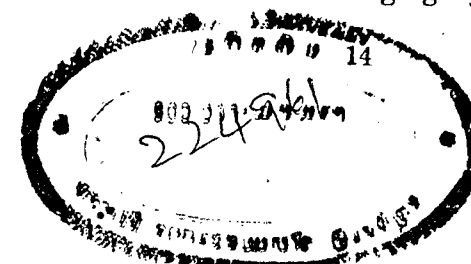
	ozs.	drs.
Chillies	3	8
Coriander seed	2	10
Turmeric	0	14

139. Every prisoner will get his half oz. of curry-powder daily, as before, though the curry-powder will be differently composed. With reference to the Inspector-General's note below (on para. 140), I would suggest that the Burmans—who, at Salem at least, appear to find the curry too hot—should be permitted to receive the condiments separately as a chutney, of which they can add as much or as little as they like. When I was at Salem, the Medical officer suggested the adoption of this course in the case both of Burmans and convalescents, and I think it would obviate any difficulty as to the increased issue of chillies, which has actually been in force for months in many jails. Adverting to the last sentence of para. 21 of G.O., dated 18th November 1890, No. 1804, I may add that the Bengal curry-powder is composed only of turmeric, chillies and coriander, with tamarind. *Vide* Appendix 5.

140. In the letter of 6th September 1890 above referred to, the Inspector-General further recommended that the allowance of gingelly oil be reduced from 8 to 6 drs. per head per diem adding that it is much stronger than ghee (which was formerly given) and that some convicts complain that so much of it is relaxing. The Surgeon-General on this observed that the gingelly oil is practically the only "fat" ingredient in the daily food, and that he did not think a reduction of the 8 drs. was advisable. On making enquiries in jails I found there was a good deal

Note by I.G.—The $\frac{1}{2}$ oz. of oil is not too much when there are several kitchens and the oil is mixed into several pots of curry, but when there is one central kitchen and the oil is all poured into one curry, the convicts often complain that they get too much of it. The Burmese at Salem have lately complained that their curry-powder is too hot, and have been allowed to utilise part of their chillies by making a chutney. What will they say to the increased quantity of chillies?—J. M. S.

of difference of opinion, some Superintendents thinking the 8 drs. too much, while others thought it no more than sufficient. I observe that Drs. Walker and Lethbridge (para. 5 of this chapter) consider that the minimum allowance of "fatty matter" in each diet scale should be half-an-ounce daily. Gingelly oil is the cheapest oil that can be used, except on the West coast, where cocoanut-oil is substituted, and I could not find that there was any evidence that the present issue had injuriously affected convicts. From enquiries made I do not think it is more than would be used by the free population. I would not therefore recommend the reduction of the gingelly oil ration.



153. Among jails not visited, and as to the nature of whose kitchens I have no information, the daily issues are as follow, viz. :—

Cuddapah, all classes ...	14 oz.
Guntur, all classes ...	} 16 oz.
Párvatipur, all classes ...	
Cuddalore, all classes ...	18 oz.
Russellkonda { IV class ...	20 oz.
{ III class ...	16 oz.
Kurnool ...	} Maximum amounts allowed by the Code; but at Vizagapatam a saving on this of 1,000 lb. of fuel a month is said to be made.
Berhampore ...	
Nellore ...	
Vizagapatam ...	

154. It will be seen that Bellary having a circular kitchen and yet using the maximum quantities allowed, is apparently the most extravagant. A defect in this kitchen pointed out by Drs. Walker and Lethbridge in paragraph 13 of their note on this jail, appendix p. lxxxviii, still, I was told, remains unchanged. Each fire is separated by a wall from its neighbour, so that a separate fire is required for every pot. This could be altered by convict labour. Drs. Walker and Lethbridge state that at the time of their visit only 11 oz. per head of fuel were being used at Coimbatore. I understand that this represents not the amount used, but that issued from store which was supplemented by wood cut in the garden. The Tanjore rate, however, shows that reduction below the 14 oz. maximum is possible, and I have little doubt that Superintendents will often be able to use less than the maximum suggested.

155. As regards the fourth question, most of Drs. Walker and Lethbridge's remarks apply to the cooking of the grain cakes which are used in the north. The grinding of the flour is doubtless very important, and, I think, is carefully attended to in the jails I visited, gauze sieves being used to sift it.

Chapter XXII. 156. The subject matter of this chapter is so closely connected with the subjects of dietary and jail economy that I trust I may be pardoned for referring to certain matters connected with it.

157. I have not complete information as to the area of land available for gardening purposes in the several jails of the Presidency, but in all the Central Jails except the Penitentiary and Cannanore it is practically unlimited. What is, however, very strictly limited is the supply of water, and it is on this factor, rather than on the area of land, that the possibilities of gardening depend. It does not seem necessary to give details as to the number of wells, the number of months' water-supply yielded by each, and so on, no general orders being possible on this point. One matter may, however, be noticed, viz., the system of raising the water from the wells. By Rule 620 of the Jail Code, the practice of having a picotah worked by a prisoner walking on the cross-beam or lever in the ordinary manner is prohibited. This rule which was originally issued in a circular of the then Inspector-General, was made when all extramural gangs wore fetters and may have received some justification from that fact. But now that fetters are not used, I submit that the direction may be cancelled as it is a considerable hindrance to jail gardening. At Madura, for instance, I saw each picotah being labouriously worked by five men on the ground, whereas two could have managed it had the usual system of working by a man on a cross-beam been followed. There are always plenty of convicts, at least in the southern jails, who are familiar with the working of a picotah.

158. The question of the most economical method of working wells which are too deep for a picotah is also worth considering in many jails. At Coimbatore the number of convicts employed on the larger wells could be probably reduced by one-third if the poles which they push round were lengthened so as to give a better leverage.

159. The following statement shows roughly the extent to which vegetables were purchased in each jail during 1890 instead of being supplied from the garden.

Proportion purchased.

Central Jails—		
Penitentiary, Vellore, Salem and Rajahmundry.	Nil.	
Coimbatore	...	About 10 per cent. bought in cold weather; 30 per cent. in dry weather.
Cannanore, Trichinopoly	...	A considerable percentage purchased.
District Jails—		
Palanecottah, Madura, Mangalore, Vizagapatam, Nellore, Guntur, Russellkonda.	Nil.	
Calicut	...	About 35 per cent. of total supply.
Bellary	...	About 75 do. do.
Kurnool	...	66 per cent.
Párvatipur	...	73 "
Cuddapah	...	60 "
Cuddalore	...	54 "
Berhampore	...	5 "
Tanjore	...	23 "

160. The result at the Penitentiary is very creditable, only a small strip of land by the Cooum being available. Cannanore labours under special difficulties owing to absence of anything approaching good soil and lack of water. At Coimbatore, Trichinopoly, Bellary and Calicut, I think more might be done. In several of the other District Jails, the amount of vegetables bought in 1890 was appreciably less than in 1889, and efforts to improve the gardens are being made.

161. One point which is nowhere sufficiently attended to in my opinion is the trenching of night-soil. At hardly any jail was this being done at the time of my visit, while everywhere (except at Mangalore) the night-soil was being carried away at considerable labour and buried in waste land. At the Penitentiary trenching is probably impossible, and at Cannanore and Mangalore it could not be done to the gardens which are inside the walls. Elsewhere it does not appear why it should be so entirely neglected. At Rajahmundry two plots were trenched in 1890, but the resulting soil is said to be too heating for English vegetables. If this experience is confirmed, the trenched soil must be cropped first with some cereal. It is, of course, essential—

1st, that no trenching shall be carried on near enough to the drinking wells to affect the water;

2nd, that the trenching shall be carried on in a proper method such as that recommended by Drs. Walker and Lethbridge (*vide* para. 13 of Chapter V of their Report).

162. The Inspector-General points out in his note above that on Dr. Bidie's suggestion Government in G.O., 20th March 1890, No. 529, ordered that the burial of night-soil "within the jail" at Coimbatore should be stopped. I do not think that when this order was passed it was understood that no burial of night-soil "within the jail" had taken place. The jail lands occupy a very large area, are outside the real jail wall, but are themselves walled in. It is in these lands, part of which is used as garden, part as pasture, that burial of night-soil used to go on large pits being used for the purpose. I recommend that while burial of night-soil be still prohibited, trenching in the garden be allowed.

163. Except at Vellore and Tanjore little has been done to raise an orchard of limes and tamarind. I think Drs. Walker and Lethbridge's proposal should be everywhere tried, and a row of limes put down along the sides of every water-channel.

164. Rajahmundry and Vellore were, I thought, the two jails where the most vigorous efforts were being made to make the whole of the jail land profitable by growing cereals, starting fuel reserves, &c. At the Penitentiary nothing can be

done, and Cannanore is in much the same position. At Salem there is not very much land, but at Trichinopoly there is a very large amount on which fuel might be grown. This has not been done. At Palamcottah also there was a large extent of land on which some fuel tree, if only the Korakapalli (*mimosa dulcis*) could be grown, and I would suggest that it should be made a general rule that when no other use can be made of jail land it shall be planted with fuel trees.

165. As regards Drs. Walker and Lethbridge's proposal to enforce the growth of condiments—the chief being *chillies*—there is a very general opinion among Superintendents and Jailors that it does not pay to raise this crop. Chillies are said to require a great deal of water and to remain a long time on the land. They are very easily stolen, and if eaten by convicts in a green state, as they probably would be eaten, they would be liable to cause sickness. It was pointed out that jails have an almost unlimited amount of labour but a limited area under wells, and that in these circumstances a slow-growing crop, which occupies the land for a long time and takes a quantity of water, is less profitable than quick-growing crops of vegetables which can be sold if in excess of jail requirements. I think these arguments possess great weight. It does not follow that when an article is manufactured or grown in a jail, it is thereby procured more cheaply than by purchase, for the labour expended on it might be more profitably employed in other directions. I would, therefore, deprecate the passing of any such general orders as are suggested in para. 7 of Drs. Walker and Lethbridge's Chapter XX, but I think that wherever water and land are plentiful the raising of chillies should be attempted, leaving it to the Inspector-General to determine in what particular jails this is advisable.

166. I found that there was a marked tendency in some jails to grow a preponderance of useless vegetables. At Trichinopoly, for instance, there was an undue amount of ground occupied by sweet potatoes and brinjals, while the more valuable and equally easily grown species, such as country radish and tomatoes, were present in very small quantities.

Note by Inspector-General.—They (radish and tomatoes) want a great deal of water which the jail has not got to spare, and tomatoes only last a few months.—J.M.S.

In many other jails the great extent of brinjal cultivation and the number of drumstick trees was specially noticeable. The section on Jail Gardens in the Jail Code at present contains only some 9

rules, all of the most general kind and perfectly useless as a guide to Superintendents and Jailors, who are thus left entirely without assistance in the selection and methods of cultivation of the vegetables required. I accordingly applied to the Surgeon-General and he has been good enough to furnish me with the annexed highly useful lists, one showing the names—scientific, English and Tamil—of the commoner kinds of fruit and vegetables growing in Southern India and possessing special antiscorbutic properties, and the other of those not possessing any special antiscorbutic value. I think that these lists will be of great use to Jail Officers in selecting the vegetables to be grown, and they might be embodied in the rules relating to jail gardening which the Government has directed should be drawn up by the Inspector-General with the assistance of the Honourable Mr. Price. A sowing calendar similar to that given in the North-Western Provinces and Bengal Codes would also be of much use.

From F. J. CRAWFORD, Esq., M.D., Professor of Materia Medica, Medical College, to the Secretary to the Surgeon-General with the Government of Madras, dated Madras, 15th April 1891, No. 10.

In compliance with your letter, No. 1493, dated the 20th March 1890, I have the honour to forward, for the information of the Surgeon-General with the Government, the accompanying lists of the more common kinds of fruits and vegetables growing in Southern India; the list marked A including only those fruit and vegetables that have a high antiscorbutic value, and list B including those in which these virtues are not so marked or are absent altogether.

The following notes on plants having an antiscorbutic action are intended to supplement the information given in the list A on such points as their habitat, culture, the part used, &c., especially of those less known plants in the list and not in common use throughout the country.

In framing lists of plants having an antiscorbutic action, precedence must always be given to those belonging to the Natural Order, Cruciferae and the Orange tribe, from their long-established reputation in curing as well as preventing scurvy. The cruciferous plants in the list are merely mentioned with the object of stating that they are of easy culture throughout the cold season, from October to March, in stations on the plains and that they should find a place in all jail gardens during this period. There is no need to give the uses of mustard seed or to mention what an excellent salad the young shoots and tender leaves of the plant afford. During the long sea-voyages of former days around the Cape, one of the means taken by passengers to ward off scurvy was to germinate mustard seed between damp folds of flannel and the seedlings thus obtained were used as a salad. The radish is extensively cultivated throughout the country and may be obtained in the markets at all seasons of the year.

Little need be said also of the fruit yielded by the orange tribe. They are common enough at certain seasons of the year, and the acid lime, the most frequently used antiscorbutic after tamarind, though scarce at times, may be obtained throughout the year. These plants thrive best at an elevation of 2,000 to 4,000 feet, and the soil and climate of the Shevaroy Hills are said to be peculiarly adapted to the cultivation of the tribe. The bael is mentioned in the list from its special value in curing one of the complications of scurvy, viz., scorbutic dysentery.

It is also unnecessary to say much of the antiscorbutic virtues of the common round potato; in this respect this tuber is held in as high repute as either lime-juice or cruciferous vegetables. It is extensively cultivated in places having an altitude of 2,000 feet and upwards, and it has the further advantage of being, after tamarind, the most easily procured and preserved of all the antiscorbutic aliments.

The fruit of the tamarind is the chief antiscorbutic used in Southern India. It is in daily use by the people, rich and poor alike, either in curry, chutney or pepperwater. Like all other antiscorbutic juices, tamarind pulp contains such organic acids as citric, tartaric and malic, both free and in that loose combination with potassium which renders these and salts so easily absorbed by the digestive organs, and also so easily changed in the blood into potassium carbonate. It also has this advantage over lime-juice inasmuch as it is easily stored and does not undergo any change when kept.

The young leaves and tender shoots of the tree are intensely acid and are used by natives in chutnies and pepperwater.

The unripe fruit of the mango is in common use among natives when in season, either pickled or in chutney or curries. The sun-dried pulp either salted or unsalted may be kept unchanged for months. This sun-dried pulp under the name of "Amchar" has been issued with good effect as an antiscorbutic to native troops in the field. A recent analysis shows that Amchar contains citric, tartaric and so much as 64 per cent. of malic acid.

The fruit of the two species of *averrhoa* are used in various ways—eaten raw or pickled or in curries. The bilimbi contains a large amount of free acids. Both plants are arboreous in habit, grow in the hottest parts of India and from their value as antiscorbutics should find a place in every jail garden, and they also have the further advantage of fruiting twice a year.

The leaves of the five plants included in group 3 are in common use by the people of Southern India in the form of greens, chutnies or in curries. They contain a large quantity of free acids and probably also potassium salts. The fruit of the red sorrel (the *roselle*) is also largely used in making jams and jellies. The calyx, the part used, enlarges in fruit and contains an abundance of organic acids, free and combined with potassium. These plants are of easy culture and should find a place in every jail garden.

The fruit of the *Dillenia Indica* is about the size of a cocoanut and consists almost entirely of the thick succulent sepals of the calyx, which enlarge enormously as the fruit matures. It is used largely on the Western Coast and adjoining districts in curries and pickles, and from the large quantities of free acids in its juices it is an excellent antiscorbutic. The tree occurs only in gardens on the Eastern Coast, where, however, it thrives very well. A very good specimen may be seen in the garden of Guindy Park where, during the earlier months of the year, the ground underneath it is littered over with the numerous fruit that fall from it. Seedlings of this tree are easily raised and its extended cultivation is very desirable, not only for the use to which the fruit may be put, but also for its valuable timber and graceful foliage. It would make an excellent avenue tree.

Cucurbitaceous fruit and vegetables generally have no striking antiscorbutic action although there is sufficient evidence on record that some of them have been used with success in warding off scurvy. Melons and pumpkins are specially credited with these virtues, and it is not improbable that the majority of the fruits of this group, although not possessing any acids in their juices, have some slight action in this respect.

The plants mentioned in group 6 are found growing wild in almost every thicket and shola in the Nilgiri and other mountain ranges of Southern India. All yield fruit with acid juices which are extensively used in making jams and jellies. The majority fruit during the south-west monsoon, May to October, but some, as the Nilgiri cranberry, may be found in fruit at different situations on the plateau throughout the year. The Brazil cherry is an escape which has found a congenial soil and climate at all the hill stations from the Himalayas southwards. When in season a basket containing about 8 pounds may be purchased in the shandy at Ootacamund for a rupee. The remaining plants are indigenous.

A.

List of the commoner kinds of fruit and vegetables growing in Southern India which possess special antiscorbutic properties.

No.	Name of plant.	Popular name.
1	Cruciferous vegetables— Brassica oleracea	The cabbage.
2	Do. rapa	The turnip.
3	Do. juncea	Indian mustard. Tam.—Kadugu.
4	Do. alba	White mustard. Tam.—Kadugu.
5	Do. nigra	Black mustard. Tam.—Kadugu.
6	Raphanus sativus	The radish. Tam.—Mullangi.
7	No. 1. Aurantiaceous fruits— Citrus medica var. acida	Common acid lime. Tam.—Ellumicchum.
8	Do. do. var. limetta	Sweet lime.
9	Do. aurantium	The orange. Tam.—Kitchili.
10	Do. decumana	The pumelo. Tam.—Bummili mas.
11	Egle marmelos	The bael. Tam.—Vilva.
12	Feronia elephantum	The wood-apple. Tam.—Velam.
13	Solanum tuberosum	The potato. Tam.—Uralakalangai.
14	Tamarindus Indica	Tamarind. Tam.—Pulia maram.
15	No. 2. Mangifera Indica	The mango. Tam.—Mam maram.
16	Averrhoa bilimbi	Bilimbi. Tam.—Bilimbi kai.
17	Do. carambola	Caramba. Tam.—Tamatom.
	Hibiscus cannabinus	Hemp-leaved Hibiscus. Tam.—Cassuric kirai.
	Do. sabdariffa	The roselle. Tam.—Seni kasili kirai.
	No. 3. Oxalis corniculata	Yellow-wood sorrel. Tam.—Pulirai kirai.
	Acacia concinna ... ..	.....
	Rumex vesicarius	Country sorrel. Tam.—Sukan kirai.
	Dillenia Indica ... ..	.....
	Carissa carandas	Carissa bush. Tam.—Pareya kala kai.
	Do. spinarum	Spiny carissa. Tam.—Kala kai.
	Anona muricata	The sour sop. Tam.—Mullu sitha.
	Daucus carota	The carrot.
	Allium cepa	The onion.
	Lycopersicum esculentum	The tomato.
	No. 4. Cucurbitaceous fruits— Lagenaria vulgaris	Bottle gourd. Tam.—Shorai kai.
	Trichosanthes anguina	Snake gourd. Tam.—Podalankai.
	Luffa aegyptiaca	Egyptian luffa. Tam.—Pirkankai.
	Momordica charantia	Hairy momordica. Tam.—Pava kai.
	Cucumis melo	The melon. Tam.—Mulam.
	Do. sativus	The cucumber. Tam.—Vellirikai.
	Citrullus vulgaris	The water melon. Tam.—Picha kai.
	Cucurbita maxima	The pumpkin. Tam.—Pusanikai.
	No. 5. Zizyphus jujuba	The ber fruit. Tam.—Elandu.
	Do. Cenoplia ... ..	.....
	No. 6. Nilgiri fruit— Physalis Peruviana	Brazil cherry.
	Berberis aristata	Barberry.
	Do. Nepalensis ... ..	.....
	Rubus lasiocarpus	Nilgiri bramble raspberry
	Do. rugosus	Id.
	Elæagnus latifolia ... ..	.....
	Vaccinium Leschenaultii	The Nilgiri cranberry.

B.

List of fruit and vegetables growing in Southern India which do not possess any special antiscorbutic value.

No.	Name of plant.	Popular name.
1	Hibiscus esculentus	The Bandi kai.
2	Moringa pterygosperma	The drumstick.
3	Portulaca oleracea	The common purslane.
4	Anacardium occidentale	Cashew.
5	Carica papaya	Papaya.
6	Eugenia jambolana	Jumblum.
7	Punica granatum	Pomegranate.
8	Psidium pomiferum	Guava.
9	Ipomæa batatas	Sweet potato.
10	Vitis quadrangularis	Square-stalked vine. Tam.—Perundei kodi.
11	Solanum melongena	Brinjal.
12	Helianthus tuberosus	Jerusalem artichoke.
13	Phyllanthus distichus	Star gooseberry.
14	Do. emblica	The country gooseberry.
15	Manihot utilitissima	Tapioca.
16	Artocarpus integrifolia	The jack.
17	Amarantus tenuifolius ... ..	.....
18	Do. polygamus ... ..	.....
19	Do. oleraceus ... ..	.....
20	Do. spinosus ... ..	.....
21	Do. frumentaceus	Tam.—Pangan kirai.
22	Do. tristis ... ..	.....
23	Alternanthera sessilis ... ..	.....
24	Anona squamosa	Custard apple.
25	Do. reticulata	Bull's heart.
26	Basella alba	The Malabar Nightshade.
27	Do. cordifolia ... ..	.....
28	Dioscorea globosa	Yams, species of.
29	Do. alata	Do.
30	Do. purpurea	Do.
31	Do. aculeata	Do.
32	Do. bulbifera	Do.
33	Musa paradisiaca	The plantain.
34	Phoenix dactylifera	The date.
35	Do. Sylvestris	Wild date.
36	Do. farinifera	Small wild date.
37	Cocos nucifera	The cocoanut.
38	Borassus flabelliformis	Palmyra.
39	Colocasia antiquorum ... ..	.....
40	Do. nymphaeifolia ... ..	.....
41	Amorphophallus campanulatus	Telinga potato.
42	Lablab vulgaris ... ..	.....
43	Cicer arietinum	Bengal-gram.
44	Dolichos sinensis ... ..	.....
45	Phaseolus mungo	Green-gram.
46	Do. trilobus ... ..	.....
47	Do. radiatus ... ..	.....
48	Pisum sativum	Common pea.
49	Cajanus indicus	Pigeon-pea.
50	Arachis hypogæa	Ground-nut.

MADRAS,
14th April 1891.

(Signed)

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Chapter XXIII. 167. The first subject referred to in this chapter is the method of obtaining supplies. It is a matter of the first importance, and there can be little doubt that lakhs of rupees have been lost in this Presidency, not through any

remissness on the part of Jail Superintendents, but simply through the retention of a radically bad system of purchase.

168. The matter first attracted the notice of Government in 1887. Up to that year the method of rationing the prisoners in Madras Jails had been what Drs. Walker and Lethbridge (para. 7) call "the worst form of contract," viz., one under which a contractor undertook to feed the entire population of a jail for twelve months at a daily rate per head. Not only was there no chance of economy, but the contractor had to protect himself against loss through a possible rise in prices, while the rates per head were further raised by the inclusion of a number of miscellaneous articles, the demand for which was quite uncertain. In G.O., 14th July 1887, No. 1526, and in that of the 4th October 1887, No. 2286, dealing with the report of 1886 and the Inspector-General's explanation concerning it, Government while not ordering the entire abandonment of the contract system, directed that the system of including miscellaneous articles should cease, and that the working of the departmental system, which was to be tried in certain jails, should be carefully watched.

169. Mr. Grimes was then Inspector-General, and upon receipt of these orders he apparently decided to modify the contract system and adopt a plan of quarterly contracts for separate articles of jail consumption. The following form of tender was circulated for adoption:—

To the Superintendent of the

Jail.

Sir,

With reference to the notification published in the Fort St. George and District Gazettes of the , I beg to submit this my tender for supplying the undermentioned articles of diet for a quarterly period from 1888, both days inclusive; I further bind myself to the specific conditions required in the notification. The deposit money, viz., Rs. , is herewith forwarded.

Articles of Diet.

Probable quantity required.	Articles.	Rate tendered per lb. per rupee.	Remarks.
To be supplied in such quantities as may be required daily.	Rice, mutton, &c.		

This system was at work during 1888. It was open to some objections, but it produced a great reduction in the cost per head of rations.

170. Towards the end of 1888, Colonel Porteous became Inspector-General. In Circular No. 17, dated 22nd November 1888, he directed that the system of obtaining supplies by contract should entirely cease, and in another Circular No. 6444, dated 15th December 1888, he informed Superintendents that a Purveyor on pay ranging from Rs. 8 to Rs. 15 would be sanctioned in every jail. The

G.O., 11th September 1889, No. 1590. temporary entertainment of these officials was sanctioned in the marginally-noted order of Government. The duties of these Purveyors were thus defined by Colonel MacDonald Smith in a Circular No. 722, dated 15th of February, and issued just after he took charge of the Department.

OFFICE OF INSPECTOR-GENERAL OF JAILS, OOTACAMUND, 15th February 1890.
No. 722.

OFFICIAL MEMORANDUM.

The following shall be the duties of Purveyors:—

- (i) to communicate with the merchants;
- (ii) to go to the bazar to purchase good grain and the numerous other articles of diet at the best rates;
- (iii) when grain and other articles of diet arrive at jail, to see same properly weighed or measured;

- (iv) to have proper quantities issued daily as required;
- (v) to keep all the accounts of receipts and issues of rations; and
- (vi) finally to act as a clerk or assistant to the Storekeeper.

All payments for purchases made by the Purveyor will be disbursed by the Superintendent himself and on no account should payments be made through the Purveyor.

171. It will be seen that the Purveyor was expected to buy all the grain as well as all other articles of diet required, but that the Superintendent was directed to make payment himself and not through the Purveyor.

172. In G.O., 18th November 1890, No. 1804, para. 24, the Government directed that the method of procuring supplies through Purveyors should be entirely abolished, and the system referred to in para. 4, chapter XXIII of Drs. Walker and Lethbridge's report adopted in future. Superintendents were directed by the Inspector-General to dispense with the services of Purveyors in an official memorandum of the 4th April last, but at the time of my visit Purveyors were still in existence in all jails except Rajahmundry and Párvatipur, and no rules have yet been framed as to the system under which supplies are to be purchased in future.

173. The following is an account of the chief methods of obtaining supplies which have been at work in the jails of the Presidency since the beginning of 1890. I will first refer to those systems in which the Purveyor occupied an important position:—

(1) In some jails *all* purchases have been made by the Purveyor, who received an advance of from Rs. 100 to Rs. 400 for the purpose, and all *payments* were made through him. No direct communication existed between Superintendent and merchants. This system, which is contrary to the Circular No. 722, has been in force in the District Jails of Vizagapatam, Kurnool, Cuddalore and Madura.

(2) In other jails *all* purchases have been made by the Purveyor, who was not usually furnished with an advance, but payments were made by the Superintendent direct to merchants. This seems to be the system contemplated in the Circular No. 722. It has been in force in Cuddapah, Nellore, Guntúr, Calicut, Mangalore and Bellary.

(3) In some of the more important jails the larger purchases, such as those of grain, sheep, &c., were made by the Superintendent in direct communication with merchants, while the Purveyor bought the smaller articles, hospital extras, &c. Payments were also made by the Superintendent direct, except in some cases of small daily purchases where the Purveyor has been allowed to pay. This system has been in force in the Penitentiary, the Central Jails of Vellore and Trichinopoly, and the District Jails of Tanjore and Palamcottah. At the Salem Central Jail a similar plan was followed except that petty daily purchases were made by the Storekeeper instead of by the Purveyor.

174. These three methods appear to be the main possible variations of any system in which a Purveyor is allowed to intervene between Superintendent and merchant. I agree, however, with Drs. Walker and Lethbridge that the introduction of so low paid an intermediary (para. 7, chapter XXIII) is unnecessary and inexpedient. It is impossible to expect honesty from a man on Rs. 10 or Rs. 15 per mensem who is permitted to intervene in bargains of large amount. He is certain to make a percentage for himself, and, while he is a merely temporary hand and gives no security, the only check on the rates which he charges consists either in occasional inquiries made in the bazar by the Jailor, or in the monthly price lists furnished by the Tahsildar or published in the District Gazettes. These are unreliable in themselves, and are not available till a month after the purchases have been made.

175. I believe, therefore, that the abolition of all Purveyors will effect a salutary reform. No systematic instructions have, however, been issued to Superintendents as to the method in which rations are henceforth to be bought, and it seems to me of great moment that a sound system should be selected and uniformly introduced. I proceed to describe three other systems which have been tried by different Superintendents at various Central Jails and which do not involve the use of a Purveyor.

1st.—Colonel Pickance's system as employed at Coimbatore. After notice given in the bazar, an auction is held in the Jail office of the right to supply the jail with the several articles of diet during the next three months. Each article is sold separately, and if no favourable rate is bid, it is not sold. At the last auction the right to supply 8 articles was sold. Rice, cholum, raggi, dholl, condiments, onions, salt, and vegetables. Fifteen merchants attended and five received contracts. No formal agreement is drawn up, but a deposit of Rs. 25 is required from each successful bidder.

2ndly.—Mr. Tyrrell's system as in force at Cannanore. Is almost exactly the same as the above, except that no deposit is taken from the successful bidders. The right to supply all articles except raggi, which was got from Vellore, has been sold successfully, the period adopted being three months.

3rdly.—Mr. Gadsden's system as followed at Rajahmundry. This differs fundamentally from the Coimbatore and Cannanore systems, in that it is not the right to supply which is sold, but the actual amount of provisions required which is bought at the lowest rate bid. The Superintendent has been in the habit of holding a monthly auction in the bazar, having previously ascertained the ordinary bazar rates. The amount of rice, grain or other articles which will be required in the month is estimated, and this is put up to auction, each article separately. If grain is cheap, two or three months' supply is purchased at a time, while if good bids are not received no purchase at all is made. Three days are given for delivery; 15 or 20 merchants are said to attend.

176. All these three systems, which have been developed independently, are interesting, and offer what seems a more or less sound system of procuring supplies, but I think that Mr. Gadsden's is based on the more correct principles and is the best for general adoption. My reasons are—

(1) That when the right to supply for a period of three months is sold, the merchant must protect himself against a possible rise in prices, and hence Government has to pay something extra as an insurance against risk.

(2) That in selling the right to supply for three months, the chance of taking advantage of a fall in prices is sacrificed.

(3) That the length of the period and the uncertainty in the amount of the commodity which will be required necessarily exclude the small merchants, limit the competition, and render a combination easier. On Mr. Gadsden's system a petty merchant, knowing exactly what he has to supply and that he will get cash payment, can afford to offer a rate which allows him but a small profit; he can then go straight to the villages, buy his article, deliver it and so turn over his capital in two or three days.

(4) In the Coimbatore and Cannanore systems, in order to make the agreements binding, a reciprocal contract ought to be drawn up, as in its absence either side can repudiate its promises, the jail by buying elsewhere, the merchant by neglecting to supply.

(5) The Coimbatore and Cannanore systems are inconsistent with the plan of purchase of several months' supply during the season of low prices, of which Government has approved.

177. I therefore recommend that the system which Mr. Gadsden has introduced at Rajahmundry be approved by Government and introduced in all jails, the requisite rules being introduced into the revised Jail Code. The extent to which grain can be purchased during harvest and stored depends a good deal on the amount of storage accommodation available in the jail, and no general rules can, I think, be yet laid down on this point. As regards the working of these systems, the test of actual result on the cost per head in the jails is not wholly reliable, because such factors as the number of short-term prisoners or of Burmese affect the figures, but it will not be out of place to point out that both in 1889 and 1890, Rajahmundry has shown the lowest rate per head for rations of any Central Jail.

178. I may add here that the reason why the English plan of calling for tenders by advertisement and requiring the articles to be supplied according to contract (as Mr. Grimes did in 1888) is not likely to succeed is that it excludes the small merchants, who cannot take the risks of a contract extending over three months and with an uncertain liability, and so limits the competition to a very few

moneyed dealers. In England the number of wealthy men able to take up a contract prevents combination, but in India there are very few such merchants, and it is of much importance to enable as many as possible to share in the competition. This can best be done by purchase of definite supplies and cash payment.

179. An important check on the rates paid in the several jails was introduced by Colonel Porteous in the shape of a monthly circular, compiled in the Inspector-General's office, which shows in a brief statistical form the rates prevailing in every jail, thus enabling one Superintendent to see the rates which the rest were procuring. This circular seems to me of great use, and ought to be maintained and punctually issued.

180. There was an unanimous opinion that the Tahsildar's *Niraknama* or Price List was of little use. In some cases, e.g., Rajahmundry and Mangalore, I was informed that in giving the market rates native measures were used. This source of confusion might surely be avoided. It also generally gives the prices of cleaned grain, whereas uncleaned grain is bought for the jails, or the price of only one quality is given where there are two or three. Again it is generally issued only monthly, and is often not received until many weeks after the close of the period to which it refers. Lastly, it is compiled by a very low-paid taluk clerk and its reliability can never be great. Yet at present it is the sole guide to price in some District Jails.

181. At Coimbatore, Colonel Pickance had added to his system of purchase a method of account, or rather absence of account, which I think should not be continued. He kept absolutely no stock of rations and no accounts. The merchant who held the right of supply was assigned a store-room in the Jail and kept his goods there. Every day his clerk or servant came up and issued what was needed. At the end of the month, the number of diets was calculated from the General Abstract which shows daily number of prisoners, and the quantities of articles per diet being known, it was easy to calculate how much the merchant must have supplied, and he was paid for the amounts thus arrived at. Doubtless this saves clerical labour, but of course the merchant does not undertake for nothing all the trouble involved in daily issues. He must charge a higher rate to cover it. The plan necessitates the admission of a number of strangers daily into jail, and opens the door to trafficking with Jail officers. I think the method is unsound and should be stopped. It is much the same as the Punjab system condemned by Drs. Walker and Lethbridge in para. 3 of this chapter.

182. I may add here—

(1) that no forms of accounts and registers relating to rations have been prescribed, though the present Inspector-General has been endeavouring to supply this deficiency. When the departmental supply system was ordered to be introduced, the then Inspector-General left every jail to keep what accounts it liked, and consequently there is every possible diversity in existence. I shall refer to this subject again in connection with Chapter XXXI;

(2) that the practice of having the rations store-room outside the main gate, as existing at Madura and elsewhere, seems improper. If sufficient store-rooms do not exist inside, it would be well, I submit, to provide them. Where the room is outside, the safeguard which should be supplied by the Main Gate Regulations and the well understood Rule (not to be found in the Code) against removal of articles without a pass, is lost.

183. Leaving the highly important subject of the system under which rations should be purchased, I proceed to the various indirect means of Jail economy referred to by Drs. Walker and Lethbridge in this chapter. One of the most important directions in which a saving can be effected is in regard to the purchase of the meat, which forms an expensive item in the dietary. Experience shows that it is very greatly cheaper to buy and maintain sheep in the flock, slaughtering them as wanted, than to purchase meat from a butcher. At Rajahmundry, for instance, the whole jail was supplied with meat throughout 1890 at the rate of 13 lbs. of boned meat per rupee, the market rate being about 7 lbs. per rupee only, falling in some jails, e.g., Calicut, as low as 5 lbs. per rupee. At Rajahmundry sheep are bought in large numbers; they cost nothing to keep except a payment

of two rupees a month to a boy who grazes them in the jurgles near and four annas a day to a butcher for slaughtering three times a week. The skins, entrails, feet and other portions are sold, or, as has lately been tried at Trichinopoly, the skins can be tanned in the Jail. At the last mentioned Jail the adoption of the plan of keeping and slaughtering sheep has reduced the price of mutton from $7\frac{1}{2}$ lbs. per rupee to $12\frac{1}{2}$ lbs. per rupee since October 1890. There are a few jails where it may be impossible to keep sheep, *e.g.*, the Penitentiary and Calicut, but at Salem, Bellary, Madura and Palamcottah and elsewhere there seems no practical difficulty in introducing this useful economy.

184. A second matter in which economy can be easily and effectively promoted is in the maintenance of cows and cattle. Here again I find the best example furnished by Rajahmundry, the rationing system of that Jail having been very well managed and the Jail being perhaps favourably situated. In June 1889 five cows were bought at a cost of Rs. 120. Their milk was supplied to the Jail at the rate of 8 seers (32 pints) per rupee, the value being charged off against the initial cost and surplus milk being sold to jail subordinates. At the end of six months the outlay had been recouped, and an additional profit of Rs. 124-3-0 had been made. No expenditure at all was incurred, grain husk only being given the cows, and their manure balancing the value of the husk. I may add that since the purchase of these cows, a number of calves have been born, some of which have been sold and others retained, and the condition of the herd when I saw it was most flourishing. On the other hand, at Trichinopoly, where there is any extent of pasturage, no cows are kept, and a milkman is allowed to graze his cows in the jail premises, keep them in jail-built sheds, and sell the milk to the jail at 21 pints per rupee. At Palamcottah no sheep or cows were kept, but cows belonging to jail subordinates were grazing on jail land. At Bellary, where again there is ground available, neither cows nor sheep are kept. I think that in every jail except the Penitentiary, it should be possible to keep a few cows, and there seems no reason to doubt that it is economical to do so. Resort to the bazar for milk should be prohibited, the Inspector-General having power to sanction an exception.

185. A third matter is the maintenance of draught cattle. In many jails, *e.g.*, Madura and Bellary, I noticed very numerous charges for cart-hire. Grain, kerosine oil and other things have to be brought from the bazar, considerable quantities of wood have to be procured, manufactured articles, such as convict clothing, &c., are often being despatched to or received from the Railway, and the charges for cart or cooly hire on these accounts amount to a large sum. When the cattle are not otherwise employed, they can be made use of in the garden, carting manure, ploughing, drawing water or otherwise, and I have no doubt it would pay to keep a pair in the smaller jails, and two or three pairs in the larger ones. At Madura in October 1890 the jail had to pay on one occasion alone Rs. 45-8-0 for the cartage of 14 tons of wood bought from the Alagar Hill Reserve, distant 12 miles. At Salem carts have to be hired and sent out 5 miles to bring in the wood.

186. Fuel is an expensive item in jail management, and the Forest Department's rates are so high that in more than one jail it has been found cheaper to buy from a private supplier rather than from the Department. At Trichinopoly, for instance, wood is now being obtained by private contract at Rs. $6\frac{1}{4}$ per ton delivered at the jail, whereas the Forest Department charged Rs. 7 per ton. From some figures furnished by the Department which I saw at Palamcottah, it appears that out of a charge of Rs. 3-12-0 per load only Rs. 1-4-0 represents the cost of cutting and carting and Rs. 2-8-0 or 200 per cent. is the seigniorage. The Jail Department is prohibited from charging a higher rate of profit than 10 per cent. to any Department of the State, and it seems reasonable that some degree of reciprocity should be accorded it. In Chapter 5, Rule 22 of the Civil Account Code, volume I, it is laid down that the Forest Department is a *quasi-commercial* Department and may charge other Departments as it would the public, but I think that Government might reasonably prescribe some maximum rate of seigniorage to be applied to supplies made to other Departments, which should at least preclude the possibility of it becoming cheaper to go to a private supplier. That it is

desirable to prevent the indiscriminate purchase of wood from private sellers is well illustrated by the following extracts from the Jailor's account book at Bellary, which show how greatly such purchases are liable to fluctuate:—

	Rs.
2,000 lbs. of firewood	10
2,500 " " "	10
3,000 " " "	15
3,375 " " "	15

187. The preparation of gingelly oil is another opening for economy in jails. If bought in the bazar the oil is never perfectly pure and is expensive; while if the seeds are bought and ground by jail labour, purer oil is obtained and at a lower rate, while a useful form of labour is provided. The following particulars were obtained from the Rajahmundry jail. A new mill costs 30 rupees; it is made of tamarind wood, and is most cheaply procured by buying a tree, using the portions necessary, and selling the remainder. A second-hand mill would probably cost more, perhaps Rs. 40, because the wood is seasoned and would not absorb oil as a new mill does at first. It has been found that by grinding the seed in the jail, 7 lbs. of oil can be procured per rupee as against the bazar price of 6 lbs. per rupee. The oil-cake can be sold, and the oil is purer than bazar oil. Five men can work a mill, four pushing and one sitting in the centre, but in some ways bullocks are preferable because they grind more evenly and do not eat the seeds. There is a ready sale for any excess of oil not needed for the jail, because it is pure. Gingelly oil is now expressed by jail labour in the jails of Salem, Trichinopoly, Tanjore, Madura, Coimbatore, Guntur and Cuddalore. At Kurnool the system has just been begun, and at Palamcottah and Vizagapatam mills have been or are being obtained. At Vellore and at Trichinopoly I heard that the Alipore mill recommended by Drs. Walker and Lethbridge had been tried but had quite failed. At Trichinopoly a country-mill has since proved successful, and this should be adopted also at Vellore. The jails at which no attempt to extract their own oil has been made are the Penitentiary,* Bellary, Berhampore, Nellore, Cuddapah and Párvatipur. I think these jails should be now directed to undertake this task.

188. On the West Coast gingelly oil is not used, cocoanut oil taking its place. This is also expressed by a simple country-mill, being afterwards refined by boiling. None of the three West Coast jails have yet procured a mill, and the prices paid for the oil vary considerably, being from 5 lbs. per rupee at Mangalore to $7\frac{1}{2}$ lbs. per rupee at Cannanore (under Mr. Tyrrell's auction system). I think the expressing of cocoanut oil should be tried in these jails.

189. As regards grain, I found that the raggi used in the Southern Districts and the cholam which forms the staple food in the Northern Jails is bought uncleaned in all jails and cleaned by jail labour. In the case of dáll Drs. Walker and Lethbridge suggest (para. 18) that it should be bought in the ear ("in the state in which it is reaped in the fields"), but there are difficulties in the way of doing this, viz., that it would often involve making advances to ryots on the crop before it is reaped, it would necessitate visits to outlying villages for which no staff is provided, and because in some districts where little dry grain is grown, it would be difficult and probably impossible to get the grain in the ear. The system of purchase in the ear might be tried in some dry-grain district, but I have no information as to how it would pay.

190. Rice is generally bought "boiled," *i.e.*, husked by being slightly boiled, in which form it does not keep long, Burmans only getting raw rice, *i.e.*, rice husked by pounding. I think that the purchase of unhusked paddy should be tried, and the result of husking in the jail both on economy and as a form of labour should be watched. If this is done, it would be well to make the experiment at Salem or Vellore, where there are female convicts, as few male convicts understand the process of husking by boiling, and the labour of pounding is one specially fitted for hard labour females.

191. The price of kerosine oil varies from Rs. 1-13-0 or Rs. 1-14-0 a tin on the West Coast to Rs. 3 a tin in Nellore and the four Northern District Jails. At Trichinopoly the price in January 1891 was Rs. 2-4-9 per tin, but had been as high as Rs. 2-8-0 in the previous October. The Batoum oil is now used everywhere, being cheaper than the American article. The difficulty about buying a large number of tins at Calicut and distributing them to jails on the line of rail is the risk of getting leaky or half empty tins. At Trichinopoly the experiment of getting a large consignment from a Madras firm was tried and failed on this account. The margin for saving is also small. But I think larger stocks of oil might be purchased at one time, as prices vary considerably during the course of the year.

192. I do not think that the plan of manufacturing curry-powder in a few jails and distributing it to other jails within reasonable distance as suggested at the end of para. 21 of G.O., 18th November 1890, No. 1804, would be desirable, because curry-powder so prepared and distributed would not be fresh, and would consequently be less wholesome. It is better to grind the chillies every few days. But though *curry-powder* could not be distributed, I think that the ingredients, especially chillies, could with advantage be bought in localities where they are cheap and be distributed to other jails. I believe Trichinopoly and Coimbatore are districts where chillies can be obtained at low rates, while in other places, e.g., Salem and Bellary, the prices are higher. I regret that I overlooked the desirability of procuring definite information on this point while visiting the jails, but I would suggest that the Inspector-General should investigate the question and try the experiment of thus purchasing and distributing chillies, and possibly coriander seed.

193. I must refer now to the cases of unnecessary resort to the bazar instanced by Drs. Walker and Lethbridge in para. 14 of this chapter. It must be remembered that up to the end of 1887, all pots (earthen, iron, or tin), mats, baskets, gunny-bags and the other very numerous articles specified on page 37 of the annual report for 1886 were supplied by the contractor and were included in the diet-rate. Until 1888, therefore, owing to the vicious system in force, Superintendents were not even expected to supply these wants themselves. Drs. Walker and Lethbridge's visit was paid in December 1888, and it is not surprising that the ill-results produced by many years of the contract system had not then all disappeared. No doubt further improvement is still possible, but much has been done since Drs. Walker and Lethbridge visited the Presidency to remove the reproach to which they rightly drew attention.

194. As regards tin work, I found almost all jails that I visited doing it for themselves, tin cups and plates being made out of empty kerosine-oil tins. Salem was an exception. Iron work is being done in the larger jails, especially Trichinopoly, with good results. At Bellary I was surprised to find rather numerous entries of hire being paid to blacksmiths, but possibly there was no convict blacksmith in the jail. Whatever carpentry work is necessary is now usually done by jail labour, though I expect in some of the District Jails sufficient attention is hardly paid to this. Earthenware cups and chatties are made in large numbers at Palamcottah and Rajahmundry, but hardly anywhere else, men of the potter caste being apparently very rare in jail, probably because the trade is a steady and profitable one, the caste small, and the potter community very clannish and ready to help its poorer members. Mats and baskets are made in several of the larger jails, but some further advance in this respect is probably possible in most District Jails. Ropes are also made in some places, but I found entries of purchases in others. I do not think it is possible to give more specific information as to the actual state of affairs in each jail without expending an inordinate amount of space on the subject, but I shall refer to it again in connection with jail manufactures. Meantime it is for the head of the Department to continue to impress on Superintendents the necessity of minimising the amount of "resort to the bazar."

Chapter XXIV. 195. The introductory paras. 1-3 deal with the objections to the employment of prisoners on Public Works gangs, and as no proposal to change the existing system in any direction is here made, they require no notice. As regards paras. 5-14, the Government has already approved of all jail labour being divided into three classes—hard, medium and light, and the Inspector-General has

issued orders accordingly. It remains to draw up lists of intramural employments arranged according to this classification, and the following is submitted for approval as a tentative arrangement. The subject, however, is of small practical importance, the only point of any moment being that when the Medical Officer orders a man to light labour, the Jailor shall know what is meant. Personally I think the use of the term "medium labour" is confusing and unnecessary; every man sentenced to labour should be on hard labour unless he is placed on "light labour" on medical grounds; and I would merely make a list of those forms of labour which are light, and declare the remainder to be hard labour.

INTRAMURAL EMPLOYMENTS.

<i>Light Labour.</i>	<i>Medium Labour.</i>
Wool-winding.	Shoe, sandal and boot making.
Wool-picking.	Basket-making and rattan-work.
Tailoring and sewing.	Binding.
Weeding.	
Coir-twisting.	
Aloe-twisting.	
<i>Hard Labour.</i>	
Weaving—(cloth, cumbly, corah coir and aloe, tape and money bags).	Carpet-making.
Tread-mill and crank.	Digging and carrying earth.
Drawing, raising and carrying or carting water.	Cumbly-starching.
Masonry.	Dyeing.
Lime-grinding.	Gunny-weaving.
Brick and tile making.	Oil-pressing.
Stone-breaking and stone-cutting.	Breaking cocoanut husks.
Carpentry.	Tin-work.
Blacksmith's work.	Press-work.
Bowing wool.	Aloe-beating.
Scavenging.	Tent-making.
Cooking.	Rope-making.
Grinding grain.	Pottery.
	Paper-making.
	Lamp-lighting.

196. Another subject referred to in these paras. is that of a mid-day rest. I do not recommend the insertion of any rule on this subject in the Jail Code. In the North of India there may have been found sufficient reasons for it, but there seem to be none in this Presidency. Moreover, the mid-day meal forms a break in the jail work which is sufficient for all purposes, and any further interruption would entail a diminution of labour. In this latitude it is impossible to open the wards at 4-45 A.M. as it is then perfectly dark at every season of the year.

197. In paras. 15 and 16 Drs. Walker and Lethbridge touch on the subject of *tasks*. I am sure that this is a matter of first-rate importance, which has received little attention in this presidency until in September last the present Inspector-General issued a circular with a nearly complete list of tasks. The tasks were there stated to be "the maximum," by which was meant that they were the *full* task to be exacted from a convict after a reasonable period of training. This point can be clearly brought out in the revised Jail Code. The circular and list are printed in Appendix 6. As the Inspector-General has already fixed the standard tasks, it is unnecessary to discuss the question here, but they are certainly not yet fully observed, the wool-winding task at Bellary for instance at the time of my visit (15th March) being only 16 oz. of fine black wool and 20 oz. of coarse wool, against 24 oz. prescribed. The Inspector-General's circular constitutes a great advance on the entire confusion and absence of uniformity which preceded it, and when the rules are clearly understood, it ought to have a considerable effect in making the remission system work more uniformly.

193. The succeeding paras. 17—30 deal with the various industries that can be carried on in jail. Government having accepted the principle, as to the soundness of which all experienced jail officers concur, that each Central Jail should have one or more large industries instead of a number of small ones; it remains to determine what these industries should be and to what jails they should be allotted. As I had only three or four days to spend at each jail, my visit only in one case extending to a week, I have not been able to work out this subject thoroughly. Definite and detailed information as to local prices of raw materials, local habits of the free population, available supply of plant and workshops, as well as of markets for sale of manufactured articles, is necessary to make a satisfactory arrangement of jail industries, and the following cannot, therefore, be more than a rough approximation to a possible result.

199. I propose to deal first with the Penitentiary. The work at present carried on in this jail will be evident from the details on page 28 of the Annual Report for 1889 and the corresponding passage in the report for 1890, to which has to be added the working of the Penitentiary Press. The making of coir-mats, rugs, &c., in this jail, where coir yarn is difficult to get and dear, should be stopped, except in so far as it is carried on as a Close Prison industry, some simple occupation for convicts in cells being essential. Nor does it seem desirable to make any sandals or boots here, the industry being very small, and leather not specially cheap.

200. Putting aside these minor industries, there remain the two important industries of carpentry and printing, and I recommend that these should be recognized as the main occupations of prisoners in this jail. I need not say much about the first. Considerable success has been met with in procuring orders from the Commissariat and other departments, and I have no doubt the Superintendent will be able still further to extend these operations.

201. The printing industry requires more detailed notice. The present system is as follows. The Penitentiary Press is regarded as a branch of the Government Press, is under the exclusive control of the Superintendent of the Government Press, who draws a carriage allowance of Rs. 40 per mensem on that account, and the jail merely supplies as many convicts as are required, whose labour is paid for at the fixed rates shown in the margin regardless of what work they do. The result has been that the jail has received credit for only an average sum of about Rs. 6,350 a year.

202. It is easy to show that this system is altogether incorrect. In the first place it is plainly contrary to the directions contained in para. 8 of Home Department Resolution No. 10-605-15, dated 7th May 1886, which provides that jail labour should be valued at the rates of free labour of the same class in the neighbourhood; whereas a convict native pressman, whose wages would be Rs. 9 or 10 if he were free, has been allowed for at the rate of only 2 annas per day or Rs. 3-4-0 per mensem on a month of 26 working days. In the second place, the jail, though supplying the bulk of the labour, has received no allowance for profit on the value of the outturn, though under the Resolution quoted above it is entitled to claim a profit of 10 per cent. Thirdly, the division of control has been such that it has been to no one's interest or duty to see that the maximum amount of jail labour and the minimum amount of free labour was used. The Superintendent of the Jail had no power to interfere, nor was it worth his while to do so for a return of only Rs. 3-4-0 a month per man; while the Press authorities naturally found it less troublesome to take on paid workmen than to be continually training convicts.

203. From this it will be seen that a change of system ought to produce—(1) a nominal and only apparent economy by increasing jail profits and reducing the net cost per head of maintaining convicts—(2) a real economy by the substitution of convict for paid labour, wherever it is possible.

204. The proposals which I would make are as follow. Instead of the Penitentiary Press being an institution independent of the Jail and the Jail merely

supplying so much labour to it, I would recognize the Press as being properly a jail institution to which a certain amount of free labour and superintendence is lent by the Government Press, I would leave the control of the distribution of work and of the free hands altogether with the Superintendent of the Government Press. I am sure that, for the present at least this is essential, and that an attempt to make a radical change all at once would end in a fiasco which would discredit the whole experiment. I would give the Jail Superintendent power to tender qualified convicts for training in all branches of Press work; and I would lay on the Superintendent of the Government Press the direct obligation to dispense to the utmost possible extent with free labour and to utilize convict labour to the furthest extent that it can be made available. There is no doubt that much can be done in this direction. When His Excellency the Governor visited the Press on the 14th of March last, he remarked the large number of free employés, especially in the binding branch, and efforts have already been made to train convicts to do this work. The Jail Department must, of course, co-operate with the Press, by supplying long-term and intelligent or educated prisoners, but I have no doubt that this will be found quite practicable. As regards the saving which will thus be accomplished, it is impossible to speak with certainty, but it seems probable that 75 per cent. of the free labour will be eventually (*i.e.*, at the end of 18 months or 2 years) dispensed with, and as the cost of free establishment in 1889-90 was Rs. 10,349, this would represent an actual economy of Rs. 7,762 per annum.

205. The profit which would result to the Jail Department from the change and which would be mainly nominal though entirely legitimate, can be more exactly calculated. Under recent orders * G.O., dated 20th May 1889, No. 441, Public. of Government * the system formerly obtaining of adopting purely arbitrary valuation rates for work done has been abandoned, and the value of the total outturn is now simply the aggregate of its cost, while by an ingenious system of distributing general charges, the cost and value of each page can be exactly calculated. In consequence of the adoption of this system, the value of the work done and the expenditure exactly balance. In 1889-90, the first year in which the system was in complete operation, the total value of the work turned out by the Penitentiary Press was Rs. 42,589. If the convict labour employed had been paid for or valued at its proper market value, it would have cost Rs. 15,522† instead of Rs. 7,859, and the total value of the outturn would thus be raised by Rs. 7,663, or to Rs. 50,252. In addition to this, the Jail Department has a right to take credit for a profit of 10 per cent. on the outturn, which raises the total to Rs. 55,277. The cost to be set off against this seems to be as shown in the margin, leaving a net profit to Jail Funds of Rs. 28,309 against Rs. 6,350 at present. On the average population sentenced to labour in 1889 (555), this would have given an average earning of Rs. 51 per head, or of Rs. 42-12-0 on the total daily average population, and have thus reduced the net cost from Rs. 74-2-0 to Rs. 39-9-0, without taking into account any profit from carpentry or other work.

	RS.
Superintendence	2,000
25 per cent. cost of establishment ..	2,587
Contingencies	983
Wages of Warders	993
Printing ink	450
Value of materials	4,027
Depreciation of stock	2,223
House-rent	1,560
General miscellaneous charges ..	12,145
Total	26,968

206. It may be said that even this result is insignificant beside those shown in other Jail Presses, *e.g.*, in Rangoon, where the jail profit in 1890 amounted to Rs. 1,72,171. But in the first place 240 convicts are daily employed in the press there against 186 in Madras; secondly, the value of their outturn is estimated at arbitrary rates; and thirdly, apparently no allowance is made for depreciation of

NOTE.—The item of house-rent might be excluded, but, as it is a jail receipt, it makes no difference. The miscellaneous charges do not appear to have been quite correctly distributed between the Government Press and the Penitentiary Branch, but I take the figures as they stand in the statement.

stock, interest on plant, pensions, &c. On this system, and especially if the rates for work done are pitched high enough, it is easy to show a couple of lakhs of profit.

207. The value of the work done by convict compositors will be estimated at piece-work rates. That of convict machine men, pressmen, inkers, binders, &c., will be reckoned by monthly rates equal to what would be paid for free labour of the same class in the neighbourhood, the existing distinction based on the nationality of the convict being, of course, abandoned. The maintenance of a work register, showing the number of convicts employed on each class of labour daily will be easy; it is, in fact, already in existence in the form of a daily slip; and the calculation of the value of their labour will not be difficult, the Government Press supplying a sure test as to the price of free labour of the same kind. I do not think a fixed *daily* rate for convict labour should be laid down because that would weaken the inducement to train convicts for the more highly-paid duties. I believe that, with the co-operation which the Superintendent of the Government Press will certainly give, the scheme will work smoothly and successfully, and I strongly recommend that the trial of these proposals be sanctioned.

208. I next propose to deal with Coimbatore because that jail, like the Penitentiary, has a single large industry already partly developed, viz., Police drill weaving. The jail possesses a set of 26 power looms worked by a tread-mill and crank. No steam is used, except a boiler for drying the starched warp. At the time of my visit one loom was broken and another not in work.

209. It is evident that with these looms in existence the main industry of Coimbatore must be Police drill-weaving for which the looms have been specially adapted. The annual Police indent for drill and its distribution in the last five years has been in yards as follows:—

	Indent.	Distribution among Central Jails.			
		Coimbatore.	Vellore.	Trichinopoly.	Salem.
1886-87	225,000	50,000	30,000	10,000	10,000
1887-88	200,000	130,000	40,000	10,000	20,000
1888-89	150,000	90,000	40,000	10,000	10,000
1889-90	150,000	90,000	40,000	10,000	10,000
1890-91	220,000	120,000	80,000	10,000	10,000
Average	189,000	96,000	46,000	10,000	12,000

210. The balance in the year 1886-87 was apparently never allotted, a large portion of the indent being met by purchase, as the jails were unable to comply with the demand. The question immediately arises—how far the whole of the indent for Police drill can be met from Coimbatore and how far other jails can thus be set free for other industries? One of the chief factors on which the outturn of drill depends is the quality of the thread used, for, if the thread is bad, any increase of pressure causes it to break, and thus produces an interruption of work. Owing to the low price at which the Police drill is supplied, English thread cannot be used, the quality employed being country-spun No. Tens. A good deal of trouble has been met with in getting a thread which did not break, but of late one answering the purpose has been obtained from the recently-opened Coimbatore spinning mills and if this thread does not deteriorate it will enable the outturn of the looms to be largely increased.

211. I found that in 1887 the amount of drill turned out by 24 looms was about 17,000 yards a month. Owing to bad thread and other causes the outturn fell to some 7,000 yards per mensem from 25 looms in 1890, but at the time of my visit it was rising, and in the first half of February 4,300 yards had been woven. The Foreman in charge of the shed was, however, strongly of opinion that he had not enough men on the wheel and crank, and that with more men and increased power the outturn can be raised to 12,500 yards per mensem or 150,000 per annum. I think that this estimate is rather below than above the mark. The task is fixed at 20 yards per man per diem, experienced convicts turning out 30 yards and over.

Even at the minimum task, and allowing for only 24 working days per mensem (i.e., four Sundays and four half days for inspections deducted) the outturn from 26 looms would be 12,480 yards a month. It does not appear extravagant, therefore, to expect an outturn of 150,000 yards per annum from this jail. As regards the number of men on the wheel, which at the time of my visit was only 8 per drum, I think it is essential that the demands of the Foreman should be complied with. While I was present, an experiment was made of doubling the number of men on the wheel and crank, and the effect on the looms was very great, the drill being woven at a rate which would yield 80 yards per loom a day. Possibly the strain on the thread would be too great if so large an increase in the number of men was made, but it is clearly bad economy to diminish the outturn of the looms by 50 per cent. in order to save a dozen men's labour.

212. I may add that I was not able to see why the crank was needed at all. The printing machines at the Penitentiary are driven by a wheel of the same size without any crank and a modification in the machinery would possibly enable the Coimbatore looms to be similarly worked. The weaving shed was exceedingly hot and ill-ventilated, many of the windows being of glass and incapable of being opened, and this must tell on the health and efficiency of the men.

213. I, therefore, recommend that the weaving of Police drill be recognised as the staple industry of the Coimbatore Jail and that an outturn of 150,000 yards per annum be required. It may be possible to add some additional looms and have the whole indent turned out here; otherwise the remaining 40,000 or 50,000 yards should be allotted to Vellore, but in any case the whole indent should be turned out by at most two jails and not spread over four or five.

214. In Coimbatore, as at the Penitentiary, carpentry forms a good second industry, and should be developed as far as possible. I would stop the manufacture of coir and aloe mats except as a Close Prison employment, the breeding of silk worms and the weaving of cumblies. Peons' belting should be done in the Close Prison; coir articles should be supplied from the West Coast; and cumblies are needed as an industry for other jails. Besides Police drill and carpentry the Coimbatore Jail might retain the hand-loom weaving of Khaki drill, towels, and table cloths and rattan work, much of which is combined with carpentry, but the hand-loom weaving should be clearly recognised as of secondary importance and the addition of more power-looms and the larger outturn of drill should be treated as the first object.

215. At the Salem Jail the chief industries have been the weaving of cloth for Warders' suits and the making of Police sandals and the first of these I would propose to further develop. In this matter (of Warders' clothing) some concentration has already been effected, almost all the Southern Jails with one exception being supplied from Salem, but Warders' cloth is still made at Rajahmundry and Madura and I think these too might be supplied from Salem. I would also require this jail to supply all the uniform for Convict Warder Guards, which have also been made at Vellore and elsewhere, and an endeavour should, I think, be made to weave the turbans required for Warders and Convict Warder Guards, which are, I believe, at present bought. As regards the making of Police sandals and boots, I think it should be replaced by that of Jail boots and sandals, the supply of which is at present spread over every Central Jail. The Salem Jail will then be almost entirely devoted to jail services and will show no cash earnings in column 11 of annual statement XIII. This, however, is a necessary result of the policy of concentration and the real value of the manufactured articles produced can be shown clearly in the report. If a further industry is needed, convict cloth should, I think, be adopted, Vellore being relieved of this work.

216. The Vellore Central Jail should then confine its attention to the following industries:—(1) Police boots and sandals, leathers being obtained cheaply in the neighbourhood; (2) Police drill, whatever quantity cannot be supplied from Coimbatore; (3) money bags which form a good Close Prison industry; (4) carpets; and, if a fifth industry is needed, tents. It should then be relieved of Jail boots and sandals, cumblies and all convict clothing.

217. Tents should, I think, be made into the staple industry of Trichinopoly. Nothing has yet been done in this direction in this jail and not very much lately

at Vellore. Mr. Cavendish showed me some correspondence with the Board of Revenue (Separate Revenue), in which some defects in the Vellore tents were pointed out, such as price, heaviness, &c. There can be no doubt that a very large industry can be created in tent-making, as both Civil and Military Departments would furnish a great amount of custom if their requirements were met. It is necessary to find out exactly what is wanted and then to supply it and no better officer to start this industry could be found than the present Superintendent of Trichinopoly, Mr. Gadsden. The Military Department might be asked to lend the services of an experienced Conductor from the Ordnance Department who understands tent manufacture in order that the industry may be started on lines which will eventually enable it to meet the requirements of the Army. At present this jail has no large industry, but makes a certain amount of cumblies, convict cloth, Police drill, &c. I would relieve it of all these, develop as far as possible the carpentry and iron-work now carried on, retain corah mat-making, for which there is a ready sale, and Police boot and sandal-making which cannot be concentrated, but make tent-making, if possible, the main staple of the jail.

218. At Rajahmundry, besides carpentry of every kind, which is always remunerative, and Police sandal-making, the chief industries should, I think, be Police and Jail cumblies. The carpet-making carried on in this jail should, in my opinion, be stopped. The articles produced are of very inferior quality and the success of the industry depends on some large firm taking all the outturn of the jail. Recent negotiations with the London dealers seem to show that it is not likely that there will be a sale for the inferior carpets made at Rajahmundry and it will be better to leave the perfecting of this industry entirely to Vellore. Rajahmundry should also give up Police drill, convict cloth and Warder clothing, and, if any other industry is needed, khaki or other cloth for sale or supply to Government Departments might be adopted.

219. The whole supply of convict clothing required for the Southern and West Coast Jails, except Madura, which makes its own, and Coimbatore, which uses damaged Police drill, can be made in the Palamcottah Jail. There is room there for 20 looms, which at 30 yards per loom per week will produce enough cloth for 9,600 suits per annum allowing $3\frac{1}{4}$ yards to a suit. The cloth for the coat is of course woven at 36 inches broad, but it is economical to weave the cloth for the trousers at one-third less breadth, i.e., 24 inches. If trousers are cut out of 36 inches cloth there is a considerable wastage, whereas 24 inches cloth is just broad enough and leaves only a small piece from the fork, which serves to make the cap. From a calculation based on actual experiment supplied me by the present Palamcottah Superintendent, Mr. Shubrick, it appears that the convict cloth, which is woven of No. Tens and Sixes yarn, can be produced at 2 annas a yard, which would be reduced by 33 per cent. if the width were 24 inches. A suit requires $3\frac{1}{4}$ yards of cloth and would thus cost only 6 annas 6 pies for the cloth, or allowing 2 annas per suit for making up $8\frac{1}{2}$ annas a suit. The cloth produced in this experiment, however, weighed only $7\frac{1}{2}$ oz. a yard, whereas in other jails the weight is a full pound per yard and I think the Palamcottah cloth must have been too loosely woven. I would, therefore, take the cost of a suit at 10 or 12 annas.

	Maximum number of suits.
* Palamcottah	500
Tanjore	500
Trichinopoly	1,600
Calicut	500
Cannanore	1,400
Mangalore	200
Salem	1,200
Vellore	2,000
Cuddalore	500
Penitentiary	1,200
	9,600
Add—	
Rajahmundry	1,200
Bellary	600

220. The number of suits, which will be needed under the new clothing rules proposed in para. 122 *supra*, is uncertain, but could not possibly exceed 9,600 suits for the Central, Southern and West Coast Jails,* while the number needed for the jails in the Ceded Districts should be made at Salem. For the Northern Jails I would recommend that each District Jail should be required to undertake its own supply. At Madura no difficulty has been found in making the required amount both of Warders' and convict clothing and a similar result can certainly be produced in other District Jails.

221. For the West Coast Jails the natural industry would evidently be coir-work, but, at present, hardly anything has been done to develop this. At Calicut the sole manufactures are (1) carpentry and smith's work for Jail purposes exclusively, employing 3 men; (2) basket-making, also for Jail purposes exclusively; employing 1 man; and (3) coir-work employing 57 men. Of these 57 men, 2 are engaged on weaving Jail mats and 7 on breaking husks, while the other 48 are employed on twisting coir yarn. For this purpose, bleached fibre is supplied to the Jail by a local firm, which pays Rs. 10 for each candy (700 lb.) of twisted yarn. It is not too much to say that this method of employing the convicts is absurd. The task of twisted yarn required from each man is $1\frac{1}{2}$ lb. per diem, but the amount actually given seldom exceeds 16 to 20 oz. Assuming, however, the full task to be given, it would take 50 men 9·3 days to twist 700 lb. or ten rupees worth of yarn, so that the average earnings per man amount to 4·12 pies per diem, while, owing to short tasks being permitted, they are really less. Any system under which Jail labour is thus hired out is certain not to be economical, and I ascertained that the cost of twisting a candy of coir-yarn by free labour would not be less than Rs. 25.

222. Mr. Tyrrell, Superintendent of Cannanore, suggested to me that a large and profitable industry could be developed in coir provided that a good quality of fibre was obtained. I made such inquiries as I had time for in Calicut and Madras, and found that there is an almost unlimited number of prices for coir-yarn, but that the chief factor in obtaining a good price is colour. The yarn made of the plain red fibre is not worth more than Rs. 25 or 30 a candy, and no attempt has been made in the Calicut Jail to obtain a better colour. From experiments made for me by Mr. Upshon, the Jailor of Trichinopoly, it seems certain, however, that there is no difficulty in bleaching the fibre to a colour which would fetch at least Rs. 40 a candy, and the process of bleaching, in which tamarind and salt are the chief agents, is inexpensive. There seems no reason why, with further experience, an even better colour should not be obtained, the price of yarn twisted from fibre of a superior colour rising to Rs. 60 for hand-twisted and Rs. 80 for machine-twisted yarn.

223. My conclusion, therefore, is that the arrangement with the local firm at Calicut should be terminated; that the question of bleaching the fibre to a proper colour should be taken up and carefully investigated; and that both in Calicut and Cannanore an endeavour should be made to develop an industry in coir yarn. There is so large a demand for this article for export purposes that there is little or no danger of injuring private trade. At Calicut coir floor-matting is made and sold at Rs. 2 or Rs. 2-8-0 a roll measuring 46×1 yards. That this labour is in no real sense remunerative will appear from the following facts learnt on enquiry in Madras; viz., coir *matting* of good colour, machine or hand woven, sells freely at Rs. 1-12-0 per yard or Rs. 80-8-0 for what the Jail gets only Rs. 2 or Rs. 2-8-0. Coir *netting* with one inch mesh similarly sells well at Rs. 2-0 a square yard, or Rs. 5-12-0 for a roll of 46 yards, and the amount of material and labour in this netting is less than one-quarter of what is put into thick-woven matting, for which the Jail gets 10·4 pies a yard. The main cause of difference in price lies in the colour of the fibre, and to a much less extent in the twist; indeed in the latter respect, the netting is so coarsely made that there could be no difficulty in making it in jail. It is impossible to work out here any detailed scheme for the proposed attempt to develop an industry in coir, but there seems good reason to think it possible.

224. Besides coir, the Cannanore Central Jail should retain the carpentry industry already in existence, and as Moplahs and Burmans can both be employed on leather work and hides can be obtained cheap, it should also retain Police and Jail boots and sandals. I would abolish all forms of cloth-weaving in this jail, as, during the damp months, it is impossible to do any work on the looms, but the weaving of Police cumblies for West Coast districts might be continued.

225. At Mangalore at present, nothing is done, except the production of coir-yarn out of the unbleached red fibre, for which Rs. 25 a candy only are obtained, and the manufacture of coir ropes, mats and rugs which are practically unsaleable. Here too, the bleaching of coir should be attended to and the other industries

suggested for District Jails below (para. 227) should be introduced. Under Mr. Macready a considerable industry has been produced at Tanjore out of tape, cotton rope and paper-making. It only remains to further develop this and to prevent the energies of the jail being dissipated in other directions.

226. Bellary has for years turned out a large number of cumbles, both Police and Jail. The district is said to be noted for cumbly-weaving, but as far as cost goes, the local prices for wool are altogether extravagant, as has been noticed before. Under a proper system of purchase, however, this defect would probably disappear.

227. The following is the state of manufactures in the nine District Jails which I did not visit:—

	Manufactures.	No. of men employed.
Cuddapah	<i>Nil</i>	<i>Nil</i>
Nellore	Aloe-mat making	?
Berhampore	Coir-mat making	18
Cuddalore	{ At present <i>Nil</i>	?
	{ Aug. to Dec. 1890, coir-work and pottery	
Vizagapatam (started January 1891).	{ Coir-mat making	4
	{ Cloth-weaving	6
Russellkondah	{ Convict-cloth weaving	?
	{ Pottery	1
Párvatipur	{ Convict-cloth weaving	?
	{ Warder-cloth weaving	
	{ Checks for sale	
	{ Weaving convict-cloth	
	{ Tape for convict-clothing	
	{ Tailoring	
Guntúr (started December 1890).	{ Oil-pressing	?
	{ Brick-making (sun-dried)	
	{ Pottery	
	{ Basket-making	
	{ Rope, broom, and mat-making	
	{ Weaving convict-cloth, sheets, towels & tape	
	{ Making coir rope, baskets, jambu tatties, gunny puttah.	
Kurnool	{ Oil-pressing	?
	{ Pottery and quarrying	

Almost all these industries are of very recent origin, started under orders of the present Inspector-General, and still in their infancy. A vigorous attempt seems to have been made at Guntúr, Kurnool and Párvatipur, but not much has been done elsewhere. I would recommend the adoption of the following principles:—

(1) Each of these District Jails to be required to supply itself with convict-clothing and, if possible, coir mats. At Madura no difficulty has been found in producing not only the convict-cloth but the warder-cloth needed for the jail, and there seems no reason why this should not be done everywhere. I think the Inspector-General should purchase the whole of the necessary thread and distribute it, unless it is found possible to buy it cheaper locally.

(2) Each of these District Jails should start carpentry, primarily for Jail purposes, also for sale. It would be desirable to enlist a carpenter in the warder establishment as instructor, and there will probably be no difficulty in keeping one or two convicts in training.

(3) Basket-work and, if possible, rattan-work and pottery should be started in each District Jail.

(4) Probably the weaving of convict-cloth and supply of jail wants in the way of pots, ropes, mats, baskets, &c., will furnish sufficient labour, but if additional occupation is needed, it could be found in paper-making—which is a very simple industry and for which the Revenue Department can supply plenty of material in the shape of old records—sandal-making for warders or sale in neighbourhood where hides are cheap, and gunny-bag making, the raw material being grown on jail lands. To these industries should be added the cleaning and grinding of grain for jail consumption, the pressing of the gingelly-oil required, gardening and the farming of all available jail land, and I think, if these are energetically carried out, there will not be much room for additional industries. I would not encourage the weaving

of checks or towels for sale, as the labour of District Jails should, I think, be devoted to rendering them as far self-supporting as possible.

228. I regret that I have not been able to make more specific proposals on the subject of manufactures. It is one which requires very precise and detailed information, and in which it is next to impossible to produce a ready-made scheme. The successful development of an industry requires steady application on the part of the Superintendent backed by all the assistance which the Inspector-General can give, and the latter should, I think, use his influence in getting the consuming departments, Military, Public Works, Revenue, &c., to take as many of his goods as possible. Merely general orders such as Military G.O., 8th June 1887, No. 3347, will never have much effect unless the matter is constantly pressed on the attention of individual officers, just as a manufacturing firm forces its goods by advertisement and travelling agents.

229. I think some instructions are needed as to the manner in which raw materials for manufactures are to be purchased. For the smaller articles the system of auction advocated for adoption in procuring rations (para. 177 *supra*) might be tried, while for the larger ones advertisement calling for tenders should be resorted to. There ought to be definite rules which should render impossible the continuance of such a system of over-payment as seems to have gone on for years at Bellary. If Government approves, rules will be inserted in the revised Jail Code.

230. In several jails, especially Trichinopoly, additional worksheds are absolutely necessary if any large development of manufactures is to take place. This is a matter which can only be dealt with by the Inspector-General.

231. I need hardly say that the views put forward by Drs. Walker and Lethbridge in paras. 31—33 of this chapter are sound, and, I believe, have been more faithfully carried out in the jails of this Presidency than elsewhere, to which fact the smallness of jail earnings is partly due. I do not see any reason, however, why the Inspector-General should not show in the body of his report the number and value of articles manufactured for jail use, as without it Government has no means of telling whether jails are really doing their duty in this respect.

232. The following statement exhibits my proposed distribution of industries in Central and the larger District Jails:—

	Staple industries.	Additional.	To be given up.
Penitentiary	{ 1. Printing. 2. Carpentry.	.....	{ Coir (except in close prison). Sandals and boots.
Coimbatore	{ 1. Police drill. 2. Carpentry.	{ Handloom weaving of Khaki drill, towels, &c. Rattan-work.	{ Coir (except in close prison). Silk-worm breeding. Peon's belting. Cumbles.
Salem	{ 1. Warder cloth. 2. Jail sandals and boots. 3. Jail cumbles.	{ Convict cloth.	{ Police boots and sandals. Police drill. Police cumbles.
Vellore	{ 1. Police boots and sandals. 2. Police drill. 3. Carpets. 4. Money bags (close prison).	{ Tents.	{ Jail boots and sandals. Cumbles. Convict-clothing. Paper.
Trichinopoly	{ 1. Tents. 2. Carpentry. 3. Iron work. 4. Police boots and sandals. 5. Corah matting.	.....	{ Convict-clothing. Police drill. Cumbles.
Rajahmundry	{ 1. Police and Jail cumbles. 2. Police boots and sandals. 3. Carpentry.	{ Khaki cloth.	{ Police drill. Warder cloth. Convict-cloth. Carpets. Tents.
Cannanore	{ 1. Coir-work. 2. Carpentry. 3. Police and Jail boots and sandals. 4. Police cumbles.	.....	Cloth-weaving.

	Staple industries.	Additional.	To be given up.
Tanjore	1. Tape. " 2. Cotton rope. 3. Paper.	Towels, napkins, &c.	Convict cloth. Sandals. Coir.
Palamcottah	1 Convict-cloth.	.....	Coir.
Bellary	1. Police and Jail cum- blies.	.....	.....

Chapter XXVI. 233. Chapter XXV does not require any notice. The next chapter to which it is necessary to refer is Chapter XXVI which deals with the Remission system. The rules now obtaining in Madras were sanctioned in G.O., 13th December 1884, No. 3251, and have subsequently been modified in

G.O., 17th Nov. 1885, No. 3114.
" 14th Dec. " 3400.
" 22nd May 1886, " 1361.
" 8th Nov. " 2993.

the marginally-noted orders. In most respects they correspond with Drs. Walker and Lethbridge's proposed draft, both being founded on the skeleton rules circulated by the Government of India

in Home Department Resolution, No. 14—844—909, dated 3rd July 1884, recorded in G.O., 24th July 1884, No. 1819. The Madras rules, however, contain some provisions relating to the number of marks which a convict may be "fined" as a punishment for certain offences, which are not in Drs. Walker and Lethbridge's draft, as also provisions relating to the selection and promotion of convict officers, &c. On the following points it seems desirable either to modify the Madras rules or to state the reasons why Drs. Walker and Lethbridge's draft rules are not suitable for adoption :—

234. *Rule 4 of Drs. Walker and Lethbridge's Draft.*—By this rule the marks given convict officers are divided into two kinds, viz., first, a fixed grant of 4 marks per diem to warders, 2 marks per diem to overseers and 1 mark to "night-watchmen," and, second, an additional grant, regulated by circumstances, of one mark for good conduct, one mark for industry, and, in the case of "night-watchmen," a third mark for special diligence. Under this rule convict warders can earn a maximum of 6 marks per diem and night-watchmen, who correspond to our maistries, can earn 4 marks per diem. The Madras Code Rule 419 differs in two respects, viz., (1) in that the marks given to convict officers are all fixed; (2) in that the maximum that can be earned by a convict warder is fixed at 5 instead of 6, and that admissible to a maistry is fixed at 3 instead of 4.

235. In order to secure uniformity with the system followed in other provinces, I would propose to raise the maximum obtainable by a convict warder from 5 to 6. I would not alter the system of fixed marks for convict warders and work overseers, because it is convenient and saves trouble, but I would give maistries only one fixed mark instead of three, and let them earn up to three more, if their conduct is good and they show special diligence in their work. My reason is that, as a first-class convict can earn three marks per diem under Rule 418, he is at present on an equality in this respect with a maistry, who, I think, should have the chance given him of earning one additional mark by exercise of special diligence. Rule 419 would then run as follows :—

"419. Convict officers shall receive ordinary marks on the following scale, provided their conduct and performance of their duties has been satisfactory, viz. :—

Convict warders	...	...	...	6 marks a day.
" work overseers	...	...	...	4 " "
" maistries	...	...	...	1 mark "

Convict warders and work overseers will not be eligible for any additional marks under Rule 418, but convict maistries shall receive marks under that rule in addition to the single mark attached to the grade."

236. A new rule should also be added as 419-A, viz. :—

"The maximum number of ordinary marks which can be awarded any convict under rule 418 or 419 is six."

This maximum is nowhere laid down in the Madras rules, but it is necessary to prevent convicts, when tasks are fixed low, earning an excessive number of marks under clause C 1 of Rule 418.

237. *Rule 7 of Drs. Walker and Lethbridge's Draft.*—I would propose to add to Madras Rule 430 clause (6) of this rule in Drs. Walker and Lethbridge's draft, if

the proposals made above in connection with clothing (Chapter XV) are approved by Government.

238. *Rules 9, 10 and 15 of Drs. Walker and Lethbridge's Draft.*—The Madras Rules 432, 433 and 444 are far from clear, and require redrafting. For instance, it is not certain whether under clause (iii) of 432 a Superintendent cannot fine a convict 246 marks, because no reduction of class or grade is involved, and Colonel Porteous believed that, in spite of Rules 432 and 444, remission once earned cannot be forfeited even with the sanction of the Inspector-General (*vide* para. V of his letter, 25th November 1889, No. 328, in G.O., 29th January 1890, No. 126), though it is clear from para. 9 of Home Department Resolution of 3rd July 1884 (G.O., 24th July 1884, No. 1819) that power to forfeit remission was intended to be reserved. Drs. Walker and Lethbridge propose to give Superintendents much larger powers of fining than they at present possess—a suggestion which I think it is inexpedient to adopt. At the same time the fines laid down in Madras Rule 433 seem based on no principle, and require consolidation. The following draft rules to take the place of Madras Rules 432, 433, 434, 441 and 444 are submitted for approval. It will be observed that I have made all fines to be multiples of 3 and 6—the maximum number of ordinary marks which can be earned in one day by a convict and a convict officer, respectively—and I have made the maximum fine awardable by Superintendents to be a multiple of 24, which number represents one day's remission of sentence; the arrangement of the existing rules is also defective and needs alteration :—

"432. Marks may be forfeited for misconduct either in place of, or in addition to, any other jail or judicial punishment, provided that—

- (1) no prisoner shall receive marks for the day on which any offence is committed,
- (2) an escape or attempt to escape from jail or custody shall cancel all remission earned up to the date of the escape or attempt."

"433. Superintendents may award forfeiture of marks in accordance with the following scale, provided that they shall not be competent to impose a forfeiture of more than 96 marks for any one offence :—

	Marks.
i. For talking at meals, parades or musters, holding unnecessary communication with warders, or failing to bathe in accordance with orders	12
ii. For failing to wear clothing, class badge, ticket, or other distinctive mark in accordance with orders or for exchanging clothing with another prisoner	12
iii. For leaving work, workshop or yard, changing or attempting to change assigned place at work, at meals, or in sleeping barrack, or loitering about the yards or wards without permission	24
iv. For committing a nuisance in any part of the jail not assigned for that purpose or for any other breach of sanitary or conservancy rules	48
v. For failing to keep clothes, blankets, bedding, eating vessels and person clean and in proper order	48
vi. For negligence in performance of tasks, if first occasion	48
vii. For gambling or playing any game within jail, for shouting, singing, using abusive or indecent language, quarrelling, or indecent behaviour	72
viii. For concealing food or any prohibited article in the wards or cells, for having in possession, or attempting to receive, any prohibited article	96
ix. For stealing provisions or food from the workhouse, feeding place, or store rooms, or any article of clothing from any other prisoner, or for wilful destruction or spoiling of clothing, bedding, work or other Government property	96
x. For negligence in performance of tasks, after first occasion	96
xi. For communicating, or attempting to communicate, with persons outside the jail or with prisoners of a different class or sex, failing to report any plot or preparation for escape or for any attack upon any jail officer or prisoner	96
xii. For insolence and disrespect to any jail officer, threatening or assaulting any such officer or convict servant, bringing a false complaint against any jail officer or prisoner	96

"434. For offences covered by clauses viii to xii of the foregoing rule, or for any criminal offence, Superintendents may recommend for the sanction of the Inspector-General any additional forfeiture of marks or the cancellation of any remission earned, or may make any reduction of grade or class, every class of convict officer or servant being liable to reduction to 3rd class convict or to any intermediate grade. A servant or officer so reduced shall not be eligible for re-promotion except in accordance with the provisions of Rules 420—425."

"435. Marks converted into remission and credited as such shall not be forfeited except under the orders of the Inspector-General and for such grave offences as are referred to in the foregoing rule, or for escape or attempt to escape. A prisoner may be punished with the loss of future marks by the Superintendent or Inspector-General."

"436. For the following grave offences, the Inspector-General may exclude a prisoner temporarily or permanently from the benefit of the mark system in addition to any other punishment which may be awarded, viz. —

- (1) escape or attempt to escape;
- (2) assault on a jail official or convict officer;
- (3) criminal immorality of a gross description."

239. The only other portions of Drs. Walker and Lethbridge's draft rules which seem to be worth adopting are the instructions in Rules 13 and 14 as to dealing with any odd number of marks. These might be added to Jail Rule 436. In place of Rule 19, regarding transfers, in Drs. Walker and Lethbridge's draft, I would propose to insert one directing that the remission earned by each convict shall be credited on a Remission sheet, and when a prisoner is transferred, the sheet or sheets relating to him shall be transferred with him. This system is already followed in many jails, and is at once simple and convenient. It saves the copying which is required in order to comply with Jail Rule 440. Government has already expressed its objections to the proposed History Ticket, which seems to me "utterly useless and unnecessary," as Colonel MacDonald Smith observed. The rules relating to convict warder guards will have to be inserted in the revised Code, and it may be desirable to re-arrange some parts of the rules, but it seems unnecessary to go into details on these points here.

240. To Rule 442 I propose to add a direct prohibition of the promotion of habitual convicts to any grade of convict officer. This class is generally very useful and most Superintendents would like to use them as convict officers; but it seems clearly contrary to principle to allow it. Habitual convicts, having proved by their action that the ordinary course of jail discipline is not a sufficient deterrent from crime, should be debarred from as many indulgences as possible and treated with greater rigour than men serving a first sentence. Government, I believe, approves of this principle, which has been adverted to in connection with Chapter III.

241. One other point calls for notice. Rule 5 of the skeleton rules forwarded with Home Department Resolution of the 3rd July 1884 (G.O., 24th July 1884, No. 1819) provided that "any convict who is considered fit for promotion to be a convict officer, but is for any reason debarred from such promotion, may, under special orders of the Superintendent, receive marks on the scale laid down for convict officers." This provision was omitted in the Madras rules sanctioned by G.O., 13th December 1884, No. 3251, and in a subsequent Resolution on the working of the mark system, the Government of India drew attention to the omission (para. 9 of Home Department Resolution, 4th September 1885, No. 17—1221—31), and the Inspector-General was told (G.O., 25th September 1885, No. 2596) to draw up an additional rule dealing with the point. This he did, and his rule was sanctioned in G.O., 14th December 1885, No. 3400. But in a letter No. 3—119, dated 21st June 1888, the Government of India announced its desire that the rule should be cancelled, and this was done by G.O., 6th July 1888, No. 1450. There are certain circumstances, however, in which the existence of such a rule is very convenient. Such are those of two long-sentenced European convicts now in the Penitentiary, whose cases attracted the notice of His Excellency the Governor at his visit to that jail on the 14th March. These men have been trained as compositors, and their labour is now of considerable value. It is neither profitable nor desirable to make them convict warders, and as ordinary convicts they cannot earn more than 3 marks per diem, while even if made work-overseers, they could not receive more than 4 marks. The Inspector-General can, it is true, give special marks from time to time under clause (3), Rule 430, but it would be more satisfactory to the convicts and more likely to act as an incentive to good work, if

they received the additional marks from day to day. For this purpose it is submitted that it would be convenient to replace the rule which was cancelled in G.O., 6th July 1888, No. 1450, and if the Government of India still considered the rule objectionable, this objection might be removed if the power to award convict officer's marks to a convict fit for promotion, but whom it is undesirable to promote, were reserved to the Inspector-General.

242. I also beg to solicit instructions as to whether Rule 448 of the original Jail Code, excluding military prisoners under sentence of courts-martial from the benefit of the remission rules, holds good or not. If G.O., 13th December 1884, No. 3251, is referred to, it will be found that the revised remission rules there sanctioned are headed "Remission system, section 6," and it therefore seems probable that they take the place of the *whole* section as printed in the original Code. Moreover, Rules 449 and 450 which follow 448 are also repeated in the revised rules, and this seems to show that the original section is totally repealed. But as doubt exists on the subject and military prisoners have, I believe, been actually excluded from the benefit of the remission rules in the belief that Rule 448 still subsists, I submit the point for orders and recommend that Rule 448 be declared to be abrogated.

Chapter XXIX. 243. Government has not referred any question in this chapter to me, but the state of the rules on the subject of appeals and petitions in the existing Jail Code is so unsatisfactory, and the actual procedure in the jails so wanting in uniformity, that the orders of Government will be necessary before the Code is revised, and I, therefore, venture to submit the main questions at issue for consideration now.

244. The first point relates to *judicial appeals*. If a prisoner is in jail, is illiterate, and has no friends who can or will draw up an appeal for him and no funds to employ a legal adviser, how is he to prepare and make his appeal? This can be done in two ways, either by requiring some jail official, a clerk or warder to write the appeal, or by allowing some qualified convict to do so. Drs. Walker and Lethbridge say: "If a prisoner cannot write, a prisoner or warder shall at his dictation write the grounds of appeal for him." But the existing Jail Code takes a different view, and observes (rule 745): "It is no part of the duty of the Jail establishment to undertake the preparation of such petitions of appeal," and in the so-called "Commentary on the Jail Code" which Colonel Tennent issued in 1884, he defends this rule on the ground that "there are grave objections to the prison department being concerned in" the preparation of appeals, and he adds that prisoners should not be employed in writing appeals for other convicts, though he admits that "convicts are, as a rule, illiterate." The result is that, under existing rule, a person once convicted and committed to jail, if friendless and illiterate, has absolutely no means of appealing to any superior court against his sentence—a position which seems sufficiently to condemn the rules.

245. In some jails the result just described is actually in existence. For instance at Madura, paper and pens are supplied to a convict if he desires it, but no convict is allowed to write an appeal for another and no member of the Jail establishment is permitted to write any appeal from any convict except he be (1) sentenced to death, (2) sentenced to transportation or imprisonment for life, (3) sentenced to whipping. In these cases a clerk or the Deputy Jailor is allowed to write an appeal if a prisoner cannot write himself, though there is no reason in the rules for these exceptions being permitted. A similar practice is enforced at Calicut and Mangalore, and probably in other District Jails. Another system obtains in other jails, e.g., Palamcottah, where if a prisoner is illiterate another convict writes out his appeal for him unless the prisoner is under sentence of death, when the Jail clerk writes out the appeal. At Coimbatore, appeals of illiterate prisoners sentenced to seven years' imprisonment and upwards are written by one of the Jails clerks; those of men sentenced to less than seven years by another convict. In a third set of jails, such as Bellary, Cannanore and Rajahmundry, a Jail officer is allowed to write out the appeal of any prisoner who cannot write for himself, in spite of rule 745.

246. It will thus be seen that while the practice in the jails is not uniform, there are several jails in which an illiterate prisoner is practically denied the right

of appeal. It seems evident that this practice is indefensible from any point of view, and I would suggest that Drs. Walker and Lethbridge's plan be adopted in all jails, viz.: "If a prisoner cannot write, a prisoner, warder or jail clerk shall at his dictation write the grounds of appeal for him."

247. The second point relates to *petitions to Government*. Drs. Walker and Lethbridge propose that no prisoner should be allowed to petition Government except (1) condemned prisoners, (2) any ordinary prisoner in whose case an official visitor considers the forwarding of the petition desirable; but in para. 30 of G.O., 18th November 1890, No. 1804, Government has declared itself strongly opposed to this limitation of the right of appeal. The existing Jail Code lays down (rule 755) that first petitions to Government must always be forwarded, and revised

* *Vide* G.O., 2nd July 1889, No. 1134. rule 756 * provides that petitions written in jail may, if the prisoner so desires it, be written by an officer of the establishment. In the case of petitions to Government, therefore, the rules are sufficient.

248. But in practice there is no doubt that the right to petition Government once is by no means possessed by every convict. At Salem, Mr. Symonds pointed out to me that between 1881 and 1888, only four petitions were made to Government from convicts other than those under sentence of death. At Tanjore, there had been only sixteen petitions addressed to Government in twelve years and many of these were from men under sentence of death. At Madura there had been sixteen petitions to Government in five years, *all* from prisoners under sentence of death, and so in other jails. From these figures it is impossible to avoid the conclusion that except in cases of convicts under sentence of death, and possibly of transportation for life, the right to petition Government is virtually non-existent.

249. Moreover during the last few years the rule that first petitions to Government must be forwarded has been practically nullified by a further direction of Government contained in G.O., 1st August 1887, No. 1686, which requires that every such petition shall be accompanied by "a copy of the final judgment showing the facts of the case." This must be the judgment of the appellate court if any was recorded, or otherwise that of the convicting court, and the effect of the order has been as follows. A prisoner is entitled to one copy of the convicting court's judgment free of cost. He obtains this and appeals, but the appellate court often passes no judgment, rejecting the appeal by a mere order. This frequently happens in the High Court. The order cannot be submitted to Government, as it gives no account of the case, and the appellate court does not return the copy of the sentencing court's judgment which it received with the appeal. If the prisoner wants to petition Government, he is, accordingly, told that he must obtain a second copy of the original judgment. But the sentencing court will not give a second copy free of cost, and in the frequent cases in which the prisoner has no funds, he cannot get a second copy, and is thus debarred from petitioning. In many jails this cause was referred to as the reason why so few petitions were made to Government.

250. As Government considers that every convict should be allowed to send a petition to the Governor in Council, as well as make an appeal to an appellate court, it seems desirable to make the rule a reality by providing that where a convict is penniless and a copy of the judgment cannot be obtained free of cost, it shall be obtained by the Superintendent and the expense debited to Jail funds, or a second copy issued free by the courts. Without this concession, the supposed right to petition Government will remain, as it is now, impracticable of exercise. In view of the declaration of the Government of India in para. 17 of Home Department letter No. 659, dated 16th September 1889, recorded in G.O., 18th November 1890, No. 1804, it is probably useless to suggest a reconsideration of the propriety of giving an unrestricted right to petition Government. If, however, each of the convicts admitted annually into District and Central Jails exercises his right, it will add materially to the labour of Jail establishments and of Government; and I think it should be clearly brought to notice that the result of giving full effect to the existing rule directing that first petitions *shall* be forwarded will be to multiply the number of appeals received, not twice or three times, but ten or twenty fold. At present the rule is practically in abeyance. To talk of "limiting the right of

appeal for mercy" doubtless sounds objectionable; but in practice if care is taken that a convict is allowed to exhaust the power of appealing to the judicial appellate authorities given him by law, there would be a very small risk of hardship in not allowing a general claim to petition Government.

251. A third point to which attention may be drawn is the necessity of submitting to Government the original petition as well as the translation. At Mangalore, where only convicts under sentence of death are allowed to petition Government, I was told that it was usual to take down what the prisoner says in English only and to send on this English version only, no record of the actual words used by the prisoner being made or placed before Government. It seems desirable that the *ipsissima verba* of every prisoner asking for mercy, especially those of a man sentenced to death, should be laid before the Governor in Council, and it is submitted that in revising the Code, rule 759 should be made quite clear on this point.

Chapters XXX—XXXII. 252. There is no matter to which I have to refer in Chapter XXX. Chapter XXXI deals with Jail Registers and Returns, and, as stated in para. 2 *supra*, I propose to submit a separate report thereon. The last chapter, XXXII, of Drs. Walker and Lethbridge's report deals with certain miscellaneous subjects, of which only a brief notice is necessary.

253. In regard to para. 1, no change is called for. Gratuities are already provided under Rule 443 (revised) of the Jail Code, and there is no need either to add to these or to limit them to a percentage on jail earnings.

254. In para. 2, several suggestions are made. The first is that fine realization statements should be sent by courts to jails in duplicate in order to prevent miscarriage in the post. Cases of such miscarriage in this Presidency do not seem to be known, and this recommendation hardly requires adoption. The second is that fines should only be accepted at the jail if in consequence of a holiday or other reason they cannot be lodged in court and the prisoner will be detained beyond his sentence unless the fine is received. I think this rule should be adopted. *Prima facie* fines should be paid to the sentencing court, but where a prisoner is in jail, and the fine is tendered to the Jailor, and refusal to accept it will involve undue detention of the convict, then, and then only, it should be accepted at the jail. The present Rule 778, which authorizes a Jailor always to accept a fine when imprisonment is awarded in default of payment, seems to go too far. The third proposal that the fine, if received at the jail, shall invariably be remitted to the court instead of to the treasury appears an unnecessary alteration, the present procedure being very simple, as remarked by the Inspector-General.

255. Paras. 3 to 6 call for no remark, the procedure recommended being already in force, and I have already referred to para. 7 in connection with Chapter III.

256. I have thus, I believe, dealt with all the matters relating to Drs. Walker and Lethbridge's report (except Chapter XXXI) which were referred to me in G.O., 18th November 1890, No. 1804, and I trust that my report will not be considered unduly diffuse. It seemed necessary to give reasons for each conclusion in order that I might not appear to put forward a mere groundless assertion and I hesitated to neglect to notice even minor points, because, as Drs. Walker and Lethbridge say, details are the essence of jail management. In conclusion, I would like to remark that, though the report of the Commissioners appointed by the Government of India is a valuable contribution towards a sound and uniform system of jail administration, it does not always convey a correct impression of the relative efficiency of the management existing in the several provinces. Drs. Walker and Lethbridge necessarily gave more prominence everywhere to defects than to merits, and I have been unable to avoid following their example in this respect. But while they rightly commented on the expensive character of the Madras jail administration, they did not give the Jail department of this Presidency any credit for its immense superiority in accommodation, general humanity of treatment, and the consequent low mortality among and healthiness of convicts. The bad effects of the short-diet system, in the North-Western Provinces, as illustrated by the state of the Aligarh and Cawnpore jails and by a largely increased death-rate, the barbarous use of irons and the heavy mortality caused by defective buildings

in Bengal, and such excrescences as the "ulcer gang system" of the Allahabad Central Jail, are in strong contrast with the general condition of the Madras jails. Bearing these facts in mind, the depreciation of non-medical Superintendents by the Commissioners of the Government of India becomes less defensible and must be regarded as a serious blot on their report. The Superintendents of the Central Jails in this Presidency appeared to me as a rule to be thoroughly conversant with their duty, careful in its performance and anxious to remedy shortcomings. Where errors exist I think they are due to defective system and not to any remissness on the part of the executive officers. I have received the most ready assistance and invaluable information from all officers of the department, and I cannot acknowledge too gratefully the unfailing kindness and aid afforded me by the Inspector-General of Jails both during my visits to the jails and in the preparation of this report. The whole of it has been submitted to him for consideration, and on points where he differed, his notes have been printed in the margin.

I have the honour to be,

Sir,

Your most obedient Servant,

A. G. CARDEW,

Under Secy. to Govt., on Special Duty.

APPENDIX 1.

From Surgeon F. C. REEVES, Acting Secretary to the Surgeon-General with the Government of Madras, to the Under Secretary to Government, Public Department, on Special Duty, dated Madras, 25th March 1891, No. 259.

With reference to para. 2 of your letter No. 10, dated the 14th March 1891, I am directed to state that the Surgeon-General makes the following observations on the several points noted by you:—

I. Medical Officers.—The Surgeon-General quite concurs in the recommendations of Drs. Walker and Lethbridge that Commissioned Medical Officers should be appointed to the executive charge of jails, but he cannot agree with them that officers of two years' service should be selected for the purpose. There are various reasons which, in his opinion, point to the necessity of more experienced Medical Officers being appointed to these charges, and he would therefore suggest that the jail appointments should be reserved for officers of not less than 5 years' service.

As regards the question of the ability of the Medical Department for supplying Commissioned Medical Officers, I am desired to state that the present establishment of Commissioned Medical Officers for the Madras Presidency has been determined by the Government of India without reference to the proposed jail appointments. Should the present proposal therefore be sanctioned by Government, it will be necessary to increase the establishment of Commissioned Medical Officers proportionately and to recruit new Surgeons at once to complete the establishment, when arrangements can be made to place at the disposal of the Jail Department an equal number of experienced Medical Officers.

II. Medical Subordinates.—The Surgeon-General regrets his inability to approve of any tendency to reduce the staff of Medical Subordinates at Central Jails. In his opinion two Hospital Assistants are indispensable, as one Hospital Assistant cannot be on duty every day and night, and, unless relieved by another every alternate day, he will practically be confined to the jail and lead almost a convict's life. As things at present stand jail appointments are not popular with Medical Subordinates, and the present proposal to reduce the staff will only add to their unpopularity and interfere with the efficient discharge of duty. The proposal for giving an extra allowance to Jail Hospital Assistants meets with the approval of the Surgeon-General, but instead of a deferred allowance of from Rs. 10 to 25 he would propose that the Senior Subordinate be granted an allowance of Rs. 15 and the junior Rs. 10 per mensem from date of joining appointment. It may be observed that Hospital Assistants attached to Lunatic Asylums are granted an extra monthly allowance of Rs. 15, because they are practically debarred from private practice, and as Jail Hospital Assistants labour under similar difficulties, it is but fair that a similar concession should also be granted to them. It has not been the practice to post Hospital Assistants to jails as a punishment, nor would such a practice be desirable.

III. Dietary.—In the light of the explanation given in para. 3 of your letter under reply, there is no particular objection to the exclusion of pepper and mustard seed from the curry-stuff, provided a proportionately larger quantity of chillies and coriander would be added to take their place to make up the $\frac{1}{2}$ oz. of curry-stuff.

IV. Weighments of Convicts.—The Surgeon-General does not agree with Dr. Fox that weighments of convicts are of little real value. On the other hand he considers the system has a most important bearing on the state of health of prisoners. A person by abstaining from food on the day of weighment can only materially reduce his bodily weight on the occasion of first weighment, but on subsequent occasions his weight will remain stationary. Thus convict A weighing 120 lb. abstains from food on 1st January and then scales 118 lb., but if he again abstains from food on the 7th January he will still weigh 118 lb. It may be added that abstinence from food for one occasion does not affect one's health. He considers that weighments should be made at least once a month.

With reference to para. 1 of your letter I am desired to say that the Surgeon-General will be glad to advise you on any particular matter in which you consider a reference to him necessary.

APPENDIX 2.

From W. F. DEFABECK, Esq., M.D., Surgeon-General with the Government of Madras, to the Under Secretary to Government, Public Department, on Special Duty, dated Ootacamund, 16th April 1891, No. 302.

In reply to your letter * of 13th instant, I have the honour to say that as regards the alteration in rule 90 of the Jail Code proposed by you, I consider that as at present worded

* No. 26.

the rule is difficult to understand as it appears to be contradictory. According to the first part of this rule a Medical Officer is to keep a hospital case-book in which he is to enter each day an account "of every sick prisoner, the name of his disease and details of treatment, &c.;" in the latter part of the rule, however, it is laid down that "it will not be necessary to keep detailed records of trifling cases" which is apparently in direct opposition to the preceding part of the rule, whereby the Medical Officer is required to enter day by day an account of every sick prisoner. I believe a prisoner whose case was "trifling" would still be considered "sick," so I think a change in the wording of this rule very necessary; in its present form it is misleading.

2. I do not consider it necessary that the case of every prisoner admitted to hospital should be entered in the Medical case-book; it is quite sufficient that trivial cases of sickness should be entered in the admission and discharge book, the particular disease being entered, as at present, in the hand-writing of the Medical Officer; but all cases of a serious nature which might prove fatal and which would necessitate a prolonged stay in hospital should be entered in detail in the Medical case-book, as well as in the admission and discharge book, and such entries should be made by the Medical Officer himself every day, as long as the patient remained in a dangerous state or was seriously unwell, and afterwards every second or third day till he was discharged from hospital.

3. I approve of the proposal to add a fifth scale of diet to those laid down in rule 1123 of Jail Code, to consist of the ordinary Jail dietary with the substitution of equal quantities of rice for the dry grain.

APPENDIX 3.

From Colonel C. A. PORTEOUS, Acting Inspector-General of Police, to A. G. CARDEW, Esq., Under Secretary to Government, Public Department, on special Duty, dated Ootacamund, 19th May 1891, No. 17/O.

In reply to your letter, No. 27, of the 18th ultimo, I have the honour to inform you that, within a district, the duty of escorting treasure from taluk treasuries to the district treasury and that of under-trial prisoners from Sub-Magistrates' courts to the Sessions and Divisional Magistrates' courts is performed by the Divisional Police, and such Police would not be available for the escort of prisoners from jail to jail either within a district or from one district to another.

2. The reason given in para. 3 of your letter, viz., "that when a warder leaves a jail there is no outside agency which can look after his movements till he reaches his destination, whereas in the case of the Police a complete system of check exists which prevents undue delay or other misconduct," appears to me the most forcible for transferring the duty of escorting convicts from jail to jail, from the Jail Department to the Police.

3. The point, that there might be friction between the Police and Jail authorities were this duty undertaken by the Police, appears to me too trivial for notice.

4. When the Police had the guarding of the jails, no special establishment was sanctioned for the escort of prisoners from jail to jail—this duty was performed by the then Jail Guards and reserves, chiefly by the latter.

5. In conclusion, I am of opinion that the escorting of convicts from jail to jail can be satisfactorily undertaken by the Police. For this purpose a slight increase of the Police force in the districts in which jails are situated will be necessary, provision for which will be made in my scheme recommending an augmentation of the Police force in certain parts of the Presidency.

6. One condition on which I would insist would be that the removal of convicts from jail to jail be periodical on *regular fixed dates*—say, once a month (when arrangements could be made for proper escorts)—and not *irregularly* at different dates during a month when there would certainly be difficulty about escorts.

APPENDIX 4.

Demi-official from H. B. GRIGG, Esq., C.I.E., Director of Public Instruction, dated Madras, 2nd April 1891.

I must apologise for having left your note so long unanswered. I put it on one side intending to write in time to catch you on your return to Madras, but somehow forgot to write at the time you mentioned.

I am entirely with you in thinking that carpentry is the most suitable industry for juveniles in jails, more especially for those who are likely to be passed on to the Reformatory school. Apart from other reasons which will occur to you it has the great advantage of being an industry which no child will object to, and to which, so far as my experience goes, every child almost takes kindly. It can also be begun at an earlier age than most industries. If you require another industry, I would suggest rattan-work as I find that children who are too young to be set with advantage to carpentry can be profitably employed in learning rattan-work which in this country is necessarily a subsidiary art to that of the carpenters.

I do not at present teach rattan-work in the Reformatory school because most of the lads who come there are of an age to be put to the other industries taught there, but we have it in the Anjuman and other industrial schools.

I would also strongly advise that the juveniles be taught the 3 R's along with the industry, the time devoted to the former being in proportion of one hour to two given to the latter. As to the course in the 3 R's, I would follow in its integrity the curriculum laid down for the 1st and 2nd Standards—compulsory subjects. This is necessary in order to prepare the children for falling in at once with the course of instruction followed in the Reformatory school. There we make no variation whatever from the curricula of chapter III of the Grant-in-Aid Code, and we have found that no variation is necessary, and that in spite of the time given to industrial work, which as you will see from the Reformatory school rules is heavy, we can secure as good, if not better results from these boys than can be secured in ordinary schools aided under the Code. Moreover your jail teacher would probably be an elementary teacher, who has been educated in the three standards, so the work would come to him easily, and could also be easily tested by Educational officers if, as I presume, you will require such classes to be examined by officers of the Department under chapter III. This, I think, is essential to the successful working of such classes. The teacher's diligence should be ensured by allowing to him the maximum rate of grant reasonable under the Code, or double the rates if the pupils are few. I fancy that ordinarily it will be enough to teach Standards I and II, but I would certainly, if the juveniles remain with you, carry them on to the 4th Standard and present them for the Primary examination. I believe that the increase of intellectual knowledge and power, even in its rudimentary stages, is essential to the reform of character, and industrial instructions loses half its benefit if the mind is not expanded at the same time as the hands are made more dextrous. Ordinarily speaking a young criminal cannot be weaned from his criminal tendencies unless you give him new thoughts and new ideas. Such cannot but in a limited degree be imparted at a carpenter's bench. The synagogue as well as the carpenter's bench made the founder of Christianity.

As to the industrial standards I would follow without variation those laid down in chapter IX of the Code. Here and there a slight change is needed, but taken as a whole men like Chatterton, Havell, Bickle and others regard as marking out the natural lines of development of the knowledge of the art of each industry as nearly as is desirable or necessary. Please write to the Superintendent of the Reformatory School for any detailed information you may require.

APPENDIX 5.

From the Officiating Inspector-General of Jails, Bengal, to the Inspector-General of Jails, Madras, dated Calcutta, the 16th December 1890, No. 11162.

899. Each prisoner shall be allowed one-eighth of chittack of condiments per diem. Taking as the unit the quantity allowed to each prisoner, it shall be made up of the condiments given below in the proportion shown against each of them respectively:—

Tamarind in addition to the amount in scale	...	...	...	...	...	...	...	...	...
Turmeric	...	...	...	...	...	...	...	...	...
Chillies	...	...	...	...	...	...	...	...	...
Onions or garlic or both	...	...	...	...	...	...	...	...	...
Coriander	...	...	...	...	...	...	...	...	...

1

900. In damp district, where the consumption of chillies among the free population is large, a larger proportion of this item may be allowed and one of the other items proportionately reduced.

With reference to your letter No. 5125, dated the 26th ultimo, I have the honour to note, in the margin, the ingredients forming the recipe for the condiments issued to prisoners in Bengal Jails.

APPENDIX 6.

CIRCULAR MEMORANDUM.

The attention of the Acting Inspector-General has been drawn to the diversity in different jails as to the amount of tasks required from prisoners. He directs that there should be a uniform system in all jails, and he desires Superintendents to be good enough to adopt the tasks on the accompanying list as the maximum. These are the tasks that should be exacted from skilled workmen, and the Jailors will be held responsible that the convicts are worked up to them gradually. A beginner at manufactures shall be given a reasonable time, not more than three months, to learn his trade, during which time he should *ordinarily* get one mark daily for conduct only, as the work such a man turns out can scarcely be considered "a fair day's task." If in that time he makes satisfactory progress and does really a fair task he should have his mark for industry. Thereafter the progress must be continuous up to the maximum which should be obtained within twelve months. It must be a strict rule that no mark is given for any short task which is also otherwise punishable. For continued idleness a prisoner is not to receive a mark for conduct or industry. For the proper working of the Remission System rule 435 should be strictly carried out by Superintendents.

2. A convict undergoing a sentence of Judicial solitary confinement should receive daily one mark for conduct, and one for industry, if he does his task. All such prisoners should have a task imposed on them—*vide* rule 1005.

3. Overseers and Maistries working at tasks are entitled to an extra mark in addition to the daily marks of their rank if they do extra task. A skilled workman is entitled to one extra mark for every $\frac{1}{4}$ of work over his task, but an unskilled workman who does more than his allotted task is not entitled to such a mark but his task should be raised.

4. A prisoner undergoing No. 3 punishment diet should receive a mark daily for industry but not for conduct. Those on Nos. 2 and 1 diet should receive no marks. The short task entailed by these diets is the result of his own misconduct thereby disentitling him to an industry mark. Prisoners employed on Jail services on Sunday should also be given a mark for industry.

VELLORE,
6th September 1890.

J. M. SMITH, Colonel,
Acting Inspector-General of Jails.

To

The Superintendent, _____ Jail,

DRILL CLOTH.

Drill cloth, weaving, 10's single (English loom)	...	...	...	7 yds., 50 yds. warp.
Do. do. do. do. (Country loom)	...	...	...	8 yds., 25 yds. warp.
Do. winding, 10's single	...	...	...	7 lb.
Do. warping, 25 yards piece	...	...	...	1 warp per man.
Do. starching, per 3 men	...	...	...	3 warps.
Do. reeling	...	...	...	7 lb.
Do. gheer	...	...	...	$\frac{1}{2}$ loom.
Do. twisting for gheer	...	...	...	$1\frac{1}{2}$ lb.

TENT CLOTH, 3 FEET WIDE.

Tent cloth, 3 feet, No. 10's double	...	...	...	8 yds.
Do. winding, 10's, single	...	...	...	7 lb.
Do. warping, 25 yards piece	...	...	...	1 warp.
Do. starching, per 3 men	...	...	...	3 warps.
Do. reeling	...	...	...	8 lb.
Do. gheer	...	...	...	1 loom.
Do. twisting for gheer	...	...	...	$1\frac{1}{2}$ lb.

PRISON CLOTH, 3 FEET WIDE.

Prison cloth, 3 feet, No. 6's double	...	...	...	7 yards, jackets.
Do. 2 feet do. do.	...	...	...	9 yards, breeches.
Do. winding	...	...	...	15 lb.
Do. warping, 25 yards piece	...	...	...	$1\frac{1}{2}$ warps.
Do. starching, per man	...	...	...	$1\frac{1}{2}$ do.
Do. reeling	...	...	...	15 lb.
Do. gheer	...	...	...	$1\frac{1}{2}$ loom.
Do. twisting for gheer	...	...	...	$1\frac{1}{2}$ lb.

TURBANS, CLOTHS FOR FEMALES AND CLOTH FOR LIVING TENTS, 3 FEET WIDE.
Weaving, 3 feet wide, No. 10's, single ... 7 yards.
Winding, warping, &c., as for tent cloth.

TAILORING.

Native Convict suits ... 3 suits.
Burmese and Convict Warder suits ... 1 suit.
Sandals ... 2 pairs each, cut leather.
Boots ... 1 pair in 3 days.

WOOL BEATING.

Two men to a bow.
White wool, 10 lb. each man, bowed and rolled.
Black wool do. do.
Mixed wool do. do.

WOOL SPINNING.

White wool ... 34 oz.
Black wool ... 24 oz.
Mixed wool ... 36 oz.
Jail cumblies ... 1 cumby, 8 feet long.
Police cumblies ... 1 do. in two days.

PRISON TAPE AND TENT TAPE.

No. 10's, 6 fold twisting ... 4 lb.
Weaving prison tape ... 30 yards.

NET MONEY BAGS.

Twisting 4's, for money bags, 12-fold ... 6 lb.
Do. English twine, 2 and 3 folds ... 6 lb.
Money bags for Rs. 2,000 ... 2 bags.
Do. " 1,000 ... 3 do.
Do. " 500 (change) ... 3 do.
Raggy pounding ... 1 bag.
Do. grinding ... 65 lb.
Aloe mats, per two men ... 3 mats.
Aloe fibre (fine) ... 1½ lb.

From A. G. CARDEW, Esq., Under Secretary to Government, on Special Duty, to the Chief Secretary to Government, dated Ootacamund, 25th July 1891.

In continuation of my letter, dated the 20th May 1891, I have the honour to submit the supplement report therein referred to on Chapter XXXI of Drs. Walker and Lethbridge's Report on Jail Administration, together with specimens of the Registers and Forms proposed for adoption (enclosure 1). These are mainly in page-proof as arranged for insertion in the revised Jail Code.

2. A list of the Registers now prescribed will be found printed in Rule 1304 of the present Jail Code, and the Forms relating to them are given on pages lxxii *et seq.* of Appendix II. It will be observed that in this Appendix the Forms are arranged in rather a confusing order, *e.g.*, the Form relating to Book No. 7 is Form No. 4, while that relating to Book No. 8 is Form No. 1. In revising the Code I propose to place the Books and the Forms corresponding to them in the same order.

3. The first division of Books and Registers given in Rule 1304 of the Jail Code is that headed "Report and Order Books." With regard to these I do not propose any change, except the addition of a Chief Warder's Report-book, consequent on the

Revised Forms 1, 2, 3, 4 and 5.

formation of a regular Jail warder establishment. It is inconvenient, if not impossible, for the Jailor to include in his Report-book matters connected with the Female yard or Warder Guard which are only in a general way under his supervision, and the existence of a separate Report-book involves no additional clerical labour. The Superintendent's Journal, which

has no place in Drs. Walker and Lethbridge's list of proposed registers, is an important record, serving the same purposes as the Police Superintendent's Weekly Report—*vide* P.O. 12 (o). Colonel Porteous, when Inspector-General of Jails, issued detailed instructions as to what the Journal should contain, and these will be embodied in the revised Jail Code. The Superintendent's Minute-book, which is No. (2) in Drs. Walker and Lethbridge's list, apparently corresponds with the Madras Jail Order-book.

4. The second division of Registers given in Rule 1304 of the Jail Code is that headed "General Registers," and as it contains all the non-financial and non-medical registers of the Jail, more detailed notice is necessary. The books included in this division can be conveniently dealt with in groups.

5. The first group of registers is that comprising the several general registers of Convicts, Under-trial Prisoners and Civil Prisoners—Jail Code Nos. 7, 8, 9 and 10. In each of these I have slightly

altered the arrangement of columns so as to produce uniformity; *e.g.*, there is no apparent reason why the column for "Previous occupation" should follow that of "Residence" in one Form, "Caste" in another, and "Personal description" in a third. Beyond this re-arrangement, and a few minor changes in the headings, I have not introduced any alterations in Code Nos. 9 and 10—the Under-trial and Civil Prisoners' Registers. As noticed below in paragraph 18, columns 21 and 22 of the last-named Register supply all that is necessary for the record of payments of Civil Debtors' subsistence allowance. Jail Code No. 47 can, therefore, be abolished, as suggested in paragraph 32 of G.O., 18th November 1890, No. 1804.

6. In the general Convict Registers prescribed for Central and District Jails (Code Nos. 7 and 8), the changes named

Revised Forms 6 and 7.

below are proposed for the reasons specified. There is not much difference between these Forms and Drs. Walker and Lethbridge's Form 5, but it may be noted that the latter would be a very unwieldy Form, needing in reality far more than 24 columns, as its 20th column alone requires some half-dozen sub-columns. Moreover, the existence of two Forms of register—one for long-term and the other for short-term convicts—enables space to be saved by recording fewer details regarding the District Jail convicts, while allowing a whole page to each Central Jail convict. The changes introduced are as follows:—

(1) reduction of the space allotted for entries regarding education, consequent on the cessation of education of adult convicts in jail. The entries will in future only show state of education on admission, not on release;

(2) increase of space allowed under the main head Character. One of the

G.O., 2nd June 1887, No. 1151.

" 8th July " " 1469.

rules for the better identification of Habituals sanctioned in the marginally-noted orders says (327 (c), sub-rule I): "In every Jail a register shall be kept of all re-convicted prisoners," and a form of Register was approved in G.O., 23rd January 1888, No. 176. But an examination of this Register * will show that its separate existence is quite unnecessary.

Of its 18 columns, 16 merely repeat entries already given in the General Convict Registers—Jail Code Nos. 7 and 8—and the information given in the two remaining columns (*viz.*, columns 10 and 11) can be equally well recorded in those Registers if a little more space is provided. There is no advantage in having a separate Register of re-convicted prisoners; indeed, to its existence some of the confusion between the terms "Habitual" and "Re-convicted prisoner" is ascribable; and all Jail Superintendents agree that its maintenance is a waste of labour. I propose, therefore, that it should be abolished, and I have accordingly given more space and more detailed headings to the columns regarding character in the Central and District Jail General Convict Registers. The same information as to each prisoner's previous convictions and previous character will be maintained, but the clerical labour involved in writing up 16 columns of an additional register will be saved;

(3) addition of a column showing whether the convict is classed as a Habitual or not. This is necessary both to draw the Superintendent's attention to the need for classification and as a record of the classification made;

(4) addition of columns—one showing for transferred convicts, their Register Number in their previous jail, the other showing the class of labour for which each convict is passed by the Medical officer on admission. These are useful additions borrowed from Drs. Walker and Lethbridge's Form 5;

(5) omission from the Central Jail Convict Register of the space now allotted for "Abstract of Labour." This is in practice not generally filled in, and is unnecessary, the information, if required, being obtainable from the Industry Rolls.

7. I do not recommend the adoption of Drs. Walker and Lethbridge's Form No. 6. No practical need for it has been felt in this Presidency, and no difficulty has been experienced in tracing a convict in the Registers. Drs. Walker and Lethbridge's next Form, No. 7, corresponds to the Madras Jail Code No. 18, the Prisoners' Property Book, which I, in common with most Superintendents of Jails, consider may be abolished. The details of prisoners' property can be conveniently recorded among the entries relating to each prisoner in the General Registers of Convicts, Under-trial Prisoners and Civil Prisoners, and no separate book is needed. In certain Jails, *e.g.*, Vellore and Coimbatore, a separate Register of Lunatics is maintained. It is true that neither a lunatic under observation nor one detained under section 471 of the Criminal Procedure Code, falls exactly within the category of a convict or an Under-trial prisoner. But the number of these prisoners is so small that I do not think a separate register is necessary. They should usually be entered in the Under-trial Register.

8. The second group of General Registers comprises Nos. 11 and 12 in Rule 1304, the Release Register and Release Diary. The first of these is not included in Drs. Walker and Lethbridge's list, but should, I think, be still maintained in Madras

Revised Form 10.

Jails, as furnishing a valuable guide to the date on which each prisoner's sentence will expire. As soon as a prisoner is admitted, this date is calculated and his Register Number (not his name) is noted against the date, even though it may be some years off. The Release Register thus involves a very small amount of clerical work, and it is a great convenience to have the dates of expiry of sentence thus clearly mapped out, instead of having to hunt through the warrants or the entries in the general registers. The Release Diary—Jail Code No. 12—partly corresponds with Drs. Walker and Lethbridge's No. 10. The latter, however, includes a number of entries which in Madras are found in the general registers (Nos. 7 to 10 above referred to), and it seems far preferable to keep them there, so that the record regarding each prisoner may be as nearly as possible complete in one book. Thus, in Drs. Walker and Lethbridge's Register No. 10, not only are entries made regarding prisoner's health, weight and education on discharge, which in this Presidency appear in Registers 7 to 10, but various entries regarding the prisoner's health, weight, &c., on admission are unnecessarily repeated, although the Register is called a Release Diary and should apparently, therefore, concern itself only with details connected with release. I accordingly

Revised Form 11.

recommend the retention of the Madras form of Release Diary, but I propose to combine with it the Prisoners' Batta Book—Jail Code No. 45—Financial Form No. 3 on page cxx of Appendix II. This combination is already at work in many jails, and is at once simple and convenient. In G.O., 18th November 1890, No. 1804, Government, expressed the opinion that Jail Code No. 45 could be dispensed with.

9. The next registers are Jail Code Nos. 13 and 15, corresponding to Drs. Walker and Lethbridge's 11 and 12. With

Revised Forms 12 and 13.

regard to these, no change is proposed, except the omission of certain unnecessary total-columns in the General Abstract.

10. The fourth group of General Registers is that containing Jail Code Nos. 14 and 27, and relates to labour and the Mark System, No. 27 really comprising two registers as well as a monthly statement, as will be seen by a reference to Jail Code

Rules 1339—1341. In the Labour Register, corresponding to Drs. Walker and Lethbridge's No. 13, no change is proposed except certain unimportant alterations in the headings of the columns

Revised Form 14.

necessary in order to make them applicable to existing jail industries. The columns relating to Jail paid employes are also omitted, as out of place in a register concerned with convict labour. Of the Registers connected with the working of

Revised Form 15.

Revised Form 16.

the Mark System, the Industry Roll needs no change, while the Remission Register (page cii of Appendix II to the Jail Code) will be called in future a Remission Sheet, for reasons given in paragraph 239 of my letter of the 20th of May. This merely gives sanction to what is already the practice in many jails. The other form connected with the Mark System and printed on page ci of Appendix II to the Jail Code is a statement and not a register, and is, therefore, included among the miscellaneous forms noticed below (paragraph 29).

11. The next two forms—Jail Code Nos. 16 and 17—call for no remark.

Revised Forms 17 and 18.

The Fetter Register—Revised Form 18—will be modified in accordance with any orders which Government may pass on paragraph 116 of my letter of the 20th May. After them I propose to introduce a Weighment Register—Revised Form No. 19. This is already in use in every jail and is absolutely necessary for the

Revised Form 19.

record of the weekly or fortnightly weighments, but is omitted from Drs. Walker and Lethbridge's list, apparently through oversight. It is proposed to abolish Jail Code No. 18—the Prisoner's Property Book—as already explained (paragraph 7 *supra*), and the next two forms to be noticed are therefore Jail Code Nos. 19 and 20—the Ledger and Register of Clothing. As these two books are kept separately for New and for Part-worn clothing, there are at present no less than 4 books in every Central Jail and in some District Jails, and, after careful examination, I have no doubt that this number is excessive. In fact, the present so-called Ledger (Form No. 18, page xciv of Appendix II) is quite unnecessary, and a single register showing receipts and issues of clothing is all that is required. Drs. Walker

Revised Form 20.

and Lethbridge's Form No. 19 would not do, as it is merely a stock-book, and furnishes no information as to the date on which clothing was issued to any particular prisoner.

12. The remaining Registers contained in the division "General Registers" in

Revised Forms 21, 22, 23, 24 and 25.

Rule 1304 of the Jail Code, viz., Nos. 21 to 25, do not require much notice. In Jail Code Nos. 21, 22, 23 and 24, no alteration is proposed. Jail Code No. 26—the Prison Officers' misconduct book—

Revised Form No. 25.

may, I think, be abolished. A sufficient record of punishments imposed on Jail officials is furnished by the division headed "Misconduct and Punishments" in the Jail Officers' Appointment and History book, and there is no sufficient reason for maintaining a separate Register of such punishments. On the other hand, in consequence of the creation of a Jail Warder Force, two new registers are necessary—one a register of clothing received and issued to the Warder establishment, the other one of receipts and issues of ammunition. These are shown in Revised Forms 26 and 27.

Revised Forms 26 and 27.

13. As their 20th Register, Drs. Walker and Lethbridge give one termed a Register of Solitary Confinement, for the purpose of recording the periods of judicial solitary confinement undergone by prisoners sentenced to that form of punishment. The object of this register is answered in Madras jails by a note being made on the warrant and in the General Convict Register in accordance with Code Rule 1013, and it does not seem that anything more is needed. As their 21st and 22nd Registers the Jail Commissioners give two separate Main-gate Registers—one

for persons, the other for articles. It is certain that a Main-gate Register is necessary, but I think that a single one is sufficient, such as is now in use in every jail, a form having been prescribed by Colonel Porteous. This form, subject to slight modification, I have adopted as revised

Revised Form 28.

Form 28, and the second division of jail books, that headed "General Registers"

in Rule 1304 of the present Jail Code, is thus completed.

14. I propose to deal next with the Financial books necessary to be maintained in jails, and it is here that the most important modification of present procedure which I have adopted has to be noticed. The Financial books properly so-called now maintained are as follow:—

Jail Code No. 39—Cash Book.

" " " 40—Permanent Advance Account.

" " " 43—Jailor's Account Book.

" " " 44—Storekeeper's Account Book.

" " " 41—Tabular Statement of Receipts and Charges.

" " " 42—Register of Contingent Charges.

" " " 48—Pay List and Acquittance Roll.

The Forms relating to these books are printed on pages cxxxvi to cxxxix of Appendix II, but no Form of Contingent Register or Acquittance Roll is prescribed in the Code.

15. On examining these books in the jails which I visited, the following results appeared. In the first place the Tabular Statement of Receipts and Charges was found nearly everywhere to be entirely useless. It is intended as a posting book, in which the several payments and receipts shall be day by day entered and grouped under their respective heads. In practice, however, the transactions of a jail are not numerous enough to make this daily posting necessary, and, consequently, it is not done from day to day, but is written up at the end of the month. It thus becomes merely a copy of the entries in the contingent bill (Financial Form No. 2, Appendix II, page cxvii), instead of being the basis on which that bill depends. Superintendents were generally agreed that this Tabular Statement may be abolished. In the second place, I found that instead of the Cash Book containing a full record of all cash transactions connected with the jail, it was invariably a mere abstract or skeleton of these transactions, and served mainly to chronicle the drawings made to replenish the permanent advance. Owing to the large permanent advance (Rs. 500) held in jails, the great majority of payments are made out of it and are recorded in the Permanent Advance Account but never come into the Cash-book. Moreover, behind the general permanent advance of the jail and the Permanent Advance Account, there is a smaller permanent advance (really a portion of the general permanent advance) which is made over to the Jailor and which is accounted for in the Jailor's Account-book. Just as the transactions in the Permanent Advance Account do not come into the Cash-book, so the transactions in the Jailor's Account Book do not come into the Permanent Advance Account, and in order to get a view of the details of jail expenditure all three books have to be examined. Lastly, in some jails, e.g., Bellary, I found in existence, in addition to all these books, an unauthorized register called a Diet Money Book. A sum of money in addition to the permanent advance is drawn from the Treasury on minor abstract and is held as a special permanent advance for meeting payments on account of rations, being replenished by fresh drawings as it runs out. This procedure is irregular and directly contrary to Rule 1362 of the Jail Code, and adds considerably to the difficulty of ascertaining the real course of jail expenditure.

16. In clause (18) of paragraph 4 of Chapter XXXI, Drs. Walker and Lethbridge observe that there is really no necessity for having more than one Cash-book for all transactions exclusive of those connected with the Manufacturing Department, and that this should be kept by the Jailor in whose hands the permanent advance or other money should be. "Since the Jailor is required to deposit a large amount as security," they say, "it is useless to insist on the Superintendent keeping the permanent advance and a separate account book for that purpose as is done in Madras." After carefully considering the question, and in view of the fact that Government in paragraph 32 of G.O., 18th November 1890, No. 1804, has determined that Jailors shall give security, I have come to the

conclusion that Drs. Walker and Lethbridge's view of this matter is correct. In fact, from the reference in paragraph 32 of the Government order above named to the Jailor's and Storekeeper's account book—Jail Code Nos. 43 and 44—as being no longer necessary, I understand that this is the opinion at which Government has already arrived. I therefore propose that the course indicated by Drs. Walker and Lethbridge, *loc. cit.*, shall be adopted, except that the three columns for money in the Cash-book are unnecessary in this Presidency. The permanent advance, which is generally excessive in amount and susceptible of reduction, should then be entrusted to the Jailor. The smaller payments will be made from it by the Jailor, while large ones will be made, as at present, by the Superintendent by means of minor abstracts. Every transaction—great and small—will come into the Cash-book,

Revised Form 29.

of which there will be only one, and which will thus take the places of the present Jail Code Nos. 39, 40, 41 and 43. A

footnote explaining the daily balance will be added after each day's transactions in the manner indicated by Drs. Walker and Lethbridge, and transactions connected with the Manufacturing Department will be entirely excluded and will be separately exhibited in the Cash-book of that Department.

17. It seems clear that this arrangement, if it meets with the approval of Government, will save much clerical labour, and will greatly simplify and concentrate the accounts of the Jails, while the effective control exercised by Superintendents over expenditure will be in no way impaired. Out of the first five books enumerated in paragraph 14 *supra*, four will be dispensed with. In the notes submitted by Superintendents on the revision of the Jail Code, Mr. Gadsden also advocates the adoption of this system. He writes: "I would adopt the recommendation of the Bengal Commissioners and place the cash in the charge of the Jailor. . . . It is my firm belief that if this procedure is adopted, Jailors could make better terms with merchants for the supply of provisions, &c. Prompt cash payments will induce tradesmen to deal with the jail, and should be insisted on. The Writers should have nothing to do with payment of bills."

18. The only two Financial-books that will be needed in addition to the Cash-book are the Contingent Register and the Acquittance Roll. The form of the first is prescribed by the Accountant-General; while the second needs no form, being a mere list of the names of the establishment. Of the other books included under the head of Financial books in Rule 1304 of the Jail Code, No. 45 can be abolished, being merged in the Release Diary as noted in paragraph 8 *supra*; No. 46 is a Rations-book and is noticed below; No. 47 can also be abolished, its purposes being fully met by columns 21 and 22 of the Civil Prisoners' Register as observed in paragraph 5 *supra*; and the pay-list is a periodical return, and not a register, and will consequently be included among returns (paragraph 31 *infra*).

19. After the Financial Books, I propose to introduce a new division containing the Rations Books. When the present Jail Code was drawn up, the system of procuring rations by means of contract was in force in the Madras Jails, and consequently only one Rations Book was needed, viz., the Diet Roll—No. 46 in the list given in paragraph 1304 of the Code and Form No. 4 on page cxxi of the Appendix. Since the system of procuring supplies by direct departmental purchase was introduced, no additional forms of registers have been prescribed, and in consequence a great variety of forms are at present in use. The first thing needed is a Stock-book, and for this purpose I have adopted Drs. Walker and Lethbridge's Form 27, which is that in use

Revised Form 30.

in Bengal. The only important difficulty which arises in maintaining a Stock-book of articles of rations is in connection with

such provisions as raggi and condiments. Raggi, for instance, is first received uncleaned; it is issued from stock as uncleaned raggi, is pounded, washed and winnowed, and is received back; the raggi thus pounded, washed and winnowed is re-issued for grinding and received back as flour; lastly, the ground flour is itself issued for consumption. In each of the cleaning processes a certain amount of wastage occurs, which has to be allowed for in the Stock-book, and it is thus evident that there is no correspondence between the consumption of raggi flour and the issue of uncleaned raggi on any one day. To meet this difficulty, I propose that uncleaned raggi, pounded raggi, and raggi flour should be treated as distinct articles in the

Stock-book, each being given a separate page, and a column is provided to show wastage in each case. This plan is in force in several jails.

20. The second Ration form needed is a bill book, with counterfoil. This is a simple matter, and the form submitted for adoption is that now generally in use.

Revised Form 31.

The third Ration book necessary is the Diet Roll. In this case Drs. Walker and Lethbridge propose an exceedingly complicated form, divided into two parts, each composed of a large number of columns, and their proposed form is so drawn up that a separate register would be needed for Europeans. Since the introduction of the departmental system of procuring rations, the duty of keeping the Diet Roll has rested on the Deputy Jailor, and it is of great importance that this officer, who is the Jailor's only assistant in the numerous duties of executive management, should not be burdened with more clerical work than is absolutely necessary. For this reason alone, it seems desirable to make the Ration books, and especially the Diet Roll, which has to be filled up every day, as simple as possible. I have, therefore, rejected, as unnecessarily complicated, the forms in use in the Vellore and other jails as well as that proposed by Drs. Walker and Lethbridge, and have drawn up a form of Diet Roll which will, I believe, give all requisite information in a moderate compass. The

Revised Form 32.

chief point of difference between this form and that proposed by Drs. Walker and Lethbridge is the absence of detailed statistics of the number of prisoners fed. So far as concerns the total number of diets issued, it can be checked by reference to the Lock-up Register. For the figures required for column 2 of the proposed Diet Roll, the officer issuing rations will depend on a daily slip to be furnished from each barrack, showing how many prisoners receiving each class of diet are locked up therein. I was inclined at first to think that the information furnished by these slips should be tabulated in a separate register, but on further consideration it seems to me that this labour is unnecessary, and that the slips themselves will give all needful information. They should be regularly filed, the slips of each day being stitched together, and they will then be available, if wanted, to check the issue and distribution of rations.

21. The only other Rations-book that will be needed is a daily Purchase-book, and this should not be required in most jails. In a case like that of the Penitentiary, where it is difficult to keep cows, it

Revised Form 33.

may be necessary to keep a daily record of purchases of milk, and in other jails there may be extras required for the use of patients in hospital which are of a perishable nature and cannot, therefore, be brought on the Stock-book. Such cases, however, will be few and the Daily Purchase-book is an unimportant register which may not be needed in many jails. It concludes the list of Ration registers which, it will be observed, really embraces only two important records, the Stock-book and Diet Roll.

22. The only division of registers dealt with in Rule 1304 of the Jail Code which remains to be noticed, comprises those connected with the Medical Administration, and in these, several changes of importance seem necessary. In the first place the Admission Register or Nominal Register of Sick (page cxlix of Appendix II) is so drawn up as to give a minimum of information in a maximum of space, and, like most details of the Jail Code, is arranged in the most unsatisfactory manner. It will be observed that the only information of any importance, from a medical point of view, which can be gleaned from this register is the name of a patient's disease, the date of his admission to hospital and the date of his discharge therefrom. There is nothing to show whether, prior to admission, the patient had been under treatment, or whether, subsequent to discharge, he remained an out-patient or was placed on the Convalescent Gang. Examination of the Medical records in several jails proved that it was a matter of much time and difficulty to trace the history of a patient from the time he first came under treatment to the date of final release by death or otherwise. The arrangement of the columns is also faulty, that giving the patient's disease being interposed between those containing his description and those relating to his sentence.

23. For the purposes of this Form, I have assumed that the proposals made in my letter of the 20th May will be approved by Government and that every patient more

than 24 hours under observation will be brought on the Hospital Register. On this assumption I have drawn up a Form which, I think, will give all necessary facilities for tracing the stages of a patient's treatment, as under observation, as out-patient and as in-patient, besides showing the reasons of discharge and whether the prisoner is then placed on the Convalescent or Special Gangs. In drawing up this Form, I have adopted certain suggestions from Drs. Walker and Lethbridge's Form 24, but, as a whole, I do not think that Form answers the objects required of a Hospital Register, while it would certainly be of most unwieldy dimensions.

Revised Form 34.

24. The next medical books which must be maintained are the Convalescent and Special Gang Registers. In Drs. Walker and Lethbridge's scheme of registers, no separate books are allowed for this purpose, but certain additional columns are provided in the Hospital Register. It would be possible to adopt a similar plan in this Presidency by adding columns to the Hospital Register shown in Revised Form 34, but it does not seem to me to be desirable to do so. As the Hospital Register will include every case of sickness extending over more than 24 hours, it must deal with a very large number of patients who will not come upon the Convalescent or Special Gangs. In their cases the columns provided for entries relating to those gangs would be useless, and if there was a small economy in clerical labour, there would also be a large waste of paper and printing. The Hospital Register would become unduly large, and in order to ascertain what patients were on the Convalescent Gang at any given date a minute and difficult examination of the Hospital Register would be necessary. Furthermore, there would be no appropriate place for entering the names of those prisoners who are placed permanently on the Convalescent Gang not on account of any active disease but as being permanently

Revised Form 35.

incapacitated by physical causes from labour. This reason seems alone sufficient to render a separate register for the Convalescent and Special Gangs necessary. The form given on page cliii of the Appendix to the Jail Code has been slightly altered.

25. The next register, that of Prisoners vaccinated, is Jail Code No. 29, one of those of which Government remarks in paragraph 32 of G.O., 18th November 1890, No. 1804, that it does not seem to be wanted. It is certainly not a very important record, but it is difficult to see how to do away with it. Under rule 88 of the Jail Code, every prisoner is required to be vaccinated on admission to jail, and it seems necessary to maintain some record of the names of those vaccinated and of the success or failure of the operation. The register is a simple one, and I have not been able to see the way to its abolition.

Revised Form 36.

26. The next Medical Register is that corresponding to Drs. Walker and Lethbridge's Form 25. For the Form now submitted for the approval of Government, I am indebted to Dr. Carruthers, Medical

Revised Form 37.

Officer of the Rajahmundry Jail, who was good enough to draw it up for me, after a careful examination of the requirements of the jail. It is so framed as to take the place of three existing Forms, viz., Nos. 32 and 33 in Rule 1304, Medical Forms Nos. 6, 7 and 9, shown on pages cli, clii and cliii of the Appendix. It will thus effect a not immaterial saving of labour while comprising everything of importance that the present forms contain.

27. The remaining Medical Forms, though important in themselves, do not call for prolonged notice, as little or no change in them is proposed. Drs. Walker and Lethbridge's list includes neither Prescription-book nor Case-book, and, as far as their list of registers goes, there would

Revised Forms 38 and 39.

be no authorised record of the treatment which a patient in hospital receives. This seems sufficient evidence of the inadequate character of the list of registers which they recommend for adoption. The Medical Officer's Journal has already been noticed above under the first division "Report and Order Books." The next two Jail Code Registers, Nos. 35 and 36, are certainly unnecessary, and may be abolished, while Nos. 37 and 38 are merely file-books for receiving office copies of reports and

letters, and have no specified forms. As regards the suggestion in clause (17) of paragraph 4 of Drs. Walker and Lethbridge's Chapter XXXI that all the letter writing of the hospital should be done in the Jail office, I am convinced that it is impracticable. The hospital is always at a considerable distance, 100 or 200 yards, from the Jail office, and it would be very inconvenient to have to send over to the office whenever a paper had to be copied or despatched, or whenever a reference had to be made to any previous correspondence. No clerical labour would be saved by so doing, and constant delay and consequent inconvenience would be caused to the Medical Officer. The plan may answer where the offices of Superintendent and Medical Officer are combined, but would be very objectionable in Madras. It

Revised Forms 40 and 41.

Daily Return of Epidemic Sickness are not registers, but it appears convenient to place them in the same neighbourhood as the other Medical Forms.

28. This concludes the enumeration of the Registers to be maintained in jails corresponding to those given in paragraph 1304 of the Jail Code. The general result is that 13, viz., Nos. 18, 19, 26, 32, 33, 35, 36, 40, 41, 43, 44, 45 and 47, can, without inconvenience, be abolished or amalgamated with other books. On the other hand, it seems necessary to make certain additions to the existing list, viz., a Chief Warder's Report-book (in Central Jails only), a Weighment Register, Warder's Clothing Register, Ammunition Register, Main-gate Register, Stock and Bill-books of Rations, a Daily Purchase-book (to be kept up only in larger jails or where found necessary) and a Special Gang Register. After allowing for these increases, which have been mostly rendered necessary by the creation of the Warder Establishment and the adoption of the departmental supply system, there remains a net saving which ought to give some relief to the Jail establishments. It will be observed that I have not found it possible very generally to adopt Drs. Walker and Lethbridge's proposed forms. On the whole, I think their suggestions on this subject are the least valuable part of their report, and disclose a tendency to put forward the forms with which the writers were familiar without sufficient discrimination of their real merits in comparison with those of others. It also appears to me that it would be a mistake to entirely revolutionize the registers with which the Jail officers of this Presidency are familiar, merely in order to produce uniformity with those employed elsewhere, and I have endeavoured to avoid adopting alterations unless there was some distinct advantage to be gained by so doing.

29. The Forms other than Registers which are prescribed in the Jail Code or are in use in jails are of a good deal less importance and I should have been inclined to omit several from the revised Code as unnecessary, but perhaps this omission might be misunderstood. I have, however, been able to leave out a few which are not in accordance with present usage, such as Miscellaneous Form No. 8 printed in Appendix II, page cx. The following is a list of those retained, arranged in the order of the rules of the revised Code in which they are referred to or prescribed, and with a reference to the corresponding form of the present Code:—

Revised Form No.	Page of present Jail Code.
42. Receipt for convicted prisoners	App. ev
43. Cell-door ticket	cxiv
44. Remission Statement	ci
45. Clothing Indent	cxv
46. Descriptive Roll of transferred convict	cxviii
47. Medical Certificate in certain cases	cxviii
48. Release Certificate	cxvi
49. List of prisoners for release	cxvii
50. Do. dying in jail	cxv
51. Agreement to be signed on conditional release	...
52. Nominal Roll	cx
53. Receipt for under-trial prisoners	cxviii
54. Descriptive Roll of transportation convict	cxviii
55. Nominal Roll of do.	cxix
56. Abstract Contingent Bill	cxixvi
57. Railway warrant under Railway Credit Note System	...
58. Credit note under do.	...

30. None of these Forms have been materially changed. The Remission Statement has been revised in accordance with G.O., 13th April 1888, No. 884. The form of agreement to be signed on conditional release is that prescribed in G.O., 19th June 1888, No. 1348. The Descriptive and Nominal Rolls of Transportation Convicts are those approved by Government in its Proceedings, No. 53, dated 10th January 1891. Lastly, the two forms for use under the Railway Credit Note system were drawn up by the Accountant-General at the time of the introduction of the system and have been in use since.

31. Next to these somewhat miscellaneous forms come those of the several monthly and other returns. The first batch comprises the following Financial monthly returns and does not require any alteration, viz.:—

Revised Form No.	Page of Jail Code.
59. Salary List	cxvi
60. Detailed Contingent Bill	cxvii
61. Bill for Petty Construction and Repair	201
62. Statement of Batta, &c., paid to released prisoners	cxix
63. Statement of Prisoners dieted in Central Jails	cxvi
64. Do. do. in District Jails	cxvii
65. Statement of rations issued	cxviii
66. Memorandum of charges on account of Burmese convicts	cxix

32. The next set of returns are the usual monthly statistical returns, which are printed on pages clvii *et seq.* of the Appendix II to the Jail Code. The Press has not yet supplied me with proofs of these, but it seems unnecessary in any case to submit them to Government as no change is proposed except in two respects. One is the omission of the Appendix to Statement No. I showing unexpired periods of convicts' sentences, which is printed on page clx of Appendix II. This was apparently prescribed with a view to the transfer of long-term convicts from District to Central Jails. In no case, therefore, was it required from Central Jails, and its purpose is entirely met by the statement prescribed in Rule 673 of the Jail Code. The other is the omission of Statement No. III-B, in consequence of the cessation of education of adult convicts in jails. The remark made in the second sentence of this paragraph regarding the monthly returns applies also to the quarterly, half-yearly and annual returns, the forms of some of which are printed on page clxxxiii of the Appendix, and which need not be further noticed. In paragraph 32 of G.O., 18th November 1890, No. 1804, the Government has remarked that it seems essential to maintain a Treasury Pass-book, as suggested by Drs. Walker and Lethbridge in paragraph 3 of Chapter XXXI of their Report. The institution of this Pass-book would, doubtless, draw early attention to any fraud if the Contingent Register had not been tampered with, but it seems improbable that any one would attempt a falsification of a minor abstract unless he could also manipulate the Register and so postpone detection for a month or so. In any case, the discrepancy would appear directly the monthly detailed Contingent Bill reached the Accountant-General's office and was compared with the Treasury accounts. I therefore doubt the necessity for the Pass-book, which has not hitherto been in use in this Presidency.

33. It remains now to refer to the subject of manufacturing books and returns, a list of which is given in Rules 1431 and 1432 of the Jail Code. Drs. Walker and Lethbridge's account of their proposals on this subject is not very explicit, but it is evident from clause (18), paragraph 4 of Chapter XXXI, that they intend that all transactions connected with the manufacturing department should be kept distinct from those of the general department of the jail and should not appear in the General Cash-book—Form 29. Under Rule 1442 of the present Jail Code, the daily totals of receipts on account of manufactures are brought on to the General Cash-book while all expenditure is supposed also to appear there, but it does not seem that anything is gained thereby, and if Drs. Walker and Lethbridge's scheme in regard to the General Cash-book is adopted, as above proposed, it will be desirable to follow their suggestions also in this respect and to exclude from it manufacturing transactions.

34. It will be observed from Rules 1367 and 1443 to 1445 of the present Jail Code that the Storekeeper of Central Jails already has a small advance entrusted to him which forms part of the general permanent advance of the jail and which he accounts for in a Permanent Advance Account-book of his own. Government has

decided (paragraph 32 of G.O., 18th November 1890, No. 1804) that Storekeepers, like Jailors, shall give security, and the same system should, therefore, be applied to them as is above proposed in the case of Jailors, *i.e.*, the Storekeeper should be given a permanent advance of his own, not drawn from any permanent advance in the hands of the Superintendent nor from that of the Jailor. The Storekeeper will, then, account for this permanent advance exactly in the same way as the Jailor, entering all-charges paid from it in the Factory Cash-book, which will have a daily foot-note showing balance similar to that described in clause (18), paragraph 4 of Drs. Walker and Lethbridge's Chapter XXXI. In Central Jails, therefore, there will be two permanent advances, quite distinct from one another—one entrusted to the Jailor, the other to the Storekeeper—and accounted for in two separate Cash-books kept on the same plan, *viz.*, one that of the General Department (Form 29 *supra*), the other that of the Factory Department (Form 72 *infra*). Neither permanent advance will be kept by the Superintendent, nor will he have any additional permanent advance in his own hands, all petty payments being made either by Jailor or Storekeeper. For the purposes of the Finance Department, however, it may be convenient to let both advances be shown as a single whole in the Superintendent's name.

35. In those jails in which there is no Storekeeper, it does not appear possible to carry out this system in its integrity. The duties of Storekeeper will there generally be performed by a Head Warder, who will give no security and who cannot, therefore, be entrusted with a permanent advance. Accordingly it will be necessary in such jails that petty payments on account of manufactures, as well as those on account of the general department of the jail, shall be made by the Jailor from his permanent advance, and, if so, these payments must come on the General Cash-book (Form 29). Moreover, in the absence of a Storekeeper, the Factory books of District Jails must be fewer and simpler than those of a Central Jail, and there is less difficulty about this because most of the manufacturing products of District Jails will be in aid of jail services and will not be sold to the public or other departments. Consequently the Factory Cash-book of a District Jail must differ from that of a Central Jail and its transactions can more conveniently be brought on the General Cash-book.

36. The manufacturing books now maintained in Central Jails are 8 in number, as enumerated in Rule 1431 of the Jail Code. A careful examination of these books as kept in several Central Jails has led me to the conclusion that in several respects they are faulty and defective. There is no real Cash-book at all. The so-called "Cash-book of Receipts," of which no form is given in the Appendix to the Code, shows only Receipts, while payments appear in the so-called Ledger C of articles purchased. The Ledger D of manufactured articles is an entirely useless account, because all details of sales are given in Books E and F, while an abstract of the same appears in the Stock-book B of manufactured articles. The so-called Ledger C of articles purchased is moreover unnecessary, if kept as such, because the Stock-book A of raw materials gives sufficient information as to the amounts of raw materials bought; in fact, the Ledger C is really kept as a Ledger-book of persons from whom purchases are made rather than as a ledger of articles. The Forms of Stock-books A and B also appear defective.

37. I have dealt first with the last-named books. These are really ledgers as the names of Drs. Walker and Lethbridge's proposed Forms 35 and 36 suggest, the entries being ledged under each article referred to, and perhaps they should correctly be called Stock-ledgers. I have, however, retained the familiar name of Stock-book, and have somewhat modified Drs. Walker and Lethbridge's proposed forms, which seem

Revised Forms 67 and 68.

to me to enter into too much detail. The revised forms of these books which are submitted for the approval of Government

will give all necessary information to enable goods to be traced into or from the books, while they do not go beyond what seem the legitimate functions of a Stock-book. In the Ledger of manufactured articles it is necessary to sub-divide the column showing the value of the article, in order that the information necessary for the submission of the Detailed Statement of Receipts and Charges (page cxxviii of Appendix II to present Jail Code, Revised Form 78, paragraph 42 *infra*) may be available. The next book, after the Stock-books, which is necessary, is the Day-book of Sales. In this case the existing Form E, given on page cxlii of the Appendix, will do very well except that the last four columns need alteration in order to give the necessary cross-references

to the appropriate books. If the sale is for cash, a reference is needed to the Cash-book; if on credit, to the Credit-ledger. It will be observed that these references, as proposed in the Revised Form submitted, are modelled on those given in Drs. Walker and Lethbridge's Form No. 34.

Revised Form 69.

38. The next two books are Ledgers of Credit Purchases and Sales. The first does not appear among Drs. Walker and Lethbridge's registers, but it seems desirable to keep a ledger account of the

Revised Form 70.

jail's purchasing transactions with each merchant and this is now the purpose to which Ledger C is practically applied. If experience proves this book to be unnecessary, it can be dropped. The other ledger, that of Credit Sales, is essential. It is the individual Ledger F of the present Code and Register No. 37 of Drs. Walker and Lethbridge's list. The form is simple and does not require comment, a cross reference being provided to the Day-book of Sales on the Debtor side and to the Cash-book on the Creditor side.

Revised Form 71.

Revised Form 72.

The only other book is the Cash-book, which will show both receipts and disbursements, and serve the same purposes in the Manufacturing Department as the General Cash-book (Revised Form 29) in the General Department.

39. The following illustration of the working of these proposed Factory-books is submitted to show that the check is complete. It may be supposed that wool is purchased to be used in the manufacture of police cumblies. The purchase, if paid for in cash, will appear only in the Cash-book F, where the nature of the disbursement—*e.g.*, 200 lb. of black wool—will be shown, and the amount supported by the payee's receipt. If the purchase is on credit, it will be entered in the Credit-ledger D, the date of payment and reference to the page of Cash-book being entered as soon as the debt is discharged. In either case, whether the purchase is for cash or on credit, the article purchased must appear in the Stock-book A of raw materials, which will also show a reference to the invoice and the rate paid. From the Stock-book A the issue of the wool for manufacture will be checked by the Indent-form referred to below (paragraph 42), and the manufactured product will then be brought on the Stock-book B as a manufactured article under the head "Cumblies." Every issue of manufactured articles shown on the issue-side of the Stock-book B must be supported by an entry in the Day-book of Sales C, which will in its turn be borne out either by a reference to the Cash-book for cash received, or to the Credit-ledger E, if credit is allowed. Thus every purchase of any kind of material entered in the Cash-book must be supported by a corresponding entry in the Stock-book A; and no article can be passed out of the Stock-book B without being accounted for by entries in C and F, or C and E and subsequently in F.

40. Under the existing set of Factory-books, the cross-references between these books are almost entirely absent, and the check very incomplete, while various entries are made twice over. Wool purchased as raw material, for instance, is ledged under the head "Wool" both in Stock-book A and in Ledger C, while there is no entry of the payment for it in the Factory Cash-book and no record at all of the purchase, if it is a credit transaction. When the manufactured cumblies are passed out of store, there is no entry in Stock-book B to show how the issue was made, and the entry of the sale in Book E contains no reference to the Cash-book, if the sale is for cash. Again, the Individual Ledger F has a column headed "Folio," but no clear reference either to the Day-book of Sales, showing when the sale occurs, or to the Cash-book when the debt is collected. Lastly, the Ledger D contains details which are also given in the Day-book of Sales E and the Individual Ledger F and the repetition of which in D serves no apparent purpose. It will be observed that the revised forms number 6 against 8 at present in use.

Revised Form 73.

41. In District Jails it appears impossible, and hardly necessary, to keep up so many books. Instead, therefore, of the revised books C to F, it is proposed to maintain only a single Cash-book G,

which is in the same form as that given on page cxlvi of Appendix II to the present Jail Code. As stated above, the transactions recorded in this Cash-book will be brought on the General Cash-book—Revised Form 29—not in detail but as daily totals.

42. The manufacturing forms other than registers are enumerated in Rule 1432 of the Jail Code. The first, viz., the Abstract Bill, is the ordinary Minor Abstract already referred to as Revised Form 56 *supra*. In regard to the remainder, viz.:—

	Revised Form.	Jail Code Appendix.
Detailed Statement of Manufactures	No. 78 p.	cxviii
Statement of Monies Remitted to Treasury	„ 76 p.	cxix
Invoice of Goods supplied to Government Departments	„ 75 p.	cxixii
Progress report of Manufactures on account of Government Departments	„ 77 p.	cxixi
Statement of cash received from and paid into Treasury.	„ 79 p.	cxixiii
Indent on Storekeeper	„ 74 p.	cxixiv

no change is proposed in the first 5. The last is a form of considerable importance, as it is by its means only that the issues of raw materials for manufacture and the corresponding receipts of manufactured articles can be checked. Thus, if wool is issued from Stock-book A, on the 20th January, the manufactured cumblies may not be received and brought on Stock-book B till 20 days or more later. In the case of thread, the interval is often much longer. There is thus no correspondence between Books A and B, and the only manner in which it can be ascertained that all raw material issued is duly accounted for is by means of the Indent Form. The procedure for this purpose is detailed in Rule 1461 of the Jail Code. On visiting the jails, however, I found that the check supplied by this indent was not always sufficient. The form itself is defective. In the first place it contains no counterfoil, so that if the entries in the indent have been altered, so as to make the issue of raw materials larger, there are no means of saying whether the alteration was genuine or was made fraudulently by the Storekeeper. In the second place, it contains no column for the date on which the manufactured articles are received. Under the Rule referred to, moreover, the indents have to bear a *monthly* serial number. In consequence, on the first of each month, every indent in every yard begins again as number one, and as there may be a dozen yards in a large jail, the confusion thus produced is considerable. Lastly, the Rule speaks as though it is necessary that the right-hand side of the form should show the precise article manufactured from the raw materials issued on the entries in the left-hand columns. This is obviously impossible, and, in many cases, no attempt at all is made to fill in the right-hand entries.

43. In the revised form now submitted for approval, an endeavour has been made to remedy these defects. Indents will be issued to warders in charge of workshops bound together in books of a

Revised Form 14.

certain number, which will be noted on the cover. Each indent and counterfoil will bear a serial number. As the manufactured articles are received back from the workshops by the Storekeeper, he will enter the quantity, weight or number of articles received in the right-hand portion of the indent, until the whole of the raw materials issued on that indent is accounted for. It may not be possible to ensure that the manufactured articles thus entered as a set-off against raw materials issued have been made with that identical issue, but if all indents are thus regularly satisfied, the outstanding balance of raw materials on unsatisfied indents will be small and can easily be checked by an examination of the half-manufactured goods in the yard. This examination should be made by the Superintendent once a month or oftener. Rules to this effect will be inserted in the revised Jail Code.

44. It was suggested to me that it would be advisable to prescribe the preparation of an annual Balance Sheet, showing how far the Manufacturing Department of each jail was worked at a profit or loss during each year. It would be easy to prepare a form of Balance Sheet suited to the purpose, and I found one which would apparently do very well in the recently issued Military Account Code. But on

drawing out the form of Balance Sheet (of which enclosure 3 is a rough specimen), it appeared to me that it was so invalidated by the absence of any charge for labour on the Debtor side as to be valueless. It cannot be much good to prepare an elaborate statement, setting off a percentage for depreciation of plant and building, a percentage for interest on invested capital and a further percentage for interest on working capital, if one of the largest items in the cost of production of all articles and in the price of such as are not devoted to jail services, is omitted altogether. The value of labour is taken into account in fixing the price of any article unless intended for jail services (*vide* Rules 455 and 1456 of Jail Code), but the price of labour cannot be satisfactorily estimated and shown on the Debtor side without the maintenance of additional registers for the purpose. The idea, therefore, of a Balance Sheet did not appear worth adopting.

45. Some form of Stock-book of plant and civil stores, however, appears desirable, and it does not seem very convenient to keep it in the form proposed by

Revised Form No. 80.

Drs. Walker and Lethbridge (Register

No. 33). A revised form is accordingly submitted for approval, and it should be noted that the percentage for depreciation referred to in Rule 1455 of the Jail Code should be made on each item separately and not on the total. The percentage allowed, viz., 10 per cent., appears to be unduly high. An allowance of 5 per cent. for machinery and $7\frac{1}{2}$ per cent. for other articles would be much nearer current usage, and, if Government approves, may be adopted in the revised Code.

46. In paragraph 5 of Chapter XXXI, Drs. Walker and Lethbridge refer to the registers to be maintained in Sub-Jails, and give a list of no less than eleven, including a Stock Account of provisions, stores and dead-stock not belonging to the factory, a Stock Account of raw materials and plant for factory, a Stock Account of manufactured articles, a Register of Letters received and despatched, &c. The list shows that the Jail Commissioners hardly understood the character and position of the Sub-Jails of this Presidency, where the “Factory” transactions, if there are any, are generally limited to breaking stones. The Jail Code Rule 1539 prescribes only a single register, and in many Sub-Jails which I visited nothing more is kept. In others, however, numerous additional registers have sprung up, and at one (Kokenkulam—Tinnevely) no less than sixteen books were maintained, some with 25 columns a-piece and most of them quite unnecessary. For the purposes of the Sub-Jail returns, something more than the register prescribed in Jail Code Rule 1539 no doubt is needed, but I think this excessive multiplication of books should be prohibited. In order to remove any tendency to introduce unauthorized registers,

Revised Forms for Sub-Jails:—

- (1) Admission Register.
- (2) Lock-up Register.
- (3) Labour Register.

I have prepared, and submit for the approval of Government, forms of three registers which will, I think, furnish all the information required for the monthly returns of Subsidiary Jails. These

returns are printed on page clxxxv of Appendix II to the Jail Code, and it will be seen that, while they necessitate the collection of a good deal more information than can be obtained from the Register in Rule 1539 of the Code, their objects will be fully met by the forms now proposed. The information needed for the three additional statements which are required from Sub-Jails, viz.:—

- (1) Statement of Escapes and Recaptures,
- (2) Expenditure in Guarding and Maintaining Prisoners,
- (3) Employment of Convicts,

will be supplied, the first from column 7 of the proposed Lock-up Register, and third from the proposed Labour Register. The second will be compiled from the monthly bills, and no books seem necessary on this account. I have no alterations to suggest in the Sub-Jail returns.

47. In accordance with the orders of Government contained in paragraph 32 of G.O., 18th November 1890, No. 1804, Judicial, I have collected samples of all forms, whether authorized or unauthorized, in use in jails. In some cases, *e.g.*, Vellore, a small printing press has been started in the Jail, and many more forms have been introduced than are in use in other jails. It does not seem to me, however, that it

would be desirable to lay down any very precise rules in regard to the use of any miscellaneous slip-forms, and I think, if Government declares that no registers, other than those it may authorize, shall be maintained, enough will have been done.

48. In G.O., 18th November 1890, No. 1804, the Government has directed that security shall in future be taken from Jailors and Storekeepers, and it remains to fix the amounts of such security. If the rates of pay proposed in my letter of the 20th May are approved, the salaries of Jailors will be as follow:—

Central Jails and Penitentiary	...	...	1st grade Rs. 200—10—250.
			2nd " " 150—10—200.
			3rd " " 125—5—150.
District Jails	...	...	1st " " 100—5—125.
			2nd " " 75—5—100.
Civil Debtors' Jail, Madras	...	...	" " 75.

Drs. Walker and Lethbridge recommend that the security be fixed at the equivalent of 12 months' pay, but it seems to me that a sum equal to 6 months' salary would be sufficient. As a rough approximation to that amount, the following scale of security is submitted for approval:—

	Security.
	RS.
Central Jails, 1st and 2nd grade	...
Do. 3rd grade, and District Jails, 1st grade	...
District Jails, 2nd grade, and Civil Debtors' Jail	...
	1,000
	750
	500

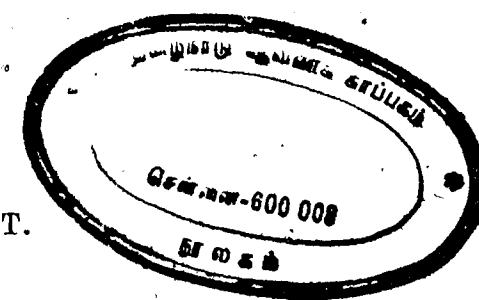
The pay of the Storekeeper is Rs. 30 rising to Rs. 35. For this class of officer security to the amount of Rs. 200 would probably suffice. Drs. Walker and Lethbridge's suggestions (Chapter VI, paragraph 26) as to the manner in which the security should be collected might be adopted, and the forms of Penalty and Security Bond given by them on pages xiv and xv of Appendix C, if approved, may be embodied in the Code.

49. As regards the remarks of Drs. Walker and Lethbridge in paragraphs 10 and 11 of Chapter XXXI, it seems enough to observe that the division of clerical work there proposed between Jailor and Clerk is not much different from that in vogue in District Jails in this Presidency, and that it is not advisable to introduce any hard and fast rules altering the existing procedure merely in order to produce uniformity with other provinces. For instance, the remission sheets are kept by the Clerk in Madras (*vide* Rule 435 of the Jail Code), and there is no reason for changing the practice. I consider Drs. Walker and Lethbridge's proposal to sanction the employment of Convict-writers in the Jail office in jails receiving over 900 admissions per annum is objectionable and Government has already disapproved it. As to the matter referred to in paragraph 12 of Chapter XXXI, rules regarding the preservation and destruction of Jail records were approved by Government in G.O., 4th June 1887, No. 1174, and will be embodied in the revised Code.

50. One more matter may be here mentioned. Jail Rule 739 directs that, on a prisoner's admission, certain particulars as to his sentence shall be endorsed on the outside of his warrant. Under Rule 1013 the periods of solitary confinement undergone are similarly entered. The warrant itself is an important record, and in the case of men under long sentences, it has to be referred to many times during their imprisonment and should be printed or written on durable paper of sufficient size. This is not now always the case. Mr. Gadsden writes: "It would be a good thing to arrange with all courts to have their warrants printed of one size and on good thick foolscap paper. I have in my keeping warrants of the Sessions Court, Trichinopoly, printed on quarter sheets of thin bazaar-made paper, in which prisoners have been committed to jail for a long term of imprisonment. During my régime in Vellore I frequently got warrants printed on paper that went to pieces every time they were unfolded." The Government has, I believe, decided that all forms shall in future be printed in Madras and distributed. I do not know whether this plan will be applied to judicial forms such as warrants. If not, it might be considered desirable to ask the Honorable the Judges of the High Court to prescribe a uniform size and quality of paper on which warrants should be printed.

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.



READ—again the following papers:—

G.O., dated 18th November 1890, Nos. 1804, 1805, Judicial.

ABSTRACT.—Passing orders on the report of the Committee appointed to enquire into certain matters of Jail administration and the Inspector-General's remarks thereon; and addressing the Government of India on the subject.

G.O., dated 18th November 1890, No. 1806, Judicial.

ABSTRACT.—Deputing Mr. A. G. Cardew, C.S., on special duty to make a full report on the recommendations of the Committee appointed to enquire into certain matters of Jail administration.

READ—also the following papers:—

From the Inspector-General of Jails, dated 12th May, 22nd June and 9th August 1891, Nos. 160,—and 297.

ORDER—dated 6th November 1891, No. 2286, Judicial.

Under the orders contained in Home Department Resolution, dated 9th October 1888, No. 458, Deputy Surgeon-General Walker and Surgeon-Major Lethbridge were deputed to, report after inspection, upon certain matters connected with the administration of the Jails in the Madras and Bombay Presidencies, Bengal, the North-West Provinces and Oudh and the Punjab. With a letter dated 16th September 1889, No. 659, the Government of India in the Home department forwarded to this Government the report submitted by these two officers, with the request that the views of His Excellency in Council might be expressed as to certain suggestions therein made; the disposal of the other proposals contained in the report was at the same time left to the discretion of the Local Government. The letter above alluded to, as well as the report of the Committee, were referred to the Inspector-General of Jails for remarks, and his reply was considered in the Proceedings of this Government, dated 18th November 1890, No. 1804, Judicial, in which His Excellency in Council, being of opinion that it was impossible to arrive at any conclusion upon certain of the suggestions made by Drs. Walker and Lethbridge until a further enquiry had been made into the conditions of Jail administration in this Presidency, resolved to depute an officer upon special duty with instructions to submit a detailed report upon certain subjects specially referred to him for investigation. Upon other proposals of the Committee the Government thought it unnecessary to defer passing orders; a number of these were therefore finally dealt with in G.O., dated 18th November 1890, No. 1804, Judicial, and the opinion of His Excellency in Council as regards others was expressed in a letter to the Government of India of the same date, No. 1805, Judicial.

The officer deputed for the purpose above referred to was Mr. A. G. Cardew, C.S., and he has dealt with the subjects referred to him for consideration in two reports, which are so admirably lucid and careful, as to call for the thanks of His Excellency in Council.

The reports are dated respectively the 20th May and the 25th July last; the former deals with all these general questions of administration, whether left entirely to the discretion of this Government or referred to His Excellency in Council for opinion by the Government of India, in respect of which no definite conclusion was arrived at in G.O., dated 18th November 1890, No. 1804, Judicial; the latter report relates to the forms of registers maintained in jails.

The Government now proceeds to pass orders upon the various questions for decision raised in the report of the 20th May.

2. *Paragraphs 3-8.*—In paragraph 11 of chapter II of their report, Drs. Walker and Lethbridge recommended that the use of subsidiary jails should be restricted to persons under trial or sentenced to imprisonment for terms not exceeding fifteen days, the present rule in this Presidency being that prisoners under sentence for terms not exceeding 30 days are confined in these jails.

Mr. Cardew opposes this proposal in paragraphs 3 to 8 of his report, and in the opinion of Government shows excellent grounds for adhering for the present to existing arrangements; the Government of India will be informed accordingly.

3. *Paragraphs 9-13.*—In paragraphs 13 and 14 of chapter II of the report of the Jail Committee, the reporting officers recommend—

(1) that, wherever possible, subsidiary jails situated at the head-quarters of districts where a district jail also exists or within easy reach by railway of the head-quarters district jail should be abolished;

(2) that lock-ups, or subsidiary jails, at head-quarters of districts should in future be located within district jails.

So far as regards this Presidency, the two proposals are identical and the Government agrees with Mr. Cardew that the subsidiary jails at Calicut, Coimbatore, Bellary, Madura and Berhampore should be at once closed.

4. *Paragraphs 14 and 15.*—In chapter III of the Committee's report the question of jail construction is dealt with; this chapter was commended to the attention of the Public Works Department in G.O., dated 18th November 1890, No. 1804, Judicial, and a report was called for from the Inspector-General of Jails in regard to defects specified in certain of the Madras jails. On this chapter, therefore, so far as it relates merely to jail buildings, there is but little to be said. The Government, however, approves Mr. Cardew's suggestion that standard plans for the various classes of jail buildings should be prepared, and the necessary steps will be taken in the Public Works Department in communication with the Inspector-General of Jails at an early date. The Government also considers that the plan of enclosing all workshops with wire-netting, recommended in paragraph 41 of chapter III of the report, should be invariably adopted in future, this style of enclosure appearing preferable to the alternative of a grating of bamboo or wood.

5. *Paragraphs 16-29.*—In these paragraphs the important subject of segregation of habitual offenders is dealt with. As Mr. Cardew points out, it is impossible to carry out the suggestion of Drs. Walker and Lethbridge that all male prisoners of this class shall be absolutely isolated both by day and night; were such separation attempted during the day time, manufacturing operations would inevitably suffer. The reasons set forth in paragraph 18 of the report apply, however, with much less force to female convicts, and the Government considers that, in the case of women, endeavours should be made to isolate habitual offenders by day as well as by night both in central and district jails. As regards the segregation of male offenders of this class, the Government is decidedly of opinion that the provision of separate sleeping accommodation must be insisted upon as a minimum requirement in every central and district jail, and, where the existing room is insufficient to admit of separation by night, estimates and plans must be submitted by the Inspector-General for the construction of the additional buildings requisite. The segregation of habituals at night has indeed already been ordered (G.O., dated 8th July 1887, No. 1469, Judicial) and seems to be on the whole fairly satisfactorily carried out. At the Salem and Coimbatore Central Jails, however, this rule is only partially complied with, though it appears that in each of these cases the existing accommodation is sufficient to admit of the complete separation desired. The necessary rearrangement of the sleeping blocks

should now be carried out in these two jails. As regards district jails, it appears that the rules are neglected in four cases only—Kurnool, Nellore, Cuddapah and Bellary. In all these jails the necessary steps will now be taken to ensure isolation of habituals at night; there is no reason why the collection of a number of habitual offenders together at night should be more dangerous at Bellary than elsewhere.

The Government is inclined to agree with Mr. Cardew in considering that the present definition of an habitual offender prescribed by the Government of India is rather too complicated, and the matter will be brought to the notice of that Government, in view to a clearer description being issued. Meanwhile, the only step that can be taken is the amendment of Jail Code Rule 327 (a) in view to rendering it clearer. The substitute for this rule proposed in paragraph 21 of the report is approved, and the Government also considers it desirable that a circular should be issued to all Superintendents of Jails pointing out the distinction between reconvicted and habitual offenders as suggested in paragraph 22.

In connection with the subject of isolation of habituals, Mr. Cardew deals with the question of close prisons. As regards the suggestion that habitual offenders should be concentrated in jails possessing close prisons only, the Government concurs with the Inspector-General and Mr. Cardew in considering that the necessity of maintaining a certain number of long-sentence prisoners in each jail for the sake of the manufacturing department renders it advisable to provide each central jail with the means of isolating its own habituals; the withdrawal of all the best workmen from jails not possessing close prisons would greatly prejudice the industrial occupations of the prisoners and consequently their discipline also.

The Government further approves the proposal that all new jails, so far as they are designed for the confinement of convicts, shall be constructed on the cellular principle; buildings for the use of under-trial and civil prisoners need not be designed on this system. In district jails also the Government considers that it is desirable wherever feasible to adopt the cellular method of construction in the case of all additional wards, and the system should certainly be adopted in the case of all new buildings for convicts in existing central jails. The construction of the cells in these close prisons with doors facing alternately in different directions would probably render communication between the prisoners more difficult. It is obviously desirable that all habituals should sleep in separate cells during the whole of their period of imprisonment in order to prevent the contamination of other prisoners, and by the extension of the close-prison system this object will become gradually capable of attainment. At present it is impossible to carry out this complete separation of habituals, but it should be accepted as a principle that this class of convicts should, as far as practicable, be confined at night in the close prison, and, in any case, the Superintendent should have power, as suggested in paragraph 27, to direct that any convict convicted or suspected of the commission of unnatural offences or guilty of more than one escape or attempt to escape shall sleep invariably in a separate cell.

The scale of close-prison confinement which Mr. Cardew proposes to adopt in future in lieu of that laid down by Mr. Grimes is approved; it is understood that this arrangement is to be viewed as merely provisional and that the complete isolation of habituals is to be regarded as the ultimate object of the close-prison system.

The proposal to limit to three months the period for which a prisoner can be relegated to a close prison as a punishment will be dealt with later on.

6. *Paragraphs 30-34.*—In these paragraphs of his report Mr. Cardew refers to two proposals contained in chapter VI of Drs. Walker and Lethbridge's report to the effect that—

(1) the Superintendents of District Jails should be the Civil Surgeons of districts;

(2) the Jailor-Superintendships of the Tanjore and Palamcottah District Jails should be abolished and the jails placed in charge of the District Surgeons.

The Government has little to add on this subject to the remarks of Mr. Cardew, with which His Excellency in Council is in complete accord. The supervision of a District Medical officer can never have the same value as the constant attendance of a special Superintendent, and, so far from extending the former system, the

Government hopes to contract it within still narrower limits. The Government of India will be informed of the views of Government on this subject. As suggested by Mr. Cardew, the title of Jailor-Superintendent of the Tanjore and Palamcottah jails will be abandoned, the officers in charge being in future styled Superintendents and the deputy jailors of these jails will be called jailors.

7. *Paragraphs 36-38.*—With the opinion expressed by Mr. Cardew as regards the employment of commissioned medical officers as Superintendents of Central Jails, their selection for this post after two years' military service and the increase of their pay from Rs. 950 to Rs. 1,200 *per mensem*, the Government entirely concurs.

As regards the future recruitment of the higher grades of officers in the Jail Department, the Government is of opinion that the Superintendentships of Jails should be regarded as posts to which the appointment of Europeans should be permitted without the necessity of a reference to the Secretary of State, and His Lordship will accordingly be addressed on the subject in the Public Department. Meanwhile the plan of recruitment from the police proposed by Mr. Cardew has much to commend it, and in future, as far as possible, and with due regard to the claims of specially qualified jailors, the selection of Jail Superintendents will be made as suggested. It will be a condition that no Police officer shall be selected for the Superintendentship of a jail unless he has had at least five years' service in his Department, and that before taking charge of the post he shall be attached to a central jail under an experienced Superintendent for a period of six months, during which time he will draw the pay of his grade in the Police Department and will be regarded as on deputation. The period of training—three months—proposed by Mr. Cardew appears to Government to be too short, and the Government also does not approve the proposal to restrict the Superintendentship of the two special jails to deserving jailors. When persons not connected with either the Jail or the Police Department are selected for the post of Superintendent, they should also undergo the training prescribed above for officers taken from the Police.

8. *Paragraph 39.*—The Government agrees with Mr. Cardew's views upon the appointment of Deputy Superintendents. There is no such concentration of manufactures in the Madras jails as to render the employment of such an officer necessary.

9. *Paragraphs 40-42.*—These paragraphs deal with the question of medical subordinates attached to jails. Drs. Walker and Lethbridge recommend that, for central jails containing less than 1,400 prisoners, one hospital assistant and a compounder should be substituted for the present strength of two hospital assistants. The opinion of the officers consulted is unanimous against this proposal, but the Government is disposed to concur with the Committee, and it is observed that Mr. Cardew also regards the change as feasible. The staff will be reduced accordingly to that recommended by Drs. Walker and Lethbridge, unless the Surgeon-General can show stronger cause to the contrary than has as yet been urged. There is no necessity for the hospital assistant to live within the jail, it is enough if he lives near it, and if provision is made for summoning him in case of need; where serious cases happen to be under treatment, he can sleep as now in the jail; the necessary alteration will be made in Jail Code Rule 204. The scale of allowances to medical subordinates, which is proposed by Drs. Walker and Lethbridge, appears to Government to be unduly high. The Government considers that it will be sufficient to allow Rs. 15 *per mensem* to the senior medical subordinate in all central jails having an average daily population of less than 1,200, and Rs. 20 *per mensem* when that number is exceeded.

10. *Paragraphs 43-53.*—This portion of the report deals with the subordinate executive and clerical establishment and the conclusions arrived at therein meet with the general concurrence of Government.

In the first place it is to be observed that the system of promotion, apart from all question of educational qualifications which has hitherto prevailed in the Jail Department, is entirely opposed to the intentions of Government. It appears that under G.Os., dated 28th March 1859, No. 474, Public, 14th December 1860, No. 1816, Public, and 15th September 1883, No. 605, Educational, jailors, deputy jailors and warders who are pensioned soldiers, are exempted from passing the Uncovenanted Civil Service examinations. These orders will now be cancelled and it will be

understood that in future the ordinary rules in regard to the educational qualifications of candidates for employment in the public service will apply strictly to all posts in the Jail Department. When it is considered desirable to appoint a European who has not passed the requisite tests, application for exemption should be made to Government by the Inspector-General. The next question with which Mr. Cardew deals is the classification of the whole of the subordinate executive and clerical establishment of the Jail Department into the three grades of jailor, deputy jailor and assistant jailor. This proposal originated with the Committee, and, after consideration of the reasons adduced for the change by Drs. Walker and Lethbridge and Mr. Cardew, the Government resolves to adopt the proposed grading. The Government approves the further suggestion in paragraph 46 of the report that promotion beyond the grade of assistant jailor should be made dependent upon the passing of a special test. This test should comprise certain portions of the Code of Criminal Procedure, of the Indian Penal Code, and of the Civil Account Code, volume I, and the whole of the Jail Code, of Madras Act V of 1869, and of other Acts specially relating to jails. The Inspector-General will, in communication with the Commissioner of Uncovenanted Civil Service Examinations, draw up and submit for approval a detailed scheme for the proposed special test including only the necessary portions of the three first-named codes. The Government also agrees with the suggestion in paragraph 47 of the report that a brief report should be made annually by each Superintendent to the Inspector-General upon each subordinate above the grade of assistant jailor.

It will, as Mr. Cardew says, be understood that direct enlistment of deputy jailors is not prohibited, but that in all cases the necessary general and special educational qualifications will be insisted upon.

The further proposals which are summarized in the statement given in paragraph 53 are all approved, but the Government considers that the minimum and maximum salaries of assistant jailors in central jails should in every case be raised by Rs. 5 *per mensem*. The necessary proposition statements should now be formally submitted for approval by the Inspector-General through the Accountant-General.

The views as to the Storekeeper and Assistant Storekeeper, expressed in paragraph 51, meet with the concurrence of Government, but the Storekeeper should be in charge of all stores, not of manufacturing stock only.

With regard to the Inspector-General's note against paragraph 52 of the report, the Government considers that where an additional clerk is required in connection with the duty of issuing rations, he should be regarded as Assistant Storekeeper and not as an Assistant to the Deputy Jailor. As suggested by Mr. Cardew, however, the question of the creation of such a post can be deferred for the time being.

11. *Paragraphs 54-64 and 67.*—These paragraphs deal with the reorganization of the warder establishment, and the Government approves generally of the proposals made therein. As regards Cannanore, however, where Mr. Cardew proposes to depart from the general rule that the ratio of warders to prisoners in central jails shall be 1 to 11, it is observed that the construction of a hand-pump which has been recently sanctioned will obviate the necessity of employing large gangs of convicts under guard to fetch water; in consequence, it may be possible when the pump has been put up to reduce the ratio of 1 warder to 10 prisoners proposed in the case of this jail to the ordinary proportion adopted elsewhere. For the reasons given in the report, it is essential that the Inspector-General should retain the power of sanctioning additional warders in the proportion of 1 to 11 whenever any special cause arises or a large increase of jail population takes place, and the Government considers that an increase of 100 or more in the population of a central jail should be regarded as sufficient to justify the exercise of this power.

For the reasons set out in paragraph 62, the Government accepts the proposal that the duty of escorting prisoners shall be retransferred to the police. Escort duty under the Prisoners' Testimony Act can, as Mr. Cardew suggests, be performed by the jail establishment if the court to which the prisoner has to be taken is in the same station as the jail; otherwise the duty will fall on the police. The Government approves the proposed scale of three grades of warders on Rs. 7, 8 and 9 *per mensem*; the only question is whether these rates of pay are enough to admit of recruitment for service at a distance—a matter to which Drs. Walker and Lethbridge attach considerable importance; the above scale can, however, be tried, and in any case the

advantage of employing men at a distance from their native localities can only be secured gradually. Mr. Cardew's proposals as regards the standing guard are also approved. The Inspector-General will now submit through the Accountant-General formal proposition statements giving effect to the changes suggested in respect of the inferior jail establishment.

12. *Paragraphs 65 and 66.*—This portion of the report deals with the convict warder guard, and all the proposals appearing in these two paragraphs have the concurrence of Government. In this connection Mr. Cardew's attention will be drawn to the desirability of assimilating Jail Code Rules 424, 442 and 539 in respect of the proportion of convict officers to prisoners.

13. *Paragraphs 68-71.*—All the proposals in paragraph 68 of the report are approved. Tell-tale clocks should be supplied to all jails.

14. *Paragraphs 72-80.*—The policy of abandoning certain jails is discussed in this portion of the report. The Government accepts Mr. Cardew's suggestion that the Calicut District Jail should be abolished and its inmates transferred to Cannanore; the change will be effected as soon as possible. As regards the proposal to utilize the Calicut District Jail buildings as an Asylum for criminal lunatics or as a depot for criminal lepers, the Inspector-General will report further in communication with the District Magistrate of Malabar. The abolition of the jail will render it necessary to provide a large amount of sub-jail accommodation for under-trial prisoners and perhaps civil debtors; the Inspector-General of Jails will, in communication with the District Magistrate, report what will be needed in this respect.

As regards the more difficult question of the future of the Salem Central Jail, the Government agrees with Mr. Cardew in thinking that its reduction to the status of a district jail, as recommended by Drs. Walker and Lethbridge, is not feasible, and, on the whole, the Government considers that the best plan would be to retain Salem as a central jail and abolish the district jails at Nellore and Kurnool. The prisoners from the last-named district could then be sent to Bellary and Guntur as may be most convenient, those from Nellore being transferred to Vellore Central Jail; when the Bellary and Guntur District Jails are full, the excess could be drafted to the central jails at Vellore or Salem as room may be available. The possibility of ultimately abolishing the Cuddapah District Jail should also be borne in mind. The Inspector-General will report his views on this subject at an early date and also as to the possibility of erecting a Central Jail at Gooty.

15. *Paragraph 81.*—The last question raised in chapter VI of Drs. Walker and Lethbridge's report, which calls for consideration, is that of the charge allowances to be attached to district jails. On this point the Government agrees with Mr. Cardew that there is no ground for making any modification in the existing scale.

16. *Paragraphs 82-93.*—The Government considers that the following course should be adopted in future in respect of the sick. There will be only two categories of prisoners under medical treatment, viz., those who are on the hospital register and those who are on the invalid gang. The former will contain both in and out patients, that is to say, every prisoner suffering from an active disease or injury of any kind. The invalid gang will contain the three following classes:—

- (1) those who have been discharged from hospital as convalescent, but who are unable for a time to perform the ordinary task;
- (2) those who are suffering from a degree of anæmia or debility insufficient to require admission into hospital; and
- (3) those who from age or other natural causes are permanently incapacitated from performing the ordinary task.

In the hospital register a distinction will, of course, be drawn between in and out patients, the latter not being necessarily exempted from labour of the ordinary kind. As observed in paragraph 90 of the report, the inclusion of every case of sickness in the hospital register will considerably increase the "daily average sick" as shown in column 7, statement XV, of the annual report, and it will therefore be advisable to add in a footnote to the return particulars of the number of convicts treated as in-patients and those suffering from petty ailments only.

17. *Paragraph 94.*—The Government considers it advisable to lay down that where a Government order effects an alteration of the Jail Code, the Inspector-General of Jails shall as soon as possible after receipt of it submit a correction slip for approval, and after this has been sanctioned he shall send copies of the slip to each jail. Where, again, a Government Order, though not actually effecting an alteration in the Code, is of such a nature that its communication to all Superintendents or Medical officers of Jails is essential, the Inspector-General or Surgeon-General, as the case may be, should see that he receives a sufficient number of copies of the order to admit of such distribution. The Government approves the suggestion that the Medical officer should be relieved of the obligation of writing up the Medical Case Book with his own hand, and that he should be merely required to initial it daily in proof of its correctness. It would be sufficient if the Case Book dealt only with in-patients, and when an in-patient is transferred to the invalid gang, the fact should be stated. The Government approves of the proposal to recognize a fifth description of hospital diet—one, namely, resembling the ordinary dietary of the jail, but composed of rice instead of an equal quantity of dry grain.

18. *Paragraphs 95-101.*—The Government agrees with Mr. Cardew that there is no valid ground why female convicts should not be transferred to jails outside the districts to which they belong, and considers that no change in the policy at present pursued is called for, but in order to obviate all objections, the substance of paras. 8 and 9 of Chapter VIII of the Committee's report should, as suggested, be incorporated in the revised Jail Code.

As pointed out in paragraph 97 of the report, it is unnecessary to appoint female warders in Trichinopoly and Coimbatore Central Jails, but in Cannanore such an appointment will be necessary. All female convicts under sentence exceeding thirty days from the districts of Tanjore, Tinnevely and Madura will, as proposed, be concentrated in Madura Jail, where the existing railing round the female yard will be replaced by a wall. Females from Cuddapah will be transferred to Bellary if sentenced to more than 30 days' imprisonment. The proposal that the pay of a matron shall never exceed Rs. 20 *per mensem*, except at the Penitentiary is approved, and the salaries of the existing posts will be reduced as vacancies occur. The necessary proposition statements for the establishment of female warders required should now be submitted. Early steps should be taken to remedy the want of safety complained of in the case of the residence of the matron at the Penitentiary.

19. *Paragraphs 102-105.*—With a few exceptions, the draft rules for the treatment of juvenile prisoners given in paragraph 105 have the approval of Government. There is an objection to laying down a hard-and-fast rule as to the nature of the occupation upon which juvenile convicts shall be employed, and draft rule (6) must be so amended as to leave the matter entirely at the discretion of the Superintendent. Draft Rule (7) also requires alteration in view of the recent abolition of Schedule K (i) of the Grant-in-aid Code. The notice to the parents or friends of a juvenile offender about to be released required by draft rule (10) should be given by the Superintendent of the jail in the district in which the prisoner is to be released, and not by the Superintendent of the jail in which he has been confined.

20. *Paragraph 106.*—The Government agrees with the views expressed in this paragraph.

21. *Paragraphs 107-116.*—The Government concurs with paragraphs 108-112; Madras Act V of 1869 certainly requires amendment, but before taking any steps in the matter, the Inspector-General will be requested to state whether there are any matters other than those enumerated by Mr. Cardew in respect of which an alteration of the existing law appears desirable. On receipt of this information the necessary Bill will be prepared in the Judicial Department if the Government of India decides not to incorporate the existing local laws on the subject of jails into one general Act. In paragraph 15 of Chapter XVIII of their report, Drs. Walker and Lethbridge recommend the adoption of the following forms of punishment:—

- (1) Handcuffs on the wrists in front.
- (2) Handcuffing a prisoner to a staple fixed in the wall (standing handcuffs).
- (3) Handcuffs on the wrists behind the back.
- (4) Fetters not exceeding 4 lb. in weight.
- (5) Bar-fetters keeping the legs apart.

The Government fully endorses Mr. Cardew's remarks as to standing handcuffs and bar-fetters, which appear to be barbarous forms of punishment; their adoption could not be sanctioned. The Government disapproves, indeed, of the use of handcuffs under any circumstances save as a means of restraint. Fetters are open to fewer objections, but the adoption of even these as a mode of punishment does not appear desirable; this question will, however, be further discussed when the Act is under amendment. If it is ultimately decided to adopt fetters as a method of punishment, the form of statement given in paragraph 116 will need amendment, in view to showing when fetters are used as a means of punishment and when as a means of restraint only; the offences in respect of which fetters have been imposed should also appear in the statement.

22. *Paragraphs 117-129.*—The rules proposed in paragraph 122 for regulating issue of clothing to convicts are approved. All other suggestions and remarks appearing in these paragraphs have the concurrence of Government.

23. *Paragraphs 130-134.*—The draft rules as regards escapes, outbreaks and firing on prisoners are approved; but the method proposed in No. 3 of the Escape Rules for giving warning of an escape appears insufficient; the officer who discovers an escape, or attempt to escape, should be required to discharge a carbine as quickly as possible.

24. *Paragraphs 135-147.*—Mr. Cardew's proposals in respect of dietary are approved, but in revising the Jail Code, the remarks of the Inspector-General against paragraph 142 must be borne in mind; it will doubtless, owing to want of any other suitable vegetables, be impossible to prohibit the issue of sweet potatoes and brinjals in some districts. Prisoners should be weighed once a fortnight as suggested in paragraph 147. As regards the recipe for curry-powder given in paragraph 138, the Government considers that the following scale would be more suitable and should be tried:—

								oz.	DRS.
Chillies	...	...	...	...	...	...	...	3	8
Coriander seed	...	...	...	...	...	...	...	3	0
Turmeric	...	...	...	...	...	...	...	0	8

25. *Paragraphs 148-155.*—A central kitchen should be built in every jail, as has already been done at Trichinopoly; pending the construction of such at Rajahmundry, the number of kitchens there can be at once reduced by half as proposed. The Inspector-General's attention will be drawn to the waste of fuel caused by the present system of standing the cooking-pots over holes in the range; the remedy suggested in paragraph 151 should be adopted. As regards the proposed reduction of the supply of fuel to 14 oz. *per diem* for Natives in central jails, and Classes II, III and IV in district jails, and to 12 oz. for Class I in district jails, the Government is disposed to consider that the scale suggested is too low, and it can hardly, at all events, be brought into force until kitchens on an improved plan have been provided; it is most important that all the food should be properly cooked. When the fuel scale is brought into force, it should be understood that the rates allowed are maxima. The Inspector-General will take early steps to remedy the defect in regard to the kitchen at Bellary brought to notice in paragraph 154 of the report. Kitchens should be enclosed with wire-netting.

26. *Paragraphs 156-166.*—Rule 620 of the Jail Code will be cancelled, and the usual method of working picottahs will be adopted in future. The attention of the Inspector-General will be drawn to the proposal in paragraph 158 of the report as regards raising water at Coimbatore. There is no objection to the trenching of night-soil in the jail garden at Coimbatore, as it is some distance from the jail

and drains away from it. The proposal to plant limes along the sides of every water-channel is approved; it may also be accepted as a general rule that jail land otherwise useless should be planted with fuel trees. The Government concurs with the views expressed in paragraph 165; no general orders to the effect that all condiments that enter into the jail dietary shall be grown in the jail garden can be laid down, but wherever water and land are plentiful, the growing of chillies should be attempted. Mr. Cardew's remarks as to the lists of vegetables attached to the report will be commended to the notice of the Inspector-General and the Honorable Mr. Price.

27. *Paragraphs 167-182.*—As regards the method of supply, the Government considers that the excellent system introduced by Mr. Gadsden at Rajahmundry should be adopted in all jails. Under this system a monthly auction is held in the bazaar, and the grain and other articles required for the month are purchased separately; the system necessitates special provision for storage, and the Inspector-General will, therefore, be directed to report in detail for each jail the amount of additional storage-room, if any, required. Ration store-rooms should invariably be within the jail, and where this is not the case, new store-rooms should be provided. The Government also considers that the Inspector-General should compile in his office a monthly circular showing the rate prevailing in each jail for each article of supply; this circular will be of great use to Superintendents in enabling them to detect any unnecessary extravagance in their own jails. The system of account prevailing at Coimbatore, as described in paragraph 181, should certainly be abandoned; it is open to all the objections urged against it by Mr. Cardew, and has been found, as a fact, to promote frauds.

28. *Paragraphs 183-194.*—It should be the general rule, as suggested in paragraph 183, that each jail should keep its own sheep, and the plan of purchasing meat in the market should, as far as possible, be abandoned, and, similarly, whenever possible, cows should be kept on the jail premises and resort to the bazaar for milk prohibited. The Government notes with pleasure the steps taken by Mr. Gadsden at Rajahmundry to promote economy in this direction. It may also often be desirable that the jail should provide its own draught-cattle; this should be done wherever practicable. In respect of the supply of fuel, the Government does not concur with the views expressed by Mr. Cardew, and is not prepared to fix any maximum price for the supply of wood by the Forest Department to the Jail Department. It is possible, however, that there are places where all the fuel required could be grown on the jail lands and in this way a considerable saving might be secured; the Inspector-General will report on the point. The system of manufacturing gingelly-oil by jail labour should be introduced everywhere, except on the West Coast, where the expressing of the cocoanut oil used instead of gingelly should be carried on. The Government doubts whether anything is to be gained by adopting the proposal of Drs. Walker and Lethbridge that grain should be bought in the ear, but the experiment might be tried in some jail where cows are kept and the husk given them for food. The purchase of paddy in an unhusked form should also be tried. The supply of kerosine oil is a matter in which a careful Superintendent would effect economy, but which cannot be settled by rules; the storage of large quantities of this substance would probably render special arrangements for its safety necessary. The Inspector-General may try the experiment of purchasing chillies and coriander in places where they are particularly cheap and distributing them, but the Government doubts whether any appreciable economy will result therefrom.

29. *Paragraphs 195-232.*—This portion of the report deals with the important subject of jail manufactures, and with the views expressed in it the Government generally concurs. The list of tasks prescribed in paragraph 195 seems suitable so far as it goes, and may be accepted. The Government agrees that the mid-day rest proposed by Drs. Walker and Lethbridge is generally unnecessary, but it should be prescribed for the invalid gang. The proposals in paragraphs 204-207 in respect of the Penitentiary Press are approved; the Superintendent of the Government Press should dispense as far as possible with free labour in the Penitentiary and utilize convicts to the utmost extent available. As regards the Coimbatore Central Jail, the Government concurs with Mr. Cardew in considering that its main

industry should be the weaving of Police drill and that a minimum outturn of 150,000 yards *per annum* should be required; should it be impossible to meet the whole Police Department indent in this jail, the duty of supplying the remainder should be assigned to Vellore. The further proposals in paragraph 214 on the subject of manufactures at Coimbatore are approved. The distribution of work in the Salem Central Jail which is suggested in paragraph 215 seems suitable, and its chief industry will be in future the weaving of cloth for warders' uniforms, the manufacture of this material at Madura being abandoned; the Government doubts, however, whether it is advisable to put a stop at present to the weaving of warders' uniforms at Rajahmundry, as the expense of sending the cloth thither from Salem would be considerable. The proposal to make the manufacture of tents the staple industry of Trichinopoly Central Jail is approved, and the Military Departments will be asked to lend the services of an experienced Conductor from the Ordnance Department who understands tent-making, in order that the industry may be started on lines which will enable it eventually to meet the requirements of the army. The proposal to abolish the manufacture of carpets at Rajahmundry is approved, but so long as a market can be found, the industry should be maintained at Vellore, care being taken to maintain the quality. The weaving of clothing for warders will for the present be continued at Rajahmundry, otherwise Mr. Cardew's suggestions in regard to this jail are approved. The Government concurs with the views expressed in paragraphs 219 and 220. As regards Cannanore, the Government accepts the proposal that coir should be the staple industry in future. It might also be advisable to take in hand the manufacture of pan-tiles—a simple industry for which the West Coast offers peculiar facilities. The other proposals in respect of Cannanore are approved. The course suggested as regards the Mangalore District Jail in paragraph 225 should be adopted. The views expressed in paragraph 227 have also the approval of Government, and generally it may be said that Mr. Cardew's proposals in respect of manufactures seem suitable; it is not desirable, or indeed possible, to pass definite orders on his suggestions, but they will be commended to the Inspector-General with the foregoing remarks. Rules upon the subject of the purchase of raw materials should be inserted as proposed in the revised Jail Code; the views expressed on this matter in paragraph 229 appear sound. The attention of the Inspector-General will be drawn to paragraph 230, in which the necessity of additional workshops is pointed out. In future, the annual report on the administration of jails will contain particulars of the number and value of articles manufactured for use in those institutions.

30. *Paragraphs 233-242.*—The draft rules proposed in paragraphs 235-238 are approved tentatively, but the question of mark remission will doubtless be dealt with by the Government of India when passing final orders on the Committee's report. The proposals in paragraph 239 are approved, but the Government cannot concur with the views expressed in paragraph 240. It is right in the interest of other convicts that habitual offenders should be segregated, but apart from this there appears no reason why they should be debarred from indulgences and incentives to good conduct. Such convicts have already been treated exceptionally by the courts, and it is adding to their sentences to refuse them the benefits attaching to good behaviour. The Government would not, therefore, debar habitual convicts from the post of convict officer, when they are otherwise particularly fitted for the appointment. As regards the grant of special marks to convicts who are fit for promotion to the post of convict officer but who are for any reason debarred from such promotion, the Government is of opinion that the rule existing prior to the issue of G.O., dated 6th July 1888, No. 1450, Judicial, should be restored, and the Government of India will accordingly be moved to allow the grant of marks in such cases. The Government does not consider it desirable to cancel Jail Code Rule No. 448; the rule applies only to European soldiers sentenced to imprisonment, and the number of these is very small; it is also questionable whether the grant of remission under the ordinary rules would be legal in face of the Army Act, 1881, which contains no provision under which such could be accorded; finally, when the question was discussed in 1875, the Commander-in-Chief objected to the extension of the system to European soldiers under sentence of imprisonment. It appears, moreover, from a letter from the Inspector-General of Jails read in G.O., dated 26th June 1891, No. 1276, Judicial, that at present the marks are calculated in the usual way, and when remission would

be done under the ordinary rules, the fact is reported to the Commander-in-Chief, who releases the prisoner or not, as he sees fit. There is, therefore, no necessity for any change.

31. *Paragraphs 243-251.*—The Government agrees with the remarks appearing in paragraph 246; the necessary rule should be inserted in the Jail Code to the effect that another prisoner, a warder or jail clerk, should write the grounds of appeal for any illiterate prisoner desirous of appealing to a superior court against his sentence. As regards the further question of the right to petition Government for a remission or commutation of sentence, the Government considers that the decision arrived at by the Government of India, to the effect that no limitation of the right of appeal to Government inherent in every prisoner can be countenanced, must be maintained, and with this object it will apparently be necessary that the Court of original jurisdiction should give a second copy of the judgment free of charge when it is applied for by a convict. Before, however, passing final orders on this subject, the Government desires to be favoured with the views of the Honorable the Judges of the High Court on the matter. The Government concurs in the views contained in paragraph 251.

32. *Paragraphs 252-256.*—As regards the subjects dealt with in these chapters, the Government considers that the existing rules are satisfactory and that no changes should be made.

There remains for consideration Mr. Cardew's report, dated the 25th July 1891, which deals with the subject of registers and forms for use in jails. On this subject His Excellency in Council accepts Mr. Cardew's proposals which are supported by the Inspector-General in their entirety.

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Inspector-General of Jails.

- „ A. G. Cardew, Esq., C.S.
- „ the Financial Department.
- „ the Surgeon-General with the Government of Madras.
- „ the District Magistrate, Kistna, with reference to paragraph 3.
- „ the Public Works Department, with reference to paragraph 4.
- „ the Public Department, with reference to paragraph 7.
- „ the Educational Department, with reference to paragraph 10.
- „ the Honorable Mr. J. F. Price, C.S., with reference to paragraph 26.
- „ the Military Department, with reference to paragraph 29.
- „ the Revenue Department, with reference to paragraph 29.
- „ the Superintendent, Government Press, with reference to paragraph 29.
- „ the Honorable the Chief Justice, with C.L., with reference to paragraph 31.

