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REPORT

OF

THE COMMITTEE

APPOINTED UNDER THE ORDERS OF

THE GOVERNOR GENERAL IN COUNCIL

TO ENQUIRE INTO CERTAIN MATTERS CONNECTED WITH

JAIL ADMINISTRATION IN INDIA.

WITH APPENDICES.

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REPORT
OF
THE COMMISSION OF 1889
ON
JAIL MANAGEMENT IN INDIA.

CHAPTER I.

INTRODUCTORY.

On the 9th October 1888, His Excellency the Governor General in Council was pleased to record the following Resolution on the Administration of Jails in British India :—

*Extract from the Proceedings of the Government of India in the Home Department (Jails)
under date Simla, the 9th October 1888.*

Read again—

Home Department Resolution No. 326, dated the 5th September 1888, reviewing the Provincial Jail Reports for the year 1887.

RESOLUTION.—The administration of jails with respect to economy, sanitation and discipline has for many years received the careful attention of the Governor General in Council. Three Commissions (in 1834, 1864 and 1877) have, under the orders of the Government of India, considered and reported upon the general principles which ought to be observed in the management of Indian jails. There is on the part of the Governor General in Council no wish to reconsider the principles so laid down, but an examination of the statistics of jails in the different provinces and even of prisons in the same province shows that great diversity of practice exists in carrying the principles into effect. The Governor General in Council is not to be understood as advocating absolute uniformity of administration in all provinces in connection with jail administration. He admits that local circumstances must always give rise to divergencies of practice, but an examination of the provincial reports for some years satisfies him that the divergencies in regard to the cost of maintaining prisoners, in regard to their sanitary condition and in regard to discipline, points to the existence of defects which it is desirable to remove. There being no longer any doubt regarding principle, and the question being one of practice, it appears to His Excellency in Council that improvement can best be effected by means of a careful and thorough examination by experts on the spot into the causes which operate in certain provinces and certain jails to produce, for example, a variation in the death-rate ranging from 11 to 72 per mille of average strength, a variation in the cost of maintenance of prisoners per head ranging from R44-11-7 to R91-2-10, and a variation in the ratios per cent. of punishment for offences against jail discipline ranging from 33 to 328.

2. With this object in view His Excellency in Council has resolved to depute Dr. W. Walker, Officiating Surgeon-General and Sanitary Commissioner with the Government of India, and Surgeon-Major A. S. Lethbridge, Inspector General of Jails, Bengal, to inspect and report upon the matters now referred to, and further specified below, in connexion with the jails in the Madras and Bombay Presidencies, Bengal, the North-Western Provinces and Oudh, and the Punjab. The jails in the Central Provinces have been so recently officially examined that a further inspection of them seems unnecessary, while in regard to Burma, Assam and the minor administrations the enquiry may, for the present at all events, be postponed. After ascertaining the wishes of the various Local Governments, in connexion with the subject of the enquiry, and consulting with the several local Inspectors General of Jails, Dr. Walker and Dr. Lethbridge should report finally to the Government of India the results of their investigations and deliberations by 30th April 1889.

The Governor General in Council does not desire to limit unnecessarily the scope of the enquiry or to bind the officers deputed to make it down to any particular procedure, but he suggests as a possible way of arriving at the facts that Drs. Walker and Lethbridge should first visit those jails which shew the worst results in regard to health of the inmates, economy of management, or discipline, and should subsequently check the results of their inspection by the examination of a few jails in which opposite results have been secured. Broadly speaking, the enquiries should be directed to eliciting full information on the following matters, namely:—

- (1) jail discipline and the registration of punishments, with particular reference to the point whether the execution of sentences has grown less rigorous and deterrent than it was in former years;
- (2) economy of management, including the system of purchasing rations and the dieting of prisoners with reference to the ordinary food persons of their class usually consume;
- (3) sanitation and water-supply; and
- (4) the financial aspects of the employment of convicts in jails, jail labour and the allotment of task-work.

In obedience to the above instructions the members of the Commission thus nominated met, on the 3rd November 1888, at Amballa, and having already placed themselves in communication with the Government of the Punjab and with the local Inspector General of Prisons, commenced their inspections by a minute examination of the condition and general management of the Amballa Jail.

As an indication of the course pursued in anticipation of our investigations in each Province and Presidency, we place on record here copy of a communication made to the Chief Secretary of each Local Government concerned; and we may add that everywhere the utmost facilities were at once given to enable us thoroughly to master the details of management in each individual jail, and that we met on all hands with continuous assistance in our investigations.

Copy of a communication from Deputy Surgeon-General W. Walker, M.D., on special duty with the Government of India, to the Chief Secretary to the Government of the Punjab, Lahore.

"With reference to the second paragraph of Home Department (Jails) Resolution No. 458-64, dated 9th October 1888, a copy of which has been forwarded to your address, I take an early opportunity of requesting the favour of your informing His Honour the Lieutenant-Governor that I purpose, when joined by Surgeon-Major Lethbridge at Amballa, commencing our examination of certain of the Punjab jails early in November.

"Subject to the wishes of Sir James Lyall, our investigations will be primarily directed upon those jails in which the health of the prisoners has been bad or indifferent during a long series of years, and while investigating thoroughly the sanitary conditions under which the prisoners have been living, we shall at the same time enquire into the practical enforcement of discipline through classification, task-work, the mark system, separate confinement, cognizance and punishment of offences and the general order and control of the associated convicts.

"Other subjects of enquiry will be: the relations of the external and internal guard and their efficiency and proportionate strength:

"the results of the inspections of the jail official visitors:

"the arrangements for the purchase, storing, preparatory issue and cooking of food-grains: the condition and management of the gardens, and the supply of vegetables and antiscorbutics:

"the clothing, bedding and berthing of the prisoners:

"the hospital arrangements with the responsibilities of establishment and their duties as regards sick prisoners:

"the classification and treatment of prisoners not sick but unfit for labour:

"the condition and system of records of health of individual prisoners:

"the general financial economy of the jail as evidenced by the methods of purchasing, storing and checking the issues of all kinds of raw materials used in the prison:

"the system of calculating the value of jail labour:

"the check exercised over contingent expenditure.

"As a collateral enquiry we purpose to investigate generally the conditions under which female and under-trial prisoners are maintained and their wants provided for both at headquarters and at lock-ups in camp or in subsidiary stations; the system of their transfer and its conditions; the sick rate among under-trial prisoners and the results of the existing provisions for their medical inspection and treatment.

"We propose to check the results of our examination into the conditions and management of jails whose persistent bad health or absence of economy or defects of discipline may demand notice, by examining with the same detail a few of the jails in the province conspicuous for opposite results: and having carried our inspections and enquiries as far as may be called for, we propose to take an opportunity of a conference with the Provincial Inspector General of Jails, and to go over with him the results of our investigations, discussing with him any points which may seem to suggest alteration in the interests of good management and economy.

"I shall, therefore, feel obliged if you will obtain an early expression of His Honour the Lieutenant-Governor's wishes as to any modification of or addition to the plan which I have roughly sketched out as likely to fulfil the intentions of the Government of India."

The inspections which commenced on the 3rd November 1888 with the examination of the Amballa Jail were concluded on the 30th March 1889 at Delhi. Our reports contained in Appendix A will be found to cover the examination in detail of the jails mentioned below in each Province and Presidency. The details thus brought together will be referred to frequently in justification of the conclusions which we have formed as to the basis on which the many important questions of jail management in India must rest. These reports will also serve to illustrate the direction in which the system of management of each province fails to come up to the standard which, from a wide view of the whole subject, we have concluded to be the most efficient. In this place we briefly indicate the jails visited and reported upon.

PUNJAB.

- | | |
|---------------------------|------------------------------------|
| (1) Amballa Jail. | (8) Jhelum Jail. |
| (2) Jullundhur Jail. | (9) Rawalpindi Jail. |
| (3) Amritsar Jail. | (10) Peshawar Jail. |
| (4) Lahore Central Jail. | (11) Chenawan (Public Works) Jail. |
| (5) Lahore District Jail. | (12) Montgomery Jail. |
| (6) Lahore Female Jail. | (13) Mooltan Jail. |
| (7) Lahore Hawalat. | (14) Delhi Jail. |

SIND AND BOMBAY.

- | | |
|-------------------------|-----------------------------------|
| (1) Shikarpur Jail. | (7) Bombay House of Correction. |
| (2) Hyderabad Jail. | (8) Tanna Jail. |
| (3) Karachi Jail. | (9) Yerrawda Central Jail. |
| (4) Ahmadabad Jail. | (10) Bijapur Jail and P. W. Gang. |
| (5) Surat Jail. | (11) Dharwar Jail. |
| (6) Bombay Common Jail. | |

MADRAS.

- | | |
|--|---|
| (1) Bellary. | (11 & 12) Trichinopoly (Central and District Jail). |
| (2 & 3) Vellore Central and District Jail. | (13) Tanjore Jail. |
| (4 & 5) Salem (Central and District). | (14) Cuddalore Jail. |
| (6 & 7) Coimbatore (Central and District). | (15) Chingleput Reformatory. |
| (8) Ootacamund (European Jail). | (16) Madras Penitentiary. |
| (9) Calicut Jail. | |
| (10) Cannanore Central Jail. | |

BENGAL.

- | | |
|---------------------------|------------------------------|
| (1) Alipore Central Jail. | (9) Rajshaye Central Jail. |
| (2) Ditto Reformatory. | (10) Berhampore Jail. |
| (3) Presidency Jail. | (11) Bhagalpur Central Jail. |
| (4) Hooghly " | (12) Mozufferpore Jail. |
| (5) Burdwan " | (13) Motihari Jail. |
| (6) Rungpore " | (14) Patna Jail. |
| (7) Dinagepore " | (15) Arrah " |
| (8) Jalpaiguri " | (16) Buxar Central Jail. |

NORTH-WESTERN PROVINCES AND OUDH.

- | | |
|------------------------------|-----------------------------|
| (1) Benares Central Jail. | (5) Cawnpore Jail. |
| (2) Ditto District " | (9) Lucknow Central Jail. |
| (3) Mirzapur Jail. | (10) Ditto District " |
| (4) Ditto Hawalat. | (11) Ditto Hawalat. |
| (5) Allahabad District Jail. | (12) Bareilly Central Jail. |
| (6) Naini Central Jail. | (13) Ditto District " |
| (7) Allahabad Hawalat. | (14) Aligarh District " |

In addition to the information obtained during our inspections, we were aided much in our enquiries by opportunities of personal intercourse with the local Inspectors General of Jails, and were able to discuss and secure agreement to numerous matters of importance in jail management in which it was acknowledged on all hands that uniformity is possible and most desirable. With the Inspector General of Jails in the Punjab, Brigade-Surgeon R. Gray, we had constant communication during our stay at Lahore and again at Montgomery and Mooltan, after concluding our inspections of the jails of the extreme north-west of India. With Mr. Filgate, the Inspector General of Jails, Bombay, we had some days' conference at Bombay and again at Poona, where we had the benefit of his presence at our inspection of the Yerrowda Central Jail. With Colonel Porteus, the Inspector General of the Madras Jails, we had also satisfactory conferences in Madras itself, and he was present at our inspection of the Madras Penitentiary: while Colonel H. M. Stanley Clarke, the Inspector General of the North-Western Provinces and Oudh, met us at Lucknow and discussed fully all matters which we had to lay before him as concerning the management of his jails. To all these officers we are much indebted, not only for the great help given to us in our enquiries, but also for the courteous, patient and open-minded reception of suggestions which in many cases involve radical alterations of practices which have become at least time-honored in their own systems of prison management.

CHAPTER II.

CLASSIFICATION OF JAILS.

The common classification of jails which we found maintained in all provinces, with slight differences in detail, is—

- (1) Central Prisons (1st class).
Ditto (2nd class).
- (2) District Jails (1st, 2nd, 3rd and 4th classes).
- (3) Subsidiary Jails.

2. The two classes of central prisons are sharply defined as those capable of containing one thousand or more prisoners and those capable of containing fewer than one thousand prisoners.

Central jails.

3. The classification of district jails is also an arbitrary one, resting sometimes upon the average number of prisoners confined in the jail during a series of years, sometimes upon the capacity of the jail. These classifications have no meaning in themselves beyond being a rough method of appraising the allowances to be granted to the establishments attached to each class of jail.

District jails.

4. Subsidiary jails are places of confinement for convicted and under-trial prisoners situated at the headquarters of subdivisions of districts.

Subsidiary jails.

5. In the Prison Codes of Madras, Bengal and the North-Western Provinces and Oudh, we found definitions of the length of terms of the prisoners intended to be confined in central prisons: in the Codes of Bombay and of the Punjab there is no such definition. But we found a common agreement among the officials of every province that it is necessary to limit strictly the use of district and subsidiary jails to short-term convicts, and that accommodation should be found in central prisons for all long-term prisoners.

6. Considering the backwardness of some provinces in the provision of central jail accommodation, we feel the necessity for recommending the construction of central jails, only in so far as experience has shown that convict discipline demands their introduction: we therefore recommend, as a uniform standard to be worked up to by all administrations, that all prisoners sentenced to rigorous imprisonment for periods of one year and upwards, and all prisoners sentenced to transportation, shall be confined in central jails. Also that prisoners sentenced to rigorous imprisonment for any period less than 12 months may, subject to the orders and authority of the Inspector General of Jails, be confined in central jails.

Standard to be worked up to.

7. A reference to the statistics of the past ten years (1878-87) will show at a glance how far in each province it is possible at once to carry out the above ruling. Statement No. 3

Present conditions.

of the Appendix to the Annual Administration Reports gives the number of convicts in jail on the last day of each year grouped according to sentence,

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while statement A gives the jail accommodation in each province in central and district jails on the latest date available:—

PROVINCE	MEAN AVERAGE NUMBER OF PRISONERS CONFINED IN ALL JAILS ON THE LAST DAY OF THE YEAR 1878-87		ACCOMMODATION AT PRESENT AVAILABLE IN	
	Exceeding one year and sentenced to transportation	Not exceeding one year	Central Jails.	District Jails.
Madras	5,416	3,043	7,332	4,316
Bombay	5,010	3,282	1,640	6,964
Bengal	8,468	6,396	8,837	12,087
North-Western Provinces and Oudh	13,388	8,757	13,339	14,089
Punjab	6,834	4,841	2,400	11,837

8. It will be noticed that, whereas we have recommended that all prisoners having sentences of one year and over should be confined in central jails, the table above given shows one-year prisoners among those who, having short terms, are likely to be confined in district jails. This was unavoidable, as the jail returns do not give the exact information required for our purpose.

9. While, therefore, the Madras Presidency, the Provinces of Lower Bengal and of the North-Western Provinces and Oudh will have little difficulty in carrying out the accumulation of convicts sentenced to terms above one year in central jails, the Bombay Presidency and the Punjab Administration have very much to do before their central prison accommodation will admit of such prisoners being subjected to a strict penal discipline.

10. District jails should ordinarily contain all prisoners sentenced to imprisonment for periods not exceeding one year, all civil prisoners and all under-trial prisoners at the headquarters of each district. In some provinces where there has been a large reduction in the jail population, some of the 2nd class district jails have been reduced to the status of intermediate or 3rd class district jails.

11. Subsidiary jails where they are *considered to be absolutely necessary* for the convenience of the civil administration should contain all under-trial prisoners, and all persons sentenced to imprisonment for not more than fifteen days at the headquarters of subdivisions of districts.

12. These institutions must, like the other classes of jails, be under the direct management of the Jail Department. The Superintendent should communicate direct with the head of the department, and all head warders and warders employed in subsidiary jails should be members of the district jail establishment and liable to frequent transfers to headquarters.

13. We have found, in the course of our tour, subsidiary jails located at the headquarters of districts (see Appendix A, page cvii, paragraph 3, and page cxv, paragraph 6) where there was a district jail convenient for the reception of all prisoners, and we have found subsidiary jails located within easy distance by railway of the headquarters district jail. We are of opinion that very strong reasons indeed are required to justify this multiplication of places of confinement which can be supervised only in the most imperfect and unsatisfactory manner and in which the maintenance of prisoners is always so much more expensive than in district jails.

14. With respect to hajats, hawalats or lock-ups,—that is, places intended for the confinement of prisoners pending trial or preliminary investigation before the magistracy,—

Hawalats or hajats. we have recorded the strongest proofs of the desirability of having all such institutions (at the headquarters of districts or subdivisions of districts) located inside the district jails. The treatment to which we found under-trial prisoners, male and female, subjected in these separate hawalats was such as convicted criminals could not be subjected to in a district jail. Their position in the eye of the law, as men and women under trial, demands every consideration being shown to them consistent with their safe custody: instead of which we found their treatment and surroundings far more rigorous and far more unhealthy than those to which the convicts were subjected in the same locality. These conditions lie on the surface: while there are other reasons connected with the position of an under-trial prisoner in the immediate power of the police, which emphasize the extreme desirability of having all headquarters hawalats at least placed inside the district jail, under the control of its Superintendent. When the distance between the jail and the court is unusually great, escort work will be facilitated by employing a prison van for taking prisoners to courts.

15. Connected with the subject of the provision of jail accommodation in each province the subjoined figures may be read, which show, from the Examiner's books, the average annual amount which has been expended by each Government on public works connected with its jails since the recommendations of the Jail Conference of 1864 were made.

Average Annual Expenditure on Jail Public Works by each Administration during the years 1865-66 to 1887-88.

Provinces.	Annual average amount spent on major works in permanent jails.	Annual average amount spent on major works in temporary jails.	Annual average amount spent on minor works.	Annual average amount spent on repairs.
	R	R	R	R
North-Western Provinces and Oudh	2,33,335	...	26,199	30,720
Bengal	2,10,971	...	24,912	47,545
Madras	1,36,956	...	4,556	15,393
Bombay	81,422	...	5,598	17,643
Punjab	70,543	10,591	13,378	Lumped with civil buildings.

CHAPTER III.

JAIL CONSTRUCTION.

It might be anticipated that at this date the general principles on which a jail should be built in India would be thoroughly understood, and that little remains to be said. But

General principles.

our inspections have proved that in almost every province these principles are more or less misunderstood and misapplied, and that in many cases, while the jail codes fully admit the soundness of the conclusions arrived at, no attempt has ever been made to enforce them in the case of old jails, constructed at a time when the conditions necessary for healthy life in a body of prisoners had not been formulated. We therefore think it necessary here to repeat the principles which experience has proved to be sound guides in the construction and arrangements of Indian jail buildings.

2. The site selected for a jail should be the best to be obtained in the

Sites.

locality, free from objectionable surroundings, in the shape of native buildings, collections of water, swamps, &c. Again and again we have seen a site selected for a jail simply because it was an open unoccupied piece of ground on which no native had ever attempted to live, which could not be cultivated on account of the presence of reh in the soil, or the presence of rock, and therefore could be taken up without payment of compensation (see Appendix A, page x, paragraph 3).

3. The results which follow from imperfect drainage, bad water-supply, scarcity of vegetables in the jail diet and general absence of economy in maintenance, far more than counterbalance the money saved by avoiding a compensation grant, and the good effects of the very best buildings. If a site can be selected not far from a large river, it will have an additional recommendation from the facility with which the water-supply can be temporarily changed during the occurrence of sickness. Errors of selection committed in former years cannot now be remedied, unless by the abandonment of the jails. But in the case of every existing jail Government can order a careful and

Surface drainage.

complete contour survey, from which the surface level of every yard and enclosure can be determined and measures taken to make the surface drainage complete by means of open saucer masonry drains. As a rule, this matter has been attended to, but there are many exceptions where rain water lies in the jail enclosures and yards until it dries up in the sun, leaving a green scum of *confervæ* on the reeking surface.

4. Next to the surface drainage of the site, which must have its outfall carried by masonry channels at least one hundred yards beyond the outer enclosure wall, the most

Subsoil water-level.

important question to be considered is the height of the subsoil water-level, and the rapidity and extent to which it is influenced by the rainfall. If the subsoil water-level on any jail site never, in the dry months, falls below eight or ten feet from the surface, and if when the seasonal rain falls (in spite of perfect surface drainage) it rises rapidly to within a few feet of the ground-level, that site must be regarded as unhealthy and special measures must be taken

to alter the jail buildings and assimilate them to the dwellings of natives living in terai or swampy areas.

5. These measures are adding an upper storey to existing buildings, using the ground floor for workshops, or rebuilding the barracks on open masonry arches or on masonry supports so that a free current of air may pass under the flooring and the prisoners be preserved from sleeping on damp, cold ground.

6. The wards and cells of a jail may be placed in echelon or radiating from a centre: the chief point for consideration being to avoid obstructing through ventilation by contiguous buildings or high divisional and surrounding walls.

Arrangement of buildings.

7. The specification on which wards are built may be left to the engineers of each province, with the proviso that every ward should have, even in the driest and healthiest localities, a well-raised plinth of at least $1\frac{1}{2}$ feet above ground level, and should have its flooring made as far as possible damp-proof, and raised at least 12 inches above the ground level outside. Even in the latest-built barracks (see Appendix A, page cxx, paragraph 2) we saw that these necessary precautions have been ignored.

Specification and precautions.

8. The most suitable width for a ward for native prisoners in association is 18 feet. Such a ward in a healthy locality will accommodate twenty men in every 40 feet of its

Associated wards.

length, ten on each side of the ward, thus giving 36 square feet of superficial area to each man: and in an unhealthy locality or in a jail into which unhealthy malaria-stricken prisoners are received, it would accommodate fourteen men at the liberal allowance of 50 square feet of superficial area.

9. The height of the walls must in no case be less than 15 feet from floor-level to the wall plates, or spring of the arch: this will give each prisoner in a healthy locality 540 cubic feet of capacity, and in an unhealthy locality 750 cubic feet, independent of any calculation of the

Standard of accommodation.

capacity included in the well of a pent or dome roof. It must at the same time be clearly understood that the two calculations of capacity by superficial area and by cubic capacity are not equally open to acceptance as the standard of accommodation. The capacity of a ward must be fixed by a calculation based on that standard which permits the fewest number of prisoners to be locked up in the ward. Our inspections proved that the contrary procedure was frequently followed (see Appendix A, page xlv, paragraph 32).

10. Direct perfilation of air through the building must be secured by large grated openings on both sides and at each end.

Ventilation.

Roof ventilation in a lofty ward is of less importance under the conditions of an open building in a climate where the temperature outside and inside the building is so nearly balanced.

11. We are thoroughly convinced of the necessity for providing the amplest lateral ventilation during the hot months of the year in every jail ward. We are of opinion that ten square feet of ventilation area should be allowed for each prisoner in association as a minimum, and we are of opinion that this amount is not more than enough to secure a free change of pure air in hot still nights.

12. The berths provided for the prisoners should occupy the interspaces between the windows on both sides of the ward, and the number of berths in each interspace should never

Position of berths.

10

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exceed three. No berths should under any circumstances be ranged down the middle of a ward in addition to the two side rows (see Appendix A, page ccv, paragraph 4).

13. But while we insist on free lateral ventilation as a condition without which the good health of prisoners in associated wards cannot be maintained at high temperatures, we are equally convinced of the necessity for regulating this ventilation according to latitude and other circumstances of locality, when the temperature falls. There is no doubt that weakly prisoners and even strong men suffer during cold weather from neglect to moderate the ventilation designed for opposite conditions of climate.

14. Therefore we recommend that every barrack opening should be supplied with wooden shutters, opening by upper and lower halves, or with venetians. Nothing could be better devised than the appliances of this sort which we saw in the Madras jails (Appendix A, pages lxxxvii to cxxxvii *passim*) under circumstances of climate which do not demand the same amount of care in this direction as is forced on jail sanitarians by the climate of Northern India. Should the expense of shutters be considered prohibitive, the same end may be secured by building up every lateral opening for two-thirds or three-fourths of its height with sun-dried bricks set in mud, beginning the closure of the openings as the cold sets in, and adding gradually to the height until the coldest weather has passed, when the obstruction to ventilation should be again gradually removed as the hot season advances. This work is quite within the capacity of any prisoners to accomplish for themselves and costs nothing but a little forethought and intelligence.

15. The objection that the barrack cannot be thoroughly aired during the day under these conditions is not without force, but we must compromise and choose the least of two evils. Finally, we recommend strongly that a verandah be allowed on one side of each barrack for prisoners in association. This is required to enable them to eat their food under cover during the rains or in the hot months, and to parade in on all occasions of inspection or during the Sunday's rest.

16. Every ward should be provided with berths to the exact number justified by the calculation of the ward's capacity on the principles explained in paragraph 9. These are requisite not only because of their good effects on the health of the prisoners by separating them from damp floors and by raising them above the lower impure stratum of air, but because of the aid they afford in controlling the men at night and in preventing immorality. The berth should be made of sun-dried bricks set in mud and should be raised above the floor of the ward at least 1' 7" to 1' 10". A plan is given in Appendix B in which the berth is supported on an arch of brick; but the berths may be made of solid blocks of kutchra masonry, should that simpler form be preferred.

17. The practice of having the berths raised only three inches above the ground (see Appendix A, page cxli, paragraph 6) or of having a continuous bench elevated two or three inches above the central passage in the ward (see Appendix A, page ccx, paragraph 2) does not commend itself, because the prisoners are not raised out of the low belt of exhausted air in the ward, and in addition cannot be kept so completely apart from each other.

18. A jail hospital may be of the same dimensions as an associated ward, but the sick should be allowed each a cubical capacity of 900 feet. The building should be surrounded by a verandah in which the sick and convalescents can have change of air: where the climate requires it, the hospital should have fire-places or stoves; and a portion of its accommodation should consist of small secluded rooms for the treatment of serious cases. Iron cots of a plain strong pattern should be supplied for the use of the sick in all jail hospitals.

19. Two points remain which are deserving of notice connected with all grated iron doors of wards or cells: first, the lock should be so arranged at a distance from the grating that the prisoner cannot reach it from the inside; and second, in the event of the patrol being called upon, on the plea of sickness, to open a barrack door at night, he should have at his command a piece of chain which he can apply to the grated door so as to permit its being opened wide enough for the passage of the sick prisoner, without inviting or rendering practicable a rush of men from the ward.

20. All cells should have a superficial area of not less than 75 square feet with a cubical capacity of 1,000 feet: and in localities where the temperature stands high continuously for long periods, the area and capacity of a cell should be respectively 100 superficial feet and 1,500 cubic feet. One side of each cell should have a grated opening, either door or window, of not less surface area than 15 square feet.

21. If a cell is to be used for *separate* confinement only, the grated opening may be its door of entrance, and ventilation may be further provided by a clerestory window under the wall plate of the roof of the back wall. But if a cell is designed for *solitary* confinement, the grated door or window must open on a yard or other secluded enclosure.

22. The enclosing walls of cell yards should not be higher than eight feet, so as to admit sunlight and air to purify and dry the ground. It is not justifiable to occupy as an associated ward any building erected on the plan of a cell, even although its cubic capacity may seem to sanction the confinement of more than one individual. The evil results of this proceeding are illustrated in Appendix A, page xlviii, paragraph 15; page lxvi, paragraph 5. Cells placed back to back without open grated doors or through ventilation in the rear wall should never have been built, and cannot be occupied without danger. (Appendix A, page lxvi, paragraph 5; page cxcvi, paragraph 11.)

23. As in the associated wards, so in each cell there should be a well-raised mud berth for the prisoner to sleep on.

24. Covered latrines adapted to the dry-earth system, with mud partitions dividing the seats, should be provided in each separate enclosure of a jail.

25. While no water should be allowed to enter a latrine, each latrine should have alongside of it an arrangement of a small tank and platform or a couple of large earthenware vessels at which the prisoners may wash themselves.

26. Jail store-rooms should be roomy and well-ventilated, built of lime masonry floored with brick on edge and supplied with good racks. The prison clothing store should have a

small verandah under which the convict tailors should carry out the repairs of the clothing returned into store.

27. It is subversive of all economy in administration to have every kind of stock, jail property, prisoners' property, prisoners' clothing, raw materials and grain huddled together in one or two common store-rooms. However small the store-rooms may be, it should be the rule to have a special place for everything and everything in its place; and no untidiness or neglect of order and system should be tolerated.

28. Store-rooms should not be scattered all over the jail enclosure, but should be kept together in one place. The best arrangement is to have the store-rooms forming three sides of a quadrangle, of which the fourth side is formed by a low wall and railing through which admission should be had to the enclosure.

29. A jail enclosure should have only one entrance which should be jealously guarded. The best form of gateway is that obtained by closing both ends of an archway passing through a building planned to contain the jail offices and occupying the centre front of the jail. The outer end of the arched passage should be closed by a strong iron grated door with a wicket cut in it, the inner end of the passage should be closed by a wooden batten door, with a look-out hole in it and a suitable wicket; and both doors being under the control of one turnkey, the strictest orders should maintain one gate always closed. The turnkey should keep a continuous record or diary of every transaction that occurs at his post. For details of the double-gate system see Chapter VI, paragraph 72.

30. The offices opening under the archway it is possible to check the entrance and exit of all subordinate officials; and in this protected enclosure the examination of all prisoners can be conducted with safety.

31. We consider it a necessity of safety, classification and discipline to have a double wall round every jail. The outer wall being that on which the security and seclusion of the jail chiefly depends should be made on a good plan of good materials and not less than fifteen feet in height. The inner wall which need not be more than eight or ten feet in height while adding slightly to the security of the jail lends itself to the necessities of classification, so far as it can be carried out, among associated prisoners, and helps the carrying out of discipline. This wall may be built on a cheaper specification and of less durable materials than the outer wall.

32. We cannot consider any jail efficient which, apart from its cell accommodation, does not provide in its buildings the means of isolating in association the following classes of prisoners:—

- (a) Ordinary and Sessions } under-trial prisoners.
 (b) Sessions }
 (c) Female prisoners.
 (d) Civil prisoners.
 (e) Class A or ordinary convicted prisoners.
 (f) Class B or habituals.
 (g) Sick prisoners.
 (h) Juvenile prisoners.

33. The segregation of these different classes must be secured in existing jails by different expedients, but the following conditions should be fulfilled.

34. Under-trial prisoners should, if possible, be passed into their enclosure without entering the general enclosure of the jail: their ward should be situated in a yard into which they may move during the day for air and exercise, but at the same time it should be isolated from communication with the convicts and their attendants. No greater restrictions should be placed upon under-trial prisoners than are absolutely required for their safe custody. Similar remarks apply to the buildings occupied by the female prisoners, and they should in addition have a small workshop in the same enclosure.

35. Ordinary convicts (not habituals) may or may not be separated into classes according as the construction of the jail lends itself to its convenient subdivision, but we consider it extremely unsafe to bring very large bodies of men together at meal times, bathing parades, &c. (see Appendix A, page i, paragraph 4), and we think that for all general parade purposes not more than 200 men should ever be congregated in one enclosure. This will involve the subdivision of the general jail accommodation in most cases.

36. We entirely concur in the view expressed by all jail officers, that it is worse than useless to prescribe any minute classification or subdivision of prisoners which cannot be given effect to either in the wards or in the workshops. It is far better to concentrate attention and expenditure on the complete segregation and strict penal discipline of class B (habituals) than to attempt any minute subdivision of the rest of the prisoners by a classification which must rest on no basis more solid than the colour of a cap or a coat.

37. With regard to habitual criminals (class B) jail buildings should be arranged so as to admit of their complete isolation from the rest of the prisoners. This isolation should be thorough, at night, at their meals and at their work; and they should not be permitted to move out of the enclosure in which they are confined. Silence and rigid discipline and segregation from other prisoners are the only means of rendering imprisonment distasteful to the habitual. If in addition it be possible to devote a proportion of the cells of the jail for their separate confinement, it should be done.

38. Although we have expressed our views on the system which ought to be enforced among prisoners in association, we agree with the view that perfection of penal discipline and treatment can be maintained only in separate confinement.

39. The quarters for the jail establishment should be such as a man can live comfortably in, and if he wishes, it should be fit to accommodate his family. It is useless to expect good service from men who are discontented with their surroundings, and in the case of the inferior establishment it is difficult to secure their constant residence in their jail quarters unless their families live with them.

40. The quarters for the men actually on duty, either of the general or reserve warder guard, are best arranged as lean to buildings against the front wall of the jail on either side of the main gate.

41. Workshops for industrial labour are best placed in an enclosure quite separate from the main enclosure of the jail. No arrangement of worksheds in the same enclosures with the sleeping wards is entirely satisfactory, and wherever such an arrangement exists, allowance must be made for this condition in calculating the capacity of wards and the effects on health of a crowded site area. But wherever they are erected, they should invariably be enclosed with wire netting or light bamboo or wooden grating, and have a light door that can be locked. No discipline is possible where the workshops are open sheds, from which on the most trifling excuse men can wander out singly or in groups all over the enclosure. Urinals being provided in a corner of each workshed, the excuse of visiting the latrine should not be accepted except under extraordinary circumstances.

42. The ventilation and crowding of men in workshops must be as much matter of solicitude as in the sleeping wards (see Appendix A, page cxciv, paragraph 3).

43. All insanitary conditions connected with their work should be guarded against,—for example, men being allowed to sit on the bare damp ground for the whole day at some sedentary occupation; too many men being occupied together at any piece of work, such as carpet-making, flour-grinding, &c.; allowing the men to work in dark and damp rooms day after day and depriving them of all air and exercise in the pursuit of industrial work.

CHAPTER IV.

JAIL SITE AREAS.

The determination of the exact amount of ground area which should be covered by the wards, cells, and workshops of a jail is a complicated and difficult question. It is complicated by conditions of climate, and still more by the state of health in which prisoners of the locality are ordinarily received into jail. Consideration must also be given to the water-supply of the jail, for it is certain that where the water-supply is drawn from shallow wells obtaining their contents from the upper strata, the contamination of the subsoil by a crowded population becomes a very serious danger to the health of the jail.

We may say at once that the results of our enquiries have not placed it in our power to lay down a fixed minimum standard of square yards of site area to be allowed per prisoner; but we are of opinion that a safe minimum may, *in the present state of our knowledge*, perhaps, be defined to be 50 square yards per man.

We have become aware that the figures recorded in Statement A of the annual series require careful revision in every province. Column 18, which records the “superficial area per prisoner within enclosing walls,” has been drawn up on data which render the information perfectly valueless as an indication of site-crowding. The area available for the prisoners in a jail is taken to be the area included within the *outer enclosure wall*, although in most jails the prisoners receive no benefit from the space between the outer and inner walls, often indeed never pass out of the inner enclosure of the jail. We give here a few instances of the different aspect which the statement will assume, when the area is corrected to mean the area which is actually available for the great body of the convicts during their lives in jail, whether as area in wards and barrack yards, or in workshops and workshop yards.

JAILS OF NORTH-WESTERN PROVINCES AND OUDH.

JAILS.	Area recorded as available per prisoner in column 18 of Statement A.	Actual area available, excluding outer enclosures.
	sqr. yds.	sqr. yds.
Bareilly Central Prison	140	50
Agra ditto	82	61
Fatehgarh ditto	151	64
Allahabad ditto	112	63
Bareilly District Jail	161	41
Rai Bareilly ditto	169	55
Gorakhpur ditto	97	6
Benares ditto	77	37
Ghazipur ditto	179	35
Azamgarh ditto	42	4
Mainpuri ditto	234	235 out of 295 prisoners live on an area of 42 square yards per man.
		sqr. yds.
Bijnor ditto	63	4

JAILS OF THE PUNJAB.

JAILS.	Capacity recorded in Statement A, column 17, as available.	Area recorded as available per prisoner, column 18.	Actual capacity of jail.	Actual area available.
		sqr. yds.		sqr. yds.
Umballa	755	255	826	67
Dharmasala	200	106	150	81
Jullundhur	353	181	254	58 without workshops.
Mooltan	782	161	782	sqr. yds. 53
Lahore Central	1,791	89	1,525	42
Jhelum	387	126	334	54
Rawal Pindi	923	210	923	54 including workshops,
Kohat, &c. . . .	158	52	136	11 sqr. yds. without and 22 with workshop enclosure.

JAILS OF BENGAL.

JAILS.	Capacity recorded as available in column 17 of Statement A.	Area recorded as available in column 18 of Statement A.	Actual capacity of Jail.	Actual area available to the prisoners.
		sqr. yds.		sqr. yds.
Alipore Central Prison	1,740	56	1,740	41
Bhagulpore ditto	1,344	212	1,355	86
Rajshahye ditto	913	115	913	We found 712 prisoners living at night on an area of 24 sqr. yds. per man.
Burdwan District Jail	281	357	281	sqr. yds. 109
Hooghly ditto	847	198	466	78
Moorsshedabad	527	468	229	41
Chumparan ditto	356	161	356	43
Jalpaiguri ditto, &c. . . .	186	201	153	153 square yards,—that is, the whole jail area, there being no inner wall.

These three sets of figures indicate plainly that the statistics recorded in Statement A of the Appendix to Annual Reports must be carefully re-calculated in every province. There must also be a definite statement of the standard of capacity on which the accommodation of each jail is calculated, because we have found that the standard accepted in one province is not the same as in others; and that even different jails in the same province assume different standards of capacity. Also column No. 18, which at present is headed "Superficial area per prisoner within enclosing walls in square yards," must in future be described in one or in two divisions according as the plan of the jail confines the prisoners to the same enclosures during the day and night, or admits of the habitation area being evacuated during the day.

We would therefore propose the following alterations in Statement A of the Annual Returns,—

In column 2 under the name of each jail should be printed the standard of accommodation, thus:—

"Agra Central Prison accommodation calculated at" (36 square feet of superficial area and 648 cubic feet of capacity) "per prisoner in association," the exact figures forming the basis of the calculation of accommodation being given.

Also in column 18 the following alteration should be made:—

"Superficial area per prisoner in square yards in the enclosures (ward and workshop) to which the prisoners are ordinarily confined."

CHAPTER V.

JAIL HYGIENE.

STANDARD OF ACCOMMODATION.

The capacity of an Indian jail cannot be fixed by the same standard under all circumstances.

2. We believe as we have already stated in our remarks on construction that in a healthy locality, with a dry subsoil and a large and unconfined site area, a jail which receives prisoners from comparatively healthy tracts of country may be reckoned to accommodate with safety in its barracks prisoners on a calculation of 36 square feet of superficial area and 500 to 540 cubic feet of capacity per man. This limit should never be lessened. But when a jail is situated in an unhealthy locality, or has its buildings crowded on a confined site, or receives more than an ordinary number of weak-constituted malaria-stricken prisoners, the allowance per prisoner in the sleeping wards should not be less than 50 square feet of superficial area and 750 feet of cubic capacity per man.

3. It is not safe in our opinion to increase the capacity of a jail, even temporarily, by using workshops in which men work during the day as dormitories by night. Nor is it safe to obstruct ventilation and crowd the site area by pitching tents or erecting sheds in the inner jail enclosure. If a jail is called upon temporarily to receive more prisoners than its normal capacity fixed after full consideration of all its conditions, the excess should be accommodated in tents or sheds *outside the jail walls*, until they can be drafted away to more permanent buildings.

4. In jail barracks or hospitals, where the verandah of the building is included in its interior, the capacity should be calculated only on the area of the building itself *excluding the verandah space*. In some of the older jail buildings which we examined (see Appendix A, page clx, paragraph 6), the great width of the building has been a fertile cause of sickness and mortality. In the attempt to utilize the floor space on the ordinary calculations of capacity, the prisoners have been compelled to sleep in rows of from four to ten, the men in the middle of the wards being entirely deprived of fresh air. The evil results of this proceeding are exemplified in Appendix A, page xlvii, paragraphs 10 and 15.

5. In a jail hospital the accommodation should be calculated at a minimum rate of 54 square feet of superficial area and 900 cubic feet of capacity per patient, that mode of calculation being adopted which justifies the accommodation of the *smallest* number of prisoners.

VENTILATION.

6. The only efficient mode of ventilation in India is perfusion of air through a building. This has been explained fully in paragraph 10 on jail construction.

7. The complete evacuation and thorough ventilation of the sleeping wards during the day and the systematic airing and drying of the bedding of the prisoners in the sun must be made matter of daily routine.

Airing of wards and bedding.

CONSERVANCY.

8. The conservancy of every jail should be adapted to the dry-earth system.

Dry-earth latrines.

By this must be understood the provision of an ample supply of finely-sifted dry earth (not sand or rough gravel) (see Appendix A, page xcvi, paragraph 12; page cix, paragraph 11, &c.), but dry humus, which may be restored to the garden without injury to its fertility: that one or two shallow vessels containing dry earth be used in each seat: if one vessel only be used it should be adapted to collect the urine while the solid excreta may be received on the dry earth: that no lime masonry be used on the floors of the latrines, and no water be permitted inside them, and that no disinfecting powder be used to cover careless conservancy. The use of tar should be limited to the occasional coating of the vessels and receptacles. The provision of low sun-dried brick divisional walls in each latrine is a comfort to many prisoners and a concession to public decency which ought to be everywhere accorded.

9. Regular parades should give every prisoner an opportunity of visiting the latrine thrice a day. If this is done, irregular visits to the latrines during the day may be prohibited

Use.

and the use of a nightsoil pan in the sleeping ward may be restricted to cases of sickness. Every prisoner so using the nightsoil pan in a sleeping ward should be placed under observation in the morning, and either received into hospital for treatment or suitably punished for breach of rules.

10. Night urinals kept free from all smell by being glazed or occasionally well tarred, and one-third filled with clean water,

Night urinals.

should be provided in each sleeping ward on any system found suited to the habits of the people. Every workshop or enclosure in which prisoners are at work should also be provided with a urinal.

11. Every day latrine should be provided with the means of ablution (see Construction, paragraph 23).

Ablution.

12. We have said above that no MacDougall's powder or other disinfecting agent should, under ordinary conditions, be used in

Disinfectants.

a jail latrine or urinal; these so-called "disinfectants" are not necessary in the presence of a perfect conservancy, and their smell conceals the existence of defective conservancy arrangements. But, on the other hand, all excreta considered to be contagious, or regarding which there is the least doubt, should be treated with strong sulphuric acid or subjected to fire (see Appendix B, plan of an incinerator used in Bengal jails) and afterwards carried out to a distance from the jail and buried in a locality from whence there is no possibility of subsoil filtration into neighbouring wells or tanks.

13. The ordure or urine deposited in separate receptacles should be collected by the sweepers at a depôt in the outer enclosure

Disposal of nightsoil.

of the jail, and from thence twice a day should be transferred to the jail garden, and there deposited to the depth of three inches at the bottom of trenches one foot wide and one foot in depth running parallel to each other at intervals of eighteen inches. Deep trenches (Appendix A, page cxvii, paragraph 15) or pits should never be used to receive nightsoil. The process of manuring should be carried steadily over the whole garden. In six or eight months the ground so manured should be dug up and cultivated.

14. The floors and inside of the walls of all the barracks, cells, and hospitals

Clay-washing.

up to a height of four feet should be clay-washed once a week, unless during continuous heavy rain,

the rest of the walls and the roof being brushed down occasionally.

15. Once every month the whole inside walls and floors of every barrack and

Scraping walls.

cell should be carefully scraped and clay-washed.

16. During the night a light should be kept burning brightly in each ward,

Lights in wards.

so that the watchmen on duty may see that no prisoner leaves his berth. The light should be so

hung as to be out of reach of any one except the patrol on duty outside.

WATER-SUPPLY.

17. There is no subject which takes so prominent a place in the health of a jail as the provision of a pure water-supply. The

Water-supply.

chief source of supply of water for jails has hitherto

been wells excavated within the jail area. The risk of the pollution of this source of supply increases with the height of the subsoil water-level in the locality and with the number of prisoners kept on the site. Almost all jail wells are built so as to admit water from surface percolation through any part of their cylinders: they are also as a rule shallow. Under these conditions

Jail wells.

the water collected must be the filtrate from the catch-area immediately round the well, and, as a

consequence, must be at times very impure. We believe that this system of construction is answerable for and explains most of the sudden outbursts of bowel complaints which appear among prisoners shortly after the setting in of the monsoon rain (see Jail Sick Returns *passim*). We believe that the only safe wells in a locality where the subsoil water stands at a high level, or where the subsoil drainage after finding its way through the upper friable disintegrated deposits percolates along a rocky surface, are wells whose cylinders are built *water-tight*, and are carried down to a depth which makes it certain that the water coming in at the bottom of the cylinder must be beyond the influence of immediate local pollution and must come from deep water-bearing strata. When these deep wells are sunk in sand they require to have the lower ten to fifteen feet filled up with jhama or broken brick to prevent movement of the sand.

18. Wells which yield a short supply of water and are situated so that the cylinders cannot be sunk farther, have been frequently improved by the insertion of a deep central tube (see Appendix A, page clxxxviii, paragraph 11).

19. Water pumped up from any large river in the neighbourhood is far more likely to be pure than well water. But

River water.

whether water be obtained from a trustworthy well

or from a river it should be in every jail protected from pollution on its way to the prisoner. In several of the large central prisons this has been carefully arranged, but in most jails it is utterly neglected.

Protection in distribution.

This end can be effectually accomplished only by

erecting a store tank or tanks and by distributing the water through pipes and hydrants to every enclosure in the jail. If the water be drawn from a deep well, with a cylinder practically *water-tight*, and be protected from pollution in its distribution, it will seldom be necessary to use

Filters.

filtering arrangements, but if drawn from a large

river the water must be allowed to settle and also be passed through a filter

which must be kept efficient by systematic periodical cleaning and repacking.

See L (For filtering arrangement see drawings in Appendix B from Hooghly Jail.) It is only reasonable that, besides filtering, water used during the seasons of prevalence of bowel complaints should also be thoroughly boiled.

20. Wells require to be thoroughly cleaned out at least once a year: this precaution is often neglected (see Appendix A, page cxvii, paragraph 11; page cxxv, paragraph 16). It

See L Wells and their treatment.

2. Free supply is safer to employ one well largely in the service of a prison than to draw small quantities of water from a number of separate wells. The mouth of every well in use should be efficiently covered to prevent its being fouled by substances accidentally or wilfully dropped into it. From whatever source the water may be obtained it is essential that the reservoirs to which it is conveyed in the different enclosures, the hydrants and the bathing platforms, shall be all placed at such a level above the surface of the ground as to secure the free discharge of all waste water by gravitation into the jail surface drains. We saw constant illustrations of forgetfulness of this principle (see Appendix, page ii, paragraph 18), and as a result foul accumulations of water in the reservoirs, which in some instances was being got rid of by sprinkling over the surface of the jail enclosures and in every case gave great trouble in emptying and in cleansing the tanks.

21. The climate as well as the common habits of the great mass of the people demand that ample means and opportunity be given to all prisoners to bathe once a day. There

Bathing.

are different forms of bathing platforms in use (see plans, Appendix B), any one of which, *if extensive enough* to enable a large gang to bathe expeditiously, and sufficiently raised to enable the ablution water to flow off easily, will answer its purpose as a jail bathing-place. Bathing platforms (such as they are) have been erected in most jails, but in many of them we found that the opportunity was not given to the prisoners to bathe oftener than once a week, that the platforms were so small that a large body of men could not possibly bathe in the time allowed, and that the washing of the men's mouths, hands and feet in the morning and after their day's work was frequently never thought of nor provided for.

22. Many jails had no proper and systematic arrangements for the washing and boiling of the prisoners' clothes and blankets.

Washing clothes.

This must be regarded as an essential of health and for maintaining the purity of the air in the sleeping wards. No clothing should ever be placed in a store-room without having been previously boiled, washed and repaired.

CHAPTER VI.

JAIL ESTABLISHMENTS.

We propose to consider the subject of Jail Establishments under the following heads:—

- (1) Superintendents.
- (2) Medical Staff.
- (3) Deputy Superintendents.
- (4) Executive subordinates generally.
- (5) Jailors.
- (6) Deputy Jailors.
- (7) Assistant Jailors.
- (8) Guards (paid and convict).

We make no apology for dealing with this subject at some length because it is at once by far the most important matter connected with the administration of every system of penal discipline, and at the same time that which in India has been most neglected or at best dealt with in a piecemeal haphazard way known to yield the very worst results. So strongly do we feel the necessity for a thorough re-organization of Jail Establishments, that we regard all the other recommendations of the Commission as subsidiary and of comparatively little value.

2. The question of having Medical Superintendents uniformly in charge of

Superintendents.

Central Jails has, we believe, been before the Government for some time in connection with the subject of organizing a larger reserve of medical officers for the Army. The necessity for this increase in the medical reserves, we are informed, is so much felt that most of the Local Governments have now accepted the suggestion, and are prepared to carry out the wishes of the Government of India in appointing only commissioned medical officers to these posts.

3. The suggestion that Superintendents of Central Jails should invariably

Superintendents of Central Jails.

be commissioned medical officers is not a new one. Up to ten or twelve years ago it was the invariable practice to fill these appointments by officers of the Medical Department: and this arrangement has continued up to the present time in Bombay, the North-Western Provinces, Punjab and Burma. In Madras, Bengal and the Central Provinces, however, a change was made, and most of the central jails of these provinces are now in charge of officers who are either not medical men or are not commissioned medical officers. In Bengal we know that the change was only introduced after Sir Ashley Eden had failed to secure covenanted medical officers of ability for these posts. The prospects of the jail service in Bengal compared with those of the ordinary civil medical service were not good enough to induce medical officers to give up professional work and adopt jail service as a career. When therefore obliged to look outside the medical service for its Superintendents, the Bengal Government adopted the wise precaution of training young officers as Assistant Superintendents of Central Jails before appointing them to the more responsible charges. In this manner the Government has organized a properly-trained service of non-medical Superintendents.

4. Before passing to a further consideration of this subject, we desire to place on record our high appreciation of the services rendered by many non-medical Superintendents in the work of jail executive duty in India. Some of the best-ordered jails we have seen are managed by these officers. We have been impressed in these cases with the ability, zeal and untiring devotion to duty which these officers have brought to bear on their work. The results fortunately of this work are apparent not only to the casual observer, but satisfy the scrutiny of experts. In one jail we found that the exceptionally good work of the Superintendent was apparent long after he himself had passed away. At the same time we are bound to state that we found illustrations of the danger that must be incurred by appointing men of imperfect education to these posts, without any previous training, and without the smallest enthusiasm for their work or desire to do more than live through the inspections of superior officers.

5. We have shown that in one province at least the unpopularity of the jail service made it impossible to recruit medical officers for these posts. In another province this unpopularity led to the resignation of a number of very capable and experienced senior officers. The main cause of this unpopularity is the uncertainty of promotion to the highest posts of the jail service. It is not reasonable to suppose that the members of a service like the Indian Medical Department, which has many prizes for those who do good professional work, would elect to remain permanently in a department in which they felt themselves shut out from the highest posts. In the later years of his service a medical officer who remains with his regiment can rise to a bare salary of Rs 1,050 per mensem and has at least the prospect of other rewards for service in the field. To make the jail service popular (we are now merely recording the opinions of every medical officer with whom we have spoken on the subject) the appointment of Inspector General of Jails should be retained for Superintendents of Central Jails who have specially qualified themselves to fill the post. If any Local Government finds that no suitable officer is available under its orders, the Supreme Government should be asked to select a jail officer from some other province. It may be also possible still further to enlarge the sphere of selection by including officers of the Sanitary Departments who shall qualify themselves by holding executive charge of a central jail for at least two years. As regards emoluments we find that the present pay and the yearly increments are at first sufficient to attract well-qualified junior officers. It is for those who remain in jail appointments after completing 18 years' service that we would advocate an increase of pay from Rs 950 to 1,200. If the rise was given by yearly increments this increase would be limited to officers who have passed most of their service in the Jail Department, and whose experience it is desirable to retain. When we consider the responsibilities which a prison appointment carries with it we are of opinion that the pay should not be less than that now given to medical officers of the same service who are Principals of Medical Colleges, Superintendents of large Hospitals, Medical Store-keepers, Examiners of Medical Accounts or Health Officers of Ports.

6. Looking at the special nature of the work required of a Superintendent we are of opinion that a medical officer should be selected for the post as soon as possible after he has completed his preliminary military service of two years and has acquired

a good knowledge of the native languages. If jail service is found to be popular it might be possible to insist on an officer passing an examination in the higher standard of the vernacular of his province before permanent appointment. We consider it most important that a Superintendent should understand all that is said to him by prisoners and should be able to converse freely with them without the intervention of an official of the jail. To fit him to be an efficient Superintendent an officer must possess many qualities of mind, temper and executive ability, which he has not been required to exercise in his professional training. In selecting officers for this post care must therefore be taken to secure only those who are believed to possess these special qualifications; and as this cannot be ascertained without actual experience in the work, we recommend that these appointments while carrying the regular pay and increments should be made *sub. pro tem.* for two years; and that an officer should only be confirmed in the post after his qualifications for it have been thoroughly enquired into by the Inspector General of Prisons and the Local Government. We can recall instances where officers themselves have after some experience of jail work found it distasteful and unsuited to them. The procedure above advocated would give those officers an opportunity of returning to purely professional work without inconvenience to themselves or the Government. In connection with this subject we would recommend that officers who are selected for permanent employment in the jail service should be allowed facilities for visiting the best-managed jails in their own and the neighbouring provinces. This is part of the education in jail management which has hitherto been much neglected both by heads of the department and Superintendents. In no other way is it possible to explain the anomalies which now exist in the jail administration of different provinces, and often of jails in the same province. While one province or one officer has solved an important problem and introduced a valuable improvement in jail management, others working towards the same end are still groping in the dark and wasting time which might be valuably employed in other directions.

7. With the exception of six appointments in Bombay and two in Madras which are held by a special grade of officer who is both Superintendent and Jailor, all the other district jails in the provinces visited by us were found to be in charge of Civil Surgeons who perform both the executive and medical duties of the jail. In our opinion no better or more satisfactory arrangement is possible. We would recommend a more uniform scale of allowances for these charges. For practical purposes these jails may be divided into three classes—the first class those containing not less than 300 prisoners for which the allowance should be Rs 100 per mensem, the second class those containing less than 300 prisoners for which Rs 75 per mensem might be given, and the third class or intermediate jails containing not more than 100 prisoners for which Rs 50 might be allowed. In working out this point for the different provinces it will be found that while the jail allowances are made more uniform there will be little increased cost to Government,—the saving from those jails now giving Rs 150 going to increase the allowances to those for which only Rs 50 are given.

8. We have mentioned above that in the Bombay and Madras Presidencies there are certain appointments in which the post of Superintendent has been amalgamated with that of the Jailor, and the combined pay given to one officer. Having examined seven of the jails in which these appointments exist we have come

to the conclusion that it is not an arrangement which we can recommend for general adoption. Its only recommendation is that it offers an opportunity for rewarding men who have done thoroughly good and meritorious service in the grade of Jailor for a long series of years. In the majority of cases, however, these appointments have been given to *outsiders who have no experience in jail management*. We would instance the cases mentioned in Appendix A, page lvii, paragraph 15; page lix, paragraph 18; page lxxix, paragraph 4. On the other hand, some Jailors who have been promoted to these grades (see Appendix A, page xlvii and page cxxviii, are young men who would have been

Present mean annual expenditure for salaries of 7 Jailor Superintendents R28,800. Proposed allowance for Superintendents R7,800. Proposed mean pay of 7 Jailors R9,900. Total R17,700. Annual saving R11,100.

more usefully and more suitably employed as Jailors of Central Jails. The main objection to this arrangement however is the expense. In the margin we give a statement from which it will be seen that the existing appointments cost the Government

over R11,000 more per annum than the usual arrangement of having a Jailor and a Medical Superintendent would cost. When the Jailor Superintendent is non-resident, most of the Jailor's work actually devolves on the Deputy Jailor. Indeed we might say that in most cases the Deputy Jailor is virtually the Jailor of these jails. From our short visits we were unable to judge how this system of entrusting supreme authority in the hands of an uncontrolled officer of this grade has answered. In our opinion there is considerable risk if the work of the official visitors is not very carefully and systematically done. While therefore we are not in favour of this method of rewarding deserving Jailors, we have another recommendation to make towards this end which will be found in page 33.

9. In all central jails carrying on one special industry, it will be found essential to entertain a skilled manufacturer qualified to superintend the manufactory department in

all its branches. Such an officer may be styled the Deputy Superintendent and should be a gazetted officer. In rank he should be superior to the Jailor, who should carry out any orders he may give relating to the factory, provided they are in accordance with the rules of the jail. Besides being in charge of the manufactures, and being responsible for the remunerative employment of the prisoners and the safe keeping of the stores, &c., he should make himself acquainted with the character and industry of every prisoner working under him and should assist the Superintendent in the allotting of marks and granting rewards for good work. He should also report to the Superintendent for punishment all prisoners guilty of idleness or breaches of jail discipline which come within his cognizance. It is essential for the successful working of the factory that this officer should be resident in quarters provided for him near the jail. Four officers of this grade are employed in the central jails of Bengal, and the result is to be seen in the large earnings from prison labour in that province. Their appointment necessarily involves the development of some large industry in the central prison, requiring special technical knowledge, and giving an outturn sufficient to justify the cost of special skilled supervision.

10. If the Government carries out its intention of having medical officers

Medical Staff.

as Superintendents of Central Jails, and Civil Surgeons as Superintendents of District Jails, the responsibility for the medical management of prisoners will rest with the officer

who is also in executive charge and no further arrangement is necessary.

11. Before; however, leaving this subject we would draw attention to the excellent work done by officers who are now only in medical charge of central jails, especially in Bengal. Much of the improvement which has been noticed in the health of the Bengal jails of recent years is due to the extreme care and attention paid by these officers to the cases of individual prisoners both in and out of hospital. As an instance, on the other hand, of how a jail deteriorates in health when these duties are neglected, we would refer to page cxxi of Appendix A, as also to page clxi, &c.

12. In our opinion, medical subordinates should be specially selected from the grade of Civil Hospital Assistant. We saw one instance in which the jail had an Assistant Surgeon among its subordinate officials. This officer was evidently a recently-qualified man. The medical work under him could hardly have been more unsatisfactorily done than it was (see Appendix A, page xxii, paragraph 24). For large central jails containing over 1,400 prisoners, we would recommend that there should be two Hospital Assistants and a compounder. For all other central jails one Hospital Assistant and a compounder will be found sufficient, unless the jail is in an exceptionally unhealthy state, when this staff will have to be temporarily strengthened. For all district jails one Hospital Assistant will be sufficient, and in many cases in healthy localities and with the two institutions in close proximity to each other, it will be found possible to amalgamate the Jail and Police Hospitals under one subordinate.

13. In regard to the pay and emoluments of these subordinates, we as members of the medical service who have had many years' experience in executive charge of large prisons, and as heads of our respective departments, have no hesitation in saying that Hospital Assistants in the Jail Department are underpaid for the work expected of them. The result of this has hitherto been that jail appointments are filled by men who have been found incompetent for other charges, or by those whom it is desired to punish for misconduct. Considering how much influence this subordinate has on the health and mortality in a jail, and how much importance has of late years been attached to this subject, it is a matter of surprise to us that the question of improving this service has not attracted the attention of Government. In no position in the subordinate medical service do we require more personal exertion and sympathy than in that of a subordinate who is watching the health of individual prisoners in a jail. In no hospital do we require more careful nursing and watchfulness on the part of this subordinate than in a jail hospital, where the sick prisoner has only the Hospital Assistant to look to for suitable food and treatment. We maintain that it is impossible to expect this special care and sympathy from the Jail Hospital Assistant under the present conditions. And when the following facts are considered it will not be a matter of surprise that these men take no interest in their work. The Hospital Assistant finds himself in the worst appointment in the service. His pay is only the pay of his grade, while in most other charges there is some extra allowance. He is not allowed to take private practice. He is obliged to live on jail premises, and in the larger jails to sleep every alternate night within the jail walls. The department for which he is working cannot help him to promotion in his own service or to a transfer to a better post. The results of his work as shown in the death and sick rates,

while they are matters of serious consideration for others, do not affect him or his pay or prospects. Can anything be more natural than that a man under these circumstances should leave the care of the sick to prisoner hospital attendants, and take his ease? or perhaps what is worse, try to increase his income by profits from bazar medicines and the sale of jail drugs and hospital extras, or arrange for bribes from the friends of well-to-do prisoners who can be supplied with hospital comforts at the expense of others and kept from work which they can pay to avoid.

14. There is only one remedy for this, and that is to increase the pay of these subordinates and make the jail appointments worth having and worth retaining. We very much fear however that an ordinary increase of pay, while it would no doubt improve the class of men obtained, would not gain for us what we most desire from these subordinates, *viz.*, the personal sympathy and interest in the care of the healthy prisoners and the treatment and *nursing* of the sick. The problem to which we have given our anxious consideration is, how to reward a Hospital Assistant in proportion to his personal exertions as shown in some measure by the yearly medical statistics. The solution of the difficulty will be found, we think, in the following proposal. Let there be a special local allowance set aside for each of these subordinates to be given to him at the end of the year, or after the Inspector General of Jails has visited the jail and satisfied himself that the actual medical work and the statistics of the past year show that the Hospital Assistant has earned the amount by thoroughly good work. The extra allowance being in the gift of the head of the Jail Department, that officer will have some hold on these subordinates. At present he has absolutely none. The deferred allowance to be worth working for must be a substantial one. For ordinary healthy district jails we would recommend an allowance of R10 per mensem. For unhealthy district jails, where the work is hard and harassing, R15. For central jails, having less than 1,200 prisoners, R20; and for central jails which have more than 1,200 prisoners, R25. In those central jails which have two Hospital Assistants the amount allowed could be divided between them either in equal proportions or R15 to the senior officer and R10 to the junior.

15. The detailed duties of medical subordinates attached to jails are so different from those to which they have been trained in the medical schools that it will be necessary to draw up a small manual for their use and to see that they are thoroughly acquainted with the instructions contained in it. A few headings will show how much useful instruction could be given in this manual:—

- (1) Examination of prisoners on admission to ascertain health, condition and weight,
- (2) Examination of under-trial prisoners for the same purpose and to detect marks of recent bruises or wounds, evidence of which might be of use before the courts,
- (3) Examination of children brought with their mothers to ascertain their age,
- (4) The examination both as to quality and quantity of the food, and especially the vegetables and antiscorbutics given out to the cooks by the jail authorities,

- (5) The putting into the cooked food of such important articles of diet as the oil and salt which are too often stolen by the cooks and warders even after issue from the godowns,
- (6) Daily examination of the water-supply and filters,
- (7) The daily visiting of all latrines and supervision of the conservancy system,
- (8) To see to the wearing of jail clothing, especially by the old and weak, and the airing of the bedding and blankets and washing of the clothes,
- (9) The checking of overcrowding in the barracks,
- (10) The watching of prisoners at their meals to detect cases of failing health and loss of appetite,
- (11) To supervise the feeding of the convalescent gangs and the sick,
- (12) The preparation of special diets for the sick and weak,
- (13) The treatment of diseases prevalent in jails,
- (14) The detection of malingering,
- (15) The watching of prisoners on labour to see that it is suited to their strength,

and many other points which it is essential that a medical subordinate should know. With the help of such a manual the Hospital Assistant could bring daily to the notice of the Superintendent and the Jailor many matters worthy of consideration, and in this way he could earn the reward which it is proposed to give him. It will be at the same time clearly understood that the Hospital Assistant is in all matters connected with his duties in the jail subordinate to the Jailor, and that his duty beyond his hospital is merely to report his observations to the Superintendent of the Jail.

16. In most parts of India it will be possible to get fairly educated men to fill the posts of compounders in central jail hospitals on a salary of R10 rising to R16 by yearly increments of 8 annas. If the yearly increase of pay is given only for really good work, we shall, it is hoped, secure the personal exertions and zeal of this subordinate in the important work of nursing and treating sick prisoners.

17. Between the grade of Deputy Superintendent and the upper grade of the Warder Guards, we found employed subordinates who are known by different designations in different provinces, such as Jailor, Darogah, Naib Darogah, Deputy Jailor, Clerk, Writer, Remission Clerk, Assistant Jailor, Accountant, Store-keeper, Mohurrir, Purveyor, &c. Having given very close attention to this subject we have come to the conclusion that all executive and clerical officers filling posts in the subordinate jail service should be classed under the three grades of Jailor, Deputy Jailor, and Assistant Jailor. In these three grades should be combined all the officers now classed under the different designations given above. From the grade of Assistant Jailor should be selected Deputy Jailors of Central Jails, and from Deputy Jailors of Central Jails should be chosen the Jailors of the Department. In this manner each province will possess a uniformly organized service giving a large field for selection to the higher grades.

18. All these officers should be provided with quarters on jail premises, and should consider themselves executive officers of the jail, taking part in the different details of

jail management. For instance, the Assistant Jailor, when his clerical duties are done, must still consider himself an assistant to the Jailor, and if required must take part in the feeding parades and lock-up, &c. He will also visit the jail occasionally at night to see that the warders are on the alert. In our opinion a jail cannot be considered fully guarded, unless by having every paid subordinate present on jail premises at all hours of the day and night. The importance of this regulation can be appreciated when we state that in many of the provinces visited by us the Jailor, even in Central Jails, was the sole official resident on jail premises after the jail office was closed.

19. We consider it essential that all subordinates should receive some military training. It is the only means we possess of training natives of India in discipline, smartness and precision so essential to the proper management of a penal establishment. If Assistant Jailors are drilled under arms with the Warder Guard they will, when promoted to the higher posts, be able to supervise the military training of the warder guards. Being trained to arms and resident on jail premises, these subordinates will be of great service when force has to be resorted to in quelling an outbreak. They will have confidence in themselves, and be the source of confidence in the lower establishments. The military training of Assistant Jailors, Deputy Jailors and Jailors has for many years been an important feature in the routine management of Bengal jails. The result has been most satisfactory. In other provinces, while it has been ruled that all the establishments are *liable to be called on* for executive duties, the training of these men for such duties has been neglected, and in several provinces they are not even regarded as available for any duty except that for which they are specially engaged.

20. If the suggestion that jail subordinates should receive military training is accepted, it follows that these officers should be required to wear uniform of some description, and that this uniform should be some modification of a military uniform. In Madras and Bengal a braided patrol jacket and trousers have been adopted, but as regards this matter each province can select the pattern best suited for the people of the country and the conditions of climate, care being taken to see that the uniform is of the same pattern in every jail of a province.

21. In organizing a jail service it is essential to arrange that no officers are employed in their native districts, and this rule should apply to all grades from the Jailor down to the lowest grade warder. Anyone who is acquainted with the native character and the requirements of the jail service will at once see that in the interests of the subordinates themselves it is necessary that they should be removed from temptations to which they are subjected through their friends, and the friends and vakeels of prisoners convicted in the district. A well-to-do prisoner is no sooner convicted than his friends cast round to see how his life in jail can be made comfortable and easy. They may be afraid to approach the Jailor or a Warder direct with proposals, but there is no difficulty in doing so without risk through some relation or friend. A Jailor or a Warder who is a stranger to the district is less liable to take the great risk of making corrupt proposals to people he does not know. The corruption of jail subordinates has from time immemorial been notorious. We conceive it to be one of our

most important duties to make recommendations which will tend to remove this stigma from the service.

22. Another important measure by which we hope to secure a purer service is the frequent transfer of Jailors and the higher subordinates from one jail to another. Even if a Jailor is not originally a resident of the town or district in which his jail is situated, he becomes one, if he is kept there for ten, fifteen, or twenty years, as we found to be the case in most provinces. In this long period of residence he has time to make the acquaintance of everybody, and if disposed to be corrupt he has time to so arrange his measures for this purpose that it is impossible to detect his evil practices. The remedy which has been found most successful in counteracting this is the frequent transfer of the higher subordinates from one jail to another. It is found that three years is sufficiently long for a Jailor to be in charge of one jail. To make these transfers it is however essential that the service should be a graded one,—that is to say, that the pay should be that of a graded service, and should not be limited to the charge of any particular jail. Take the cases mentioned in Appendix A, page xxxv, paragraph 35, and page lxxxiv, paragraph 14. These two jailors have each been in charge of the same jail for many years. It is impossible to move them to other jails unless those jails have the same or better pay. If they had been officers of a graded service, nothing could have been easier than to transfer them to other jails without interference with their grade pay. Similar cases are very numerous and often tie the hands of the Inspector General in making transfers.

23. The frequent transfers of higher subordinates not only saves them from temptation, but has a marked effect in improving the standard of jail management in a province. In the case of Jailors, it is well known that these subordinates vary very much in the excellence of their management and the direction in which their energies are chiefly exerted. One man is a strict disciplinarian, another is an economical manager, a third takes a special pride in the working of the garden, and in cultivating cereals to reduce the cost of diet; another man is a born trader and manufacturer: now if those men who are all round fairly qualified jailors but have special predilections for work in certain directions are kept continuously on duty in one jail, the effect of their work in those special directions will be very marked to the detriment of the management as a whole; whereas if they were transferred systematically to other jails after two or three years' service, the tendency would be to raise the standard of management over a large number of jails. As an instance, we can recall the fact of a jailor who had been in five or six jails leaving behind him jail gardens far superior to anything seen before in the province. The jailors who followed this officer acquired ideas of jail gardening, which they could not have learnt if they not been sent to those jails, and shared in the results of his special energy and intelligence. It is the same with discipline and all other branches of jail management.

24. If the service is to be improved and made purer by recruiting non-residents and by frequent transfers, the prospects held out must be sufficient to induce men to adopt jail service as a calling for life, and the pay must be sufficient to compensate them for the increased cost of living away from their homes, and the expense entailed

in these transfers. To expect a mohurrir on R15 or R20 or a warder on R6 to leave his home, and his other means of eking out a livelihood, and travel to the other end of the province to draw the same pittance is to expect an impossibility. It may be stated at once that fortunately for our proposals they will not entail any increased cost to Government. We are satisfied (see many examples given in Appendix A) that improvements can be made by remodelling the present system of jail office work and watch and ward in every province justifying a reduction of the number of men employed, and with these savings increasing the pay of those to be retained under the new organization. A reference to our remarks on the jail registers and on the reduction of clerical work will show how we propose to work with a smaller number of superior officers.

25. No proposal to employ subordinates at long distances from their homes can be successful if care is not taken to act liberally towards them in the matter of leave. In the

Leave rules.

organization we recommend it will be possible to allow all Jailors, Deputy Jailors and Assistant Jailors and every member of the warder guard to have his month's privilege leave on full pay every year, and if he desires it to permit him to accumulate it to two or even three months after two or three years' service. In no service under Government is there greater necessity for allowing this privilege. The strain and responsibility of jail work is continuous. At no period of the day or night can the Jailor put aside his anxieties. Sundays and holidays are unknown in prison administration. The result of this constant strain without any change or relaxation is very trying to the health of the officers concerned, and has a decidedly prejudicial effect on the work of the jail. Besides this, these subordinates must be given an opportunity of visiting their homes and arranging their family affairs. In provinces where two or three months of the year are unhealthy, it will be wise to curtail the leave to be granted during those months, as many subordinates will be absent for short periods on account of sickness, and the full staff of the jail will be required to fill up these vacancies. In regard to longer periods of furlough our experience of native subordinates goes to show that if they are given privilege leave regularly they seldom, even when entitled to it, ask for furlough which carries with it reduction of pay.

26. In the interests of the service we are of opinion that every jail official from the jailor down to the lowest grade warder should be required to furnish security. This secu-

Security.

ity may be obtained by monthly deductions from his salary. For jailors who are responsible for the cash and stores of a jail, the amount should be fixed at a year's salary, and for all other subordinates at half their annual pay. The amount to be deducted monthly should be fixed by the Inspector General of Prisons, and should be as low as 4 annas for the lowest grade warders and as high as R25 for jailors of the higher grades. Every jail superintendent should have an account in the local savings banks for the security of his subordinates. The form of security and penalty bond which has been found best suited for this purpose is given in Appendix C. They should be duly registered after execution. There are serious objections to allowing subordinates to furnish landed property or houses as security. On the other hand, to ask them to give their security in a lump sum on appointment is to drive them to the bunniah and the money-lender. It is found that this system of taking security by small monthly instalments encourages thrift and gives the Jail Department better

servants. It is also some provision for the families of those who die or who have to leave the service on account of sickness or old age. The system is not untried, having been in use for many years in the Jail Department of the North-Western Provinces.

27. In considering the details of the organization we recommend, it will be recognized that one of its most important features is the provision of trained subordinates to fill vacancies in the higher grades. This is a matter of serious consideration, because we hope it will put a stop to the practice of employing unqualified outsiders in the important posts of jailor, deputy jailor and head warder,—a practice, we may add, which has resulted in serious mismanagement in the past and which must retard progress in the future in those provinces in which there are a large proportion of these useless men still in the department.

Trained men.

28. If we look back to the earlier days of prison administration in India, there is nothing which attracts our attention more than the haphazard way in which the establishments

Jailors.

and especially the jailors were selected for their posts. So indiscriminate has been this selection that even the general public to-day believes that a man who has failed in every other walk of life, is at least fit to be a jailor. This opinion is forced on us from the large number of applications which continue to be made for these posts by men who have tried without success almost every other calling, and also we are sorry to say by the presence of such men in charge of jails that we have visited in our tour.

29. The duties which a jailor is expected to perform are beyond the grasp of any man who has not had a good preliminary education and subsequent *special training*. He must possess a fair knowledge of English so as to appreciate the remarks of superior officers and of official visitors; he must be a good vernacular scholar, able to read and write the language of the locality; he must be thoroughly acquainted with all the departmental registers and returns and with every detail of jail routine, discipline, sanitation and economy, and added to all he must possess executive ability, force of character, judgment and good temper. Under these conditions nothing short of a strict training over many years and careful original selection will secure efficient men for these posts.

30. The process of selection should proceed on the following lines. Young men not over 25 who have passed a University

Selecting Jailors.

examination, either the Entrance or the First Art examination, in the province, and who are of standard according to the degree of education in the province, and who are of sound physique should be recruited as assistant jailors. For ten years, more or less, they should fill these posts in both central and district jails. From the large body of assistant jailors should be selected the men who are most likely to do well as jailors. These men should be promoted to the grade of deputy jailors of central jails. If found successful in these grades, they should, as occasion offers, be promoted to be jailors of district jails. The process of selection and training would, under this system, occupy about fifteen years, and every jailor of a district jail would carry into the remoter and smaller jails of a province the routine, discipline and management which are maintained in the central jails. The good effects that have resulted from this system we witnessed in one of the provinces we have visited. It will be understood that if jailors are to be recruited only from among deputy jailors,

who have previously served as assistant jailors, Europeans and many Eurasians will be excluded from these posts, as they cannot be expected to work as assistant jailors on R40 to R50 for ten years. In our experience it has been found impossible to obtain good, trustworthy Europeans or Eurasians on the small salaries offered by this service, and as these appointments cannot be made sufficiently valuable to these classes to induce men to retain these posts for the pay alone, we are strongly of opinion that the best native candidates should as a rule be taken. For some of the large central jails containing European prisoners it may be necessary to have a European jailor. In these cases the appointments should be given to specially qualified non-commissioned officers of the British army, who have served for some time as warders over European prisoners, and justified their selection by special qualifications.

31. Having noted in some detail the qualifications required of a jailor, his

work and responsibilities, we have no hesitation in saying that in most of the provinces visited by

the Commission this post is underpaid. This short-sighted policy has, in a great measure, contributed to the excessive charges of diet, and those corrupt practices which have hitherto been so notorious a feature of jail administration. We have already indicated in paragraph 22 that it is necessary that this service should be a graded one, so as to allow the head of the department to make frequent transfers. The salaries in the different grades should, in our opinion, be progressive ones by yearly increments which should only be granted after good and approved service. Every province might divide its jail service into six grades. Supposing there were forty appointments in a province, we would recommend the following numbers and salaries in each grade:—

	R	R	R
1st grade, 1 jailor	275 to 350	yearly increments	15
2nd „ 2 jailors	225 to 275	„ „	10
3rd „ 4 „	175 to 225	„ „	10
4th „ 8 „	125 to 175	„ „	10
5th „ 12 „	100 to 125	„ „	5
6th „ 18 „	75 to 100	„ „	5

32. While on duty the jailor should always wear his proper uniform and

Uniform.

he should see that the rest of the jail establishment appear in uniform. Slovenliness in dress is the rule in many provinces and always indicates lax discipline.

33. With salaries given on the above scale we are of opinion that the granting of commission on the profits of jail manu-

Abolition of commission.

factures should be abolished. Where commission has hitherto been given it has not done anything to increase the earnings from prison labour, and we fear that in many instances where commission has been given for estimated earnings as on the construction of jail buildings, &c., there has been a serious loss to Government.

34. We have already indicated in paragraph 24 and we here repeat that the salaries given to jailors may be revised in accordance

No increased cost.

with the above scale without any increased cost to Government. We have shown that it is possible in every province we have visited to manage this by a reorganization of the existing establishments. If the amount now paid as commission is taken into consideration, there ought even to be a saving to Government.

35. To raise the status of the service in proportion to the higher qualifications required for it, and to allay the present dissatisfaction which is felt at jailors not being included

Jailors in Civil Lists.

in the Civil Lists, we would recommend that the names of jailors should appear in the Civil Lists published by the different Governments. The gratification of this sentiment is, in our opinion, not an extravagant demand when it is considered that Post Office Inspectors on R70, Sub-Registrars on R80, Preventive Officers on R100, and Inspectors of Police are included in these lists. The responsibilities and duties of a jailor are certainly equal to, if not greater than, those of the public officers we have mentioned.

36. It would also give an immense impulse to the jail service if Local Gov-

ernments would agree to give annually one or two nominations to the best-qualified men of long and

tried service in the higher grades for appointment to the subordinate grades in the Judicial and Revenue Departments. We are certain that the Government would get officers who would do their work with great credit in these posts. Indeed, we know of many instances where jailors who have been promoted to the grade of tehsildar in one province have distinguished themselves highly in their new appointments. If it is recognized that it is possible for a jailor to rise to these grades, the effect on the whole service will be very great, and we shall be in a position to recruit a higher class of men as assistant jailors.

37. Deputy jailors are only required in central jails, and these appointments should be made by the head of the department.

Deputy jailors.

No person should be eligible for this post unless he has served as an assistant jailor of a district or central jail. In provinces where there are assistant jailors in charge of small jails, deputy jailors should be selected from among the most successful of these assistants. It should be distinctly understood that this grade is reserved for subordinates who are likely to qualify for promotion to jailorships. A deputy jailor who is reported to be unfit for promotion to a jailorship should be reduced permanently to the grade of assistant jailor.

38. The pay of a deputy jailor should be R50 rising to R60 by annual increments of R2.

Pay.

39. The deputy jailor should be entirely subordinate to the jailor. He should be given as much executive work as possible.

Duties.

He should be thoroughly capable of drilling with the warders and of instructing them in drill. He should reside on jail premises and not leave them without the permission of the Superintendent or the jailor. He should visit the jail at night once a week after 8 P.M. and record the results of his visit. He should, like all other jail officials, furnish security to the extent of half his annual income. He should always, while on duty, appear in uniform.

40. The appointment of assistant jailor should be made by the Inspector General of Jails. Except in the cases of educated

Assistant jailors.

head warders, who may be considered eligible for promotion, no candidate who does not possess the following qualifications should be considered eligible. He must be in good health and physically fit for Government service. He should not be more than 25 years of age or under a fixed standard of height. He must have passed the Entrance Examination or the First Arts Examination of one of the Indian Universities, and must have a

thorough knowledge of English and the vernacular or vernaculars of the province. He should be required to furnish the usual security of half a year's pay, and should sign an agreement to the effect that he will, on being ordered, proceed to any jail in the province.

41. The duties of the Jail Department are so different from those of other offices that it will be necessary to fix a period of probation for these officers to test their fitness for

the service. This period might be fixed at a year, within which time their services can be dispensed with if they are found incompetent in any branch of jail work, including military training. In Bengal this period of probation is usually passed in the grade of "apprentice" assistant jailor without pay. When there are six or seven qualified apprentices waiting for appointments there is no difficulty in filling up the vacant posts of assistant jailors with thoroughly trained men.

42. The pay of an assistant jailor should be R40 rising to R50 by annual increments of R1, the annual increments being given on the sanction of the Inspector General of Jails. Promotion from the grade of assistant jailor to deputy jailor should be entirely by merit and should be made by the Inspector General of Jails.

43. The assistant jailor should be subordinate to the jailor and deputy jailor and should carry out their orders. His duties should be to assist the jailor generally in regard to the executive management of the jail and to do such office work as may be allotted to him. He should drill daily with the warders and visit the jail at night at least once a week. He should reside on jail premises and should not leave the jail without permission. He must always when on duty wear his proper uniform.

44. In carrying on large industries in central jails it will often be found necessary to employ extra men as supervisors, storekeepers and accountants for the factory. In our opinion, these men should be selected from among the senior deserving assistant jailors, who, although they are not fit for promotion to jailorships, will be found excellent men for these posts, and being trained officers will be able to help very materially in the discipline and arrangements of the jail.

45. Having examined very carefully the various regulations in force for the guarding of jails in the five provinces and having visited and enquired minutely into the organization of the establishments entertained for this purpose, we are strongly of opinion that there should be a uniform system for the whole of India.

46. There are two systems at present in use: in one, the whole work of watch and ward as well as the duty of reserve armed guard is done by trained warders belonging to the Jail Department: in the other, the discipline, supervision at work and guarding by night and by day is entrusted to the jail warder guard, while the duty of protecting the jail from attack and of putting down outbreaks is entrusted to a separate body of police or military guards. The former organization may suitably be called the Bengal system, because it has been now practically in use for ten years in the Bengal jails, and we are bound to state that in spite of disadvantages of climate and inferior local material for recruitment we found the system working with complete success. The Madras Government has lately introduced the Bengal system, and our reports will

prove that there is no falling off in the discipline drill and military bearing of the reserve warder guards which have taken the place of the armed police. It has also been introduced into the jails of the Central Provinces. The advantages claimed for the Bengal system may be briefly stated to be as follows:—

- (a) The whole work of watch and ward in all the jails and sub-jails of the province is done by warders belonging to the Jail Department.
- (b) There is no division of authority and no loss of power as there is when the duty is performed partly by jail officials and partly by the military or police guards.
- (c) There has been a remarkable improvement in the security and discipline of the jails in which this system has been put in force.
- (d) The warder guard is thoroughly trained in military exercises and to the use of arms, and in the larger jails the men are armed with breech-loaders.
- (e) It has been possible by reducing numbers to raise the pay of the lower grades and to make the jail service more popular and less corrupt.
- (f) It has been possible to reduce the work of the warder guard to six hours' work by day and two or at most three hours' watch at night, thereby increasing very materially their efficiency while on duty, and adding to the popularity of the service.
- (g) It provides for the granting of a month's privilege leave on full pay to every warder in the service once a year, and allows him to accumulate this leave up to three months after 33 months' service. This privilege has made it possible to recruit warders at considerable distances from their homes.
- (h) The system requires the residence on jail premises of all warders and if necessary provides residences for their families. The jail is by this arrangement fully manned at all hours of the night or day, and the guard is ready for any emergency.
- (i) Warders are brought under the pension rules and those whose salaries exceed R10 draw pensions on the superior scale. This is a great security for good behaviour.
- (j) As young men are recruited for the lowest grade, they rise by merit and length of service to the higher and more responsible posts of head warder. The selection for these important posts can now be made from a larger number of men than was possible when more than half the guard belonged to the Police or the Military Department.
- (k) As a result it may be mentioned that in Bengal the service is now so very popular and the appointments so highly prized, that warders of a superior stamp take to jail work as a permanent service in which to pass their lives. This is very different from what we have seen elsewhere, where jail service is, as a rule, only a temporary employment to be given up on the first opportunity, and in which no man will serve away from his home.

47. We have been much struck with the extraordinary variety in the designations of the officials who are employed in the duty of guarding jails. Some of these titles are—

Uniformity of designation.

barkandaz, jamadar, duffadar, sepoy, pahar-wala, peon, constable, turnkey, guard, contingent guard, night guard, watchmen, &c. We would now suggest that the uniform designation of "*warder*" should be adopted by common consent in all the provinces of India, as denoting those who are engaged in the watch and ward of our jails. The term "*warder*" has come to be adopted by all English-speaking communities for this purpose, and there seems no reason why it should not be used in India.

48. With certain modifications the system of guarding jails entirely by warders is in force, as we have mentioned, in Madras, Bengal and the Central Provinces. In recommending its adoption by the Bombay, North-Western Provinces and Punjab Governments we are not unmindful of the objections which at various times have been raised against the system. It has been said that, especially in small jails, the reserve armed guard would be allowed to lapse into habits of carelessness and disregard of drill and discipline, that there is a risk of the reserve guard becoming one with the jail establishment and winking at irregularities, and that we lose the advantage of the reserve belonging to a large body of trained men who can be relieved as often as may be necessary. But it must be remembered that our recommendation is not simply a proposal to replace the police guards by warders of the class now to be found employed in the jails of Bombay, the Punjab and North-Western Provinces, but to recruit men specially and gradually for a service which in pay and other advantages will compare favourably with any other body of Government employes, and to place over them a homogenous and well-trained body of jail officers, who, by education and training, may be expected to maintain, and who in practice do maintain as we saw in the jails of Bengal and Madras, exact discipline and efficient military drill and organization. We may add that the Inspector General of Jails in the Punjab, who accompanied us in part of our tour among the Bengal jails, and examined the system carefully as it is worked, is entirely in favour of its introduction into the Punjab Jail Department.

49. We have already referred to the advantage of recruiting men for the jail service from districts at some distance from the jail in which they are to be employed. Attempts to secure this very desirable end have, we are aware, hitherto completely failed under the present conditions of service. A second point is that the men should belong to the races from which the recruits for the Army and Police are taken. It will also be found of great advantage if a certain proportion of the men are ex-soldiers of the native army or army reserve men. They help to raise the standard of discipline and smartness, and even if over 30 years of age do well in the reserve, where the duties are more those of a military force. In any case the reserve head warder should be an ex-soldier, because the whole military training of the jail establishments depends on his efficiency as a drill instructor. We are unable at present to say whether it would be possible to come to some arrangement with the Military Department in regard to the employment of army reserve men on a large scale as warders. The only difficulty we see is the annual calling out of these reserve men, when they could not be spared from their jail duties. If the military training in the jail, including a thorough test of rifle-shooting by officers from the Military Department, could be accepted in lieu of the annual training, there would be no difficulty in the Punjab, North-West, Bombay and Madras in employing a large number of reserve men.

50. All the warders of a province should wear uniform of one pattern selected as being best suited for a force which has undergone military training. The uniform should be

Uniform.

Head warders and warders will be provided at Government expense with, annually,—
Two suits white uniform clothing.
One pugree.
One pair shoes.
Once in two years,—
One set of chevrons for each head warder.
One chevron for each gatekeeper.
Once in three years,—
One warm tunic.
One great coat.
Once in ten years,—
One set of sword slings for each head warder.
One belt and badge.
One set of buttons for each officer.
A brass number for each warder.

In addition to the above allowance of clothing supplied by Government, head warders and warders will be required, if the Superintendent, after the inspection of their kit, considers it necessary, to supply themselves with two extra suits of white clothing at their own cost, so as to have four suits in all fit for use. Shoes when worn out within the year must be replaced by warders at their own expense.

suitable for the climate in which the men are serving and for the season of the year. The greater portion of it should be provided by the State, and the men should be required to provide only some of the cheaper portions used for summer wear when the allowance from Government is not quite sufficient. In the margin we give details of the uniform supplied by the Bengal Government for its warder guard.

It is essential that these men should be thoroughly protected

from cold and wet if they are to do their duty properly and to keep their health. A warder's duties, as a rule, are not confined to one spot, so that with the exception of the armed sentry at the gate, he cannot shelter himself in a sentry-box. To protect him from the weather and to allow him to patrol regularly, he should be provided with a stout great coat, and in the monsoon with a cheap umbrella.

51. We are of opinion that the whole of the warder guard should be armed with breech-loading rifles or shot guns instead of muzzle-loading muskets. It requires no argument from us to prove that a trained warder armed with a breech-loader is equal on an emergency to three or four men armed with the ordinary Brown Bess. Fortunately the stock of sniders in the ordnance depôts will shortly be so large that it will be no expense to Government to issue them to jail guards. Being at the head-quarters of districts they can, if required, be called in at a moment's notice. Ball cartridge should be provided for training the warders at the butts and buckshot cartridge for use in case of an outbreak. The object being to put down a disturbance without sacrifice of life, buckshot will be found most effective for this purpose. Besides a breech-loading gun for each warder, every jail should have swords for the jailor, deputy and assistant jailors and head warders. A properly arranged and protected armoury should be provided near the main gate to contain the arms not actually in the hands of the reserve guard. The arms, belts and ammunition-pouches should be so arranged that the warders can arm themselves at a moment's notice. The armoury should be under the observation of the armed sentry at the gate and be kept locked, one key being kept by the sentry and another by the reserve head warder.

52. It will be found most convenient to have three grades of warders with a small difference in the pay of each grade. One point which is of the greatest possible importance is the determination of the minimum pay of the lowest grade of warder as the basis upon which the pay of the whole service may be regulated. Many mistakes have been made in the past in attempting to fix this minimum pay by comparing the salaries given to constables of the lowest grade or to sepoys or

men employed by private individuals. From much experience on this subject, we maintain that it is an error to suppose that because a constable can be got to serve for R6 or R7, therefore it should be possible to recruit the same class of men on the same salary as a jail warder. The position and duties of a constable are so different, and the chances of increasing his income by other means so much greater, that there is really no comparison between the two appointments, and we have abundant evidence to show that it is not possible to organize a trustworthy warder service on the same terms. Another point to be taken into consideration is the part of the country in which the jail is situated. For instance, while it has been found possible to recruit good men in Behar for Behar jails on the minimum salary sanctioned by the Bengal Government, it has been found impossible to get these men to go to unhealthy Bengal jails on the same pay, and the Government of Bengal has been obliged to offer an extra local allowance of R2 for service in those jails. This has had the desired effect and there has been no further trouble in getting even the worst jails manned by warders recruited in Behar. In this matter of minimum pay our advice must be to fix it at a liberal allowance. As an instance of the reverse procedure, we found that the pay of the lowest grade warder in Madras was fixed at R6-8; for this salary it has been possible to get only the most indifferent local men from the adjoining towns and villages, and these men are constantly giving trouble by absenting themselves from work, bringing in forbidden articles or getting drunk. In Appendix A we have shown by numerous examples of reorganized establishments that the salary of the lowest grade warder can be increased to R8 and still leave a large saving over the present expenditure. For the Madras, Bombay, Punjab, North-Western Provinces and Bengal jails we would be disposed to recommend R8 as the minimum salary, with such extra allowances as the local Government may think necessary in each case for special circumstances, such as dearness of provisions or unhealthiness of climate. The second grade would receive one rupee more than the third or lowest grade and the first grade one rupee more than the second grade.

53. The relative proportion in numbers which the three grades should bear to each would be, as nearly as possible, twice as many in the second grade as in the first, and three times as many in the third grade as in the first. For instance, in a jail with 24 warders, there should be 4 warders in the first grade, 8 in the second and 12 in the third.

54. There should be three grades of head warders of central jails and two grades for district jails. Besides the head warder, who is the drill instructor and who would have the charge of the reserve, the salaries of the different grades might be as follows:—

For Central Jails.		R	R
1st grade (chief) head warder	.	20 to 25	
2nd do. do. do.	.	15 to 20	
3rd do. do. do.	.	12 to 15	
Reserve head warder	.	15 to 20	
District Jails.			
1st grade head warder	.	15 to 20	
2nd do. do. do.	.	12 to 15	
Reserve head warder	.	12 to 15	

In promoting warders to the post of head warder, care should be taken to select those who have done thoroughly well as first grade warders in the respon-

sible position of gatekeepers at the main gate. The reserve head warder should be an ex-soldier or pensioned native officer of the army, and should be appointed direct to that post by the Inspector General of Jails.

55. Having given a general description of the subordinate staff required for jails, we proceed to recommend the strength of establishment necessary for each class of jail. It should be explained that the scale of establishment here recommended is considered sufficient only for the watch and ward of different classes of jails, and the prisoners employed in them industrially, including the garden gangs. When there are a large number of prisoners employed on extramural gangs, extra warders will have to be entertained in the proportion of one warder to 10, 15, or 20 prisoners, according to the nature of the work and the locality in which the men are employed.

56. Superintendent and medical officer R750 rising to R1,200, deputy superintendent (if there is a special industry requiring skilled supervision, pay according to agreement), jailor (according to grade):—

	R	R
Deputy jailor	50 rising to 60	
2 Assistant jailors	40	to 50 each.

Hospital assistant (according to grade) deferred special allowance R20 per mensem:—

	R	R
Compounder	12 rising to 16	
Native matron	12	to 15

Warder Establishment.

	R	R
Chief head warder	20 to 25	
1 2nd grade head warder	15 to 20	
2 3rd do. warders	12 to 15	
6 1st grade warders		10 each.
12 2nd do.		9 "
18 3rd do.		8 "

Reserve Guard.

	R	R
1 Head warder	15 to 20	
2 1st grade warders		10 each.
5 2nd do.		9 "
8 3rd do.		8 "
2 Orderlies		6 "

Where the manufactory operations are on a large scale, an extra assistant jailor will be required as a storekeeper.

57. Superintendent and medical officer R550 rising to R750, jailor according to grade:—

	R	R
Deputy jailor	50 rising to 60	
2 Assistant jailors	40	50 each.

Hospital assistant (according to grade) deferred allowance R15 per mensem:—

	R	R
Compounder	12 to 16	
Matron	12	

Warder Establishment.

	R	R
Chief head warder	20	to 25
1 2nd grade head warder	15	to 20
1 3rd do. do.	12	to 15
5 1st grade warders		10 each.
10 2nd do.		9 "
15 3rd do.		8 "

Reserve Guard.

	R	R
1 Head warder	15	to 20
2 1st grade warders		10 each.
4 2nd do.		9 "
6 3rd do.		8 "

First class District Jail.

58. Superintendent, usually Civil Surgeon, R100, jailor (according to grade):—

	R	R
1 Assistant jailor	40	to 50

Hospital Assistant (according to grade) deferred allowance R10 or R15, (according to amount of work), matron R10.

Warder Establishment.

	R	R
Chief head warder	15	to 20
1 2nd grade head warder	12	to 15
2 1st grade warders		10 each.
7 2nd do.		9 "
10 3rd do.		8 "

Reserve Guard.

	R	R
Head warder	12	to 15
1 1st grade warder		10
2 2nd grade warders		9 each.
3 3rd do.		8 "

59. Superintendent and medical officer R75, jailor (according to grade), assistant jailor R40 to R50, hospital assistant (according to grade) deferred allowance R10 or 15 according to amount of work, matron R10.

Second class District Jail.

Warder Establishment.

	R	R
Chief head warder	15	to 20
1 2nd grade head warder	12	to 15
2 1st grade warders		10 each.
5 2nd do.		9 "
8 3rd do.		8 "

Reserve Guard.

	R	R
1 Head warder	12	to 15
1 1st grade warder		10
1 2nd do.		9
3 3rd grade warders		8 each.

60. In case there may be any doubt as to the relevancy of the data on which our recommendations are based, we may say that the establishments above recommended have now been employed for more than ten years in actually working the jails of the large province of Bengal, which besides the ordinary

prisoners of the province contain a large proportion of transportation convicts from Burma. They are smaller in actual numbers of men than the establishments entertained hitherto in most provinces, but we recommend the scale with the greatest confidence as being quite sufficient for all requirements. It is by the reduction in numbers that we hope to effect the savings which will go to improve the pay and prospects of jail service.

61. We found in the Madras Presidency that warders were employed in

escorting prisoners transferred from one jail to another. If this system should be adopted in the

other provinces an extra number of warders would have to be entertained for the work and the Police Department would have to be called upon to make a corresponding reduction in its establishment. This we do not think would be advisable, as the constables now employed in escorting convicts are also required for escorting treasure and under-trial prisoners from the police thanas and lock-ups and also on police reserve work.

62. We have given it as our opinion that it is essential for the security and

the proper management of a jail that every-one connected with it should be resident on jail

premises, and should not be allowed to leave the precincts of the jail without permission. If this recommendation is carried out, it is absolutely necessary that the subordinates should be provided with quarters which will make their homes healthy and comfortable. To do this satisfactorily, it will be necessary to enquire into the habits and customs of the classes from which the subordinates are recruited. Those acquainted with natives know how much importance is attached to such details as zenana enclosures, the position of the sleeping apartment, public room or verandah, cook-house and latrine. For the higher subordinates who use milk largely in their houses, it would be advisable to provide a shed for a cow or goats. Then again in damp climates a fuel-house and a small godown will be found indispensable. When all these points are studied and proper provision made for them, it will be found that residence on jail premises so far from being irksome will be a source of comfort and health. Supposing that the vast majority of the subordinates will be natives of India, we give in Appendix B sketch plans of quarters for jailors and assistant jailors. The design for an assistant jailor's house will be found quite suitable for the deputy jailor and also for the civil hospital assistant.

63. We are of opinion that more attention should be paid to the sanitary

conditions under which the warders are housed than

Guard-rooms.

has hitherto been the case. For the reserve guard

and for warders who are unmarried, we think a suitable barrack should be provided near the main gate. Each warder should have at least 60 square feet superficial area and 648 cubic feet of space in the barrack, and the guard-room should have a verandah. The ventilating openings should be suited for the climate in which the men live. Each warder should be provided with an iron bed and a box at Government expense: both these should be of a uniform pattern. Besides this, shelves on the walls will be found convenient for putting away clothing not in use. It should be the duty of the reserve head warder to see that the warders make their beds properly and that the guard-room is at all times kept neat and smart. In accordance with the custom of the country the cook-houses should be at some distance from the guard-room, and should have a well or hydrant near them. Where there is a general guard-room for warders, every

head warder must be provided with a separate room. It is essential for the maintenance of discipline and authority that these men should not mix with the ordinary warders. An attempt has been made in Bengal without success to introduce the messing system for warders who are without their families. Caste prejudices are however so strong, that even the entertainment of a Brahmin cook, paid by small contributions from the warders, has not been a success.

64. In most of the provinces of India it will be found advisable to encourage

the residence of married warders and head warders
Married warders' quarters. on jail premises. These men will be found the

most steady reliable men in the jail service. The convenience of having their meals cooked for them and having a single household to provide for are very great advantages and will tend to make the jail service popular. Care must be taken to build suitable family quarters for these men. Among the plans best suited for married warders' quarters which have hitherto been adopted, we might mention those provided in the Salem and Vellore Jails in the Madras Presidency and in the Raipore Jail in the Central Provinces. These quarters should be placed at some distance from the main gate, and away from the guard-rooms for unmarried men. It is generally recognised throughout India that when jail officials are compelled to live on jail premises, they should not only be provided with quarters free of rent, but that certain menial duties connected with their quarters should be done by prisoners. In our opinion these services should be limited to sweeping the quarters, cleaning latrines, supplying water and keeping the grounds clean and tidy.

65. Since very grave irregularities have resulted from allowing jailors and

other jail subordinates to employ convicts as general servants in their quarters, the practice of allowing prisoners to do menial work for subordinates
Prisoners employed as servants for jail subordinates. must be everywhere brought under strict regulation. For this purpose we

would recommend the following rules: A small gang of sweepers and water-carriers shall, under the charge of a paid warder, visit all the quarters occupied by jail officials, except the superintendent's house, twice a day. Each house shall be cleaned and supplied with water by the gang which shall then be marched to the next house. No prisoner of this gang shall be left about a house. If the deputy superintendent or the jailor is allowed to keep a garden, the work of such garden shall be done by the regular garden gang, and not by a detachment of it. All officials should be prohibited from employing prisoners in attending to animals which do not belong to Government. When the superintendent is provided with a residence on jail premises, a special garden gang should be provided for the garden and grounds of the house. But the employment of prisoners as house servants of any description, such as sweepers or water-bearers, must be strictly prohibited. So great is the temptation to evade even strict rules such as those we have sketched above, that it will be found necessary to add that any official who wilfully disregards these rules will render himself liable to dismissal.

66. When residence on jail premises is rendered compulsory, it will be wise

to allow the upper subordinates the privilege of
Vegetables for subordinates. getting vegetables from the jail garden. This can

be done at once in those provinces where the jail gardens are so large and well cultivated that the prisoners cannot consume the vegetables that are grown. In those jails the daily allowance for each official should be inspected by the

superintendent to see that it is limited to the requirements of each household. The subordinates entitled to vegetables from the jail garden should be, in central jails, the deputy superintendent, jailor, deputy jailor, assistant jailors and hospital assistant. In district jails, where the gardens are small, there would only be the jailor, assistant jailor and hospital assistant. To head warders and warders we would recommend that vegetables grown in the garden should be sold at such prices below the bazar rates as will induce them to consume them regularly in their food. Most superintendents have found that warders suffer in health from not having a regular supply of vegetables in their diet.

67. The Bengal Government has found it necessary in Eastern Bengal to

allow the warders, who are Beharis, certain privileges in regard to the preparation of their food,
Food-supply of warders. which, although it costs the Government nothing, is a great boon to these men,

situated as they are among a purely rice-eating population. The jails in Eastern Bengal supply the warders with wheat-flour and dall at cost price, without making any charge for the labour of prisoners employed in preparing these articles. Some such privilege may be found necessary to reconcile men to service in other disadvantageous or unhealthy localities.

68. A warder guard reduced in numbers necessitates that we formulate a

system of duty which will make the most of the
Duties of the warder guard. force at disposal. Before doing so, we may briefly

note the duties required of the warder guard.

In every jail there should be a reserve guard in accordance with the scales

laid down in paragraph 54. This guard should be
Reserve head warder. under the charge of a head warder, who will ordi-

narily be a retired soldier of the native army, competent to give the warders and all jail subordinates a thorough military training. The duties of the reserve head warder will be—to drill all the warders once a day, giving each warder at least half an hour's drill. As the warders can only be drilled when off jail duty, it will be necessary to have drills both morning and evening for the two squads into which the jail guard is divided. He will report every warder who absents himself from jail premises. He will be in charge of the armoury and be responsible for the cleanliness and safe custody of all the arms, accoutrements, and ammunition. He will see that all the warders when on duty are always dressed in proper uniform. He will see that the guard-rooms are kept clean and neat, and the beds and clothing in them properly arranged. He will take one watch at night as patrolling officer. This watch shall usually be the first watch.

69. The warders of the reserve guard should be men specially selected for their efficiency in drill and in the use of firearms.

Reserve warders. They should be ready at all times and at a moment's

notice to turn out fully armed and equipped. A rifle and 20 rounds of buck-shot ammunition should be kept with each man at all hours of the day and night. They should furnish one armed sentry for the main gate and assist in giving one watch at night. The day sentry at the main gate should be posted immediately outside the iron barred gate and should carry his rifle with bayonet fixed. The rifle should not be loaded, but 20 rounds of buck-shot cartridges should be kept in a soft leather pouch in the belt in front, the flap of the pouch being kept unbuttoned. The practice of arming this sentry with a loaded musket has led to serious accidents. With a breech-loader and the

ammunition kept ready in the manner above indicated, the sentry can load his rifle in a moment, and be ready for any emergency. It should be the duty of this sentry to defend the gatekeeper, and prevent the forcing of the outer gate at all costs. The armoury should also be placed so that its entrance is under his eye and control, and he should have one of the keys which open it. In large central jails the reserve warders will provide another armed sentry for the central tower or any other commanding position, who should be given a bell or drum by means of which he can raise an alarm and call out the guard. Neither the head warder nor any warder of the reserve should be allowed to leave the quarters assigned to them without permission. In the event of permission being given, the place of the absent warder must be supplied by a substitute from the general body of the warders off duty. Before and up to 9 A.M. the whole reserve guard should turn out in uniform, after that hour two-thirds of the guard only need be in uniform.

70. All escorts for official and non-official visitors should be furnished by the reserve guard. In central jails the escort should consist of four warders armed with batons. In

Escorts for visitors.

district jails the escort should consist of two warders armed with batons. We would here draw attention to the extremely dangerous practice still in force in some of the provinces we have visited, of sending an *armed escort* into the jail with visitors. The extremely careless way in which these arms are usually carried by the escorts makes them a great source of danger to the visitors. There is really nothing to prevent a prisoner snatching a sword or musket out of the hands of the guard, and using it against the visitor or the officials. In our opinion a stout baton attached by a leather thong to the wrist of the warder on escort duty is quite sufficient for all purposes of protection, and this practice has now been followed for many years in some provinces.

71. Very much of the discipline and management of a jail depends on head warders. We have already referred to the necessity that exists for selecting only trained and tried

Head warders.

men for these posts. No candidate can be considered competent for this post who has not gone through all the grades of the jail service, and had a ten or fifteen years' experience of jail work. The special duties of head warder should be to assist the jailor in all routine work, to open the jail with the jailor, and count out the prisoners, to distribute the prisoners to their work, to see that the names of the prisoners placed in charge of each warder and convict overseer are written in a note-book, to issue tools, raw materials and rations; to measure tasks and note the amount done by each prisoner, to superintend the latrine, bathing and feeding parades, to count the prisoners at each change of guard during the day and at lock-up, and to see that the jail is secure, and that all bamboos, ropes or other means which might facilitate escape are removed. Before coming on duty each head warder should collect the warders of his guard and march them to their respective posts or to the gangs which are to be taken over. During his hours of duty, he should be constantly moving among the prisoners, and supervising the work and discipline of the jail and keeping the warders on the alert. Each head warder will be on duty for six hours by day and for one watch at night.

72. The two senior warders of the first grade should be appointed to perform the very responsible duties of gatekeepers of the main entrance of the jail. No warder who cannot

Gatekeepers.

read and write his own language fairly well should be promoted to this grade; and as head warders are usually selected from these men, the greatest care should be taken in choosing the best and most trustworthy men for this very important duty.

73. Before describing the duties which should be exacted from a gatekeeper, we think that this is the best place to describe what has for many years been known as the

Double-gate system.

"double-gate system." The main (which in our opinion should also be the only) entrance of every jail should have two gates with a space between the two gates long enough to admit one or two bullock-carts. In each gate there should be a wicket, and both the gates and the wicket should have secure fastenings that can be easily worked from between the gates. The inner of the two gates should be a double batten door provided with a wicket and holes through which the gatekeeper can observe any person who wants to leave the jail, and also can see whether there is any unusual gathering of prisoners near the gate. This inner wooden gate has the further advantage of preventing prisoners from seeing what is behind it, and whether the armed sentry is on the alert or not. The outer gate should be an iron barred gate. This gives the armed sentry a full view of the passage between the two gates and allows him to protect the gatekeeper and prevent the forcing of the outer gate. All ingress and egress for ordinary purposes should take place through the wicket doors. This will still further diminish the chances of a rush. In the passage between the main gate it will be convenient to have the following articles: a clock, weighing machine, height-measuring rod, standing writing-desk with the gate registers and writing materials. Besides these, spare fetters and handcuffs may be hung on the walls ready for use. On the walls should also be placed a list of all officials and visitors entitled to enter the jail, together with a copy of the rules regulating the working of the double gates.

Duties of gatekeepers.

74. There being two gatekeepers, their duties should be divided as follows:

At the opening of the jail the first gatekeeper should come on duty and remain between the gates from 6 A.M. to 9, when he should be relieved by the second gatekeeper, who will continue on duty until 12. At 12 the first gatekeeper will take his second tour of three hours, and at 3 P.M. he will be again relieved by the second gatekeeper, who will remain in charge until the jail is locked up. Each man has thus six hours' duty by day. If the work is light and the jail a small one, it may be advisable to allow these men to perform six hours' duty at one time as arranged for the rest of the warders.

75. The gatekeeper on duty should keep two registers: in one he should record the names of all prisoners or persons who pass out of or into the jail, and in the other he should

Main-gate registers.

enter notes of all goods, tools, or stores passed either into the jail or out of it through the main gates. In making these entries, he should note the exact time as shown by the clock. In central jails where the work is heavy a properly selected convict writer may be appointed to help the gatekeeper to write these registers. The value of these registers as a check on almost every detail of the jail daily routine is very great. If a prisoner escapes from the garden gang, the gate register when produced in court shows that the escaped prisoner left the jail gate in charge of a certain paid warder and convict overseer. If a

hospital assistant is found neglecting his duty, the exact time spent by him inside the jail can be ascertained for any period. The amount of vegetables brought inside from the outer garden will be found accurately recorded in this register. The hour of arrival of new prisoners and the names of the escort bringing them will be entered. In fact, the superintendent of a jail and all jail visitors possess in these registers an accurate and exact record of everything that takes place at the jail gate. The entries are made one after the other with mechanical precision, and the gatekeeper is not aware when and for what purpose his record may hereafter be required. The jailor or deputy jailor should daily check and sign these books.

76. The gatekeeper should open one gate at a time and should never under any circumstances have both gates open at once.

Working the gates.

Whether the person who has to pass through the gates is a high official or a menial, the first gate or wicket through which he passes should invariably be both carefully bolted and securely locked before the second gate is opened. The first case of neglect of this rule should be punished very severely, and a second offence of the kind punished with nothing short of dismissal. The keys of the gates should be kept in a bunch, with 8 or 10 others resembling them, and should be fastened by a stout chain round the waist of the gatekeeper. It does not require much explanation to show the object of these precautions. In opening only one gate at a time a rush through the main gates is made impossible. By having an additional number of keys on the bunch and attaching the keys to the gate warder, we delay the forcing of the outer gate in the event of his being overpowered, and thus give the armed sentry time to load and resist the attempt to open the outer gate.

77. Prisoners who are allowed to go outside the jail gates must be specially selected by the jailor, noted in his report book and sanctioned by the Superintendent; where

Prisoners passing out and in.

fetters for safe custody are not in use, it will be found very useful to mark these selected prisoners with a light ankle-ring on one leg to enable the gatekeeper to check the exit of only authorized prisoners. When prisoners have to be passed out of or into the jail, the following procedure should invariably be followed. The gatekeeper should first let them through the inner gate and having done so he should lock it; he should then take his gate register and write in full in it the name of every prisoner of the gang leaving the jail, the name of the paid warder who is in charge and the name of the convict overseer who is assisting him. These entries having been carefully made and the time noted, he should open the outer gate and count the prisoners out one by one in order to see that there is no mistake in the total number entered in his book. The list of the gang, having once been made in the gate register, need not be rewritten on each occasion of the passage of those prisoners through the main gates; but every change in the gang from day to day must be noted: every subsequent passage of this gang through the gates may be noted in the following manner in the register: "10-30 A.M., garden gang warder Ram Deen, convict overseer Khuda Bux." On the prisoners of a gang returning he should open the outer gate (the inner one being first carefully locked) and admit them to the passage between the two gates. He should then lock the outer gate, take the gate register and call out the name of each prisoner, the convict overseer and the paid warder, each man answering as his name is called out. The gang having been found correct, he should open the inner gate and count each man

into the jail one by one to see that there is no mistake in the total number. No prisoner should be allowed to leave the jail unless he is in charge of a paid official.

78. The gatekeeper should to the best of his ability prevent the improper removal of any property from within the jail or the introduction into it of forbidden articles. To

Power of search.

enable him to do this he should be authorized to search all persons or prisoners passing into or out of the jail except those whose names are included in the list of visitors or such persons as are specially exempted by the superintendent or the jailor. Among those exempted should ordinarily be the higher subordinates including head warder. Should the gatekeeper have reason to suspect that any officer exempted from search is introducing or removing articles he may detain the suspected person between the gates and give immediate notice to the jailor, who will himself search the person suspected.

79. If the jail offices communicate with the main gate passage all prisoners employed in these offices should be placed under the charge of the gatekeeper. He should also be responsible for the cleanliness and smartness of the main entrance to the jail and should be allowed to use prisoners waiting for admission or release for this purpose. In many of the provinces visited by us, there is great room for improvement in the appearance of the entrance to the jail and in the jail offices.

80. When it is possible, warders should only be recruited in central jails, and after being trained should then be sent to district jails to fill vacancies. There will be three important objects gained by this procedure. The employment of local men in district jails will be prevented; the smallest jails in the province will be manned by warders trained to discipline and jail work in the best-managed jails; and lastly, the central jails will be able to keep the pick of the warder service for their own work. Candidates for warderships should be selected from the races from which the native army and police are recruited. They should, if not ex-soldiers, be between eighteen and twenty-five years of age, of robust constitution, and not under a fixed standard of height. Men who can read and write the vernacular should be preferred. Every warder should be considered on probation for six months; at the end of that time his services should be dispensed with unless he can satisfy the superintendent that he is thoroughly acquainted with his duties and is efficient in drill. In the security bond to be signed by each warder when he is confirmed in his appointment he should be required to give two months' notice of resignation of his appointment; every warder should clearly understand that he is liable to be transferred to any jail in the province.

81. Each warder should be furnished with a Government service-book on appointment, in which all changes of appointment, transfers or pay will be recorded. This book should

Service Register.

be kept in the office of the jail to which he is attached, as it is the record on which the grant of gratuity or pension will depend. Besides the service-book, each jail should be required to keep a special register of services of the warders and head warders employed. In it should be carefully recorded a personal description of each warder and all particulars regarding his appointment, promotion, leave, rewards, punishments and receipt of uniform. If this register is

properly kept, it becomes a valuable guide in the selection of men for promotion.

82. A great advance was made in the management and security of jails when the practice of posting warders or police sentries on walls and round certain enclosures was recognized to be useless and was abandoned. As this obsolete system still prevails in certain provinces we cannot too strongly re-assert the inutility of the practice and recommend its abolition. It should be the rule to assign to each warder a particular duty, such as charge of a particular ward or set of wards, charge of a particular workshop or set of workshops, charge of a particular gang of prisoners inside or outside the jail; and it is desirable that the general duties of each man should not only be explained to him, but should be written out in the vernacular in a small note-book which he ought to keep on his person when on duty. The prisoners should be made over to him by name, the names being entered in the warder's or head warder's note-book. He should count his prisoners frequently during his turn of duty. He should search his prisoners for forbidden articles and should be made responsible for any forbidden articles found on his prisoners by the superior officers. He should maintain strict discipline among the prisoners and exact the task required from them. He should be responsible for the cleanliness and good order of the part of the jail under his care. He should prevent all noise, quarrelling, wandering about, and all other breaches of jail rules, and should report every case of a breach of rules to the head warder. He should on no account be allowed to punish the prisoners or settle cases which have to be reported to the head warder. Every warder relieved by another warder should explain to his successor his duties and any special orders that may have been given him by the officers of the jail. Warders should also be held responsible for the safe custody of the tools and property in the workshops under their care.

83. It will be found impossible to train warders to a high standard of efficiency and discipline if immediate notice is not taken of all their shortcomings and failures to carry out the rules of the department. We have advocated better pay and many advantages for these subordinates in the hope that Indian jails will in a few years have a prison service worthy of the country and of the money spent on jail administration. All these recommendations will have no effect if the training and supervision of these men is not very strict from the commencement of their service. Any warder proved to have introduced forbidden articles or to have received a bribe or stolen Government property should without hesitation be prosecuted before a Magistrate and dismissed the service. The other punishments for minor breaches of duty should be small fines of salary, degradation to a lower grade, suspension for a definite period, extra drill, transfer to another jail with the sanction of the Inspector General. With these general observations on the paid warder staff, we must leave the subject to be dealt with in greater detail by executive officers; but we desire again to emphasize our recommendation that, with an improvement in the pay and prospects, there must be increased strictness in the training and management of these subordinates. For the first few years, there may be an increased number of punishments and a great weeding out of useless members of the force, but the result will finally be a remarkable improvement in the purity and discipline of the jail establishment, and in the deterrent effects of imprisonment.

84. The Government of India has recently, in answer to certain opinions expressed in England, had to examine the whole question of the employment of convicts as prison officers. We cannot do better than give the conclusions arrived at after that enquiry, and add that our experience extending over many years and the results of our present enquiries all go to show that these conclusions, based as they are on absolute facts, must be accepted as the final answer to the question, Is it advisable or not to employ convicts as prison officers in the jails of India?

*Extract from the Proceedings of the Government of India, Home Department (Judicial),—
No. 23—1609-1619, dated Simla, the 7th October 1887.*

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An objection has recently been taken to the system, on the ground that the arguments which have in England prevailed against it are founded on the facts of human nature, and must therefore be applicable to India, and that it affords a means of intercommunication most favourable to corruption, demoralisation and the spread of crime. It may be admitted that the system is open to objection in theory, but, under the peculiar circumstances of Indian jails, it works successfully in practice. The reasons why it does work well in practice are clearly indicated by the statistics appended to this Resolution. These statistics, as well as the figures examined in paragraph 7 above, demonstrate that the general character of the jail population in India differs from that of the population of the jails of the United Kingdom in the important respect of the comparative absence from Indian jails of professional criminals. The vast majority of prisoners in Indian jails not being professional criminals are free from the vices of the habitual offender, and they are not permanently degraded because for some petty offence they happen to have fallen within the Magistrate's jurisdiction. This makes an important difference in the method that should be adopted of treating prisoners in India as compared with the United Kingdom. It is, again, impossible, both on sanitary and financial grounds, even if it were on other grounds desirable, to adopt the cellular system in India, and this fact not only renders necessary a much larger staff than is required in England, but also introduces a set of considerations materially different from those on which the argument against the employment of prisoners as warders is based. Again, it is to be remembered that the continuous nature of the work and the severity of the discipline which has to be maintained among free warders are peculiarly distasteful to natives of India, and this fact, coupled with the important circumstance that the Government of India cannot afford to offer exceptional rates of pay, renders the jail service unattractive. On the other hand, the rules under which the convict officers are selected preclude the appointment of degraded criminals and prescribe a high standard of past conduct in jail, while they hold out strong inducement to future good conduct in the special rewards which under the mark system can be obtained by warders for the proper performance of their work. The Governor General in Council has, therefore, after a very careful reconsideration of the arguments advanced both for and against the present system, come to the conclusion that its maintenance, as a general rule, is imperatively called for on administrative as well as on financial grounds.

85. We have given the subject of the selection of convict officers our very careful attention, and are strongly of opinion that only those who are convicted for the first time or have not been classed by the convicting court as habituals should be selected for these posts. We unhesitatingly condemn the tendency noticed in certain provinces (see Appendix A, page lvii, paragraph 14; page lxxi, paragraph 28; page xcii, paragraph 28; page cxiv, paragraph 38, &c.) to employ habituals as prison officers. The rules of the prison departments in those provinces generally prohibit the employment of such men, but as a fact we found them in office in some of the worst-managed jails in India. We are quite aware of the arguments used to defend the employment of such men, and we know that they are often the most skilled workmen and the best-behaved prisoners in the jail; men who know the rules well and take care not to break them. We also know that

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many of them make the best executive officers for the management of habituais. But with a full and complete knowledge of all these facts in their different bearings, we give it as our deliberate opinion that a habitual prisoner should under no circumstances whatever be promoted to any of the grades of convict officer, and that more care should be taken by inspecting officers in seeing that the rules on this subject are enforced.

86. In organizing a body of convict officers it will be found necessary to have a certain number of grades through which they should be passed, and from which they may be selected for the higher and more responsible posts. In all the provinces visited by us we found that there were two or three grades of these officers, and certain rules are laid down for their selection. But the nomenclature used in giving names to the grades varied very much. In the same province we often found different names and designations in adjoining jails. The following were some of the terms we found in use:—Lumberdars, khillibardar, mukaddam, maistry, safedposh, siaposh, mate, peon, warder, sepoy, overseer, wardmate, work overseer, watchman, guard, pahrawalla, &c. We think the time has come to have a uniform nomenclature for all the Indian and Burman jails, and that the names used should be English names. We propose, therefore, that there should be three grades:—

- (a) The "watchman," who, while he is an ordinary class A prisoner by day and gives his full labour task, is appointed to give one watch of two or three hours *inside the ward* at night.
- (b) The "overseer," who is appointed to help the warder in charge of gangs of prisoners in workshops, wards, cookshops, &c. He is the warder's assistant in all the details of day work, and at night when locked into a ward is in charge of the ward and gives one watch of two or three hours.
- (c) The "warder" (called always "convict warder" to distinguish him from the paid warder staff), who actually takes all the duties and responsibilities of a paid warder by day as well as by night, but has his work limited to the area within the main enclosing wall of the jail.

87. No prisoner should be appointed a watchman who does not possess the following qualifications:—That he belongs to the A class, *i.e.*, that he has been only once convicted; that he has completed one-fourth of his sentence; that he has been well-behaved and industrious; that he is physically fit to do two or three hours' night duty in addition to his ordinary day labour; that he has not been convicted of thuggi, drugging or unnatural offence. These prisoners should be appointed by the Superintendent. The number of watchmen for each jail should be limited to the number actually required in addition to the overseers for guarding all the sleeping wards of the jail. Watchmen receiving remuneration in the shape of a gratuity or remission of sentence, however small, are public servants within the meaning of the Indian Penal Code, and, therefore, liable to be tried by a criminal court for neglect of duty leading to escapes. The general duties of a watchman are to assist the overseer in watch and ward and in maintaining discipline and order inside the wards at night. By day he should perform his ordinary task and should render such assistance to the warder in charge of his

gang as he may require. They should wear ordinary prisoners' coats with sleeves and with a scarlet band or chevron on the right sleeve. They should be exempted from having their heads shaved and beards clipped, and from wearing neck-rings and tickets and ankle-rings. They should receive one extra mark daily and a gratuity of two to four annas monthly from commission to be accumulated against their release. All watchmen should be paraded together apart from the ordinary prisoners after the usual weekly parade, and the opportunity should be taken to select the best among them to fill vacancies in the higher grade of "overseer," and to issue any general orders that may be necessary for their guidance.

88. Overseers should be appointed by the Superintendent, but no prisoner should be appointed unless he possesses the following qualifications:—That he belongs to Class A;

that he has served as a watchman for three months; that he has undergone a sentence of one year and upwards; that he has served half his sentence; that he has been well-behaved and industrious; and that he is physically capable of performing such duties as may be required of him. No prisoner should be appointed an overseer permanently or temporarily in contravention of the above rules without the special sanction of the Inspector General of Jails. The number of overseers should never exceed 5 per cent. of the jail population. Their duties may be briefly defined to assist the warders in maintaining discipline, securing the safe custody of the prisoners and exacting task-work. Overseers in the same sense as the convict watchmen are public servants within the meaning of the Indian Penal Code. They should not be allowed to carry any cane or weapon. Overseers should be provided with a special uniform and a leather belt with a brass badge, and where considered

Rewards for overseers.

advisable shoes should be provided at Government expense. Any uniform which is selected for a province should be adopted for all the jails of that province and should be *rigidly adhered to*. We have repeatedly noticed in our inspection reports (see Appendix A) the tendency of Jail Superintendents to devise special uniforms for prisoner officials in their own jails. This should not be allowed. Overseers should be numbered in order of merit and should be always paraded apart from the ordinary prisoners. They should be allowed two extra marks daily and should not have their heads shaved or beards clipped. They should also be exempted from wearing the neck-ring or fetters and ankle-rings.

89. It will be seen that if our suggestion that all prisoners having sentences of a year should be sent to central jails is carried out, only these jails will be able to comply with the

Appointment of overseers.

regulations laid down for the selection of overseers. It is hoped that if these rules are enforced, district jails will be supplied with overseers selected in the central jails to which they are affiliated. Experience has shown that this rule is most beneficial, inasmuch as overseers are sent to jails where they are not known as ordinary prisoners by the convicts and can therefore exercise more authority over them. Besides this they, as a rule, carry with them the discipline and knowledge of jail work which can only be properly learnt in a central jail under special officers.

90. The grade of warder or "convict warder" as it should be called, to distinguish it from the paid warder guard, is the highest grade to which a convict officer can rise.

Convict warder.

It should be the rule, if possible, to limit the selection for this grade to prisoners who are convict overseers and who having an original sentence of not less than five years have served at least a year in that post. It is a matter of considerable importance not to appoint a prisoner who has no fixed abode and whose antecedents cannot be enquired into. For this purpose therefore it will be necessary to verify, through the police of the district, the details as to residence and friends before the final selection is made. The selection, apart from other particulars, should be by merit and not by seniority, and should be made personally by the Superintendent, and the sanction of the Inspector General of Jails should be obtained to the appointment. Convict warders should on no consideration be allowed to go beyond the precincts of the jail, which should be carefully defined and pointed out to them. As this grade is specially instituted to supply vacancies in the paid staff caused by sickness or absence on privilege leave, the number to be fixed for each jail should be as nearly as possible one convict warder to eight or nine paid warders according to the healthiness or otherwise of the locality. The duties exacted from them should be exactly those of the paid warder guard, except that they should be limited to the area within the jail walls. To enable them to march to their work with the paid staff they should have some elementary instruction in military exercises without arms. They should be supplied with the ordinary warder's baton. They should be allowed to cook and eat their food outside the jail quite apart from the other

Rewards for convict warders. prisoners. To allow them to do this they should receive the ordinary full uncooked rations of the jail. They should sleep in a place allotted for them within the jail walls, and not be allowed outside the main gate after lock-up. They should receive four extra marks daily in addition to the two marks allowed to ordinary convicts and receive a gratuity of four or eight annas a month which they may expend outside the jail on any reasonable indulgence. They should not be allowed to mix with the paid warders in their barracks and cook-rooms. They may be allowed to smoke tobacco outside the jail walls at fixed hours, in the cooking place set apart for them.

GUARDING.

91. In every effective system of jail guarding there are certain general points which must be attended to. It is essential to recognize, in the first place, that the warders engaged in the work should not have their energies overtaxed by long-continued hours of work as is now the case in most of the provinces. No warder should be required to do more than six hours' day duty and one watch of two or three hours at night, with half an hour's drill in the morning or evening. By this means we deprive him of all excuse for not being on the alert ready to exact discipline and to keep order. The next point is that the prisoner in his gang, workshop or sleeping ward should be guarded and not the walls of the jail. To perch a man on a wall who has no specific responsibility for the safe custody of any prisoner, and who is absolutely useless for any other purpose in the jail economy, is such an obvious waste of power that we are surprised at its having been allowed to remain for so long the main system of guarding where the police form a part of the jail guard. The immediate guarding of the prisoner in his sleeping ward is a matter of vital importance for the system which we recommend for general adoption: the prisoner is guarded inside by the watchman, who does

not permit any man to leave his berth without previous sanction, while the watchman is kept on the alert by the barrack being closely patrolled by the warder outside. At night the walls may be allowed to guard themselves, for it may be accepted as an axiom of jail management which is beyond controversy that once a prisoner gets out of his ward, there is no system of wall-guarding which will prevent his escape. During the day it is usual to place two or three selected prisoners (not overseers) in the commanding corners of the main wall. This precaution adds to the safety of the jail inasmuch as it prevents prisoners attempting to break through the first line of security which is the vigilance of the warder and his assistant the overseer. Armed guards patrolling outside the jail and round gangs employed in the garden, as we saw them doing in Madras, are of no value whatever. But an armed sentry in a position from which he can see the whole jail, and without let or hindrance can raise an alarm in case of any disturbance, should be arranged for in every central jail where long-term prisoners are confined. We have already expressed our opinion very decidedly on the uselessness of fetters, cross-chains and bel-chains for securing the safe custody of prisoners, and we hope to see these barbarous appliances altogether abolished, if the system of guarding we are about to recommend is adopted. Perhaps the most important point in the guarding arrangements to be insisted on, is that there shall be no single prisoner in a jail for whose safe custody a warder and an overseer are not personally responsible, and the method of taking over charge should be so exact that there can be no difficulty in proving in a criminal court that a prisoner who has escaped was in the charge of a certain warder and his overseer. As a rule, prisoners employed outside the jail walls should be men who have short terms of imprisonment remaining. Under no circumstances should any prisoner be employed in a garden or on other work outside who has not served half his sentence. All the prisoners selected by the jailor for outside work should have their names entered in his order book, and the selection should be sanctioned by the Superintendent. This done, a special mark, such as an ankle-ring on the right or left leg, should be placed on the selected prisoners so that the gate-keeper may exercise a check on the men passing out in the extramural gangs.

92. In the daytime the whole of the head warders and warders on the establishment (excluding the gate-keepers and the reserve guard, whose duties have been already given in detail) should be divided into two equal squads. The first squad should come on duty at the opening of the jail, and each man should receive charge of a certain number of prisoners, the names of these prisoners being, noted in writing. As assistants, each warder should have one or more overseers with him, and also when possible one or more watchmen working in his gang. The first squad should be relieved by the second at noon, both the relieved and relieving warders being present with the head warders to see that the prisoners are made over to the relieving warders by name. The second squad should remain in charge until the prisoners are counted and locked up, when the first squad of the night patrol should come on duty. As escapes are liable to take place about the hours at which the squads are changed and during the bathing, feeding and latrine parades, special precautions must be taken to watch the jail walls by selected prisoners on these occasions, and in central jails it is a wise precaution to have a large proportion of the reserve guard under arms while these combined movements are in progress in the jail.

93. During the day it will ordinarily be most convenient to divide all the prisoners into the following gangs:—

Gangs.

1. Garden gang.

2 and 3. Jail servants (mehters, toties, sweepers, water-carriers, cooks), civil prisoners, prisoners in hospital and under-trials.

4. One-third of the manufactory prisoners.

5. Do. do.

6. Do. do.

When more than six warders are available in each squad, these gangs can again be subdivided. The duties of the man in charge of the garden gang are clear: he should keep the prisoners as much together as possible; he should stand during the whole time he is on duty, and on no consideration should he be allowed to take off his belt and lie or sit down (a rule to be applied to all warders). If two or three prisoners of the garden gang are employed apart from the rest, in raising water for instance, the overseer should be left in charge of them. No garden or extramural gang should ordinarily have more than 20 prisoners in it. The warders in charge of gangs Nos. 2 and 3, and the sick, under-trial and civil prisoners, should have two or three overseers to help them. They should always accompany their men (mehters or toties, for instance) when they go outside the jail, leaving the overseer in charge of the prisoners left inside. The duties of warders over gangs Nos. 4, 5 and 6 consist in watching the prisoners under them, maintaining discipline and exacting work. No prisoner not an overseer should on any account be allowed to leave his place or work without permission, and if he has to be sent to any other part of the jail he should be accompanied by the overseer. An overseer or watchman should at all times, both by day and night, be present in the under-trial ward, but in selecting a prisoner for this duty the Superintendent must satisfy himself from the man's antecedents that he is not likely to corrupt the prisoners in his charge. Of the warders off duty half should always be on jail premises ready for any emergent duty. No warder should leave the jail premises without the express permission of the Superintendent or Jailer.

94. The night should be divided into five watches, and according to the class of the jail the duties of guarding should be divided as follows:—

Night guarding.

FIRST CLASS CENTRAL JAILS.

Watches.	Men to be on watch.	Patrolling officer.	Men to form Reserve guard at night.
6 P.M. to 9 P.M.	6 ordinary warders and 4 Reserve warders.	Reserve head warder	When ten of the Reserve are on duty for the 5th watch, the rest of the Reserve and the ten men off the 4th watch will form the Reserve. The sentry at the main gate will be furnished by the Reserve and changed at the same time as the other men on watch.
9 P.M. to 11 A.M.	10 ordinary warders	A head warder	
11 P.M. to 1 A.M.	10 ditto	ditto	
1 A.M. to 3 A.M.	10 ditto	ditto	
3 A.M. to 6 A.M.	10 of the Reserve	ditto	

SECOND CLASS CENTRAL JAILS.

95. The same as the preceding, only there will be eight men in each watch, the first watch containing six ordinary warders and two of the Reserve, and the last watch eight of the Reserve.

96. FIRST CLASS DISTRICT JAILS.

Watches.	Men to be on watch.	Patrolling officer.	Men to form Reserve.
6 P.M. to 9 P.M.	4 ordinary warders	Reserve head warder	When four men of the Reserve are on the 5th watch, the rest of the Reserve and the four warders off duty from 4th watch will form the Reserve. The sentry at the main gate will be furnished by the Reserve and changed at the same time as the other men on watch.
9 P.M. to 11 P.M.	4 ditto	A gate-keeper	
11 P.M. to 1 A.M.	4 ditto	A Head warder.	
1 A.M. to 3 A.M.	4 ditto	A gate-keeper.	
3 A.M. to 6 A.M.	4 of the Reserve.	A head warder.	

SECOND CLASS DISTRICT JAILS.

97. The same as the above, only there will be three men in each watch.

98. In all jails the patrolling officer of the 2nd watch will assume command of the Reserve guard while the Reserve head warder is on duty inside during the first watch. For central jails having more than 1,400 prisoners, we have recommended an extra establishment of one head warder and ten warders: these should go to increase the number on each watch in those jails.

99. In very large scattered jails it has been found necessary to supplement the number of warders in each watch by giving some of the warders an overseer each. Supposing a warder had to patrol two barracks instead of, as is usual, only one, he and his overseer should patrol both barracks, and if they keep moving in opposite directions and walking at a regular pace they should cross each other at a given point. In this way the warder is certain of the safe custody of the overseer and that he is on the alert. The warder on duty should patrol immediately round the occupied barracks at a smart pace looking inside the wards to see that the prisoners are in their proper places and the watchman on the alert and moving about. Great-coats and ordinary bamboo-umbrellas being provided, no warder should on any account seek other shelter from the weather. No sentry-boxes should be allowed. The night watch should carry batons. It should be the duty of the watchman and the warder to see that the night lamps are kept properly alight. Any prisoner wishing to visit the night latrine must obtain the permission of the watchmen. In case of apparent serious sickness, the matter should at once be reported to the head warder on duty, who, if necessary, will summon the hospital assistant. If it is necessary to open a sleeping ward at night, this should be done with the precaution of putting on (with a lock) a short chain round the gratings so as to allow only one man to pass out, and thus prevent any possible rush of the prisoners from the ward.

100. The patrolling officer should enter the jail with the whole of the watch under his command, and proceed with military precision to relieve the watch on duty by having

Patrolling officer.

every prisoner counted by the relieving watchman in the presence of the relieved watchman and in the presence of the relieving and relieved warders in charge of each barrack. Having seen that the numbers correspond with the lock-up note-book, he will take over charge of the jail, and the relieved patrolling officer together with all his men should then march out of the jail. It is usual in large jails to control the movements of the patrolling officer by requiring him to visit certain posts with what is known as the "control watch," which records his visits within ten minutes and which can be checked the next morning by the jailor. He should during his tour of duty be continually moving about the jail and challenging the warders and watchmen. A quarter of an hour before the expiry of his term of watch he should go to the guard-room and awake the patrolling officer who is to relieve him, and having done this should at once return to his duty inside.

101. The armed sentry for the main gate should be posted between the gates as a precaution against surprise either from within or without, and he should keep the key of the second lock on the inner wicket (the patrolling officer having the key of the first lock which he can use through a hole in the batten door). The only key of the outer gate should be in the possession of the sentry. He should prevent the entry of any unauthorized person into the jail at night, and he should not permit any warder to enter or leave the jail except in company with the patrolling officer. He should be armed with a breech-loading rifle and ten rounds of ammunition, and should be authorized to use the weapon against any person attempting forcibly to break through the main gate either from within or without.

102. Superintendents of Central Jails should visit their jails at night after lock-up at least once a fortnight, and Superintendents of District Jails once a month. The Jailor, Deputy or Assistant Jailors should visit the jail at uncertain hours at least twice a week, each on different nights, and record the result of their visits in the Jailor's report book.

103. Having given in detail full particulars of the establishment we would recommend for all Indian jails, it is necessary to consider briefly what alterations would be necessary to bring the jail establishments of the different provinces into line with our recommendations, and what would be the financial results of such a reorganization in the case of each province.

104. *Punjab*.—In the Punjab the reorganization we have sketched is absolutely necessary if the jails of the province are to be improved in almost every detail of jail management. At present the whole jail establishment is underpaid and overworked, and the service thereby rendered unpopular, while an expensive police guard is maintained as a reserve at the gate and practically takes no part in the work of the Jail Department. It is in our opinion impossible to do anything towards reorganizing the Department and improving the pay and prospects unless the warder guard system is adopted and the police guard abolished. Fortunately this province has the great advantage of having the best possible materials from which an efficient and trustworthy warder guard can be organized. The reserve guard could be made even more efficient than the present police guard in military training by recruiting for it only discharged soldiers of the Native Army.

105. In working out the financial bearings of our proposals for reorganizing the Punjab Jail Service on the lines recommended by us, we have, with such figures as are available, arrived at the following conclusions regarding the thirteen jails visited by us. This rough scheme provides for the conversion of the Umballa, Rawalpindi, and Mooltan District Jails into first class Central and District Jails combined (leaving out the pay of the Special Superintendents—see further on). It also provides for the Lahore (District), Peshawar, Montgomery, Delhi, Jullundhur, and Amritsar as first class District Jails, and the Lahore Female Prison and Jhelum as second class District Jails. It provides an extra establishment for the Lahore Jail, which we suppose will never in future contain more than 1,300 prisoners, of one European warder R100, one additional assistant jailor R40 to R50, and gives the jailor, who will be senior jailor of the service, R275 rising to R325. An extra reserve of ten ex-soldiers on R9 each is also provided for the Peshawar Jail.

In the following table the present cost has been obtained from the Inspector General of Prisons, and excludes the cost of the manufactory establishment and the pay of the Superintendent, as these items are also excluded from the proposed cost:—

Present cost per mensem.		Proposed cost.	
R		R	R
	1ST CLASS CENTRAL JAILS.		
2,568	Lahore	1,210 rising to 1,334	
1,098	Chenawan	1,020 do. 1,134	
986	Umballa	1,020 do. 1,134	
1,014	Rawalpindi	1,020 do. 1,134	
1,008	Mooltan		
7,269		5,290 do. 5,870	
	1ST CLASS DISTRICT JAILS.		
801	Lahore	472 rising to 518	
980	Peshawar (10 men extra)	562 do. 608	
758	Montgomery	472 do. 518	
813	Delhi	472 do. 518	
589	Jullundhur	472 do. 518	
790	Amritsar		
4,771		2,922 do. 3,198	
	2ND CLASS DISTRICT JAILS.		
289	Lahore (Female)	375 rising to 435	
662	Jhelum	375 do. 435	
		750 do. 870	
TOTAL		8,962 do. 9,938	
GRAND TOTAL 12,291			

Grand total of present monthly cost of thirteen jails R12,991, proposed cost R8,962 rising by increments to R9,938. Taking the rough mean of the last two items the present annual cost is R1,55,892 as against R1,13,400, the proposed cost, showing roughly a saving of R42,492. The uses to which the saving might be put are three:—

1st.—Providing the salaries of three Special Superintendents of the new Central Jails of Umballa, Rawalpindi, and Mooltan on the old scale of R700 rising to R950 per mensem. This will

come to an annual charge of R25,200 rising to R34,200. But from these sums should be deducted the allowance now paid to the Superintendents of these three District Jails (taken at R150 a month each), or R5,400 annually, leaving a balance of between a minimum of R18,692 and a maximum of R22,692.

2ndly.—A portion of this balance should, in our opinion, be applied to raising the pay of the Inspector General of Jails from R1,500 to R1,800, the pay of a Deputy Surgeon-General. The present Inspector General of Prisons will not benefit much by this, but in the interests of the Jail Department and with the hope of attracting the very best officer for the post this increase should, in our opinion, be made.

3rdly.—It would be wise, and could ensure the complete success of the proposed system, if, as recommended for some of the other provinces, a batta allowance of R2 was given to each warder and head warder of the Jail Department in addition to the minimum pay laid down in the scales given in page 39.

106. It is unnecessary here to point out the advantages of the proposed

Advantages already described. service either as regards the pay of almost every individual or the efficiency of the service. If the reorganization of thirteen jails relieves the Punjab Government of finding extra funds for the organization of three first class central jails, the reorganization of the remaining twenty-one jails will give the Government a very large saving which can be applied to the necessities of any other branch of the administration, —for example, Police. It should be remembered that in our estimate of the present cost of the thirteen jails we have not taken into account the police reserve that must be maintained to supply a certain fixed number of constables to the jails, nor has the cost to Government for police uniform been shown, whereas the warders' uniforms are included in the proposed estimate. Our reports on the jails visited by us will show that while the police guard hitherto maintained have been unnecessarily strong, the arrangements for guarding these jails have been extremely insecure. If for many years past there has been no organized outbreak, this must be attributed to the fact that the Punjabi prisoners distrust each other too much to combine. This fact also explains how it has been possible to employ very large numbers in extramural work without any apparent risk. The strength of the proposed guard may appear small, but it should be remembered that the whole of the warders will in future be a trained and armed body of men living on jail premises ready to act together on an emergency. It is our deliberate opinion that the proposed system of guarding will make the jails much more secure in every respect than they have ever been before. Altogether, we cannot see how the Punjab Government, with its limited financial resources, could oppose a proposition which, while it puts its jail administration on a footing of equality with the best administrations in India, places a large surplus at its disposal.

107. To the other ordinary objections raised for substituting warders for the police guards, we give the following reply:—As regards military training and efficiency, pay, &c., the proposed warder guard will be superior to the present police guard, and we think the Inspector General of Prisons can bear us out in this from what he has seen in Bengal, while the condition of the warder guard in the Madras

jails bears out the same conclusion. As regards the use that the police guard now attached to jails can be put to in cases of disturbances in the city or neighbourhood, there is no reason why the warder guard could not under the orders of the Local Government be put to the same use on an emergency. All that would be necessary would be to ring the alarm bell of the jail; in five minutes every prisoner could be placed under lock and key and two-thirds of the warder guard armed with breach-loading rifles and buck-shot could be placed at the disposal of the police. For this purpose and for the greater security of the jail, if necessary, the jail and the police reserve lines may be connected by telephone.

108. It is needless to add that where there are so many subordinates in the higher grades of the service who do not know English, the changes we advocate will have to be made gradually. Every aid should be given by the Government in the transfer of these subordinates to other branches of the service in which no English qualification is required. In the meantime a few young men with the requisite educational and other qualifications might be entertained as apprentice assistant jailors without pay to learn their work, under promise of subsequent employment. The reorganization of the whole service may be a work of two or three years, but the longer it is delayed all the wider will become the gulf which will separate the general condition and management of the Punjab jails from that of other provinces which have adopted or which may now adopt the compact and homogeneous system which we have proposed.

109. *Bombay.*—With reference to the financial results of our proposals to reorganize the jail establishments of the Bombay Presidency, we can here give the present and proposed cost of establishments suitable only for those jails actually visited by us. It is clear from the figures printed in paragraph 7, chapter II, that at least one other central jail (probably two) is required for the confinement of long-term prisoners in this presidency. We do not think that any reasonable argument against this proposal can be drawn from the expenditure hitherto incurred on jails in the Bombay Presidency, as compared with the amounts spent by other Governments (see paragraph 15, chapter II).

110. We would recommend that one of the new central jails should be located in the City of Bombay, where the chances of getting good industrial labour for the prisoners are decidedly favourable. We suggest that this new central jail should be constructed to hold 1,200 prisoners, and that the common jail and house of correction, which are both quite out of date and unfit for further occupation as jails, should be abolished, and the whole of the prisoners of the City of Bombay located in the central jail.

111. The following table indicates roughly the classification of the jails we visited, the present cost of their establishments including police and military guards as ascertained from the Administration Report for 1887 (the only figures at present available) and the proposed cost of establishments in accordance with the scales fixed by us in pages 39 and 40. The exceptional points to be noted are that the Yerrowda Central Jail being the largest charge, the pay of the jailor is fixed at R75 rising to R325; an extra assistant jailor on R40 to R50 is included, as well as a batta allowance of R2 in excess of the standard rate of pay allowed for 58 warders

and head warders of the jail. For the Bombay Central Jail, where all the European prisoners of the presidency will be confined, two European warders, one on R150 and one on R100, are included, as also an extra assistant jailor on R40 to R50, and the batta allowed is raised to R3 for the warders and head warders in consideration of the high price of living in Bombay. For the jails of Hyderabad and Shikarpore, the pay of the jailors is fixed on a higher grade than those of other district jails of the first class. Batta is allowed in accordance with the situation of each jail, and finally an extra warder guard of 10 men on R10 each is allowed for the Shikarpore Jail, which receives a number of long-term dangerous prisoners from Beluchistan. With these remarks we give the following comparison between the present and proposed cost. These figures, unlike those for other provinces, include the pay and allowances of Superintendents.

1ST CLASS CENTRAL JAILS.		Proposed cost.	
Present cost as per returns for 1887.		R	R
2,912	Yerrowda		
	Batta for 58 men at R2	1,860 to 2,184	
		116 to 116	
		1,976 to 2,300	
2,411	Bombay		
	Batta for 58 men at R3	2,060 to 2,384	
		174 to 174	
		2,234 to 2,558	
1ST CLASS DISTRICT JAILS.		Proposed cost.	
962	Hyderabad		
	Batta for 28 men at R2	622 to 668	
		56 to 56	
		678 to 724	
926	Shikarpore		
	Batta for 28 men at R2	622 to 668	
	Extra guard, 10 men at R10	56 to 56	
		100 to 100	
		778 to 824	
814	Kurrachi		
	Batta for 28 men at R3	572 to 618	
		74 to 74	
		646 to 692	
1,003	Tanna		
	Batta for 28 men at R2	572 to 618	
		56 to 56	
		628 to 674	
865	Ahmedabad		
	Batta for 28 men, R1	572 to 618	
		28 to 28	
		600 to 646	
671	Dharwar		
	Batta for 28 men at R1	572 to 618	
		28 to 28	
		600 to 646	

2ND CLASS DISTRICT JAILS.		Proposed cost.	
Present cost.		R	R
568	Surat	450 to 510	
	Batta for 23 men at R1	23 to 23	
		473 to 533	
378	Bijapur	450 to 510	
	Batta for 23 men at R1	23 to 23	
		473 to 533	
		R	
Grand total present cost per mensem		11,505	
Do. proposed do.		9,086 to 10,130	
The present annual cost is		1,38,060	
And the rough mean proposed cost is		1,15,296	

showing an annual saving of R22,764. But it must be kept in view that this will not be an actual saving to the State, because at present the reserve guards of the Yerrowda, Tanna, Ahmedabad and Surat Jails are composed of soldiers of the native army for whom a nominal annual charge of R8,768 is made against the Government, which will (it is supposed) have to maintain the soldiers whether they are doing jail duty or not. The net saving is, therefore, only R13,996, while the military authorities will be relieved of an irksome and disagreeable duty, which in other provinces has not been found suitable for troops. It is reasonable to suppose that if the reorganization were extended on the same lines (as it should be) to the remaining thirteen jails of this presidency, the saving to Government would be a very substantial one, while the efficiency of the jail establishments would be such as can never be secured under present conditions.

Defects to be remedied by proposals. 112. The chief defects which will be remedied are—

- (1) That jailors will no longer be allowed to remain in the same jail for 10 to 15 years (see Appendix A, page lv, paragraph 35; page lxxxiv, paragraph 14).
- (2) That jailors will only be appointed after they have received a thorough training through the different grades of assistant jailor and deputy jailor of a central jail.
- (3) That the office staff, instead of being ordinary clerks who keep office hours and are residents of the neighbouring town or city, will be composed of assistant jailors, resident on jail premises, who will receive military training and take a part in the executive management of the jail.
- (4) The warder guard, instead of being badly-paid local men, who do not live on jail premises, will in future be well-paid men recruited in other districts, trained to arms and made to reside in jail quarters. It will be a further advantage to have some uniformity as regards their grading and dress. Their work will also be reduced from 12 hours to 8 and 9 hours, and their efficiency thereby increased.

(5) The convict guard requires a thorough revision on the lines we have sketched. If our proposals are accepted, habituals and improperly selected prisoners will no longer be found among the convict officials and the inside of the sleeping wards will be watched by selected prisoner officials, which they are not at present.

(6) Every official will be granted a month's privilege leave in the year. At present leave for jail subordinates is unknown except by furnishing a substitute. We have in paragraph 8 expressed the opinion that it is not advisable for many reasons to combine the posts of Superintendent and Jailor. The increased pay offered to jailors of the higher grades and our proposal that the most deserving of them should be promoted to places of trust in the Revenue and Judicial Departments, will, if carried out, give all the promotion and encouragement that is necessary for a really effective jail service. The appointment of outsiders who have had no previous training in jail work to the post of Superintendent and Jailor cannot in our opinion be justified on any grounds (see Appendix A, page lvii, paragraph 15; pages lx to lxii, page lix paragraph 18).

113. *Madras*.—If the lines sketched by us in our special reports for the reorganization of jail establishments receive the approval of the Madras Government, there will be a very large reduction upon the present cost. We can only, as in other provinces, estimate the saving in regard to the eleven jails visited by us. The reduction in cost of the fourteen other jails must be very considerable, and if our views regarding subsidiary jails are accepted, there will be a considerable economy under that head. It will be seen that we propose in consequence of the present lowering of the jail population to reduce the Salem Central Jail to the status of a 1st class district jail, and to close for the present the Cannanore Central Jail, substituting for it either at Cannanore or at Tellicherry an Intermediate jail for the requirements of the Malabar District. Our reasons for this are given in detail in Appendix A (see Appendix A, page xcix, paragraph 27; page cxx, paragraph 33). We have also advised that the European jail at Ootacamund should be abolished (see Appendix A, page cviii, paragraph 6), and the present jail buildings occupied as an Intermediate jail. Our reasons for recommending this measure are given in Appendix A. We have advised that the Tanjore Jail should be placed, like all other district jails, under the Civil Surgeon, and finally we would recommend that the Madras Penitentiary should be hereafter known as a central jail of the 2nd class and have a staff suitable for this class of jail. To the staff recommended in this paragraph we would add two European warders on R150 and 100 respectively with the view of using this jail for the confinement of all Europeans and Eurasians. Any European prisoner who may be suffering from the effects of the climate on the coast, could be sent to the Central Jails of Coimbatore, Vellore, and Trichinopoly for change of air. A batta allowance of R2 is recommended for all native head warders and warders of this jail. If the Cannanore Central Jail were abolished, we would recommend that the Calicut Jail should be made a first class district jail for the reception of Malabar prisoners, who as a rule do not keep good health elsewhere.

1ST CLASS CENTRAL JAILS
(exclusive of pay of Superintendent).

Present cost.		Proposed cost.	
R	R	R	R
2,156 to 2,406	Vellore	1,810 to 2,134	
1,953 to 2,168	Coimbatore	1,810 to 2,134	
2,575 to 2,835	Trichinopoly	1,810 to 2,134	
1,860 to 1,860	Madras	1,613 to 1,911	
	Batta for 46 warders and head warders, at R2	92 to 92	
TOTAL . 8,544 to 9,269		TOTAL . 7,135 to 8,405	

1ST CLASS DISTRICT JAILS.

927 to 962	Bellary	572 to 618
1,448 to 1,598	Salem	572 to 618
519 to 519	Calicut	572 to 618
819 to 921	Tanjore	572 to 618
631 to 631	Cuddalore	572 to 618
TOTAL . 4,344 to 4,631		TOTAL . 2,860 to 3,090

INTERMEDIATE JAILS.

1,410 to 1,625	Cannanore—		
	1 Assistant jailor	40 to 50	
	1 Head warder	12 to 15	
	4 Warders, at R9 each	36 to 36	
TOTAL . 1,410 to 1,625		TOTAL . 88 to 101	
357	Ootacamund—		
	1 Assistant jailor	40 to 50	
	1 Head warder	15 to 20	
	4 Warders, at R12 each	48 to 48	
TOTAL . 357		TOTAL . 103 to 118	

114. The present monthly charge for the jails visited by us is, according to the above statement, R14,255 rising to R15,882. The proposed monthly cost would be R10,186 rising to R11,714, showing a rough mean annual saving of R51,816. We would advocate a batta allowance of at least R1 for all the warders and head warders of the jails mentioned, except Madras, Ootacamund and Cannanore, for whom it will be seen that provision in this particular is made in our statement. If a batta of R1 on the pay laid down in pages 39 and 40 was allowed for every head warder and warder, it would only cost about R3,768 per annum and still leave a saving of R48,048. Altogether the economy under this head in the jails and subsidiary jails cannot be put down as less than from R70,000 to R80,000 per annum.

115. The warder guard system is in force in this presidency, but while the jails are overmanned, the warder staff is badly paid and overworked, and all the men being local residents give an infinite amount of trouble and are more likely to make friends with the district prisoners and their relations. The uniform adopted is an excellent one but is unnecessarily costly, inasmuch as warm tunics and trousers are allowed for districts in which even the soldiers of the native army wear cotton uniforms (see Appendix A, page cxxvi, paragraph 24). The other advantages of reorganization which we have fully explained in considering the Bombay Jails apply equally to these jails of Madras.

116. There is a comparatively large number of *low-paid* Europeans and Eurasians employed in the jails of Madras. We have expressed very decided opinions on this subject (see Appendix A, page cv, paragraph 31; page cxxvii, paragraph 26). Since the Government cannot afford to pay these men larger salaries, their places would be better occupied by trained natives for whom these small allowances would be sufficient to attract good men. The present practice of escorting prisoners from one district to another by jail warders should, in our opinion, be abolished.

117. The police constables who do the escorting of treasure and under-trial prisoners should, *as is the practice in all other parts of India*, do the escorting of convicts. If, however, the Government prefers to continue the present system, it will be necessary to add a certain number of convict warders to each establishment who will take the place of the paid warders when they are on escort duty. Lunatics under observation should be managed by the ordinary jail staff, a prisoner watchman being told off for this work. The practice of employing men paid by the Magistrate for this purpose is a needless expense, and it has the serious disadvantage of admitting strangers inside the jail and therefore making it more difficult to control the introduction of forbidden articles. The deferred pay of hospital assistants will, in our opinion, have the great advantage of improving the position of these under-paid officers and will enable the Jail Department to get better work from them and to retain the services of really good men.

118. *North-Western Provinces and Oudh*.—The proposed reorganization of establishments, as it will affect the jails of the North-Western Provinces and Oudh from a financial point of view, is shown in the statement below. It is proposed to shut up the district jail at Benares, but to keep it in good repair, ready for occupation in the event of there being an increase in the jail population. The three large Central Jails of Benares, Lucknow, and Bareilly, which will ordinarily contain more than 1,400 prisoners each, have been allowed an establishment of one assistant jailor, one head warder, and 10 warders in addition to the scale laid down in paragraph 111. The Allahabad Central Jail, which will contain the European prisoners of the province, has been allowed a European warder on R100. It should also be remembered in examining this statement that the Superintendent of the Lucknow District Jail gets no allowance for that charge, and the Superintendent of the Bareilly District Jail gets a conveyance allowance of R50. The cost of the proposed establishment includes the cost of uniform, whereas it is not known whether this item enters into the calculation of the cost of the present police guard.

CENTRAL JAILS OF THE 1ST CLASS.

Present cost.	Jails.	Proposed cost.
R		R
3,055 to 3,255	Benares Central and District Jail	2,104 to 2,215
2,650 to 2,850	Lucknow	2,104 to 2,215
2,463 to 2,663	Bareilly	2,104 to 2,215
2,490 to 2,690	Allahabad	2,005 to 2,113
	DISTRICT JAILS, 1ST CLASS.	
876	Allahabad	572 to 618
586	Lucknow	452 to 498
561	Bareilly	469 to 518
637	Aligarh	597 to 643
	2ND CLASS DISTRICT JAILS.	
456*	Mirzapore	455 to 501
448	Cawnpore	455 to 501

* This includes cost of hawalat proposed to be abolished.

119. The total present monthly cost of the jails mentioned above is R14,222 rising to R15,022. The proposed cost is R11,317 rising to R12,037, showing a mean annual saving of about R35,340. From this saving has to be deducted however the cost of feeding and clothing 336 prisoner officials whose maintenance is now charged to the establishment. Taking R20 as the average cost per prisoner, R6,720 will have to be deducted from the above saving, leaving a net annual reduction of R28,620.

120. The decrease in the jail population has been so rapid within the last few years that the Government will have shortly to consider the advisability of reducing some of the smaller district jails to the status of intermediate jails, if the cost of establishment is to be kept down. It is needless here to repeat what we have said elsewhere as to the advantages to be gained by adopting the reorganization we have suggested. The above statement makes it clear that not the least of these advantages will be a large saving in the cost of establishment. Most of the central jails are under the present arrangements too dependent on prisoner warders for their safe custody, and *chains are used for securing prisoners* which are no longer considered necessary in well-managed jails elsewhere. Both these defects will be remedied by the introduction of the new system of well-paid and well-trained warder guards.

121. *Bengal*.—The only change that the Government of Bengal will have to consider is the question of raising the salaries of the lower grades of warders by one rupee, and abolishing the grade of apprentice warder on R6, which is an underpaid one. The propriety of appointing female warders to all jails in which female prisoners are confined will also have to be considered.

CHAPTER VII.

MEDICAL OFFICER AND HOSPITAL WORK.

Our inspections have proved that the duty of careful and humane treatment of the sick in jail hospitals is, as a rule, fully recognized and acted up to by the medical officers and hospital staff. There were, no doubt, grave exceptions (see Appendix A, page xi, paragraph 13; page cxxiii, paragraph 7; and page clxi, paragraph 10). Such exceptions will continually arise in every large department, and can only be detected and checked by frequent minute and uncompromising investigations on the part of inspecting officers.

2. Apart from his duties to the sick in hospital, including the careful personal diagnosis and prescription of treatment and diet in every important case, there are certain other duties resting on the jail medical officer which we are sorry to say we did not find so well understood nor so carefully attended to. The first of these is the deliberate and thorough examination of the state of a prisoner's health on admission into jail, and the skilful gauging of his fitness for the labour on which he is to be put. It is not realized that when this examination is carelessly done and a convict is placed upon labour for which he is not physically fit, he is compelled to take the first step towards the jail hospital. Where there is the least doubt as to the fitness of a prisoner for hard labour on admission into jail, he ought to be placed on light labour for a time and be brought up weekly for inspection and weighment until he is considered fit to mix with the general body of the prisoners.

3. Besides the sick under treatment, there ought to be in every jail a convalescent and infirm gang composed of those recovering from sickness and of those who are too old or too infirm ever to be able to perform labour. This gang should remain in the hospital enclosure and be examined by the medical officer every day; they may under his orders be given some light work such as teasing wool by hand, sorting waste-paper, &c., but they should be invariably locked up in their ward for two hours mid-day rest. We found, as a rule, that this infirm gang was well looked after, but it is needless to say that such labour as we saw being prescribed for the convalescent gang in one jail (see Appendix A, page cxv, paragraph 7) should not under any conditions be imposed.

4. Excluding the sick and infirm, there are in addition a considerable percentage of men (in some jails the number is very large) ordinarily rated with the other convicts, who are suffering, temporarily or permanently, from obscure functional or organic disease or from mal-nutrition; these men can be detected on parade by their ashy, scurfy skins, their anæmic and general "out-of-condition" look; some of them have scorbutic or malario-scorbutic gums, and most of them will be found to be steadily falling off in weight.

All these men should be picked out and placed in a "special gang" and should for purposes of diet and observation be kept together; they should not

remain mixed up with the general body of the prisoners. It is not necessary that they should cease from labour, but their task-work should be modified; the hospital assistant should examine them every day and the medical officer once a week, ordering such medicines and diet as he may think necessary to bring them into a state of sound health. A mid-day rest of two hours would also be of great advantage in these cases.

5. Every Sunday the convalescents and the special gang should be weighed under the eye of a responsible officer of the jail, the weighments being checked by the medical officer personally and recorded carefully on the history ticket. The only safe weighing machine for use in a jail is a common beam-scale: steel-yards were often found by us several pounds out of balance, and even when the machine is correct, the reading is a matter of care and time, which are not given by the jail subordinates.

6. While we recommend the collection in a special gang of prisoners suffering from general malaise, we cannot too strongly condemn the practice of placing prisoners suffering from any active disease, acute or chronic, on the convalescent gang or on any special gang. It seems hardly necessary to say that such cases should invariably be kept in hospital as long as their disease of whatever kind is active. The desire to show a small sick list has led to the inclusion in "special gangs" of cases of disease which should not have been omitted from the sick returns (see Appendix A, page cxv, paragraph 7), and we cannot too strongly condemn a practice which may be used to conceal serious sickness in a jail, and which denies to the cases so placed that constant observation and treatment which they would receive in hospital.

7. We need hardly add that in jails which receive prisoners from unhealthy malarious tracts of country, and which have within themselves any conditions either of site or of construction or of water-supply which may be pronounced insanitary or even doubtful, the precautions we have recommended and the watchfulness of the medical staff must be maintained with redoubled vigilance and care.

8. To enable the actual condition of the population of any jail to be accurately gauged, an addition is required to be made to the abstract printed at the top of the "Monthly Return of Sick Prisoners and Sanitary Report," submitted to the Sanitary Commissioner with the Government of India. This addition should show in one column the daily average number of prisoners on the "convalescent and permanently infirm gang," and in another the average daily number in the special gang as described in paragraph 4. The headings of the proposed additions to the return are appended:—

Proposed addition to Monthly Return of Sick Prisoners and Sanitary Report of the Jail at for the month of 18 .

CONVALESCENTS AND PERMANENTLY INFIRM.		SPECIAL GANG.	
Daily average number.		Daily average number.	
M.	F.	M.	F.

CHAPTER VIII.

FEMALE PRISONERS.

From what we have seen in our tour, we consider it necessary to re-assert the general principle that female prisoners, whether convicted or under-trial, shall invariably be confined in a ward or wards of the prison, so separated from the male prisoners as to permit no communication between them and so situated as not to be overlooked by any part of the male prison. That these points are not always kept strictly in view may be assumed from the facts recorded in Appendix A, page lxxxvii paragraph 5; page civ, paragraph 29; page lxxxiii, paragraph 9.

2. After full consideration of all the arguments for and against the arrangement, we recommend that the female division of the prison shall invariably have a female warder placed in charge of it, when any females are imprisoned. The expense thus incurred will be met by the savings on the proposed reorganization of jail establishments. To assist this warder and to take charge of the wards in her absence a female convict overseer or warder should be nominated. It is not in our opinion necessary to have a highly-salaried European woman placed in charge of the female division of a jail. In some provinces native and native Christian widows have been employed in district jails on salaries so low as R6 per mensem; while in central prisons the salary of the matron is as high as R50 per mensem. We would recommend that no female warder receive less than R8 per mensem and no one more than the pay of a head warder, R12 rising to R15.

3. The keys of the female division should be kept by the female warder during the day, and should be made over to the jailor at night.

No male official of a prison should be permitted on any pretext to enter the female prison alone. If the female division of a jail has no well from which the women can draw water for drinking and bathing purposes, a store tank should be provided inside the enclosure which can be filled by the male prisoners without entering the female jail. Attached to this store tank should be a bathing platform on the usual plan. Arrangements for the removal of nightsoil should be made so as to minimize the necessity for bringing male prisoners into the enclosure.

4. In every female prison there should be a block of two to six cells for use as punishment cells, as well as to afford separate accommodation for any female under-trial prisoner or judgment-debtor who may wish to live apart from the female convicts. Without those solitary cells it is impossible to control some violent and unruly women; and in their absence punishments have in some provinces to be inflicted on female prisoners that are hardly justified by public sentiment.

5. The hair of a female prisoner should not be cut as a punishment, and handcuffs should be imposed only as a measure of restraint when the woman might, but for their imposition, seriously injure herself or others. Under no circumstances should handcuffs be imposed on a female prisoner for a longer period than 72 hours.

6. It might seem superfluous to suggest that under no circumstances should fetters be imposed upon female prisoners. This is the general rule except in one province, where "in extraordinary cases" the Superintendent is empowered to put on fetters on the female convicts.

7. We are of opinion that up to the limit of accommodation all female convicts of whatever terms except those who are sentenced to transportation, or who are long-term habitual criminals, should be retained in the jail of the district to which they belong. We are led to this conclusion by the evil results which follow from sending female convicts to a great distance from their homes, depriving them of interviews with such of their relatives as may wish to keep up communication with them and ultimately rendering them reckless and abandoned and careless whether they return to their homes or not.

To prevent solitary confinement of female prisoners in the smaller jails where the number confined is often less than two, it should be the rule to transfer two long-term females to those jails to be retained in them.

8. The superintendent of any jail in which a female prisoner who belongs to another part of the country is confined should invariably communicate one month before the release with the Magistrate of the district in which the woman's home is situated, requesting him to intimate to the woman's relatives the date of her release, and urging them to come and receive her at the jail gate.

9. In the event of no relative appearing on the day of her release, the woman, if young or likely to be led astray, should be sent to her home in charge of the female warder of the jail, whose duties will meantime be taken by the convict warder under the direct orders of the jailor. If this escort is not considered necessary, the prisoner should be given a railway ticket and full and liberal means of subsistence to enable her to reach her home in comfort.

10. Connected with this division of jail management we became aware that in certain provinces, under a mistaken view of the orders regarding the age up to which female convicts can be sent into transportation, many women very suitable for the Andaman Settlement were being retained in jails on the continent of India. This subject requires reconsideration and the issue of more definite orders in accordance with the views of the authorities at Port Blair.

11. The rules for the reception and disposal of children received into jail along with their mothers are sufficiently precise and are carefully worked in all provinces.

CHAPTER IX.

JUVENILE PRISONERS.

The rules which have been framed in the different jail codes for the treatment of juvenile prisoners all recognize certain essential provisions for their incarceration. In this connection we are not referring to boys sentenced under the Reformatory Act but to ordinary juvenile prisoners.

2. The Madras Code defines a juvenile as a prisoner under the age of 16; the

Definition of a juvenile prisoner.

Bombay Code furnishes no definition; the Punjab Code (in allusion probably to section 30 of the

Prisons Act) treats only of children under 12 years of age as juvenile prisoners; the North-Western Provinces Code divides juveniles practically into two classes—boys who in the judgment of the medical officer of the prison have arrived at puberty, and those who have not. The Bengal Code recognizes a prisoner as a juvenile up to the age of 18.

3. We venture to suggest that the classification in force in the North-West-

Suggestion for uniformity.

ern Provinces should be accepted by all the Governments. The objects held in view lie on the

surface; they are to keep the younger boys separate from the older; and to found that separation not upon the uncertain basis of age but of physical development, regarding which no error can arise in the mind of a professional man.

4. Having fixed upon the lines of division the two classes should be kept

Separation desirable.

separate from each other and separate from the adult prisoners. The younger boys may sleep in

association provided there are no cells or cubicles for their reception, and they should have prescribed for them hours of exercise, work, and education in their own enclosure. The elder boys, of whom there is often in a jail a considerable number (see Hooghly and Lucknow Central Prison), who have learned no handicraft, and whose terms are too short for them to acquire any trade, must be

Labour and treatment.

kept in an enclosure by themselves during the day under the charge of an old and trustworthy warder

and a specially-selected convict overseer and be there kept at suitable labour, such as grinding corn or drawing water or breaking stones,—labour which can be supplied to them without entailing their association with adult prisoners. At night every elder boy should be locked up in a separate cell or cubicle. No strict rule can be laid down for the termination of this period of separation from adults. In one province we found the age of 16 fixed; in another the age of 18; superintendents of jails must use their judgment and discretion in coming to a decision on each individual case. All juvenile prisoners sentenced to any term over a month should be sent to special jails where suitable accommodation has been provided.

5. The daily exercise of juvenile prisoners either by drill or by gymnastics

Exercise and diet.

and their diet must be carefully attended to;

juveniles of the younger division should not be punished by reduction of diet. For the big boys who have reached adolescence the diet should be the full labouring ration of an adult.

6. In jails where there is no separate ward for short-term juveniles, one or two cubicles or sleeping places should be provided.

Cubicles.

7. Education should be compulsory in the cases of all juveniles, and on release every juvenile convict should be made

Education and transfer.

over to the Police to be escorted to his home. We

should like to state here that much injury has been done in starting reformatory schools by sending to these institutions boys who have been repeatedly convicted and who have previously served sentences of imprisonment in jail. These habituals take with them to the schools the worst traditions and practices of the convict prisons.

CHAPTER X.

UNDER-TRIAL PRISONERS.

In describing the general arrangements of wards for under-trial prisoners we have said (paragraph 34, chapter III) that they should not be subjected to any greater restrictions than are absolutely required for their safe custody.

2. They should be allowed to wear their own clothes and to supplement the sanctioned articles of jail diet by purchases from the jail stores or from the bazar through the recognized officials of the jail.

Supply of food.

3. When a prisoner under trial is destitute of clothes and bedding, the superintendent of the prison or the official in direct charge of the lock-up should supply the same from the Government stores; no sanction from the judicial authorities should be required for the issue of what is absolutely necessary for the comfort and health of an under-trial prisoner (see Appendix A, page xxxiv, paragraph 5).

Supply of clothing.

4. The non-labouring diet scale may be issued to all healthy, well-conditioned under-trial prisoners during the first month of their detention counting from the date of arrest; after that period every under-trial prisoner should receive full labouring diet. In unhealthy localities and in the cases of all weakly or badly-conditioned prisoners full diet should be issued from the date of admission into the under-trial ward. We found the rules regarding the diet scale of under-trial prisoners pressing very hardly and very unjustly on prisoners confined in certain provinces (see Appendix A, page xiv, paragraph 45; page xxvi, paragraph 51; page cc, paragraph 5); while in others the men were treated with much greater liberality and with due consideration of the fact that they are possibly innocent men.

Diet scale.

5. We think that the system of allowing a fixed sum of diet-money to each under-trial prisoner is open to serious objection. An allowance which may be ample at one season of the year or in one locality becomes a starvation allowance under changed circumstances. We therefore recommend that under all circumstances the quantities and articles of diet allowed to prisoners under-trial shall be the same as are allowed to convicted prisoners within the limits suggested in paragraph 4.

Money allowance objectionable.

6. Paragraph 14, chapter II, records our opinion and our reasons for recommending that at the headquarters of every district and subdivision where there is a subsidiary jail, the under-trial prisoners should be confined in a ward of the district or subsidiary jail. Where it is necessary to maintain a hawalat or lock-up at a subdivision or tehsili headquarters, the prisoners should be placed under the direct control of the chief civil officer resident at the headquarters of the subdivision, and he should be expected to visit and inspect the lock-up and listen to the complaints of the under-trial prisoners with as much regularity as if they were convicts.

Lock-ups at out-stations.

7. Every under-trial prisoner should be provided with a cardboard ticket on which should be entered the particulars of his case with the dates of his arrest and of every subsequent examination and remand. This ticket should be always shown by the prisoner to the inspecting officer.

History ticket.

8. Our enquiries lead us to conclude that as a rule under-trial prisoners are fairly well treated when confined in the hawalats of magisterial officers in camp. The cases of hardship which came to our notice arose out of the system of granting under all circumstances a fixed money allowance instead of the articles of diet. In cases where we received complaints of harsh treatment (see Appendix A) in transfer from one part of a district to another, the occurrence was evidently the outcome of petty tyranny and neglect on the part of the police guard. It would be well for jail officers and others responsible for the administration of jail codes to enquire from all prisoners received into their custody after more than one day's journey, the treatment which they experienced on the road; and any complaint of deprivation of food, or other harsh usage should be carefully investigated and punished by the Magistrate of the district to which the police guard belongs.

9. All prisoners (convicts as well as under-trial) in transfer from one place of confinement to another should be provided with the articles of diet requisite for the journey before starting. This will remove the temptation which is thrown in the way of the police guard by the possession of money for the purchase of diet. Stringent orders should also be issued by all Local Governments fixing the responsibility of deciding whether a prisoner sent from a distance is able to perform the journey on foot, or is to be provided with some sort of carriage.

10. Every place of confinement for under-trial prisoners should be well provided with facilities for bathing, as well as a thoroughly organized system of dry earth conservancy, and while under-trial prisoners may be allowed to wear their own clothing personal cleanliness should be rigorously enforced.

Provision for bathing.

11. Special arrangements must be made for guarding these prisoners inside their sleeping wards at night, and for this purpose it will be necessary to select an overseer and four night watchmen who should be placed in the wards. The selection should be strictly limited to prisoners who are in jail for minor offences. If it is remembered that a certain proportion of the under-trial prisoners are habituals awaiting trial, it will be allowed that it is necessary to provide some protection for those other unfortunates who are lodged in jail for the first time, and who have the presumption of innocence. An instance of what may take place in an under-trial ward which is not properly supervised at night is given in Appendix A, page clxxxv, paragraph 6. The practice of shutting up under-trial prisoners in their wards night and day should be stopped (see Appendix A, in reports of most of the lock-ups visited).

Night watching.

12. It is too often the practice with officers who do their court work in the evening to send back under-trial prisoners to the jail at all hours after the jail has been locked up. This is a serious inconvenience and tends to lessen the security of the jail. It should be a rule not to admit any under-trial prisoners into a jail after lock-up

Reception of prisoners in jail after dark.

without a special order of the Magistrate of the district, or, when he is in camp, of the officer acting for him. This procedure would lessen the tendency of some Subordinate Magistrates to keep prisoners hanging about their courts after dark.

13. In regard to the provision of separate accommodation for female under-trial prisoners, we are of opinion that as there are seldom more than one or two such prisoners, they should be given the option of occupying cells in the female jail and not be subjected to the hardship of solitary confinement in a separate enclosure. To give effect to this recommendation we have noted that cells should be provided in all female jails (see Chapter VIII, paragraph 4).

CHAPTER XI.

CIVIL PRISONERS.

The provisions of the law for the lodgment of civil prisoners in a ward or wards apart from the criminal prisoners, we found to be generally strictly adhered to. In the Bombay

Presidency civil prisoners are all confined in a place apart from the criminal jail and placed under the nazir of the court. This in our judgment is the most satisfactory arrangement for the avoidance of that social disgrace or religious caste degradation in which a respectable but unfortunate judgment-creditor may be involved by imprisonment in the common jail, and which is often the chief if not the only object had in view by his judgment-creditor.

2. As we have said, nominal separation of civil from criminal prisoners exists in all jails, but care has not always been taken to make access to the civil ward available without going through the enclosures of the criminal jail, and the civil debtor is in most provinces compelled to pass backwards and forwards through the criminal jail on every occasion of an interview between himself and his friends or legal adviser.

3. In the Bengal jails we found an excellent arrangement existing, which might be adopted in almost every civil jail, by which through a grated iron door opening into the enclosure of the civil jail the prisoner's friends may have interviews with him at any hour of the day.

4. The rules for the provision of diet, clothing and bedding, for the permission of smoking, and for interviews with friends, are in all provinces liberal and just. But the North-Western Provinces rule limiting interviews with friends to three days in the week should be altered, and arrangements so made that the interviews can be allowed daily without inconvenience to the jail authorities.

5. In Bengal a civil prisoner who is reported by the medical officer of the jail to be likely to succumb to any disease under which he may be suffering and to have a fair chance of recovery if released, may be released by the superintendent of the jail, with the written consent of one or more of the official visitors, and without any reference to the judgment-creditor, or to the court under whose order the prisoner may have been confined. We think that this is a humane rule which might be given effect to in all provinces.

CHAPTER XII.

CONDEMNED CRIMINALS.

The rules prescribed in the several jail codes for the treatment of condemned criminals are generally unexceptionable, but in some instances they do not go far enough in laying down details of management. In one province (North-Western Provinces) we found the most elaborate precautions prescribed and taken for the safety of the condemned—handcuffs, leg-irons, and the bel-chain being all used to restrain the prisoner, who is at the same time securely locked in a cell with a grating door in full view of a sentry. In another province (the Punjab) where the code simply prescribes confinement in a cell apart from all other prisoners, under the eye of a guard, we found (Appendix A, page XXVII, paragraph 9) on one occasion five condemned criminals seated outside the doors of their cells, within a short distance of the main gate of the jail, with only one sentry over them; and on another occasion (see Appendix A, page XXXVII, paragraph 34) we found five condemned criminals in cells closed by batten doors. In Madras and Bombay condemned criminals are allowed to take exercise; in the other provinces this is not allowed. In all the provinces except Madras the friends of the prisoner are allowed to remove the body; in Madras it is buried in the jail burying-ground. Executions take place within the jail in Bombay, and within or without the jail in the Punjab; in the North-Western Provinces and Oudh executions are conducted in a special enclosure attached to the jail, which admits of the presence of spectators in definite numbers and of a respectable class. In Madras executions are carried out outside the jails; we saw a permanent gallows standing outside the wall of the Madras Penitentiary on the bank of the river opposite to a densely-populated quarter of the town, and we were told that an execution was made an occasion of large crowds collecting on the bank of the river and on the house-tops to witness the spectacle. Although we recognize the strength of the reasons which in India demand that executions shall be public, we cannot think that there is any necessity to enact such scenes in the presence of men, women, and children merely to secure publicity. We are of opinion that the least objectionable system is that which is pursued in the North-Western Provinces and Oudh, which provides that a separate gallows enclosure be attached to the jail capable of receiving from 50 to 300 spectators *who may apply for admission and who are respectable adult males*. We made special enquiries and found that there is never any lack of claimants for admission to the gallows enclosure on the occasion of an execution, and that ample publicity is given to the vindication of the law, without creating a public scandal. We strongly recommend that the same system be pursued in other provinces. The Madras Presidency rules, as we have already noted, do not permit the relatives to remove the body of a criminal after execution. This is allowed in all other provinces, and we had evidence that the practice not only enhances the publicity of the punishment but brings the vindication of the law home to the community to which the criminal belonged, in a way that cannot be secured by his mere disappearance from his accustomed haunts. We subjoin a rough draft of the rules which we think ought to direct the treatment

of condemned criminals all over India, as well as the procedure to be followed in conducting executions:—

As soon as intimation has been received (official or private) that a prisoner has been condemned to death, he should be removed from under-trial ward and placed in a cell or ward by himself. The following precautions should be observed, whether before or after confirmation of the sentence by the High Court.

The superintendent of the prison should himself see that strong sound leg-irons are riveted on the prisoner by strong ankle-rings (those which he had on in hawalat being removed); he should satisfy himself that the rivets are of such a length as to be flattened well and strongly over the rivet-holes, and that the rings are tight enough to preclude the possibility of the prisoner drawing his foot through them. In like manner he should put on the prisoner strong sound handcuffs of such dimensions as to prevent the possibility of the prisoner passing his hands through them. We do not think there is any necessity to chain a condemned prisoner in addition to placing handcuffs and leg-irons on him.

Having seen to the security of the prisoner, he shall then have him stripped and searched, every article of clothing being taken from him, and a suit of prison clothing being handed to him for use.

The prisoner should then be made over to the warder on duty, whose orders should be to allow no one but the jailor or assistant jailor to go near the prisoner or communicate with him, and to keep him constantly in sight.

To enable the sentry to keep the prisoner in sight, the cell door, if made of wood, should be left open, and during the night a lantern should be so hung as to throw a good light on the prisoner. If the door be a grated iron door, it should be closed and fastened in the usual way. The keys of the handcuffs are to be kept by the jailor.

The key of the cell door, if closed, should be kept by the head warder on duty, so that he may have it in his power to enter the cell in case of a sudden attempt at suicide on the part of the prisoner.

The condemned criminal's food should always be given him in the presence of the jailor or assistant jailor after having been thoroughly examined.

Morning and evening daily the jailor should carefully search the prisoner with his own hands, and examine his cell, his handcuffs and his irons, and assure himself that they are sound and secure, and that the prisoner has no concealed weapon in his possession. This duty should under no circumstances be performed by the warders.

The warder sentry over the condemned prisoner should be armed with a baton and not with musket and bayonet.

Where there are two or more condemned prisoners confined in a jail in cells *apart*, i.e., at some distance from one another, a separate guard should be placed over each cell; but where the cells are contiguous, i.e., placed alongside of one another, it will be sufficient to post one sentry over two cells, who will be responsible for the two condemned prisoners under his charge. In excess of two cells, and under five cells, an extra sentry should be given, even where the cells are contiguous.

The head warder in charge should visit frequently during day and night, at uncertain hours, the sentries posted over the condemned cells. The head warder should at once report to the jailor, for communication to the superintendent of jail, any suspicious conduct on the part of the prisoners.

The above rules are applicable to the cases of female condemned criminals except—

- (a) That no female should be put in irons or handcuffed, unless restraint should be required to prevent her committing suicide; and in this event the restraint should be carried only so far as is absolutely necessary for the safety of the prisoner.
- (b) That the duty of searching the prisoner should invariably be performed by the female warder, or by a woman specially engaged for the purpose, in the female prison or in a closed cell.
- (c) That the daily search and daily distribution of the condemned prisoner's food should be made by the female warder in the presence of the jailor of the prison.

Executions should not be carried out inside the walls of a prison, but in a walled enclosure into which a certain number of spectators may be admitted.

All expenses connected with the construction of the gallows and all charges connected with the carrying out of executions, should be recovered from the Magistrate of the district, and by him charged to judicial contingencies.

Should any extraordinary or unavoidable delay occur in carrying out a capital sentence, the superintendent of the prison should immediately report the circumstance to the Sessions

Judge, returning the original warrant, either for the issue of a fresh warrant, or for the endorsement on the first warrant of an order containing a definite date, for carrying the postponed sentence into effect.

In the event of pregnancy being declared by a female prisoner sentenced to capital punishment, the fact, as certified by the medical officer of the prison, is to be endorsed on the warrant, which is then to be returned by the superintendent of the prison to the Sessions Judge, for reference to the High Court, or such action as the circumstance calls for.

A prisoner under sentence of death should be allowed the ordinary diet of a labouring prisoner, but no indulgences are to be given in the shape of extra diet of any kind.

The following rules for the conduct of executions should be prescribed,—

I.—That intimation shall be sent by the superintendent of the jail to the Magistrate of the district on the day previous to that fixed for the execution.

II.—That the Magistrate of the district shall be present himself, or appoint a Joint or Assistant Magistrate to be present, at the place of execution before sunrise on the day fixed.

III.—That the Magistrate of the district shall instruct the District Superintendent of Police to order for duty a party from the Reserve, consisting of not less than—

one inspector or sub-inspector,
two head constables and 12 constables,

armed with muskets and having ball ammunition in their pouches.

Where the jail guard is large, part or the whole of this guard may be drawn from it.

IV.—That the gallows shall be erected and the rope tested in the presence of the superintendent of the jail on the evening before the execution, he being held personally responsible that these arrangements are properly made. It is considered advisable that the criminal's body shall have a drop of not less than eight feet, and the rope should be tested to bear that amount of strain: but the length of drop will vary with the convict's weight.

V.—That at daybreak the deputy or assistant jailor of the jail and two warders shall be posted at the outer door of the gallows enclosure, and shall be directed to admit within the enclosure all males of mature age and respectable deportment, who may ask to be admitted, up to the number of one hundred.

VI.—That as soon as the Magistrate or his Assistant, the medical superintendent of the jail, the native doctor, and the extra police guard have taken their places in the inner enclosure in front of the gallows, the criminal shall be brought from the condemned cell in the jail, under the charge of the jailor and guarded by the head constable and the four constables who have been on duty over him; and that he shall be conveyed through a special wicket in the gallows enclosure wall to the foot of the gallows.

VII.—That his handcuffs shall then be removed and his arms be pinioned behind his back, after which his leg-irons shall be struck off.

VIII.—Before mounting the scaffold, the criminal shall be identified by the superintendent of the prison and the jailor as the individual named in the warrant of execution, which warrant shall then be read over by the superintendent in English, and by the jailor or other official in the vernacular.

IX.—That the body shall remain suspended for one hour, and after being taken down shall be viewed by the medical superintendent, who shall certify that life is extinct, and shall return the warrant of execution to the Judge with an endorsement to the effect that the sentence has been carried out. The bodies of criminals after execution shall be burnt or buried, if unclaimed by their relatives or friends.

2. There is usually little difficulty in procuring locally low-caste men to perform the office of executioner for a small fee. Executioners. No doubt accidents must happen now and again under this system, but very few were brought to our notice.

The Punjab entertains a salaried hangman attached to the Lahore Central Jail, who goes wherever his services are required. He receives R5 per mensem and R5 for every execution at which he officiates, besides travelling expenses. Sometimes it has been necessary to secure the services of a man locally when two executions happened about the same time at stations wide apart; and on this account it would perhaps be better to have an assistant hangman to aid the hangman, to learn his duty, and to take his place when required.

In ten of the Madras districts local low-caste men are procurable for the duty at a fee varying from R3 at Vizagapatam to R10 at Cuddalore. In three districts there are salaried hangmen receiving R4 to R5 per mensem, while in the other districts low-caste convicts are employed receiving a reward of R2 for each case which is accumulated with their property.

In the Bombay Presidency, after trying the appointment of four salaried hangmen, each having a circle of duty, the plan was found to be too expensive, and was replaced by the employment of low-caste warders who receive R15 to cover the whole expenses of each execution.

Men are readily entertained in the North-Western Provinces and Oudh when required as hangmen at a fixed remuneration of R5 for each case.

In Bengal low-caste men are employed locally at fees varying from R4 to R16, and in the Alipore Jail there are three Domes employed in connection with the jail mortuary who are skilled hangmen.

3. On the whole our enquiries do not lead us to venture on any suggestion which might be expected to improve upon the present arrangements. The main points to be attended to are the apportioning of the length of drop to the weight of the criminal and the thorough testing of all the apparatus by the superintendent on the evening before the executions. The form of gallows in use in the Punjab seems to us to be the most efficient.

CHAPTER XIII.

EDUCATION.

Our inspections prove that the education of the convicts is carried out everywhere in a spirit of indifference. The general belief amongst jail officers is that, with the exception of juveniles, it is useless to attempt the education of convicts. Our experience extending over many years leads us to the same conclusion. In all the jail codes elaborate and excellent rules have been laid down as to the classes of convicts which are to be compelled to attend school, and the period of time to be so devoted. In the Punjab paid teachers are sanctioned; also in Bengal, but only in special cases; in Bombay and Madras only educated convicts are employed; in the North-Western Provinces and Oudh there are paid teachers in the central prisons and convict teachers in the district jails. But as the time given up to the teaching of adults is not deducted from their task hours of labour and the lighting up of the wards in the evening is nominal, it is not surprising that the men make no advancement, and that the whole proceeding comes to be regarded as a sham, kept up in deference to public opinion and in conformity with the letter of the Government orders.

2. Rather than that the present deception should be continued we think it better to limit all attempts at education to the two divisions of boys and youths who should be taught systematically by paid teachers when the class is large, and by specially selected prisoners when the number is few.

3. It is in our opinion far better to give up the attempt to educate in jails altogether than to have it carried on as at present. We may take it as an axiom that the reformatory influence of education on a native convict is inappreciable; and that unless we can give him such an amount of education as will enable him to read and write, and thus to widen the chances of honest employment on release, our education will be of comparatively little value. In this connection we would remark that the statistics furnished in statement No. VII of the annual Administration Series which have been collected for a long series of years have, as far as we know, been of no practical value. There would be a considerable saving of clerical work and some reduction in the cost of printing if this statement was abolished.

CHAPTER XIV.

FETTERS.

A wide discretion is given to the Superintendent of a jail in the matter of the imposition of fetters on prisoners for safe custody by sections 52 and 53 of the Prisons Act. It is significant that the only authority to whom the Legislature has given the power to impose fetters on a prisoner for safe custody is the Superintendent of the jail in which the prisoner is confined. It may be also noted that the imposition of fetters is not one of those subjects regarding which, under section 54, a Local Government may from time to time make rules consistent with the Act.

2. We found during our tour the greatest diversity in practice in this matter. In one province while the imposition of fetters even upon weakly and convalescent men (see Appendix A, page v, paragraph 32, *et passim*) was common, yet in one of the least secure jails of the same province, where the prisoners were at work in an isolated locality on a canal, we found no fetters imposed (see Appendix A, page xxxix, paragraph 20), nor had any been imposed since 1884, simply because it was the opinion of the Superintendent and the Jailor that the imposition of fetters did not add to the security of the prisoners and never prevented an escape. In another province we found almost every prisoner in irons and the bel-chain in frequent use and lying permanently attached to a fixed stake at the gable end of the barracks (see Appendix A, page clxxxviii, paragraph 16; page cciv, paragraph 3; page ccxi, paragraph 7), while the discretion of individual Superintendents was interfered with by orders which necessitated the imposition of irons, whether the Superintendent considered them necessary or not. (See Appendix A, page clxxxix, paragraph 17.)

In a third province, where the direction of the Jail Code suggests that fetters "should ordinarily be removed when a prisoner has completed half his sentence," we found scarcely a single prisoner in irons for safe custody, no difficulty being experienced in controlling the men, and no doubt being expressed by Superintendents or officials as to the uselessness of irons in preventing escape. (See Appendix A, Bengal Jails, *passim*.)

3. The result of these extreme differences in practice is to render judicial sentences most unequal in severity. A sentence to rigorous imprisonment to be passed in a jail of Madras or of Lower Bengal, means a very different thing from the same sentence if ordered to be undergone in a jail of the Punjab or of the North-Western Provinces and Oudh.

4. We would, while leaving Superintendents of Jails free action in all doubtful cases, strongly recommend that the directions of the Madras Code be accepted by all provinces.

These are—

"Convicts sentenced to transportation shall, as a general rule, be compelled to wear fetters for three months after admission into jail, at the expiration of which period the fetters shall be removed unless the Superintendent considers that their continuance is necessary for the

prisoners' own safety or that of others. In cases in which from the previous position or character it may be apparent that there is no risk whatever of his attempting to escape or using violence, it will be open to the Superintendent to dispense with the use of fetters from the commencement.

"Except as provided by the above rule, fetters shall not be used in the cases of prisoners sentenced to either rigorous or simple imprisonment, unless such prisoners are violent or there is reason to believe escape is contemplated."

With an efficient and reliable establishment and an intelligent system of guarding, we are convinced that there is no risk involved in carrying out the above rules. It very rarely happens that irons prevent the escape of a prisoner from the interior of a jail if the watch and ward of the jail be careless and perfunctory.

5. If leg-irons are unnecessary, still more so is the imposition of the "bel-chain" at night, in a regularly organized jail. The extensive use of this chain in the jails of one province is a grave indictment against the efficiency of the establishments. The discomfort and distress caused by this appliance is a tremendous aggravation of a prisoner's sentence, and we deprecate its use most emphatically (see Appendix cciv, paragraph 3, and page cxi, paragraph 7) unless on the occasion of a move into camp.

6. In our chapter on jail punishments we have recommended that the imposition of irons in several specified forms be legally sanctioned as punishments for breaches of jail discipline. Irons are already in use as a form of punishment in the jails of Lower Bengal, and in Bombay we found that a far more objectionable form of punishment, the stocks, had taken their place. Should our recommendation be accepted, we think it necessary to suggest that in the body of each annual Administration Report a statement in the subjoined form should be inserted, giving specific details of the employment of fetters, handcuffs, and chains.

Nature of cases in which fetters were imposed or worn.	LENGTH OF TIME FOR WHICH WORN.					Total.
	Under one month.	One to three months.	Three to six months.	Six to twelve months.	Over twelve months.	
CLASS I.						
As a punishment for offences against discipline.						
(1) By order of Magistrate						
(2) " Jail Superintendent						
(a) For smoking or having possession of forbidden articles.						
(b) For offences relating to work						
(c) For other offences against jail discipline.						
CLASS II.						
For safe custody.						
(a) Leg-irons						
(b) " with cross-bar						
(c) " " bel-chain						

CHAPTER XV.

CLOTHING AND BEDDING: PLATES AND CUPS.

The regulations in force in the different provinces for the supply of clothing and bedding are in the *letter of the codes* generally sufficient for the wants of the prisoners; but we found that the rules are not sufficiently elastic to meet certain contingencies of climate, and that the constant pressure of economy directed by controlling officers has a tendency to impel executive officers to delay the *renewal of clothing* (see Appendix A, page iii, paragraph 22; page xxxi, paragraph 17; page xxxix, paragraph 18), and to hesitate to make demands which their own unfettered judgment would declare to be necessary for the health of the prisoners. We can best illustrate our meaning by examples. In a province where the average temperature is high, the regulations provide one blanket as the ordinary issue to each prisoner. These blankets being close-woven and never milled, are hard and without nap, so that we found the prisoners complaining much of cold at night (see Appendix A, page xci, paragraph 17; page cxix, paragraph 26; page cxxix, paragraph 9). The jails referred to are situated not more than ten or eleven degrees north of the equator, and yet under the conditions in which prisoners are lodged in them, it is absolutely necessary at certain seasons of the year to give them more protection from cold than is provided in the jail regulations; and the only effectual method of doing so is to provide extra bedding in stock to be issued and withdrawn on the judgment of the medical officer in charge.

2. Not unfrequently we found the solitary blanket threadbare and of less value as a protection from cold than would be a good stout cotton sheet (see Appendix A, page ciii, paragraph 21). Again, in a part of India where intense cold alternates with great heat, we found the manufacture of the blanket cloth to be so rough and unskilled as to deprive the woollen clothing and blankets of all warmth (see Appendix A, page xlix, paragraph 32; page liv, paragraph 25; page lvii, paragraph 13). The Jail Code allowance of clothing and bedding in the province referred to is not deficient in quantity, but from sheer ignorance of the process of manufacture the full value of the material is not obtained in the articles supplied to the prisoners. The remedy for this state of matters is either to devote one central jail to the manufacture of each article of prison clothing and bedding (as is done in Lower Bengal), or to issue sealed muster patterns of every article of clothing and bedding accompanied by a detailed specification of its manufacture, and for the controlling officer to insist on the specifications being worked up to (as has been done in the North-Western Provinces and Oudh). If our suggestion, that only prisoners under one year shall be confined in district jails, is carried out, it may be found more economical to manufacture all jail clothing, except, perhaps, the mat or tat bedding, in the central jails. Each central jail could be made to supply the wants of the district jails affiliated to it.

3. Great differences were found to exist in the careful storage, attention to repairs and check over issues of clothing. All these matters influence largely the economical

management of a jail. We generally found the storage attended to with more or less care; for an exception (see Appendix A, page xxxix, paragraph 19). Sometimes the store-rooms and racks were in themselves such as to be a cause of disorder and untidiness (see Appendix A, page lxxxviii, paragraph 17). The clothing store-room should be under the charge of a head warder, who should keep the clothing register. The check over the issues of clothing we found to be far from uniform. In the best-managed jails we found the issues of clothing to each prisoner entered carefully in his history ticket; the jail register number of the prisoner carefully affixed to each article of his clothing (in the cases of all prisoners sentenced to more than one month's imprisonment), and in the case of articles (such as blankets and blanket coats) calculated to last more than one year, the year of manufacture marked indelibly by weaving one or more stripes into the blanket. There is nothing to prevent these measures being adopted in every jail, under every administration. Then again we found *periodical issues* of clothing ordered to be made on fixed dates to all the prisoners (see Appendix A, page ex, paragraph 20). This has been found in other provinces to ensure the destruction of any remnant of sound clothing in possession of the prisoners before the fixed date of issue, and it precludes the possibility of encouraging, by marks or otherwise, those prisoners who by care can make their clothing last longer than the average. Articles of clothing should be given out *as they are required* by individuals, and *not on any fixed date*. The date of issue being entered on the prisoner's history ticket, he should be encouraged to take care of his clothing, especially by frequent repairs, and should be rewarded if he succeeds in making a cotton jacket last two or three months over the average period. When prisoners are engaged on an industrial pursuit which inevitably soils the clothes, arrangements should be made to allow the men some partially worn out clothing to be put off after work hours (see Appendix A, page clxiv, paragraph 29).

4. In the case of jails that manufacture their own clothing, more care is required to be exercised in the disposal of unserviceable clothing. Once a month all articles of clothing considered unserviceable should be brought before the Superintendent by the Jailor, and, if declared useless, should then be marked off by the Superintendent with his initials in the stock book. At the same time the articles should be divided into cotton and woollen stuffs, and there and then be weighed in the Superintendent's presence, the weight being recorded in a note in the stock book. All the rejected articles should then be handed over to the convalescent gang to be cut up into pieces not larger than 6 inches square; they should be again weighed at the next morning's visit by the Superintendent, and orders given for their disposal. These precautions are absolutely necessary to prevent articles once written off being again absorbed into stock.

5. In two provinces (Bengal and the North-Western Provinces) we found in use a machine (called a "Scribbler") which can be driven by capstan-power or by steam, if available. Two or three of these machines located at central prisons, widely apart, receive all the cut up woollen clothing from the surrounding jails, reduce it to the condition of a short staple wool ("shoddy"), and thus enable 50 per cent. of the old clothing to be again worked up into the new woollen clothing and blankets required by the prisoners. Where a carpet factory is in operation, the carpet cuttings may be treated in the same way: all these proceedings tending to the reduction of the cost of production of new clothing.

6. We would add an expression of our opinion that great and unnecessary waste of clothing occurs in most jails from the inferior sewing of the clothes. This matter calls for the serious attention of controlling officers.

7. The mats in use as bedding for the prisoners should be made of the cheapest fibre procurable. There is no jail in India which cannot produce sufficient aloe plants on the boundary wall of its grounds to supply all the fibre required for the bedding of the prisoners (see Appendix A, page xcvi, paragraph 17; page ciii, paragraph 20, &c.).

8. The most efficient jail clothing stock book is that in use in the jails of the North-Western Provinces and Oudh, the headings of which will be found in Appendix C.

If habitual prisoners are made to wear a wrist-ring and are carefully segregated, there is no necessity for providing them with clothes of a special pattern. This, we hope, will do away with the difficulty now experienced in providing the exact number of suits for the two classes. We object to the use of caps of different colours as distinctions for the different classes; but it has been the practice in most of the provinces to indicate a prisoner who has broken jail or escaped from police custody by making him wear a coloured cap, usually a red one. There is no doubt that this precaution has been found a useful one in those jails where fetters for safe custody are not in general use. The effect on the prisoner can be judged from his great anxiety to have this mark removed. It is usual, if a prisoner has behaved himself thoroughly well for a long period, and there is no danger of his again attempting to escape, to change the cap to an ordinary one.

9. Specially marked cotton clothing blankets and bed sheets and mat bedding should be supplied for hospital use. On admission to hospital each prisoner should place his ordinary jail clothing and bedding in the store-room, and should receive in exchange a suit of hospital clothing. The hospital clothing should be kept under the charge of the hospital assistant.

All old clothing and blankets not fit for jail use, but sufficiently decent for prisoners about to be transferred to other jails, should be preserved for this purpose. Each prisoner should arrange his blankets and mat bedding on his bed before leaving the ward, and should take with him the rest of his kit, including his plate and cup. The neatest and smartest plan of arranging the blankets on the bed is that adopted in the army. The convict officer in charge of the ward should see that the bedding is arranged on a uniform pattern before the prisoners are let out of their wards. On arriving at the workshop, or other place appointed for work, the prisoners of each gang should fold all the clothes not actually worn by them, and deposit them in a straight line, putting the polished plates and cups in front of the clothing. These details may appear trivial matters, but the penal discipline as well as the smartness of our Indian jails would be much improved if more attention was paid to them. On certain days in the week, when the weather is fine, the bedding and blankets should be aired in the sun. The best time for this is after the mid-day meal when the ground is thoroughly dry. The bedding on these occasions should be left out until the prisoners return to work in the evening.

10. A proper cap being provided for each prisoner as part of his kit, the very untidy practice of allowing them to tie their spare clothing round their heads should be stopped.

Caps.

11. In damp climates, like that of Lower Bengal, it has been found more economical to allow the prisoners to retain their full number of blankets and blanket-coats with them all the year round. Prisoners will be found to take more care of their own blankets and clothes, and there is less chance of their getting moth-eaten. Besides this, in a damp, malarious climate, where there are sudden changes of temperature after rain, it is wise to allow the prisoner to use his own discretion in putting on his warm coat or covering himself with another blanket. All cotton clothes should be washed by the prisoners once a week, and an iron boiler should be provided for each jail to allow the blankets and blanket-coats to be boiled and washed as often as necessary. Prisoner-washermen should be employed to wash the hospital clothing. A convict about to be released should present himself before the Superintendent in his private clothes, and should carry in his hand the jail kit given to him. If every article of clothing is not perfectly clean and well washed, the prisoner's release should be deferred for a few hours, and he should be made to wash and dry the clothes. To prevent misunderstanding, it should be mentioned that prisoners are released in the morning, but they are not legally entitled to release until the evening, the day of release being counted as a day of imprisonment. Once this rule is acted upon in a jail, it will not be necessary to detain many prisoners, and the clothing godown will be stocked with perfectly clean clothes ready for issue to new comers, instead of having in it filthy clothing which rots and deteriorates by storage.

12. We have referred to the necessity for improving the smartness of our jails. Nothing in our opinion detracts so much from this as to see prisoners using vessels of all sizes and made of every conceivable material as plates and cups. In jails where no attention is paid to this subject it is the rule to see brass lotas, tin mugs, earthen pots, iron plates, and bamboo vessels all used indiscriminately, and they are in most cases left lying about in all parts of the jail, or are hid away under beds or under the tiling of the worksheds. If this source of untidiness is to be remedied, the rules in force in Lower Bengal should, we think, be adopted. Each prisoner should be provided at Government expense with an iron plate and an iron cup of a uniform pattern to be made up in some central jail. These cups and plates, by constant rubbing, take a good polish and have a very neat and clean appearance. In all his movements about the jail, the prisoner should take his cup and plate with him, and when he is at work they should be paraded, as above described, with his spare clothing. It is interesting to note how much care is bestowed on the polishing of their vessels by prisoners when they know the same vessels will be theirs during their imprisonment. Prisoners found leaving their plates and cups about the jail or hiding uneaten food in them should be punished. It may be unwise in certain provinces (like the North-Western Provinces) where prisoners have been allowed to use vessels which are their own private property, to suddenly remove these vessels, but all new comers should be given the standard pattern of plate and cup. In this way it should be possible in time to introduce the uniformity which we are anxious to see adopted.

Uniformity favouring smartness and discipline.

CHAPTER XVI.

WOODEN TICKETS.

In every jail wooden tickets are to be seen suspended round the necks of the prisoners, sometimes by a wire, sometimes by a brass chain, sometimes by a piece of twine or cord.

Use of ticket.

The intention is to have always in view a permanent record of certain particulars about the individual prisoner; but this end is attempted to be secured by very different means, and without discussing their merits or demerits, we think that uniformity can be secured on lines which will be accepted by every administration.

2. Each wooden ticket should be made of dry mango or other soft close-grained wood, which will receive the impression of the lettering die easily and with a clean edge: its size should be 4" x 2" with a thickness of $\frac{5}{8}$ of an inch.

Size.

3. The ticket should have a tongue projecting from its upper edge (included in its length of 4 inches) through which it should be suspended round the prisoner's neck from a securely riveted loose collar of thin telegraph wire. The ticket should have stamped on it by a steel die (the impression being blackened by ink) the following particulars in Roman numerals):—

First line	.	.	.	Register number.
Second line	.	.	.	Section of code under which the prisoner is sentenced.
Third, fourth, and fifth lines.				The dates of sentence and release, date of sentence being stamped on the left side of the ticket.

4. In Appendix B we have given a drawing of one of these wooden tickets, full size, and we strongly recommend its uniform adoption along with the mode of attaching it by a wire collar. We are not unaware of the objections that have been made to these wire collars; that they may be used to pick locks, or to dig through walls; and that by twisting the collar a prisoner may be strangled by his neighbour; but, after a full consideration of these somewhat strained objections, we think the advantages of having a permanent ticket always in view, and that cannot be removed or lost, quite counterbalance the objections raised. This form of fastening is already in use in Bengal, in Burma, and partially, but not uniformly, in the North-Western Provinces jails.

5. The custom of stamping vernacular figures on the reverse of the ticket we do not consider necessary, as every native official knows the Roman numerals, and there is a serious objection to having the figures impressed on the ticket in vernacular only (see Appendix A, page v, paragraph 31).

Vernacular figures not required.

CHAPTER XVII.

JAIL OFFENCES.

In dealing with the record of jail offences, the first principle to be rigidly adhered to is that every offence against prison discipline and jail rules must be recorded. Although we have found the most extraordinary differences in the numbers of offences recorded, not only in different provinces, but in different jails of the same province, we have not been able to discover in each case to what extent the principle above stated has been enforced or relaxed. The obvious inference from this circumstance is that different executive officers look on breaches of jail rules with very different judgment. Their practice in this matter has been no doubt insensibly guided by the views of their respective Governments and of their inspecting officers; and as these views have been found to differ *toto cælo* in different provinces, it is impossible not to expect great divergences in the statistics.

2. The Prison Act (section 47) lays down definitely certain acts which are to be regarded as offences against jail discipline. These acts may be quoted here for easy reference—

- (1) Wilful disobedience to the regulations of the prison by any prisoner;
- (2) Assaults or use of criminal force by any prisoner;
- (3) Insulting or threatening language by any prisoner to any officer or prisoner;
- (4) Indecent or disorderly behaviour by any prisoner;
- (5) Wilfully disabling himself from labour;
- (6) Contumaciously refusing to work;
- (7) Filing or cutting irons or bars;
- (8) Idleness or negligence at work by any convicted criminal prisoner;
- (9) Wilful mismanagement of work by any convicted criminal prisoner;
- (10) Wilful damage to prison property;
- (11) Conspiring to escape, or to assist in escaping, or to commit any other of the offences aforesaid.

3. It will add to the force of our remarks if we note in this place the ratio of offences recorded in each of the five large provinces during 1886 and 1887, taking the classification prescribed by stat. 6 of the Administrative Report series. We find that the percentages of *total* offences recorded as committed by the convicts of each province were—

Province.	Percentage of total offences recorded.	
	1886.	1887.
Bengal	300	328
Punjab	162	146
Bombay	57	55
Madras	56	63
North-Western Provinces and Oudh	35	34

Omitting criminal offences, which are few in number, we find that the other recorded offences divide themselves in each province into percentages of daily strength thus:

Province.	Smoking or having forbidden articles.		Offences relating to work.		Other offences against prison discipline.	
	1886.	1887.	1886.	1887.	1886.	1887.
Bengal	23	31	161	177	114	121
Punjab	15	15	126	113	20	18
Bombay	9	9	31	31	18	15
Madras	14	12	12	20	26	31
North-Western Provinces and Oudh	5	4	14	16	15	15

The above analysis shows, first, that in three provinces, Bombay, Madras and the North-Western Provinces, the percentage of recorded offences is low and that in a fourth province, the Punjab, the percentage of offences recorded under two divisions of the classification is also low, whereas in the fifth province (Bengal), while the record under the heading of “possessing forbidden articles” is a little higher than in the other four provinces, the great increase of offences is recorded under “offences connected with work” and “other offences.” Other offences are explained everywhere to include all *minor* breaches of jail rules, such as shouting, singing, talking at meals or at muster, or on parade, changing from one place to another in a gang, neglecting to keep fetters, clothing, &c., clean, not marching in file, bathing out of hours, spitting on or soiling walls and floors, soiling privy seats, &c., &c.

4. It may safely be concluded from a perusal of these statistics that the system pursued in the jails of Bombay, Madras, and the North-Western Provinces must be closely allied, and that in the Punjab it is only with regard to the record of offences against work that any difference of practice is recognisable. In the Province of Lower Bengal the earnest and persistent efforts of the Inspector General to secure a complete and accurate record has resulted in the apparent increase of offences against work and discipline, amounting to the large average of 232 for every average hundred prisoners in confinement, in comparison with an average of 20 per cent. recorded in the jails of Bombay, Madras, and North-Western Provinces and Oudh (statistics of 1886 and 1887). It should, however, be kept in view that in considering this subject average percentages do not give a complete conception of the actual facts of the case. As has been frequently pointed out, each offence is recorded against an *individual* prisoner. The bearing of this on the aspect of the statistics of a province may be thus illustrated. In 1886 there passed through the jails of Bengal 93,042 individual prisoners; the total number of offences recorded was 40,512, so that more than half the prisoners as individuals had no offence of any description recorded against them. Further, we find that each prisoner of the 93,042 passed 58 days in jail, so that an average taken on these lines shows that each prisoner who was subjected to penal discipline and tasked labour committed one offence in 133 days. There is no question that the large proportion of the offences recorded in the Bengal returns and not recorded in the other provinces are *minor offences*, which, although trivial, must be taken some notice of, if the discipline and order of a penal establishment is to be maintained. There also can be little doubt that in jails where no offences are recorded for very long periods (see Appendix A in regard to most of the jails visited in Bombay, Madras and the North-Western Provinces) either

discipline must be slack or irregular unrecognised methods of bringing the prisoners into line are used. This may be freely admitted, without demanding as an evidence of good discipline that not a day shall pass without a record of many or few breaches of rule. We think that in some cases errors of judgment are committed by individual officers in prescribing uniform tasks which are not within the power of every prisoner to accomplish, and which lead to an increase of the offences against work. This is illustrated by our remarks in Appendix A, page viii, paragraph 28; page xxxix, paragraph 17. On the other hand, we found in most of the jails showing a small number of recorded offences, a practice of punishing prisoners by change to a hard form of labour without recording any offence or punishment against their names (see Appendix A, page li, paragraph 48; page lix, paragraph 14) on the plea that the convict's sentence being one of hard labour, it is no punishment to send him to the hardest form of labour for which he is fitted. In this argument it is forgotten that an offence has been committed which should have been recorded quite irrespective of the means adopted for its punishment. Then again in the North-Western Provinces and Oudh we found a general rule acted up to, if not prescribed, that offences punished with loss of marks are not offences to be recorded. In provinces where a large proportion of the prisoners are fettered on first admission to jail, and where these fetters are only removed *after some period of exemplary conduct*, the number of offences may be expected to be smaller than in jails where no fetters are used. There is no doubt that this measure places in the hands of the Superintendent a great power of coercing prisoners into good behaviour: but we are of opinion that the long-continued use of fetters in the case of non-offending prisoners cannot be justified on the ground that it reduces the number of minor offences. We also found task-work purposely fixed at a low standard to avoid offences in connection with their non-performance (see Appendix A, page lxxxviii, paragraph 18).

It is obvious from what we have stated above that no useful purpose can be attained by comparing the statistics of jail offences in the different provinces as long as these differences of procedure exist in framing the record.

5. After full consideration of all the facts that have come under our notice on inspection, and after full and frequent discussions of the subject with many experienced Superintendents and with all the Inspectors of Jails, we have come to the conclusion that it is hopeless to expect perfect uniformity of practice in a matter which depends so much on the idiosyncrasies of individual officers.

6. With respect to the record of offences committed by prisoners as an *index* to their conduct and the discipline of the jail in which they are confined, we think that a more reliable and more valuable comparative view would be obtained if the summary published in the General Annual Statement No. 6 was confined to the statistics of *serious* offences only, by which we mean offences which it is considered necessary to notice by certain defined punishments. We still think that it should be the aim of each Inspector General to secure a complete and minute record of the conduct of every prisoner on his history ticket and in the punishment register of the jail; but it is in our opinion quite unnecessary to publish these statistics of the every-day trivial lapses of each convict, as if they were grave offences against jail discipline. It is not to be expected that in a jail there will ever be absent a passive resistance to rules

which make the convict's life irksome and unpleasant, but we hold that it is unwise and misleading to parade all these minor breaches of rule alongside of, and mixed up with, the graver indications of insubordination, wilful and open disobedience and obstinacy. The line between these last offences and the former class is sharp and easily drawn, and the mark of distinction is the *severity of the punishment inflicted* for each offence. We shall therefore proceed to our remarks upon the punishments in use in the jails of the several provinces and conclude by indicating those which being reserved for the graver offences may in our opinion be made use of to gauge the discipline of a jail in the annual returns.

Bellamy

CHAPTER XVIII.

JAIL PUNISHMENTS.

The punishments available for the enforcement of jail discipline are very restricted. In the North-Western Provinces and Oudh and in the Punjab the practice is strictly governed by the 48th section of the Prisons Act, which permits a Superintendent to punish a prisoner—

- (1) by imprisoning the offender in solitary confinement for any time not exceeding seven days;
- (2) by ordering the offender for any time not exceeding three days to close confinement with reduced diet;
- (3) by corporal punishment not exceeding thirty stripes with a rattan; or
- (4) where the offender is not sentenced to rigorous imprisonment, by hard labour for any time not exceeding seven days.

2. The force of public opinion has been directed against the use of the cane in any large number of cases in jails; many jails are very badly provided with cells in which solitary and separate confinement can be carried out; so that in practice there is little resource left but the reduction of a prisoner's diet, which, if not accompanied by solitary confinement, is a useless order, as the prisoner manages to evade it by levying contributions from his neighbours.

3. Section 49 of the Act gives power to a Superintendent in aggravated cases to report to the Magistrate of the district or other Magistrate, who can order the *imposition of fetters* for any period not exceeding six months, or punishment by solitary confinement, by whipping, or by enhanced sentence of imprisonment.

4. Under Act II of 1874 the Bombay Government has sanctioned the following punishments for breaches of jail rules:—

- (1) Solitary confinement for a period not exceeding seven days.
- (2) Confinement in the "stocks" for a period which may extend to twelve hours.
- (3) Penal diet.
- (4) Corporal punishment.

5. The Government of Madras prescribed, on the 18th June 1873, rules (presumably drawn up under section 54 of the Prisons Act) which empower Superintendents of jails to use the following form of punishments:—

- (1) Separate confinement (this is understood to mean "solitary confinement").
- (2) Corporal punishment.
- (3) Loss of marks under the remission rules.
- (4) Reduction of class under the remission rules.
- (5) Reduced diet.

6. The Bengal Government under a local Act empowers the Superintendents of its jails to use the following punishments:—

- (1) Loss of marks.
- (2) Gunny clothing.

- (3) Separate or "solitary confinement."
- (4) Corporal punishment.
- (5) Penal labour.
- (6) Penal diet.
- (7) Fetters.
- (8) Handcuffs.
- (9) Standing handcuffs.
- (10) Cutting the hair of females.

7. The first remark which occurs on a perusal of these regulations is, that some forms of punishment are in use in Bombay and Bengal which are not sanctioned in the other four large provinces of the empire. The first of these is the use of "stocks" in the Bombay jails. This form of punishment, as we first saw it in a Bombay jail, seemed innocent and unobjectionable; but on a closer acquaintance we found that the foot-stocks and foot and handstocks, with or without the stool, can be applied, and are applied so as to cause exquisite torture (see Appendix A, page lix, paragraph 15; page lxviii, paragraph 25; page lxxi, paragraph 26). Unwilling as we are to deprive any Superintendent of the means of subduing the refractory spirits with whom he has to deal, we have no hesitation in stating our opinion that stocks cannot be safely allowed as a mode of punishment in any jail.

8. The second mode of punishment which is confined to the jails of Lower Bengal, is the imposition of handcuffs and leg-irons. This form of punishment we consider unobjectionable (except doubtfully in the form of "night handcuffs"), and in view of the great difficulty experienced in devising forms of punishment which are efficient and at the same time have no objectionable feature, we strongly recommend that measures be taken to permit the use of irons as a punishment in all the jails of India.

9. The forms in which irons are used in the Bengal jails are:—

- (a) Handcuffs.
- (b) Standing handcuffs.
- (c) Night handcuffs.
- (d) Leg-irons (chain or bar).
- (e) Cross-bar.

10. All these forms of irons are an inconvenience and a disgrace to the wearer for the time being, but they cause no distress, and their employment under definite time limits cannot be abused. The only form of irons regarding the propriety of which one member of the Commission has a doubt, is the "night handcuff," which, it is feared, may from constraint of the arms prevent rest. (See remarks in Appendix A, page cxli, paragraph 22.)

11. "Standing handcuffs" mean handcuffs fixed to the wall of a workshop or yard at a height just below the level of the prisoner's shoulder, chained to which he is required to stand, while his fellow-prisoners are at work, or during Sunday between meal times, when the other men are at rest. If our recommendation to abolish the use of irons as a usual mode of providing for safe custody be accepted and put in force, the prisoners who are placed in irons of any form as a punishment, will feel the inconvenience and disgrace they have brought on themselves all the more acutely. And while we cannot conceive any reasonable objection

which can be raised to the general use of irons as a means of punishment, our proposals will tend to remove one great source of inequality in the severity of sentences to rigorous imprisonment in the different provinces of India, and will give Superintendents what has long been urgently needed—an increased number of minor forms of punishment for minor offences.

12. Another useful and appropriate form of punishment for offences connected with clothing, such as tearing or losing clothes or having dirty clothes, is the punishment of substituting gunny clothing for cotton clothing. In these cases during cold weather the woollen clothing is not taken from the prisoner, but he is required to wear his woollen coat over the gunny coat.

13. In well-managed jails it is customary to use certain forms of labour accompanied by hard muscular exertion as punishment for offences connected with industrial work.

14. In addition to the ordinary rules regarding separate and solitary confinement, the Bengal Government has sanctioned (see Rule 646 of the Code) a special form of separate confinement which is thus defined :—

“ In any case in which for any reason it is found necessary that a prisoner shall be permanently or for any length of time kept apart from other prisoners, arrangements should be made, with the approval of the Inspector General of Jails, for his separate confinement with or without labour and with or without non-labouring diet. The object being not to impose entire seclusion, the prisoner in separate confinement shall be allowed to have his meals with one or two others (generally the prisoner attendants of the cells).”

This punishment has for some years been used in the Presidency Jail in Calcutta with excellent effect on the worst characters and has helped to reduce the number of floggings.

15. It is advisable, in conclusion, to state definitely the punishments that we would recommend for general adoption in the jails of India—

- (1) *Loss of marks* carrying necessarily with it loss of any remission earned but not sanctioned by superior authority. This is an appropriate punishment for minor offences and may be limited to the loss of the day's marks, or of larger fines of marks already earned.
- (2) Change of labour to some form less agreeable to the convict.
- (3) *Separate or solitary confinement* with or without hard labour. No prisoner should be confined for a longer period than 14 days (except in the case of punishments under No. 4).
- (4) *Separate confinement* under the special orders of the Inspector General of Jails for an indefinite period under a rule similar to that above quoted (paragraph 15).
- (5) *Penal diet* to consist of 1 lb of flour daily boiled as a porridge and seasoned with salt. Penal diet may or may not be accompanied with solitary confinement, but should in no case be continued for more than 96 consecutive hours, and should not be repeated before the interval of a full week. Sundays will be found convenient days for awarding penal diet. With penal diet given on week days only some light form of labour should be given.
- (6) Prisoners doing short work may be deprived of their early morning meal on the following day.

- (7) *Handcuffs* to be placed on a prisoner's wrists in front of him. They should in no case be kept on for more than twelve hours at a time by day or night, and they should not be imposed for more than four days or nights consecutively.
- (8) Incorrigibly idle prisoners on whom other punishments have been tried without effect may be fastened with *handcuffs to a staple* in the wall of the workshed always under shelter from the sun during the hours of work on week days and between the meals on Sundays. They must be released and taken to the bathing, feeding and latrine parades, with the other prisoners of their gang. The staple in the wall should be high enough to prevent the prisoner from sitting down, but not higher than the prisoner's shoulder. This punishment should not be combined with handcuffs behind the back or with solitary confinement.
- (9) *Handcuffs* placed upon the prisoner's wrists *behind his back* may be used as a punishment for very badly-behaved and stubborn prisoners. No prisoner should be handcuffed in this manner for more than 6 hours.
- (10) *Fetters* may be used for breaches of jail discipline. They should not exceed more than 4 lb in weight and should be imposed for a definite period not exceeding in any case one year.
- (11) *Bar fetters* with a rigid bar keeping the legs apart may in case of extreme violence on the part of a prisoner be used until he becomes thoroughly submissive, and in the case of incorrigible offenders for not more than ten days.
- (12) For offences in connection with clothing a suit of *gunny clothes* may be substituted, for a definite period, for the cotton clothes. In the cold weather the prisoner should be made to wear his blanket-coat over his gunny coat.
- (13) *Corporal punishment* should only be inflicted in very serious cases, and the number of stripes should be limited to 30. As corporal punishment is in future to be limited to very serious offences only, the number should never be less than 15 stripes. For cases in which the medical officer certifies that a prisoner is unable to bear 15 stripes or more, or for cases in which a smaller number of stripes would appear suitable, some other form of punishment should be adopted.

16. If these thirteen forms of jail punishments be uniformly adopted, we would suggest that—

- Punishments for minor offences.
- No. (1) Loss of marks;
 - „ (2) Change of labour;
 - „ (3) Separate confinement for short periods;
 - „ (4) Deprivation of early morning meal;
 - „ (5) Handcuffs;
 - „ (6) Standing handcuffs;
 - „ (7) Fetters imposed for not more than 30 days; and
 - „ (8) Gunny clothes

be regarded as suitable punishments for the *minor* offences against jail rules, which, although recorded fully in the jail registers, should not appear in Judicial Statement No. VI of the annual series.

17. While, on the other hand, all *serious* offences against jail discipline should be met by punishments under items—

- Punishments for serious offences.
- (3) Solitary confinement with or without hard labour,

(4) Separate confinement for long periods,
 (5) Penal diet with or without solitary confinement,
 (9) Handcuffs behind,
 (10) Fetters imposed for periods longer than one month,
 (11) Cross-bar fetters,
 (13) Whipping,
 and the record of these offences and punishments should find a place in the annual report.

18. All offences calling for serious punishment will thus appear in the annual returns, and will form a fair index to the condition of discipline and subordination in each jail; while there will be less chance of the inferences drawn from the statistics being vitiated by the commingling of the record of minor offences regarding which it is hopeless to expect perfect uniformity of practice with the record of those more serious breaches of rules which every jail officer feels must be met by a severe form of punishment.

19. If our views be accepted, the form in which Statement No. VI of the Alteration required in Statement No. VI. annual series will be published is appended.

STATEMENT No. VI—(JUDICIAL.)

Showing the serious offences committed by the convicts and the punishments inflicted on them in the jails and subsidiary jails of during the year 188

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CHAPTER XIX.

ESCAPES AND OUTBREAKS.

Most provinces have suitable rules giving detailed instructions of the action which should be taken on an escape occurring.

These instructions refer to the following points:—
 immediate notice with a descriptive roll of the escaped prisoner to be sent to the police and the Magistrate of the district, and to Magistrates of those districts through which the escaped prisoner is likely to pass on his way to his home; intimation by telegraph to the police near the prisoner's home requesting them to keep a vigilant watch for him; a report to be submitted to the head office giving full particulars of the escape, and the measures adopted to prevent similar escapes. If the prisoner is recaptured a recapture report is usually required. It is usual also to lay down a scale of rewards for the apprehension of escaped prisoners. We would recommend the following scale for ordinary cases. For every prisoner whose original sentence of imprisonment does not exceed—

	R
Six months	10
One year	20
Three years	30
More than three years	50

The Inspector General of Jails should further have the power whenever peculiar circumstances render it advisable to sanction rewards up to R300. Escaped prisoners on recapture should ordinarily be placed in irons under Act V of 1865, section 5, with the sanction of the Inspector General of Jails. Such prisoners, if belonging to the A class, should be transferred to class B and should be distinguished from all other prisoners by a red cap (see clothing). Any jail official, convict warder, overseer or watchman through whose assistance, connivance or negligence an escape takes place should be prosecuted under sections 222 and 223 of Indian Penal Code. As stated elsewhere, convict officers have been declared public servants under the Indian Penal Code. The papers concerning each escape and containing details of the case should be kept on a permanent file until the prisoner is recaptured. This will obviate the necessity for keeping a separate register on this subject.

2. In our opinion every province should have full and carefully-drawn up instructions for the guidance of jail officials and prisoners in the case of outbreaks. To the end that every one including the prisoners may know what they are expected to do at a given signal, it is necessary to organize and to practise at intervals an alarm parade on the following lines.

3. On the sound of the alarm, which should usually be made by beating a drum or by ringing a bell in a prominent part of the jail, every jail official, who is outside the jail, whether he is in proper uniform or not, should proceed immediately to the jail armoury, and under the orders of the senior officer present arm himself, load his rifle with buck-shot cartridge and fix his bayonet. For this purpose the arms

and belts containing cartridges should be kept ready in the armoury so that no time may be lost in arming every available man. At the sound of the alarm every prisoner inside the jail should run to a previously selected place of security and be there locked in by the paid warders. This procedure completely and without giving time for reflection isolates the disaffected prisoners from the well-disposed, and prevents the latter from changing their minds in case of an actual outbreak and sustained resistance. The guard being armed and the prisoners securely locked up, the rest of the parade should be carried out as follows:—The senior officer present outside should at once despatch at the double two squads of men each in charge of a head warder or gate-keeper to the opposite angles of the jail enclosure with the view of preventing any attempt on the part of the prisoners to scale the walls. A shot fired in the air should be the signal that the prisoners are breaking over the wall in the direction from whence the sound comes. The senior head warder present should on hearing the signal take the rest of the ordinary warder guard to the spot indicated and should use all the means in his power to prevent the prisoners breaking out; on the sound of the alarm the duties of the reserve guard, who have their arms and ammunition always with them, should be as follows:—the armed sentry at the gate will load and defend the gate:—the reserve under the command of the reserve head warder should proceed at once to the main gate and assist the sentry in defending it:—two of the reserve warders should be despatched to the roof of the main gate buildings to observe the movements of the prisoners inside the jail and to warn prisoners who may be about the inner gate that they will be fired upon if they do not disperse. The Superintendent or, in his absence, the Jailor, Deputy Jailor, or Assistant Jailor, should then, with the reserve guard and such other warders as may be available after the walls have been guarded, enter between the two gates. The outer gate should then be locked, and if the two men on the main-gate buildings report that the inner gate is clear, it should be opened, the guard passed into the jail, and made to double to the scene of the supposed disturbance, or to act in such a manner as the officer in command at the time may think necessary. When the parade is over and before the reserve guard is removed from inside the jail, the rifles which had previously been loaded with buck-shot should be discharged into a safe target to let the prisoners know that on these occasions the arms are loaded. At the close of the parade the names of the warders and others not present should be noted. Any official who is cooking or eating his food must at once leave his food and take part in the parade. The advantages claimed for such a parade are that, if done systematically once or twice a month, the prisoners are locked up before they can know whether it is a real or a false alarm. In an outbreak prisoners who have been accustomed to this parade and who do not deliberately intend to take part in it will have themselves locked up, and thus all chance of injury to innocent men will be avoided. It will be easier to deal with those who having remained outside the wards show by their conduct that they deliberately mean to defy the authorities. In these parades every member of the jail establishment knows what he is expected to do, and this prevents that hopeless confusion and excitement which is likely to prevail among men who have no idea of what is expected of them. It is claimed for these parades that, when regularly carried out, they prevent outbreaks by showing prisoners how hopeless it is to attempt an outbreak when at a given sound the whole resources of the jail will be brought against them; at the same time they add immensely by organization to

the strength of the jail guard. It may be mentioned that a formidable outbreak among long-term prisoners in the Buxar Jail was frustrated by the carrying out of these instructions. The men who had armed themselves with tent poles and planned a deliberate attack lost courage the moment the alarm bell sounded and they found themselves isolated from the other prisoners, and saw the reserve guard doubling into the jail. They threw down their poles and dispersed. All the other prisoners being locked up it was easy to identify and secure the men concerned in the outbreak.

1. To prevent unnecessary loss of life and to instruct those who have a disagreeable and anxious duty to perform in case of

Orders to fire on prisoners.

an outbreak, definite orders should be given as to when a jail official is justified in opening fire on prisoners or in using his bayonet. We think that the following rules appear to answer all requirements. Sentries should not fire upon a prisoner attempting to escape by stealth, nor should they fire unless threatened and actual violence on the part of the prisoners renders the use of fire-arms absolutely necessary, or when they are ordered by a superior officer to fire in the case of an outbreak. The sentry at the main gate should at all risk prevent the forcing of the outer gate; he may under the orders of a superior officer, if present, or if there be no superior officer present and matters are urgent, on his own responsibility fire upon any prisoner or prisoners attacking the gate-keeper between the gates or attempting to force the outer gate, provided that he shall not fire upon any prisoner who is neither actually using violence to the gate-keeper nor attempting to force the outer gate, and provided also that he shall not fire on any prisoner till he has been warned, at least once, that unless the prisoner desists and submits he will fire. When no superior officer is present, a warder is justified on his own responsibility in firing on a prisoner or prisoners to save the life of any jail official towards whom the prisoners are actually using violence.

5. In quelling a disturbance actually accompanied by violence to the officials, or a combined attempt to break out of any

Warning to be given before using fire-arms.

particular ward or yard, the Jailor or, in his absence, the Deputy Jailor, Assistant Jailor or Reserve head warder should, on arriving at the scene of the disturbance, give the prisoners notice in a loud tone of voice that if they do not immediately submit they will be fired upon. If circumstances admit of delay this warning should be repeated thrice, and then, if there appear no other means of quelling the disturbance, he may open fire upon the refractory prisoners. But he should be instructed to stop firing the moment that the prisoners cease resistance and submit.

CHAPTER XX.

DIETARY.

It has often been asserted as an axiom of jail management that a prison diet scale should be composed entirely of those staples of food to which the poorer classes of the locality are accustomed, and that it is a serious mistake to introduce into a jail diet such articles as honest poverty cannot obtain (save as occasional luxuries) during a life of labour.

2. We have no serious objection to raise to any of the ordinary diet scales

Nutritive value.

prescribed by the various jail codes as far as their nutritive value is concerned, except that our observations make us seriously doubt the propriety of prescribing reduced

Short diet.

diet scales for prisoners under short sentences of imprisonment or for any prisoners at certain seasons of the year. Sooner or later these short-diet scales come to be applied, through carelessness or with the avowed design of cheapening the cost of the prison diet, to prisoners whose state of health does not justify the procedure (see Appendix A, Allahabad, Central Prison, Cawnpore, Aligarh).

3. But we have no doubt that in some provinces the ingredients forming

Ingredients of diets.

the diet scales have not been chosen with economy, the cost being thus heightened without any corresponding good results. In Madras, for example, where, until the beginning of the past year, a diet composed of cereals, rice, meat or fish and milk was indiscriminately given in all districts, without regard to the common food of the poorer classes, a serious error was being committed economically as well as from a disciplinary point of view. It could hardly be said that a rice diet could be necessary for the inhabitants of thirteen of the Madras districts, and now that a dry grain or cereal diet with pulses has been introduced, no difficulty has been experienced in maintaining the prisoners in health, where due regard has been paid to the correlation of labour and diet, and where weakly men with impaired digestions have been treated as individuals and not as parts of a homogeneous crowd.

4. The most scientifically constructed and most easily worked grain diet

Construction of grain diet scales.

scales are those in use in the North-Western Provinces and Oudh. They admit of many combinations and variations of the different food grains with given quantities of pulse, so that no error can possibly be made by the most ignorant or careless Superintendent in the quantity or proportion of the nutritive ingredients. These diet tables were drawn up by Surgeon-Major D. Wilkie, Statistical Officer with the Government of India. We saw frequent illustrations of the evil of meddling with the constituents of a jail diet scale without due regard to their nutritive value (see Appendix A, page liv, section 25), and we recommend that no alterations be permitted in a diet scale that have not been fully considered and sanctioned by experts under the direct orders of Government. Sometimes, as in the North-Western Provinces, it has been found that during the rains when the digestions of the prisoners are somewhat impaired, a certain proportion of the men cannot eat the full ration of unleavened cakes. The remedy for this is to be found not in an indiscriminate reduction of the quantity of food, but

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in arranging to give the prisoners a morning meal, thus subdividing the full ration into three meals within 12 hours instead of two meals within 6 hours: see our remarks in this connection, Appendix A, page cxviii, paragraph 26.

5. Surgeon-Major T. R. Lewis suggests in his excellent memorandum on the jail dietaries of labouring prisoners in India, paragraph 43, with reference to the amount of "fatty matters" allowed in the different diet scales, "that it would probably be the opinion of most authorities that the amount is decidedly insufficient in some of them and barely sufficient in others." The Jail Conference of 1864 recommended the issue of 4·74 ounces of "fatty matters" weekly, while the Conference of 1877 reduced the allowance in their suggested scale to 1·75 ounces weekly. After careful investigation into this matter, and considering fully the purposes which have to be served by fats in the diet, not only as aids in the due assimilation of the food, but as a relish in the preparation of the vegetable ration so as to make it palatable, we are forced to the conclusion that in some provinces the amount hitherto given has been insufficient. The allowance at present in each diet scale is—

Bombay (fatty matter)	3·5 oz. weekly.
Madras	3·5 "
Bengal	3·5 "
North-Western Provinces and Oudh (fatty matter)	0·56 "
Punjab (fatty matter)	1·75 "

We think that the minimum allowance of "fatty matter" in each diet scale should be half an ounce daily, or 3½ ounces weekly. The allowances in the Punjab and North-Western Provinces scales are decidedly short of what is required. It is not necessary that ghi should be given in any case (see Appendix A, page cxviii, paragraphs 20 and 21); the raw material of the vegetable oil used commonly in the locality—whether cocoanut or rape or til or mustard seed—should be purchased, and the oil should be expressed by prison labour.

6. As regards the allowance of salt in the diet, there is no clear evidence that the reduction of the amount of salt consumed in a concrete form is injurious to the health of a man; but there is abundant evidence that to make the dry bread and vegetables of prison fare palatable especially to broken down and cachectic prisoners, a considerable allowance of salt is a most desirable adjunct. The Prison Conference of 1864 recommended a daily allowance of half an ounce or a little over 200 grains per man; the same allowance was recommended by the Conference of 1877. At present the amount sanctioned varies in each province:—

In Bombay	2·5 oz. weekly.
„ Madras	7 "
„ Lower Bengal	3·5 "
„ North-Western Provinces and Oudh	0·56 "
„ Punjab	1·75 "

Now, although we are satisfied that one ounce of salt daily is not required for the maintenance of sound health even on a diet composed largely of rice and coarse cereals, we have come to the conclusion that in view of the desirability of increasing the vegetable supply to the prisoners and of making it more palatable, the short allowances of the North-Western Provinces, Punjab, and Bombay jails should be increased and a uniform standard of half an ounce daily be adopted as recommended by the two Jail Conferences of 1864 and 1877.

7. The "condiments" or curry powder prescribed in all the dietaries differs much in its composition. In the North-Western

Condiments.

Provinces and Oudh chilis alone are given as a relish, and few, if any, attempts are made to combine the oil with the chilis, onions, &c., into a food seasoning. In the Bombay jails red pepper, onions, turmeric and coriander are allowed; in the Punjab jails, garlic, chilis, turmeric and coriander, and in jails of Lower Bengal, turmeric, garlic, coriander, chilis and tamarind. In all these provinces the orders are uniform that such condiments as are given in the jail diet shall be *grown free of charge in the jail garden*. In the Madras Presidency alone has this sound principle been departed from. A curry powder is prescribed which is unnecessarily expensive containing ingredients which cannot be grown in the jail gardens, and no attempt is made to cultivate even those items which might be obtained by cultivation in the locality. We found that in one jail more than eleven hundred rupees had been spent last year in the purchase of curry-stuff (see Appendix A, page xcix, paragraph 19) and in another more than R800 (see Appendix A, page civ, paragraph 30).

Without therefore prescribing or limiting the ingredients of the curry powder or condiment stuff to be used in jails, we may unhesitatingly recommend that whatever condiments are given *shall be grown by prison labour in the jail garden*, and that in any case where after fair warning the jailor in charge fails to produce in his garden the condiments which are considered necessary, they shall be purchased from the bazar at his expense.

8. We now come to consider one of the most important elements in a jail dietary—the vegetable supply. The subject will

Vegetables.

be referred to again in connection with jail gardens, but here we have to press with the strongest emphasis the importance of supplying the prisoners with vegetables of *real antiscorbutic value*, and of cooking them in such a form as to induce the prisoners to eat them. The vital importance of this matter is not understood and very widely neglected. Only in the jails of Lower Bengal and of the North-Western Provinces and Oudh has the full significance of the subject been recognized. In every jail we found vegetables being given in varying quantities: in the Bombay jails eight ounces daily; in the Madras jails four ounces daily; in the jails of Lower Bengal six ounces; of the North-Western Provinces and Oudh five ounces, and of the Punjab 3½ ounces daily; but in very many cases there was no attempt made to discriminate between useless kinds of vegetables such as the melons and cucumbers, brinjals and sags, and those of recognized antiscorbutic value, such as cabbages, turnips, radishes, tomatos, &c. We are of opinion therefore that following the advice of both Prison Conferences, in no case should less than six ounces of vegetables be given daily, that is 42 ounces weekly, and that every Administration should insist on the issue to its prisoners during the colder months of the very best kinds of antiscorbutic vegetables that can be grown, aiding the supply of native kinds of vegetables cultivated during the hot weather and rains, *by the free use of special antiscorbutics*. We may add that after fair warning given and reasonable aid in the form of jail labour, manure and seeds, every jailor should be held personally responsible for the supply of suitable vegetables for the ordinary population of his jail; and the medical officer of the jail should be held personally responsible for the daily examination of the actual issue of vegetables to the prisoners.

9. Closely connected with, in fact supplementary to the vegetable supply of a jail is the issue of antiscorbutic fruits. Every-

Antiscorbutics.

where on the continent of India the importance of this element of diet is recognised in the ordinary food of the free population. No native who can afford it in his own house will ever eat his daily meal without adding to it some form of "khatai" or acid "chatni" or "achar" (pickle), and the very poorest classes in freedom are able to obtain from the bounty of nature the same necessary vegetable acids and juices by the consumption of acid and sub-acid fruits such as—

Imli	(pulp of the pod)	Tamarindus Indica.
Citron	}	(fruit and juice)
Lime		
Orange		
Sour-sop (paophal)	(fruit)	Anone Muricata.
Ramphal	do.	„ reticulata.
Sitaphal	do.	„ squamata.
Kokum	(pericarp of fruit)	Garcinia purpurea.
Guava	(fruit)	Psidium guayava.
Anar (pomegranate)	do.	Punica granatum.
Mango (am)	do.	Mangifera Indica.
Baer	do.	Zizyphus jujuba.
Patwa (rosella)	(leaves and other parts)	Hibiscus subdariffa.

And many others.

10. We shut the same native up in a jail for long periods, and place him as

Neglect in jail diet.

regards his diet practically in the position of a sailor on board ship on a long sea voyage, and yet it is the exception to find in jail management any genuine and practical acknowledgment of the necessity for supplying in his diet that which he himself finds absolutely essential to the maintenance of his health in freedom. Fortunately the provision of what is necessary is neither expensive nor difficult. The jail gardens and grounds may be made to supply free of cost all that is required, but it is requisite that jail administrations shall be made to recognize their duty in this matter, and shall take it up earnestly with intelligence and forethought.

11. In one province we found an allowance of tamarind pods, inclusive of

Existing practice.

husk and seeds, being given at the rate of 87 grains per man three times a week from the 15th May to the 1st November. Such an allowance we need hardly point out is of no practical value. The weight of husk and seed in tamarind pods is very considerable (perhaps fifty per cent.), so that the amount of free citric and tartaric acids available in 87 grains of gross weight of the pod is very small. In another province we found that the issue of special antiscorbutics had been stopped since 1877 (see Appendix A, page liii, paragraph 12) by special orders of the Inspector General of Jails, while the evidences of scurvy were most marked among the prisoners of this province (see Appendix A, page lxxix, paragraph 8, *et passim*): and yet in some of the jails tamarind pulp was being again given in a half-hearted way (see Appendix A, page lxx, paragraph 13). In a third province, where antiscorbutics had been supplied liberally up to the beginning of last year, the issues had before our visit been stopped, and on enquiring the reason, we were told that having adopted the diet scales of the province first alluded to, they gave special antiscorbutics only to prisoners on hard labour (see Appendix A, page lxxxviii, paragraph 15) and not to prisoners

placed on medium or industrial labour. The assumption that it is safe to deprive any class of prisoners of special antiscorbutics during the hot weather and rains is not justified by any information we have been able to acquire.

12. Definite and strict orders are required that from the 1st April to the 1st

November one or other of the following antiscorbutics shall be given daily in the jail dietaries:—

Lime juice	1 oz.
"Amchur" (the dried fleshy pericarp of unripe mangoe fruit)	70 grains
Tamarind pulp (free from husk and seed)	100 „
Putwa or Roselle	70 „

and it should be laid down that "Putwa" should not be given oftener than twice a week. The methods of securing a full supply of these antiscorbutics will be noticed in our remarks on jail gardens.

13. The practice of reducing the prisoners' diet in accordance with the

length of his term has been followed in every province, with the exception of Lower Bengal. There

it has been determined that it is not safe, on account of the weak cachectic condition of a large number of the convicts, to reduce the diet of any class. Even prisoners under trial receive full laboring rations. This exceptional state of matters must be allowed for in any general comparison of the cost of maintenance. The evidence which we have recorded (Appendix A, page cxvii, paragraph 24; page cc, paragraph 14) shows that a proposal to reduce the diet of a body of convicts should be approached with the greatest caution, and it must never be forgotten that the men into whose hands the carrying out of such measures has to be trusted, have seldom intelligence enough to carry out their orders with discretion, and not unfrequently overstep or frustrate, in pursuit of their own aims and interests, the intentions of the Government.

14. One of the members of this Commission drew up in 1879 the diet scales

now in use in the North-Western Provinces and Oudh, where perhaps the systematic reduction of

full labouring diet has been carried to the fullest extent. In submitting them to the Local Government for sanction, he gave his approval to the reduction of the hard labour scale in the cases of convicts sentenced to three months' imprisonment and under, but with the distinct proviso that due care should be exercised in picking out the prisoners unfit for labour on the reduced scales. The warning given was expressed in these terms:—

Extract, paragraphs 18, 19, 20, of letter No. 142, dated 30th June 1879, from Inspector General of Prisons, to Secretary to Government, North Western Provinces and Oudh.

"In my view the aim of a short-term dietary should be not to maintain a robust man's weight but to keep it from falling too low, while it should be sufficient to increase the weight of those in poor condition.

"There is no doubt that the results brought out by the statistics submitted, are due in a great measure to the careful picking out of the men really fit for hard labour or the reverse on admission; but this is a normal condition of jail management, and must continue under all circumstances. If this is done carefully and Medical Superintendents use the power placed in their hands to increase up to the full scale the diet of any prisoner who seems to require it, no possible injury can result from the reduced scales.

"I think it necessary at the same time to guard these conclusions from being generally applied by stating distinctly that there is unanswerable proof, that when really hard labour is exacted continuously for some months from adult male prisoners, even our full-diet scale is not sufficient to maintain them in health and vigour, and it is only the conditions under which the prisoners in our jails live—the small amount of really hard labour demanded from them,

the large percentage of men on sedentary occupations, the impossibility of getting native guards to exact really hard muscular exertion from the prisoners, and above all *the ever present safeguard* of a medical officer's frequent inspection of the prisoners which render possible and justify the use of a reduced diet scale."

15. We have before us the results of the experimental weighments of a body of 69 prisoners who were kept continuously on the

Results of experiments.

reduced 20-ounce diet scale at the handmill, grinding only 12 seers of wheat daily for an average period of 40 days each. The men were all in the prime of life, and the experiment was carried out by one of the most careful medical officers in charge of prisoners. The results were that 6 prisoners gained weight, the average gain being 10·3 ounces; that 59 men lost weight, the average loss being 1 lb 12 oz., and 4 men neither gained nor lost weight. Another gang numbering 74 men, 10 of whom were over 50 years, was kept on light labour (chiefly sedentary) for an average period of 28 days on the same diet. The results were that 55 prisoners gained an average of 2 lb 3 oz. each; that 16 men lost an average of 1 lb 8 oz. each, and 3 men neither lost nor gained weight.

16. The danger attending the use of reduced diet scales is therefore a real one unless jail medical officers do their duty conscientiously and punctiliously by each prisoner. That this is not always done may be inferred from the observations made in the reports in Appendix A which we have referred to above. In this connection also should be read the remarks to be found in Appendix A, page cci, paragraph 15, and page ccviii, paragraph 16.

On these grounds it is to be desired that every Government which now prescribes short diet for special classes of labouring prisoners should reconsider the subject in the light of the facts which we have been able to gather during our inspections. Short diet prescribed as it is in England for short-term prisoners is not injurious to health, because as a rule it is given to men admitted with fairly robust constitutions and under strict medical supervision, and each individual prisoner comes daily under the inspection of the prison medical officer. In India where the mass of the people and a large proportion of the criminal population are constantly on a bare subsistence allowance of food, and where even this quantity varies with the price of food, the danger of introducing short-diet scales which are not and cannot be under very close medical observation is very great. In years of high prices and famine when prisoners are admitted in obviously low condition, to attempt any reduction of diet for the short-term prisoners who have been convicted of petty thefts, is to imperil their lives; the result may not be seen in the mortality and statistics of the jails, because the men are released before any serious results are apparent; but nothing can justify such action if there is the smallest suspicion that men are discharged from jail who, in consequence of the low diet given, are so reduced in health as to be unable to earn a living by hard manual labour.

17. As we have already said the risks are very grave when it is to the interest

Efforts at economy increasing danger.

of the jail subordinates to show a low cost for diet by applying the rules on the subject to every possible case. We have not as yet seen any check applied which can effectually counteract this great factor of self-interest. One of the most important points in jail management to which attention is now drawn, and rightly drawn, is that of economical management. No jailor can be considered a good officer who does not by every legitimate means in his power reduce the cost of diet.

If in the hands of such a man is placed the power of showing economy as it generally comes to be, by taking full advantage of the rules regarding short diet, it is almost hopeless to expect that he will be influenced by the fact that a prisoner shortly to be released and therefore *not likely to affect the vital statistics of his jail* is losing weight, and showing signs of underfeeding. That this is no imaginary danger can be verified by a reference to our reports (see Appendix A, page cxcvi, paragraph 19; page cc, paragraph 14, &c.).

18. The weight test as applied usually in jails where short diets are given is,

Weight test unreliable.

we fear, not reliable and cannot be reliable when we know that it is to the interest of those who record

the weights to show that the prisoners on short diet are maintaining their weights. In this connection we would refer to the facts detailed in Appendix A, page cc, paragraph 14; page ccviii, paragraph 16. It should also be remembered in applying the weight test that the vast majority of the prisoners admitted to our jails cannot lose 2 or 3 lb in weight without showing a distinct loss of health. They have no spare flesh on which to fall back. This indicates, if anything can, how extremely hazardous it is to tamper with the diet scale. A further point to be noticed is that to which we have already drawn attention, *viz.*, the fine adjustment of the diet to the work to be exacted. If this adjustment cannot be left to the judgment of the subordinate staff, as in our opinion it should not be, it will throw more work on the medical officer, and strict rules for ensuring his attention to this subject must be devised (see remarks, Appendix A, page cxxiv, paragraphs 10 and 11).

19. Having fixed the scales of diet it is essential that rules should be laid down for regulating the hours at which the food should be given. In some provinces it is now the

Hours of meals.

practice, as it was formerly in all Indian jails, to give only two meals in the 24 hours with an interval of 6 hours between them; that is to say, for 18 hours from 5 P.M. to 11 A.M. the prisoners are without food, and for the last 5 or 6 hours of this long fast they are expected to do hard work. We are aware that in this procedure the assumed habits of the free population of the country are followed, but it is matter of common observation that a labourer will always refresh himself, if he can, with a cake of bread in the early morning. The continued bad health of prisoners in Lower Bengal led to the suggestion that in addition to the two principal meals an early morning meal should be given on the opening of the jail. This change has been followed with such excellent results that we desire to recommend its adoption in all provinces or at all events in all jails which receive prisoners from unhealthy tracts. The early morning meal should usually be composed of 4 oz. of parched gram or gram flour (*sattu*) or of bread or freshly cooked rice with a little salt. Whichever article of diet is selected for the early morning meal, it should be obtained by a deduction from the full sanctioned scale for the two daily meals and should not be an addition to them.

CHAPTER XXI.

COOKING OF DIET.

A good deal remains to be done in furnishing jails with a really economical plan of a cooking fire-place. The principle on which most of the ranges are constructed is sound enough, but the difficulty seems to be to keep them in working order. The plate of the oven (or tawa) works loose, the masonry of the range breaks up or cracks, and the heat and smoke instead of circling round the cooking vessels and finding their way up the common flue pass out in every direction.

2. In the Punjab Province we found in use the underground oven of baked clay. The employment of this oven necessitates a certain proportion of wheat flour being used in making the cakes and generally the dough is slightly raised by the addition of yeast. The bread is excellent cooked in this fashion *when the heat is carefully moderated*; but in practice it is an expensive form of cooking, judging from the amount of fuel used, and also because the coarser cereals cannot be cooked without an admixture of wheat flour.

In the other four provinces we found ranges of cooking-pots in use placed on a long bench with fire-places at intervals; or we found a combination of the tawa or heated iron plate and the vegetable or dall vessel round which the heat from the cooking-plate was carried.

3. We think that it would be a simple matter to construct a good jail kitchen range if a thick cast-iron plate with holes cut in it were used to receive the large cooking-vessels supported on flanges half-way up the vessel. The fire would after heating the tawa pass round the cooking-pots and so on to the flue, where the draught should be controlled by a damper. Any of the plans of circular or semi-circular ranges in use in Bombay, Bengal or the North-Western Provinces would answer; the difficulty is to make the range a heat economizer. That the subject is not unworthy of attention may be surmised from the fact that the sanctioned allowance of fuel per man per day varies from—

North-Western Provinces and Oudh	6 oz.
Punjab	12 "
Bombay	16 "
Madras	24 "
Bengal	16 "

We are aware that some of this difference is due to the fact that it requires more fuel to cook rice or the millet puddings for a certain number of men than to cook bread for the same number.

4. We found that the North-Western Provinces scale is in most jails supplemented by the use of leaves and twigs from the garden. We see nothing wrong in this, the end being to teach the jail officials economy. We also found that in Madras, where the recognized allowance of fuel is 24 oz., some jails (see Appendix A, page ciii, paragraph 17) were able to cook the rations with 11 oz. per man per diem. A plan of a circular cook-house adapted to the cooking of bread and vegetables or dall as in use in the North-Western Provinces will be found in Appendix B.

The plan of the range must be altered for those localities where the grain is cooked into porridge or pudding and not baked in the form of cakes.

In Bengal it has been found more economical to use coal in the place of fire-wood. With a good cooking range the quantity of coal required to cook a prisoner's diet is seven ounces.

5. Whatever be the form of kitchen selected for a jail the rule should never be deviated from of having only one kitchen, for the whole jail. All the openings of this kitchen should be closed with wire gauze netting and a gauze frame door should be locked upon the prisoners when at work. Nothing lends itself more to embezzlement and irregularities in a jail, than having a number of separate cook-houses, all open sheds, scattered over a jail (see Appendix A, page cxvii, paragraph 14, and page cxxiv, paragraph 12).

6. The jailor should be held personally responsible for the following points of importance in connection with the food, but the Superintendent should also constantly check them in his rounds—

- (a) that the grain is finely ground, the bran being sifted and re-ground several times, none being accepted that does not pass through a fine zinc perforated plate (No. 6 gauge) or a fine wire gauze net;
- (b) that the flour in making the dough shall be slowly and thoroughly kneaded;
- (c) that the dough be rolled out thin on a table by a rolling-pin, and not patted by hand;
- (d) that the cakes are cut into the regulation size by a cutter; and
- (e) that the cooking is done slowly on a gently heated tawa so as to ensure thorough breaking up of the starch granules throughout the cakes.

7. In our inspections we constantly saw these precautions neglected; coarse flour with large pieces of bran in it, worked up into thick masses of damper burned on the outer surfaces by an overheated plate and raw inside. We can only repeat here that these apparently small matters are, along with others equally minute, the sources of disease and death in many prisons which might otherwise be fairly healthy.

8. As regards the cooking of rice, it should be known that in the jails of Burma where rice is used which is obtained from unboiled paddy, a considerable advantage in nutrition is secured by allowing the rice-water to be absorbed into the rice, instead of pouring it off as is usually done in cooking Indian rice.

9. The addition of the oil to the dall and vegetable ration ought always to be considered a matter of much importance requiring careful supervision to prevent peculation.

CHAPTER XXII.

JAIL GARDENS.

There is no subject connected with the management of jails which we found in a more backward state than the provision of an ample supply of good vegetables cultivated by the prisoners. Only in the North-Western Provinces and Oudh and in Lower Bengal where the matter has been for many years worked out with the forethought and skill which its importance demands, did we find any serious attention paid to it.

2. In the Punjab province we found only four jail gardens out of thirteen examined indicating that the Superintendents and Jailors had tried to do their duty; in Bombay three out of eleven presented similar indications; and in the Madras Presidency out of fifteen gardens examined, only one showed that care and skill had been bestowed on it, and this exhibition depended entirely on the individual taste of the Jailor.

3. In some localities we may freely admit that there are difficulties of soil to contend against, but not more than perseverance and a little applied knowledge would overcome; difficulties of scant water-supply chiefly because the most is not made of the supply which exists, but overshadowing all is the supreme difficulty of ignorance of the first principles of gardening.

4. In those provinces where this has not been already done an early attempt should be made to draw up a few simple directions such as are to be found in the Jail Code of the North-Western Provinces and Oudh (Chapter 34) for the laying out of garden ground, preparation of the soil and the cultivation of vegetables. To this should be added a calendar of sowings of the vegetables suitable for each season. The Inspector General of Jails should make departmental arrangements for the provision of good seeds on a scale suited for each jail; and he should see that the jail warder who is in charge of the garden gang is not an ignorant man receiving a pittance of R6 or R6-8 per mensem, but one of the highest class of warders chosen because of his special knowledge and aptitude for gardening. After these steps have been taken and a fair warning given to the jail officials, the rule which has been in force for many years in Lower Bengal and in the North-Western Provinces should be introduced, that the jailor shall be held responsible for any deficiency in the supply of vegetables for the prisoners, and shall have to pay for all vegetables purchased in the bazar unless he can prove to the satisfaction of the Inspector General that the deficiency was not due to his carelessness or want of forethought.

5. At some part of the garden or grounds in the neighbourhood of the best water-supply there should be established a lime orchard, containing one full-bearing lime tree of the "Kaghazi" or the Maltese variety for every prisoner in the capacity of the jail. Once these orchards are established, which can be done even in the most unpromising soils by providing deep artificial beds for them filled with

black mould, their maintenance and renewal after every ten or twelve years is a simple matter.

6. In the grounds of all jails, where the shadow of their boughs cannot injure gardening operations, common mango and tamarind trees with a few bael trees should be put down. Other antiscorbutics.

The results in a few years are the supply, free of cost, of all the antiscorbutic fruits required by the prisoners. We frequently saw this recommendation carried into effect, but far more commonly trees had been planted and reared with much trouble which could not possibly be of use during their lives and would yield only indifferent fire-wood when cut down.

7. In our remarks on jail dietary we have pointed out how essential it is that all the condiments required for use should be grown in the jail garden and supplied free of cost. Growth of condiments.

8. We have also referred in another chapter to the advantages to be obtained from growing cereals and wood for fuel in all the available jail land which is not used for garden purposes. In conclusion we desire to state our deliberate opinion that whatever is grown on jail land, whether it be vegetables or cereals or fuel, should be supplied to the jail free of cost, and should go to *reduce the cost of maintenance* and not be shown as *nominal receipts from the jail factories*. The jail which is most successful in its growing and farming operations will receive credit for good work in the reduced cost of maintenance. Surplus vegetables not actually required for jail use may be sold, and the proceeds credited to manufactures. Irrigation channels should to a great extent be made of brick masonry or kiln-burnt pipes to economize water.

CHAPTER XXIII.

JAIL ECONOMY.

This subject divides itself naturally into two branches, one which includes all those *direct* measures which tend to reduce the gross cost of the maintenance and management of prisoners, the other those *indirect* means which by profitably utilizing the labour of the convicts and increasing the cash returns ultimately reduce the net cost of the department.

2. Whatever view may be accepted as to the policy of utilizing convict labour so as to make the largest direct cash returns to the State, there is only one opinion possible with respect to the claim which the State has upon every jail department to maintain the convicts in its charge with the utmost economy consistent with good discipline and sound health. In the abstract this duty is admitted by the officers of the department under every administration; but in practice there is no duty which is so much neglected.

3. Let us take the purchase of grain for the use of the prisoners as an illustration. In one province (see Appendix A, pages i to xlv, *passim*) we found a contractor or rather an unsalaried purveyor established in each jail; the same man sometimes having the custom of several jails in his hands; the jail establishments were pushed out of all responsibility for economy in dieting by this man and his agents; they were bound to see that the grain was of good quality, but beyond that every step in the preparation of the grain into flour and its cooking is made matter of a hard-and-fast calculation of averages, so that a skilful, careful official has no opportunity of using his intelligence in the interests of the State. If wheat and barley flour has been supplied during any month to the prisoners, the purveyor is paid at rates fixed by Tehsili officials for the dry grain, the amount being calculated at the fixed ration weight allowed to each class of prisoner in confinement during the month, then he is paid for an additional weight of dry grain to make up for loss (believed to arise) in cleaning and in separating bran; these percentages of loss being fixed at very liberal rates by the department. The grain store is kept entirely in the hands of the purveyor, and if he keeps up any stock account it is entirely for his own information; no responsibility rests on any official of the jail. The possibilities of fraud and collusion under such a system are manifest, and it is hopeless to attempt to check or detect embezzlement.

4. There is only one arrangement by which the Government can on the one hand secure the economic results of careful management, and on the other, check plundering, which is by insisting that purchases of grain or food stores shall be completed *transac-* *tions* when the grain passes inside the inner gate of the jail; that from that moment the Jailor and his subordinates shall be responsible for the quantities of grain received and flour issued, and shall be compelled to keep a true and exact record of the loss or waste *however it may arise*. The grain stock book must be a daily record of actual transactions, and not a book written up on a series of assumptions or averages merely to make the accounts square.

5. For provinces using flour the most complete registers of grain stock and mill-work are those in use in the North-Western Provinces and Oudh Jails, but even those registers in two jails we found being worked simply to save trouble (see Appendix A, page cci, paragraph 16).

6. In another province (Bombay) we found a slightly modified form of the contract system in use (see Appendix A, page xlix paragraph 25), but having no practical effect on the economical results,—all responsibility for economy in purchase, in preparation and in avoiding waste being withdrawn from the jail officials.

7. In a third province (Madras), where up to the commencement of the past year the worst form of contract by a money allowance per head was in force, we found a new official had been introduced into the jail establishments called the “purveyor” on Rs or Rs10 per mensem, whose duty is to go down to the local bazar and purchase the grain required for the jail. It is difficult to understand what is gained by the introduction of this under-paid intermediary. His presence certainly weakens the responsibility of the superior officials of the jail, and his inexperience (most of those we saw were youths) and the force of temptation will give rise to serious trouble.

8. In Lower Bengal the responsibilities of the officials are fully enforced, but in only a few jails were any sustained efforts being made to check the local rates by purchases made outside local influence. The custom which obtains in this province of sending round at the close of each month a printed statement showing the expenditure per mensem under diet, hospital diet, and extras in each jail, has a very salutary effect in keeping up efforts towards economy as well as in directing attention to the comparative cost in neighbouring jails. The registers of grain store and mill-house are not at present perfect as a check on actual transactions, and there are few systematic endeavours made to store grain in the cheap season.

9. In the North-Western Provinces and Oudh the custom of purchasing and storing grain at harvest time was brought into force in 1879. The description and plan of grain pit in use will be found in Appendix B. As it gives trouble and throws a little extra responsibility upon the officials opposition was made, passive or active, and the grain pits and other store-rooms had finally ceased to be used till last year, when, under direct pressure from the Government, storage has again become the rule. The saving to Government during 1888 has been considerable (see Appendix A, page ccvi, paragraph 12, &c.).

10. As additional evidence of the mischief which arises from the practice of permitting expenditure to be incurred and charges to be made on *averages* and not on *actual facts*, we may refer to Appendix A, page xxxiii, paragraph 33, where in one jail we found wood being charged for the purpose of parching gram at the rate of 10 seers to each maund of gram; while in the very next jail examined (see Appendix A, page xxxvi, paragraph 19) and in the whole of another province no wood is ever issued for this purpose so long as dead leaves, twigs, barley husks, &c., &c., are available; charges are thus made and are justified by and founded upon the sanctioned averages, while it is more than probable that the expenditure is never incurred. See also Appendix A, page xxxiii, paragraph 33, for evidence

that a fixed allowance of shrinkage or wastage only serves to bar improvement. Because it has been laid down in the code that the wastage in purchasing grain should not exceed 10lb per maund of 32lb, this amount is uniformly charged in a carelessly managed jail, while in an adjoining jail only eight pounds of loss is shown in bills prepared according to the actual results of working.

11. The same remarks apply to the consumption of fire-wood in cooking.

Principles to be acted upon. Expenditure should under every item be watched narrowly; less regard should be had to averages than to *minimum* rates, and substantial encouragement or the reverse should be dealt out to the officials who advance or neglect economical working.

12. Next to forethought and care in purchasing stocks of grain and in supervising the details of their preparation as food, the most important point to impress upon jail officials is that it is their duty to utilize the means placed in their power (jail labour and jail land) in lowering the cost of maintaining the prisoners. We have already written strongly on the subject of jail gardens, and the cultivation of anti-scorbutic fruits. We now add that the land which in most cases lies fallow round jails should be in every case brought into use, either by cultivating cereals or pulses in their season, or if the ground be unfit for farming, by planting and rearing babul (*acacia arabica*) and other good fuel trees which will do well on the most unpromising soils; all round the jail land and enclosures aloe plants may be grown, and from them can be made the mats which form part of the prisoners' bedding and the ropes which are required for use at the wells, absolutely free of cost to the State. The value of the results of jail labour thus applied should be shown as a direct reduction in the cost of maintenance of the prisoners by monthly deductions from the contingent bills; the nominal receipts of the jail factories should never be increased at the cost of jail maintenance.

13. As with the cultivation of land within the area of a jail, so with the cultivation of water similarly placed. We were surprised to find that in Bengal where perennial tanks are common in jail grounds and where fish appears as an article of jail diet in the bills of every month, so little has yet been done in the systematic rearing of fish for the prisoners' use. There are fish in these tanks and at times they are netted and a few are used; but there is no regular stocking with fry in the rains and no regular feeding with grain and oil-cake, and consequently there is no systematic employment of the fish to take the place of bazar purchases and reduce the cost of diet.

14. Again, we were surprised at the backwardness of some jail administrations in taking advantage of prison labour to provide the common articles required in the daily routine of the prison (Appendix A, page xci, paragraph 22) without having resort to the bazar. Although it is laid down plainly in provincial codes that "the first object to which jail industries should be devoted is the supply of jail requirements" (Madras Code, paragraph 455), yet we found earthenware cups, vessels for conservancy, baskets, mats, ropes, gunny bags, tin work, repairs to coppers, &c., all being purchased from the bazar, and, when the anomaly was pointed out, the excuse was put forward that money saved in the maintenance of the convicts did not appear in the credits of the factories. This very short-sighted

view of the first duty of jail management cannot be defended, except in the extreme case of the whole population of a jail being employed together on an industry so profitable that it is extremely inconvenient to detach even a few men for jail purposes. Carried out to its logical conclusion, no prisoners should ever be employed on grinding wheat, or on cooking or tailoring or other menial offices of the jail, because the profit of his labour is not shown in the factory return.

15. Again, we found in one province woollen twist being bought from contractors and dealers at very high rates for the manufacture of jail clothing, thus wilfully throwing away the certain chance of economy in the various processes of preparing the woollen twist from the raw material, and denying the Jailor any opportunity of exercising his intelligence and zeal in purchasing wool from the growers (see Appendix A, page vii, paragraph 19). With the exception of one jail (see Appendix A, page xlv, paragraph 19) throughout this province the prison clothing was of the coarsest manufacture.

16. In connection with the question of the farming of jail land should be taken up the subject of having a dairy for the supply of milk for the requirements of the jail and for rearing cattle for ploughing the land and raising water. In these days when the risks to health from the use of impure and adulterated milk have been demonstrated, it is a wise precaution to make the best possible arrangements for a pure supply of milk for the sick and convalescent prisoners. In two recent epidemics of cholera in the Alipore and Presidency Jails in Bengal where the disease began in the hospital and attacked a large proportion of the inmates, the Health Officer of Calcutta, who made a minute enquiry into these epidemics, was of opinion that the milk for these jails was obtained from a very suspicious source, and that it was more than possible that the disease was introduced in the milk which had previously been diluted with water taken from very impure tanks. Inasmuch as in every jail there is usually much grass, straw, and refuse vegetables and food with which the cows could be fed, it is a distinct economy to encourage the keeping of cows. In places where the jail subordinates have been in the habit of taking the grass and refuse as perquisites there may be some trouble in starting a dairy successfully, but this difficulty is usually overcome by selling to the jail officials the surplus milk at a moderate rate. We have in our inspections met with instances in which the purchase-money for cows has been saved in one year by the supply of milk and the rearing of young cattle to take the place of the jail cows and bullocks which become useless from old age. In those jails in which for want of land or from other causes it is not possible to keep jail cows, we would advise that milk should be obtained from a dairyman who should be made to keep his cows on the premises or to bring the cows to the jail gate to be milked. In no other way is it possible to obtain pure milk.

17. One of the most economical methods of reducing the cost of diet in jails using rice as the main staple of diet is to husk the paddy in the jail. Besides the large saving that usually results this industry provides suitable labour for short-term prisoners.

18. The dall which is used as an article of diet in almost every province should invariably be purchased in the state in which it is reaped in the fields, and then be husked and

manufactured into dall. This simple recommendation is not always followed, and the Government has to pay a higher price for the prepared article.

19. As the Jailor should be held responsible for economy in general expenditure so the Hospital Assistant should be held answerable for the charges incurred for bazar medicines and hospital extras.

20. Economy having been carried as far as possible in the reduction of the direct cost of maintaining the prisoners through the means described, we may admit that the same results can be arrived at indirectly by the labour of the convicts applied to the wants of the State in other departments and to the production of articles in demand by the general public. But to secure these results and not merely a fictitious semblance of economy, the rule must be universally and strictly maintained that no *estimates of profits on work done for the jail department itself* shall ever be included in the record of the cash transactions of the jail factories. This rule has of late years been evaded to such an extent that it is now quite useless to analyze the returns of different jail departments with the object of ascertaining the net cost of each jail administration. This subject will be discussed fully in connection with the application of jail labour.

CHAPTER XXIV.

EMPLOYMENT OF PRISONERS.

The general principle has been accepted by all administrations that suitable provision for intramural labour shall be made in all jails.

2. The only circumstances under which it has been acceded that prisoners may be kept at labour beyond the walls of a jail are when under special sanction of Government they are employed on some great public work. So many difficulties have been found to surround the economical and healthy management of large bodies of convicts on public works, that we found only three (so called) public works gangs in the whole of the five provinces visited, and one of these gangs was engaged on purely municipal public works (see Appendix A, page lxxx, paragraph 18). Since 1834, when Lord Macaulay's Jail Commission denounced in unmeasured terms the extramural employment of prisoners in Bengal, the general impression prevails among all jail officers who have had the management of prisoners on public works, that it is with the utmost difficulty that the good health of men who are kept continuously engaged on them can be maintained, and that the maintenance of good health can only be secured by such relaxation of tasks and hours of labour and such improvement of their diet as places the economy of their employment on such work in a very doubtful light.

3. The reasons for this are not very obscure. Employment of prisoners on public works in India means as a rule employment in the digging and construction of canals. This is a notoriously unhealthy occupation, and it has often to be undertaken in most unhealthy tracts of country. Then, again, a gang of prisoners sent to dig a canal is not composed entirely, nor even mainly, of men accustomed to such work; they are collected from many jails in many districts, the only point in common being that they are all long-term prisoners in apparently sound health. A free labourer engaged on canal work is paid by the amount of work which he performs. One day he gives more, the next day less, but there is no one behind him with authority to say you must do 70 cubic feet of earth-work to-day, when the man feels that it would be better for his health to dig only 50 cubic feet. If he feels that he is breaking down, or getting worn out at the work, he leaves it and others take his place. So complicated are the conditions which influence the capacity of a mixed gang of prisoners to perform heavy earth-work under a hot sun, that we are convinced that the most careful and intelligent supervision will (as in the past) fail to keep them healthy or to justify their employment from an economical point of view.

4. The responsibility of devising suitable intramural labour for the prisoners devolves in all provinces on the superintendent of a jail. In the important direction of prescribing classes of labour there is a want of precision and of uniformity in the different Jail Codes which in such a matter is much to be regretted.

5. In the Madras Jail Code a list of intramural employments for convicts is suggested, and it is laid down that the medical officer shall determine the "class of labour" on which

on admission into jail each prisoner is to be placed. But there is no attempt to classify the various employments suggested, so that in fact it rests with the medical officer to prescribe not the class of labour, but the *specific employment* to which a prisoner is to be put.

Bengal Code. 6. In the Bengal Code prison labour is divided into three classes—

Penal.	Hard.	Light.
Bombay Code.	7. In the Bombay Code into—	
First class.	Second class.	Third class.

Punjab Code. 8. In the Punjab Code into—
First class or hard. Second class or medium. Third class or light.

9. In the North-Western Provinces Code a list of employments is given and tasks are suggested, but it is left entirely to the medical officer and superintendent to say which employment he considers hard labour and which medium or light labour.

10. Again, the number of hours of labour which is to be considered a full day's task varies in different provinces.

In Madras, in the North-Western Provinces and Oudh, and in the Punjab, eight hours' work is prescribed as the daily task, exclusive of the time given for meals, &c.

In Lower Bengal the daily task is nine hours' work, and in Bombay ten hours' work.

11. As a first step towards uniformity we think that nine hours' work should be accepted as the equivalent of a full day's task by every jail department. Nine working hours can be secured without trenching unduly on meal times or on the bathing and other parades connected with counting out and locking up; while 5½ hours' steady employment is generally accepted as a fair week's work for men who enjoy the Sunday's rest.

12. We have in our experience found that in the hot weather, for all prisoners, and especially for those working in the sun, a mid-day rest of two hours in the sleeping wards is essential not only for their health, but also for a proper performance of the task allotted. To allow this to be done the jail should, during those months, be opened at a quarter to 5, and the prisoners be given their early morning meal and placed at labour by 5-30: at 10-30, the bathing, feeding, and latrine parades should be carried out: and by 11-30, the prisoners should be locked up for their mid-day rest. From 1-30 to 5-30, the remaining four hours' work should be exacted, and the jail locked up at 6-30. At all seasons of the year a mid-day rest of two or three hours for the weak, infirm, and special gangs is absolutely necessary if their health is to be improved. There is nothing so trying and wearying to a weak prisoner as to be dragging himself about or working on light labour all day without any rest.

13. Next, we would plead for the uniform use of the terms—

Hard,	Medium, and	Light,
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to distinguish the three classes of labour under which the various intramural jail employments may be registered. The term "penal labour" we would not employ in this connection, because the characteristic of "penal" is subjective

and cannot be gauged, but only guessed at by a supervising officer. In Lower Bengal (where only the term is used) it was conceded on all hands that very many prisoners of good physique would prefer many of the forms of so-called *penal labour*, such as grain-grinding, surkhi-pounding, stone-breaking, &c., to such forms of "hard labour" as carpet and gunny weaving, and would scheme to be transferred from the latter to the former. In such cases the term "penal" has obviously no meaning.

14. We would recommend that lists of intramural employments for prisoners be drawn up in each province under the specific distinctions of "hard," "medium," and "light" labour.

That the amount of task-work to be demanded of each individual convict be fixed with reference to a standard obtained by experiment under the limitations mentioned below. We also recommend that as duration of sentence under the mark and convict official systems now carries with it ample amelioration of the convict's position, no diminution of task-work prescribed should be permitted merely on account of length of imprisonment.

15. In prescribing the amount of task-work to be demanded during a working day, it must not be lost sight of that a body of convicts (whatever individuals may do) cannot give the same out-turn of work as a similar body of free labourers. It must also be borne in mind that convicts, like free labourers, differ widely in their individual capacities for work; this is most marked in the performance of all kinds of industrial work. It follows therefore that the only just system of fixing task-work is to ascertain, by careful observation, what task a prisoner can do if he works during the whole of the nine working hours with such energy as a convict may be expected to work. Having fixed this task as being within the capacity of the convict to perform, any failure to complete it ought to be punished.

16. We are convinced from our examination of the records of offences connected with work in the different provinces, that nothing has led so much to want of uniformity as the absence of sound discretion in setting the tasks of the prisoners, error being as often indicated by an easy-going indifference, as by a straining at a standard which it is quite impossible that any body of convicts could reach, and attainable only by a few of the quickest and most intelligent of their number.

17. The foregoing remarks deal simply with the classification of intramural labour in jails. That intramural labour must be *industrial* in the case of all long-term convicts is now admitted on all hands. We have therefore to consider the further question round which so much disputation has raged, namely, How can jail industrial labour be best employed so as to interfere least with the general occupations and industries of the country? An official answer to this has been lately given by a reversion to the policy of employing the convicts in supplying the wants of the great consuming departments of the State. If we admit that prisoners must be employed intramurally, we must admit that it is essential for their bodily health, as well as their social and moral improvement, that they shall be employed on industrial labour. And apart from the effects on the prisoners themselves secured by teaching them industries which they have been often known to follow after release, there is the all-important result to be secured, that, while the employment of the convicts on industrial work for the State is

least hurtful to the general occupations and callings of the country, it can at the same time be made a vast relief to the finances by reducing the cost of prison administration.

18. The rules which are now in force for giving effect to the orders of the Government on this subject may be summed up as follows. Consuming departments are required to obtain their supplies from jails if they can furnish the articles required of the same or better quality and at prices not higher than those at which they can be obtained in the open market. It is only when the jails cannot supply the articles or when their prices are higher than the market prices that tenders are to be invited. Tenders having been once invited the Jail Department is not allowed to compete. When, therefore, supplies of such articles as are manufactured in jails are required by consuming departments, it is now the rule to require a reference in the first instance to the Jail Department and to consider the rates offered by that department before tenders are called for.

19. From the jail officer's point of view there is nothing which aids supervision and makes strict discipline so easy as the development of one or two industries carried on on a large scale. Multifarious manufactures should be discouraged, and large industries, such as tent-making, blanket-making, cloth-weaving, printing, &c., should be established in selected central jails.

20. District jails having only short-term prisoners must confine their attention to employments which require less training and less skill. They can and often do aid the work of the central prisons by partially working up and preparing fibres which are required in the central prison factories. But the aim in a district jail should be to make the sentence of the law sharp and deterrent, and this can be best accomplished by increasing the amount of cellular accommodation as has been done in Madras, thus adding separation to the other elements of jail discipline (see Appendix A, page cvii, paragraph 40, and page cxix, paragraph 2).

21. Having spoken generally on the subject of the reservation of State industrial labour for jails, we should like to add a few remarks as to what we conceive to be the position of Local Governments in this matter. It is their duty, as well as their interest, to encourage to the greatest possible extent the employment of their prisoners in industrial work for supplying the requirements of the Civil Administration. We acknowledge with pleasure that, since the recent orders on the subject were issued, most of the provinces we visited were doing something to give work to their jails. In the Punjab, the main industry in almost every jail was paper-making for the Government. In Madras, police clothing and boots were being supplied by the jails, and some Government printing done. In Bengal the whole of the form-printing and book-binding was being done in the Presidency Jail, producing a net saving to Government in 1888 of R1,12,354. Opium chest covers to the value of R70,000 are being made yearly in the Alipore Jail. All the cotton and woollen clothing for the police was being prepared in the jails of Bhagulpore and Buxar, and arrangements have been made to manufacture boots for the police in the Hazaribagh Reformatory School. All the requirements of the Civil Administration in regard to tents are supplied by the Buxar Jail. The castor oil re-

quired by the State Railways under the Bengal Government is supplied by the Rajshahye and Mozufferpore Jails. Having exhausted its civil requirements and attained a high degree of finish in its manufactures, the Bengal Government naturally now looks to the larger consuming departments of the army to give it as much employment as will fully occupy the balance of the labour available. Since the recent orders of Government were issued, it should be acknowledged that the Ordnance Department has done something to help the tent industry at Buxar and the woollen industry at Bhagulpore. The Commissariat Department has also given assistance in taking its requirements in gunny goods from the Alipore Jail, and its hospital sheeting, towels, &c., from the Buxar Jail; but a previous contract which has another year to run has prevented its supporting the blanket industry at Bhagulpore. The Marine Department has also obtained its requirements from Bengal jails. It may be useful to Local Governments desiring to find remunerative employment for their prisoners if we considered briefly the forms of labour best suited for prisoners.

22. It has been demonstrated for the last ten years at the Presidency Jail at Calcutta that form-printing of all descriptions, vernacular gazette printing, type-casting, stereotyping, and all branches of press-work can be thoroughly well done by prisoners. All the book-binding and envelope-making for the whole province is also done in this jail; and seven hundred prisoners are given daily for this work, and more could be employed if the jail was large enough to accommodate more prisoners. These industries of form-printing and book-binding are in the power of every Government to start for itself in the central jail at headquarters, and each large Government may safely calculate on making that central jail at least self-supporting and therefore no burden on the general tax-payer. We calculate that, if this industry was carried out by prison labour in all the Governments of India, it would add at a low computation about nine lakhs annually to the resources of the Government. Roughly the account may be stated as follows:—

	R
Government of India (form-printing)	1,50,000
State Railways	2,00,000
Madras	1,00,000
Bombay	80,000
Punjab	1,00,000
Central Provinces	50,000
Burma	70,000
Other minor Governments	50,000
North-Western Provinces and Oudh (in aid of the Government Press)	1,00,000

It should be clearly understood that we do not advocate the employment of prisoners in anything but form-printing, and, where possible, in report and circular printing for departments. Each Government and each Railway must have its own Secretariat Press for urgent and confidential work and for printing requiring good education in English.

23. It should be the rule for each Government to supply from its jails all its requirements for the Police in regard to cotton and woollen clothing and also boots: in this particular they will be following the example set by the English prisons. The process of training prisoners in skilled industries connected with cotton and woollen goods should be that adopted in Bengal. All the learners should be first put on

clothing to be used by the prisoners and the warders, so that the department gets its own rough work and has every reason to urge its jails to do better. The work for the Police Department of the province should be done by the better-trained prisoners, and finally the best-trained prisoners should be employed on the work required by the Government of India which has a right to expect the best possible quality of work. If such a system was followed and the manufacture of clothing limited to jails carrying on large industries, there would be none of that great waste of materials which usually takes place when learners are put on to do work requiring a high degree of skill.

24. The small woollen factory which was started in the Agra Central Prison in 1875 was the *pioneer mill* of this industry in India. Shortly afterwards the Bhagulpore Central Jail was fitted with steam machinery for the manufacture of rough woollen goods. During the Afghan war and on other occasions when there was an urgent demand for blankets for the army, these two jails did valuable work by placing all their resources at the disposal of the authorities. A change in the policy of the Government resulted in the whole of the Commissariat Army work being taken away from these jails, and in a contract being given to private mills for a number of years. This contract will expire next year, and it is hoped that the jails will again have the opportunity of supplying some of the requirements of the Commissariat Department.

25. The carpet industry of India which is now so highly appreciated in Europe has undoubtedly been created by the fostering care and energy with which it has been worked in the jails of all the provinces, but especially in those of the North-Western Provinces and the Punjab, and notably also in such jails as Yerrowda in Bombay, and Vellore in Madras, and Bhagulpore in Bengal. Carpet, durree, and mat making are the main industries for Central Jails in some provinces. In not a few instances, especially at Amritsar and Mirzapore, native enterprise is following the lead thus given by the Jail Department and making carpets by free labour. In our opinion as these are purely commercial industries, they should be abandoned in favour of work for Government requirements. But until Government work is provided they must be retained as they are the chief forms of industrial labour on which many of our central jails depend for the employment of their prisoners.

26. Glazed pottery for the Commissariat is a good but not very remunerative industry which is worked in some of the Punjab and North-Western Provinces jails.

27. With the enormous demands there are for paper of all descriptions for Government purposes, it is strange that no attempt has as yet been made to start a jail paper-mill. A central jail might easily be selected for this industry which possessing facilities in regard to cheap coal, cheap stock or fibre for making paper, a plentiful supply of clean water and good and central railway communications, would make this industry a success and add considerably to the revenues of the country. This jail industry should be started under the direct auspices of the Government of India, as it would supply the paper required for many provinces. The Government consumption for one province would hardly be sufficient to support a large industry. At present paper made by the native hand-process is the main industry of the Punjab jails and is entirely supported

by the Local Government. Sooner or later this Government will discard this rough-made paper, as has already occurred in the North-Western Provinces and Oudh, and the jails will have to find some other form of work. If, however, the long-term prisoners of the Punjab are transferred to central jails, and these jails have proper industrial manufactures on the lines we have sketched, it will not be difficult to find labour for the remaining short-term prisoners in the district jails.

28. In considering the urgent necessity for providing more central jail accommodation in the Punjab, and providing suitable remunerative labour for the prisoners, we were struck with the many and obvious advantages of building a large central jail for 1,200 or 1,600 prisoners on the salt range and working the salt mines with prison labour. We were informed that the free labourers engaged in the salt mines keep excellent health and earn a good wage. There is, therefore, no objection to the industry on medical grounds, and no risks to life from accidents. With the formation of the salt syndicate, and the extraordinary rise in the price of salt, it ought to be possible to open new salt mines without interfering with the vested interests of the present salt-workers. Even if the money for the construction of such a jail was borrowed, it could be repaid within two or three years, and by that time the jail would be not only self-supporting but would add considerably to the general revenues. We would urge the Punjab Government to take up this subject in the interests of economy and of jail administration.

29. The question of providing suitable labour for short-term men is one of more difficulty. The following have been found the best forms of labour for district jails:—*Brick-making* is a good industry when it can be carried on with Bull's patent kilns, which Government has now a right to use without paying a royalty, and with earth obtained from a river bed or from some distance from the jail. It provides excellent labour for the dry weather, and in the rains gives good work in surkh-pounding and road metal breaking. We have mentioned that it is necessary to obtain the earth from some distant source; it is impossible that jails can go on making holes within the jail premises for this purpose. The best plan for obtaining earth is that adopted in the Government brick-fields in Bengal, where river silt is used which is restored to the excavations by the rising of the river during the following monsoons. In the Punjab we have already mentioned that *paper* by native methods is made in nearly every jail. *Oil-pressing* is an excellent industry for short-term men. It is largely worked in Bengal where the oil is purchased by the free population who desire to obtain pure oil, a commodity which cannot usually be bought in the bazar. The oil expressed is also largely used for the prisoners' diet. A special mill has been devised for this purpose in the Alipore Jail which might be adopted with advantage.

Dhan-husking in rice-eating districts is good work which helps materially to lessen the cost of diet. *Grinding* cereals for jail consumption or for sale to native troops or outsiders is an industry which is carried on in almost every jail.

Stone-breaking for municipalities is an excellent and remunerative industry wherever the stone is available near the jail, or stone ballast from ships can be purchased. In one case, that of Patna, the industry is worked at a profit, although the stone is brought 57 miles by railway from Gya. The metal in

every case should be broken on the jail premises as we are entirely opposed to the employment of short-term prisoners on municipal roads.

Tile-making is also a useful industry for jails where there is a demand for them.

Aloe-pounding, when the leaves can be obtained within a reasonable distance of the jail, is a good industry: the fibre commands a good price and is also very useful for jail bedding and ropes. Where cocoanuts are available, *making coir fibre ropes and mats* is a very suitable industry. As a rule the fibre should be prepared in district jails and mats made in central jails by skilled long term prisoners. As a last resort, when no other harder forms of labour are available, oakum-picking, moonj, jute or wool spinning can be tried. But there is usually very little profit in these industries and the labour is too light to be deterrent.

30. In our opinion more should be done in district jails to cultivate the jail land with the view of reducing the cost of diet.

Farming jail land.

Whenever land is available near the jail it would be wise to enlarge the farming operations with the view of providing work and making the jail more self-supporting. Above everything all jails of whatever size should, as we have already urged, strive to supply their own requirements free of cost to Government. The opinions we have enunciated on this subject of the employment of prisoners are presented not only as the result of many years' practical experience of jails, but as embodying views already accepted by Her Majesty's Secretary of State and by the Government of India, and on these grounds we venture to hope that more sustained efforts will now be made to enforce them.

31. It should be laid down as an axiom of jail management that no estimates of the value of convict labour expended on the maintenance and management of a jail should ever

Convict labour expended on jails.

appear in the financial statement of the *cash earnings* of the convicts. There is no possibility of drawing a line in this matter between estimated cash earnings of this sort which ought and those which ought not to be included in the financial statements. The only safe ruling is to exclude absolutely all valuations of work done of whatever kind for the Jail Department itself. If any license is given, Financial Statements Nos. XIII and XIV cease to be of the smallest value, because the figures come at once, in greater or less part, to represent fictitious values, and not cash earnings: while the Jail Departments under each Government rival each other in the ingenuity with which they run up the total of the estimated cash earnings not unfrequently at the direct cost of increased maintenance charges.

32. We give a few examples of the results. We found that in the North-

Examples.

Western Provinces and Oudh the clothing and bedding of the prisoners is made and supplied at the cost of raw material, with the result that the average expenditure per head during 1887 was R2-1-3. In the neighbouring province of Bengal we found the clothing of the prisoners made up in two central prisons, the factories of which are allowed to charge the estimated market value of the made-up clothing, the jails which receive the clothing having to pay out of their budget assignments, in addition to the cost of raw materials, the estimated value put upon the clothing, which extra charge in turn goes to swell the so-called cash earnings of the factories supplying the clothing. The results as may be

seen were that the average cost of clothing per head in the Bengal Jails in 1887 was R3-10-9. We find the same tendency evinced in other provinces to magnify the apparent cash earnings from the prisoners' labour by increasing the cost of their maintenance. In the North-Western Provinces previous to the year 1885, it was the invariable rule to regard all work done by the prisoners for themselves as a legitimate means of reducing the cost of their maintenance, but not as a legitimate means of increasing the apparent cash earnings of their labour. Since 1885 the figures returned in Statement No. XIII reported to be *cash earnings* have been increased fictitiously by the estimated value of labour performed by the prisoners in the erection of jail buildings. By a reference to the North-Western Provinces Jail Administration Report for the year 1887 (paragraph 39), it will be seen that the apparent cash earnings of the North-Western Provinces jumped up from R1,37,324 in 1884 to R1,91,397 in 1885, and R2,74,237 in 1886: and, by a reference to the Administration Report for 1886 (paragraph 38), it will be found that the present Inspector General complains of his predecessor having taken credit for the value of works *not completed*, thus depriving him of the power of showing them as completed works in the succeeding year. We mention this as an illustration of the irregularities which must creep into the accounts if any departure is permitted from the rule that no credit is to be taken for the value of work done by prisoners for the Jail Department. We may add as a corollary to this introduction of estimated earnings into the North-Western Provinces factory accounts, that many thousands of rupees have been unnecessarily spent during the past three years in granting commission to jail officials on a calculation of profits based on these estimated earnings.

33. We repeat that no line can be drawn if the hard-and-fast rule be once departed from. If the estimated value of the manufacture of clothing, or of the erection of buildings, or of the growth of vegetables and cereals by prisoners for the use of prisoners, is allowed to be entered in the accounts as *cash earnings*, there is no sound reason why the value of the labour expended in grinding cereals or in cooking food or in supplying water or in any other menial duty should not be appraised and shown as cash earnings. We therefore strongly recommend that no departure be permitted from the general rule; that no work of any kind performed by prisoners for the Jail Department shall ever be estimated as cash earnings or shown in the factory accounts; and that the only credit to be given for the value of such work shall be in the reduction of the cost of maintenance. There is nothing to prevent the head of a local jail department from showing in the body of his Administration Report the estimated value which he puts on all such labour. Such a proceeding if it do no good will at least do no harm, while Statement No. XIII will be reserved, as was originally intended, to show the actual cash earnings of the prisoners employed on work for other departments of the State or for the general public.

CHAPTER XXV.

LUNATICS.

Criminal lunatics when sent to district jails for observation previous to their transfer to an asylum should be placed in a cell apart from other prisoners and put under the care of a selected prisoner. It is unnecessary to entertain a special warder for this purpose. Local Governments should be urged to expedite the procedure by which their removal to an asylum is sanctioned. In many cases we have found that apparently unnecessary delay and great inconvenience to the jail authorities has been caused by the want of early orders in these cases.

2. It has been the practice in most of the provinces visited by us to return a certain proportion of the criminal lunatics who have recovered their reason in the asylum to selected central jails and to detain them there under sections 466 and 471 of the Criminal Procedure Code. Under section 472, Civil Procedure Code, the Inspector General of Jails was required to visit and examine these persons once at least in six months and to make a special report to the Local Government as to their mental condition. He was further required under section 473, when necessary, to certify as to the prisoner's capacity for making his defence, and under section 474 he was expected to certify after some time that such a person in his judgment might be discharged without danger of his doing injury to himself or to any other person, whereupon the Local Government would or would not take action and either order his discharge or his further confinement in jail. Those who had to work the above rules experienced considerable difficulty and inconvenience in doing so. It became necessary to bring all these recovered criminal lunatics to the central jail at the headquarters of each province. The numbers in some cases were large; the Inspector General of Prisons had sometimes, when on tour, to return to headquarters for no other purpose than to give the required certificates as to the mental condition of these prisoners; and finally, when after some years of observation the time came for the Inspector General of Prisons to recommend their release, he had nothing tangible upon which the opinion could be formed that the recovered lunatic might be discharged without danger to himself or to others. More than this, the Local Government was constantly being placed in a position of great difficulty in these cases, because there was no satisfactory evidence in each case that the person could be depended on to abstain from "ganja" or other deleterious drugs when set free, and was therefore not likely to become insane and dangerous. These difficulties have been, after mature consideration and with the assistance of experts, at last, to a great extent, overcome by the Government of Bengal. We desire to record here the procedure which is now followed in that province and which, in our opinion, combines a humane and just treatment of these unfortunate persons and at the same time allows the Government to release them, with at least some precautions against their taking to deleterious drugs and becoming dangerous to themselves or the public.

3. Under section 475 B of Act X 1882 (The Code of Criminal Procedure), added to section 12 of Act X of 1886, superintendents of jails may now be empowered to discharge all the functions assigned to the Inspector

Superintendents empowered to act for Inspector Generals.

General under sections 472, 473 and 474 (Civil Procedure Code). This will enable the Inspector General of Jails to transfer these cases to any jails in the province. It would be well in the first instance to have recovered criminal lunatics confined in the jail which is nearest the asylum from which they were transferred. This will in most cases allow the superintendent, who is often also the superintendent of the asylum, to watch each case, and in the event of there being any signs of insanity, he can at once return the patient to the asylum, in anticipation of the orders of Government, under rule 20 of the rules for the management of lunatic asylums. The recovered lunatics should, if possible, on first admission to jail be employed as overseers. Having served in this grade for some time, they may then be transferred to the jails nearest their homes and employed there in the grades of prisoner warder and finally of paid warder. One important point gained by this procedure is that the friends of the recovered lunatic, who is employed as a prisoner or paid warder, take a greater interest in his welfare, and in the latter case send members of the family to live with him on jail premises. The salary allowed to these men as warders is sufficient to allow them to support their families if they wish to do so.

4. By promoting recovered criminal lunatics to the grades of prisoner warder and paid warder, the superintendent is able to ascertain whether there is reasonable hope of the men abstaining from deleterious drugs, alcohol, or other indulgences which are likely to affect their mental condition. As paid warders, they may be allowed to visit the bazar between certain hours to make such purchases as they desire. If during this probationary period of two, three, or four years a man has shown no signs of insanity and no desire to take to deleterious drugs, the superintendent may with safety give the necessary certificate and the Government can with confidence release him. For men who from bodily infirmity, old age, or other cause are unfit to be promoted to the grade of paid warder, the Government should allow a small monthly salary of about R2 besides the jail rations, and allow the person during the fixed probationary period to visit the bazar and make such purchases as he may wish.

5. In practice it has been found inadvisable to transfer female recovered criminal lunatics to jails as the women cannot be allowed out of the jail and there is great difficulty in finding suitable employment for them. They had much better be cared for in the asylums and from thence be made over to their friends.

6. On no consideration should men of decidedly weak intellect or eccentric habits be sent to a jail. They are quite useless for jail purposes, and are liable to be irritated by the convicts. We saw instances (see Appendix A, page cccvi, paragraph 15) of men in this condition who would have been better in an asylum.

7. In Appendix C will be found clearly drawn up rules which will help Local Governments in disposing of the cases of criminal lunatics sent up for orders under sections 466, 471, 474, and 475 of Act X of 1882. The majority of these rules have been in force in Bengal for some years with the best results, and so far with no misadventure. Some of the recovered lunatics, who have been released after their probationary period of service as paid warders, have been found so useful that they have been permanently enlisted as warders.

Rules for disposing of cases, criminal lunatics.

Men of weak intellect.

Female recovered criminal lunatics.

Tests applied to recovered lunatics.

CHAPTER XXVI.

MARKS FOR INDUSTRY AND GOOD CONDUCT.

The rules for the allotment and record of marks prescribed under the orders of the Government of India form the basis of all the systems we saw at work in the five great provinces. From this fact it might be anticipated that uniformity would have been secured not only in the machinery and methods of recording marks, but also in the results as affecting the remissions of the prisoners' sentences. We cannot say that we found this to be the case. The chief disturbing influence is the difference of system which we found pursued in the record of jail offences on which we have commented fully in Chapter XVIII.

A minor cause of occasional diversity in results is the misunderstanding of the intention of the rules themselves by jail officers. We have reason to believe that the mark system, as now enforced, is a workable system and quite capable of being made a complete success. We would advocate the general adoption of the following rules on this subject. They will be found to contain the rules sanctioned by the Government of India, and also most of the rules now in force in the different provinces. If these proposed rules are worked with discretion, they will be found to involve the least possible amount of clerical labour, and the work of awarding and recording marks and remissions will be very equally divided between the jail staff, and there will be no necessity to entertain a special establishment for this purpose as is now the case in some provinces.

2. *Rule 1.*—All prisoners (not being persons convicted of thuggee or of robbery by the administration of poisonous drugs, and not being professional or hereditary dacoits or specially dangerous criminals) under sentence of rigorous imprisonment or transportation, whose sentence (or aggregate of sentences) exclusive of any term of imprisonment in default of payment of fine amounts to two years or more, are eligible for remission of sentence under these rules. ^{Proposed rules for recording marks.} Ordinary prisoners under life-sentences shall be treated, for the purposes of these rules, as prisoners under sentences of twenty years' imprisonment.

~~A~~—Prisoners under life-sentence for dacoity or any class of organized crime other than thuggee or robbery by the administration of poisonous drugs, not being criminals of the professional or hereditary type, or specially dangerous criminals, shall be treated for the purpose of these rules as prisoners under sentence of twenty-five years' imprisonment, but remission of sentence will be subject to such conditions as to police surveillance or otherwise as the Local Government may prescribe in each case.

~~B~~—Prisoners under life-sentence for thuggee or robbery by the administration of poisonous drugs, or any other class of heinous organized crime, such as dacoity, who are declared by the Local Government ineligible for release on the ground of their being professional or hereditary or specially dangerous criminals, will, irrespective of their fitness for hard labour, be transferred to the penal

settlement at the Andamans on completion of a term of twenty-five years' imprisonment, less such term of remission as they may earn under these rules. It should be explained to such convicts on admission that at the Andamans they will be allowed to live "as self-supporters" under supervision, and will generally be exempt from most penal restrictions.

~~D~~—Prisoners under sentence of simple imprisonment for two years or more will be eligible for remission of sentence under these rules if they voluntarily labour throughout the term of their imprisonment.

Rule 2.—Every prisoner of the classes mentioned in rule 1 shall commence to earn marks under these rules on the first day of the calendar month next following that in the course of which he became a prisoner.

Rule 3.—Ordinary marks shall be awarded to each labouring prisoner of the classes mentioned in rule 1 on the following scale:—

A.—One mark daily for thoroughly good conduct and scrupulous attention to all jail regulations.

B.—One mark daily for industry and the exact and skilful performance of the daily task imposed upon him.

C 1.—One mark for every eighth part of the daily task executed in excess of such task when this admits of being measured or estimated.

C 2.—One mark daily for special diligence in work when the daily task does not admit of being measured or estimated.

Rule 4.—Warders shall receive four marks, overseers two marks, and night watchmen one mark in addition to any marks earned under the previous rule, provided that not more than six marks daily shall in any case be attainable. By this and the foregoing rule it is possible for a night watchman who is doing extra task, or showing special diligence in work when the task cannot be measured, to obtain four marks a day. Warders and overseers cannot earn the extra mark under clause C 1 and clause C 2 of rule 3.

Rule 5.—On Sundays and holidays when ordinary jail industries are stopped, marks for conduct only may be earned, but prisoners employed on jail services may earn also marks for labour. Convict officers shall be awarded marks as on other days. Prisoners in transit from one jail to another shall be awarded marks for conduct by the receiving jail.

Rule 6.—A prisoner in hospital for more than one month shall receive marks for conduct only. A prisoner in hospital for less than a month shall receive marks for conduct, and also on his discharge be credited with the average number of daily marks for industry earned by him during the month previous to his admission, provided that he did not by any improper action of his own induce or aggravate the disease on account of which he was admitted into hospital.

Rule 7.—Special marks may be given for special service, such as—

- (1) assisting in detecting or preventing breaches of jail discipline or regulations,
- (2) success in teaching handicrafts,
- (3) special excellence of work,
- (4) protecting jail officers from attack,

- (5) assisting jail officers in case of mutiny, fire, &c.,
 (6) economy in the wear of clothing.

power of
to make
Rule 8.—The superintendent of a district jail may award not more than 50 marks for any one service or in any one quarter. The Superintendent of a central jail may in like manner award not more than 100 marks. All proposals for the award of more than the number of marks above indicated shall be referred to the Inspector General of Jails who will obtain the orders of Government in cases where he proposes to award more than 500 marks.

Rule 9.—Marks may be forfeited for misconduct in accordance with the following scale, such forfeiture to be either in place of, or in addition to, any other jail or judicial punishment. No prisoner shall receive marks for the day on which any offence was committed.

- (1) For criminal offences, up to three months' possible marks.
- (2) For smoking and forbidden articles, up to one month's possible marks.
- (3) For offences relating to work, up to half a month's possible marks.
- (4) For other minor offences, up to a week's possible marks.

Rule 10.—If any one of the following offences be fully proved a prisoner shall be altogether removed from the benefits of the mark system, in addition to any other punishment which may be awarded for the offence:—

- Escape or attempt to escape from a jail or subsidiary jail.
- Striking or attacking a jail official.
- Criminal immorality of a gross description.

A prisoner may also be excluded, with the sanction of the Inspector General of Jails, from the benefits of the mark system if he is found guilty of—

- forgery in connection with marks and the weight test; deliberate tampering with the prison history ticket or wilfully making away with it;
- wilfully causing bodily injury with the view of escaping work or going to hospital;
- illicit correspondence with outsiders;
- deliberately bringing a false charge against a jail official, or wilful destruction or theft of Government property.

A superintendent has the power of bringing prisoners under the operation of the mark rules after the commission of the offences mentioned above, but all previous marks shall be cancelled.

Rule 11.—The superintendent shall himself award marks or supervise the awarding of marks by paid officers of the jail selected for that purpose. The selection of officers who may be allowed to award marks shall be limited to the following grades: deputy superintendents, jailors, deputy jailors, European warders and European subordinates employed on jail manufactures.

must be
Rule 12.—In awarding marks the superintendent or the officer appointed by him under the above rule shall consult the prisoner's history ticket in which every breach of jail rules has been carefully recorded, and in which responsible officers have reported on the prisoner's conduct and work. In the absence of any entry against the prisoner for any day, it shall be presumed that he has earned "ordinary" marks for that day. Ordinary marks shall be recorded in the presence of the prisoner weekly, fortnightly, or monthly, as circumstances admit, and special marks shall be awarded as soon as possible

after they have been earned. All marks shall be noted in the mark register which shall be written up from the entries in the prisoner's history ticket.

Rule 13.—Every prisoner of the classes mentioned in clauses B and D of rule 1 shall be entitled to the remission of one day of his sentence for every 24 marks earned by him. Every prisoner of the class mentioned in clause E of rule 1 shall similarly be entitled to the remission of one day of his term of imprisonment in jail in India for every 24 marks earned by him. In converting marks into remission at the end of a sentence, if there is a balance of 12 or more than 12 marks, it should be considered equivalent to one day's remission; any smaller balance should be disregarded.

Rule 14.—The superintendent is competent, without reference to higher authority, to convert marks into provisional remission. The actual remission earned shall be recorded in the convict's presence on his history ticket and in the mark register in the first week of each quarter, i.e., in the first week of January, April, July, and October. No entry shall, however, be made in the release diary or warrant. Remissions thus credited cannot be cancelled except under the orders of the Inspector General of Jails and for such grave breaches of rules as are stated in rule 10. In converting marks into quarterly remissions of sentence, any balance of marks after dividing by 24 shall be carried forward to the next quarter.

Rule 15.—A prisoner after his marks have been converted into remission may be punished with the loss of future marks.

Rule 16.—To assist the office staff in preparing the quarterly lists of those who are to be released under the mark system an entry should be made in the release diary in red ink, showing the earliest possible date on which a prisoner earning ordinary full marks could be released. This entry should be made on the prisoner's admission to jail, in addition to the ordinary release diary entry showing the actual date of expiry of sentence, and the prisoner should be informed of the meaning of the entry. As it will be impossible to forecast a prisoner's promotions to the different grades of convict officer, the red letter date to be of any use must be altered each time a prisoner is promoted to a higher grade in which he will earn a larger number of marks.

Rule 17.—In the first week of each quarter, i.e., in the first week of January, April, July, and October, a list shall be made out of those prisoners who, on the supposition that they will earn their full ordinary marks up to the date of release, will be entitled to release under the remission rules during the quarter following that in which the list is prepared. These lists shall be submitted to the Inspector General as soon as possible, in order that the sanction of Government may be obtained to the remissions. If the requisite number of marks is not obtained before the date on which the prisoner's release has been conditionally sanctioned, the prisoner will not be released until the date on which he is entitled to release under the rules for remission of sentences. The previous sanction of Government or of the Inspector General of Jails to the cancelling or reduction, in accordance with the rules, of conditional remission already sanctioned by Government, is not necessary; but in every case in which a prisoner has been detained beyond the date on which he was, under the conditional sanction, entitled to be released, the fact shall be reported at the foot of the next quarterly list or in a separate statement, with a note of the number of marks actually earned by the prisoner, and of the date on which he was released.

Rule 18.—If, after application for remission of sentence has been made in the quarterly list, a prisoner obtains extra marks entitling him to an additional remission, intimation with a supplementary roll of the prisoner shall at once be sent to the Inspector General, with a view to his sanction being accorded to such additional remission.

Rule 19.—On the transfer of a prisoner, notice shall invariably be given in the descriptive rolls of the number of marks earned by him, and the provisional remission recorded for each quarter of each year should be stated separately. It should also be stated whether the name of a prisoner has been included in the remission roll submitted to the Inspector General of Jails from the transferring jail. When a remission of sentence is sanctioned, it shall be endorsed on the prisoner's warrant and signed by the superintendent; a note of the date of release shall also be made in the diary.

Rule 20.—In distributing the amount sanctioned as commission from the earnings of the factory to prisoners, the number of marks earned by them should be taken into consideration. In selecting prisoners for promotion to the grades of convict officers, the number of marks earned should also be taken into consideration without fixing any limits as to the number of marks required as a qualification.

3. As it is necessary for the successful management of every jail to keep up a history ticket of each prisoner, recording every occurrence of importance in his jail life from the date of his admission into jail until the date of his discharge or death, we have examined carefully the history tickets that have now been in use for many years in the jails of the North-Western Provinces and of Bengal, and, after consultation with many jail officers, have decided upon recommending, for general adoption, the form of ticket which is subjoined. The front sheet of the ticket gives all the necessary particulars regarding the prisoner, and the entries are made in the form of a *continuous diary*. We have thought it better not to divide off the ticket into sections intended for different classes of entries, as is done in the North-Western Provinces ticket, but to simplify it as much as possible; and this end can, we think, be best secured by making it a continuous record in the form of a diary. We have given a few specimen entries on the front sheet as an indication of the form which the diary ought to take: and as every special item of offence and punishment or of allotment of marks must be transferred systematically to the special registers devoted to punishments, marks, &c., no inconvenience can, we think, result from the items being arranged on the ticket in chronological order. The size of the history ticket which we would recommend for use should be 11" x 6"; the front and back sheets being printed separately should be pasted on strong smooth cardboard (which can be made in the jail) or on cloth as may seem desirable. As the tickets should be constantly in use, being carried in a satchell by the work overseer of the gang or workshop and at hand for reference at any moment, they must be made of stout material. It may be found desirable to manufacture history tickets for the longer-term prisoners in folio form. These points, as well as the mode of attaching subsequent sheets of the ticket to the original ticket, are matters of detail which can be worked out in each province.

Size 11" x 6".

Convict's History Ticket.

Register No. 3458.	Class B. Conviction 3.	Name . . . Din Dyal.
Caste Sonar.	Occupation . . . Goldsmith.	
Age . . . 22	Weight in pounds 86	Height . . . 5' 2½"
Crime 457 & 75, Penal Code.	Sentence . . 2 years' rigorous imprisonment.	
Sentencing Court		Magistrate of Benares.
Date of sentence . . . 3rd March 1887.	Date of admission into this jail 3rd March 1887.	
Date of release . . . 2nd March 1889.	Red letter date . . . 11th January 1889.	

Dates.	Entries.	Entering officer.
3rd March 1887 . . .	Health good. Hard labour	Medical officer.
4th March 1887 . . .	Issued new jail kit complete	Head warder.
4th March 1887 . . .	Press	Jailor.
5th March 1887 . . .	Will appeal	Superintendent.
6th March 1887 . . .	Applied for copy of judgment	Assistant Jailor.
13th March 1887 . . .	Weighed 90 lb	Hospital Assistant.
14th March 1887 . . .	Letter written	Jailor.
17th March 1887 . . .	Having tobacco (first offence, evidence C. W.)	Jailor.
Number of offence . . . 1	} Warned and recorded .	Superintendent.
Serial number in punishment register . . . 1146		
Date of entry in register . . . 19th March 1887		
18th March 1887 . . .		Appeal despatched
29th March 1887 . . .	Weighed 89 lb	Hospital Assistant.
10th April 1887 . . .	Marks 6, 7=13	Marking officer.
10th April 1887 . . .	Weighed 90 lb	Assistant Jailor.
17th April 1887 . . .	Marks 6, 7=13	Marking officer.
24th April 1887 . . .	Weighed 91 lb	Hospital Assistant.
24th April 1887 . . .	Marks 6, 7=13	Marking officer.
28th April 1887 . . .	Noisy in file (evidence C. O.)	Jailor.
	1927 } Two nights' handcuffs	Superintendent.
30th April 1887 . . .	Appeal rejected	Assistant Jailor.
1st May 1887 . . .	Marks 5, 4=9	Marking officer.
8th May 1887 . . .	Weighed 92 lb	Hospital Assistant.
15th May 1887 . . .	Tobacco (evidence warder)	Jailor.
	2409 } Cut 50 marks .	Superintendent.
22nd May 1887 . . .	18th May 1887	
30th May 1887 . . .	Admitted to hospital, dysentery	Medical officer.
1st June 1887 . . .	Discharged to convalescent gang	Ditto.
	Issued new coat	Head warder.

CHAPTER XXVII.

PARADES AND DISCIPLINE.

It being the universal custom to confine prisoners in association by day in Indian jails, we enquired carefully into the systems in force for controlling them. In our opinion there is only one means of controlling effectually convicts who live in association and of exercising over them a strict discipline: this we may call for want of a better name the "parade system." Under this system, when it is fully carried out, the convict is no longer an individual who can do as he pleases in such matters as bathing, feeding, and moving about in the enclosure or yard. He becomes one of a gang or body of men who are obliged, under the orders of the warder or the convict officer, to do everything together and at the word of command. In central jails it is possible to carry out these parades with great precision; but even in district jails there is no difficulty in teaching the short-term prisoners what they are required to do. In describing these parades we hope we may be excused for entering into what may appear to be trivial details; but *the whole system hangs upon minute details*, and these details all go to make up perfect parade discipline. As it is necessary that those officers who are not acquainted with the system should be able to put it in force without further reference, we think a minute description of what should be done is necessary.

2. A quarter of an hour before the opening of the wards the overseer should rouse the prisoners and make them arrange their bedding in the manner recommended in paragraph 9, page 85. The prisoners then stand in pairs in a file down the centre of each ward ready to march out. It ought to be mentioned that there is only one formation in all jail parades; the prisoners should always move in pairs and in file one after another. The last watch of the night being still on duty and responsible for the safe custody of the prisoners, it is a wise precaution to send out, before the jail is opened, four or five selected old prisoners to watch the inner line of the main walls. The prisoners are marched out of the wards direct to the latrine, and are made to sit in file at some little distance, and those who desire to visit the latrine are allowed to get up and go to it in turn. To allow this parade to be carried out rapidly, the number of seats in a latrine should be large. This parade being finished, the prisoners are marched on to the bathing platform, the files dividing to pass on either side of the reservoir of water. Here they are seated at the word of command and allowed to wash their mouths and faces. From the bathing platform they are marched to the spot where the distribution of labour takes place. While seated here waiting for the jailor or assistant jailor, the early morning meal, consisting of parched gram, bread, freshly cooked rice, or whatever the early morning meal is composed of, is distributed. On the arrival of the jailor the prisoners, at the word of command, divide into the same sections for work as they did the day previous. It is now that the jailor makes such changes in the labour of the prisoners as are necessary. The sections march towards a given spot, and the whole body composing one work-gang is then made over to a warder and a convict overseer, the names of the prisoners in the gang being entered in the book carried by the

head warder or warder. When there is no change in the units of the gang the jailor merely initials the page on which the names have been previously written, or he makes individual corrections or changes. This saves the labour of writing all the names daily. The gangs for work having been formed and the jail numbers found correct, the last squad of the night watch leaves the jail. The prisoners are then marched in file to their work: on arrival at the workshed or place appointed for work, the plates, cups, and spare clothing are all carefully paraded in line and the prisoners begin work.

3. When the bell for the mid-day parade rings the prisoners stop work, take up their plates, cups, and spare clothing and march in file to the spot where the work-gangs

Mid-day parade.

were originally formed. At the word of command these gangs divide into the files in which they originally left the sleeping ward. This, it should be mentioned, is most necessary in those parts of the country where caste prejudices are strong, and where it is not advisable to place Hindus of high caste next to those of the lowest castes or Mahomedans at the bathing and feeding parades. The original ward gangs being formed in order of sequence of their respective berths, if the weather is fine, they are marched into the wards, made to take up their bedding, marched out and made to spread the bedding in line in the sun. They are then marched to the latrine and the whole file made to sit there until every prisoner has had an opportunity of visiting it. From this they are taken to a spot near the bathing platforms where they are made to undress and place their clothing on the ground, each man selecting the spot to his outer side. With their bathing cloth on and cup in hand they are then marched on to the platform, the pairs dividing to each side of the reservoir. They then sit down at the word of command and begin to bathe. When the warder or head warder considers that they have bathed enough, he orders them to stop bathing. The file stands up and walks back, the rear couple first, to the place where the clothes were left, and as this brings each man to his own clothes, there is no confusion. The prisoners having dried themselves and put on their clothes are marched to the feeding-places. They sit down and the food is distributed. The warder then enquires if there are any complaints. The scales and measures being always with the cooks on these occasions, any complaints as to shortness of weight are at once checked. The prisoners are then ordered to eat their food. When the meal is finished, they rise at the word of command and are marched on to the bathing platform. At the end of the platform is placed a tub in which all the uneaten food is thrown, as the prisoners march past it. On the platform they wash their mouths and clean their plates. They then march back and take their bedding into the wards and rearrange it as in the morning. According to the season of the year the prisoners are now either locked up for their mid-day rest or they are at once distributed to labour. This is done exactly as in the morning parade, and the warders of the first squad now make over charge of the gangs to the warders of the second squad, who, on taking them to their work, begin by making them arrange their plates, cups, and spare clothing in line.

4. On the bell ringing for the evening parade the prisoners strike work, take their cups, plates, &c., and on arrival at the spot where the labour distribution had taken

Evening parade.

place, they re-form into files according to wards and berths and march to the bathing platform, where they wash their hands and feet. They are then

marched to the feeding-place and fed in the same manner as that described for the mid-day meal. They are again taken to the bathing platform, past the refuse tubs, and from the platform to the latrine parade before lock-up. They are then marched to the entrance door of their sleeping wards, and there searched to see that no forbidden articles are being taken into the barracks. The prisoners are counted into their wards and locked up. Each ward, as it is locked, is placed in charge of a warder of the first night watch, and the watchman inside assumes charge of the prisoners and prevents them leaving their berths or talking.

5. It is usual on Sundays or other selected days to parade all the prisoners for inspection. This parade is an important one and should be carried out with great regularity once a week. It is possible by words of command to make prisoners march into their wards, bring out their bedding and clothing, arrange it in file with the history ticket on the top and then sit behind their clothing. On the arrival of the superintendent the prisoners at the word of command stand up and take off their coats and caps and take up their history tickets. The superintendent then passes down the line, listening to all complaints and requests of every description, especially in regard to the writing of private letters, petitions of appeal, payment of fines, &c. He also examines each man's kit as to cleanliness and completeness, notices whether each prisoner's hair is kept according to regulation, and that their persons are clean. He also now notices any apparent loss of health. On these occasions the convalescent and special gangs should be paraded separately in the hospital enclosure, and all the prisoners not in those gangs who have lost weight since last weighing are paraded separately, but in the same enclosures as the prisoners of their ward, and the superintendent decides whether any special measures are necessary in each case, such as change of labour or admission to the special gang, &c. No prisoner officer of any grade, watchman, overseer, or warder should be paraded with the ordinary prisoners (see paragraph 87, page 50). Every prisoner being given an opportunity once a week of making minor requests and petty complaints, they should not be allowed to make these to the superintendent on week days. They are, of course, permitted to make any complaints and statements they like to the jailor, head warder, or warder at all times, and these can, if necessary, be brought to the notice of the superintendent on his next visit.

6. To organize a proper system of parades on the lines above sketched, it is necessary that the superintendent should take a personal interest in the matter, and see that each detail is carefully explained to the subordinates, and at the first introduction of the system, *is practised in his presence*. When once the system is organized, the following must be considered offences against jail rules: wandering about in the yard, bathing or washing out of hours, visiting the latrine out of hours (a urinal apart from the latrine is provided in each workshed or enclosure),—secreting food for the purposes of barter, or eating out of hours, leaving file, not arranging bedding properly, not keeping plates and cups bright and clean, talking in file, leaving about clothes or plates, &c., &c. It is only by systematic and strict observance of all the details of the parade system that discipline can be maintained in a penal establishment organized on the associated principle.

Sunday parades.

Superintendent's supervision necessary.

CHAPTER XXVIII.

TRANSPORTATION PRISONERS AND BURMANS.

In the Andaman Islands the Government of India possesses what must be considered a suitable penal settlement for the reception of prisoners sentenced in India to transportation. Up to the year 1884, the rules for selecting prisoners for Port Blair were so stringent that a large proportion of transportation convicts were left in the jails of India. Since the year above mentioned convicts of inferior physique who are not suffering from any organic disease, and who are fit for ordinary labour, have been passed for transportation, and there is now a smaller proportion of Indian transportation convicts left in the jails. The rules regulating the despatch of female prisoners to Port Blair have, we understand, always been less stringent, because these prisoners are required in the settlement. But in our inspections we saw cases where suitable prisoners had been detained in Indian jails whom the authorities at Port Blair would have been glad to receive. It only requires a clearer definition of the rules for selecting these prisoners to remove all the eligible women from our jails, where they are at present suffering close confinement for very long periods, while their fellow-prisoners, because they were younger, are enjoying the comforts of a self-supporting home. The number of old female transportation prisoners is comparatively small. It is for the Government to consider whether they should not in justice be also sent to the Andamans where, if they cannot marry, they can at least act as nurses or attendants.

Females.

2. We are afraid it is not possible to ignore the fact that transportation is no longer a deterrent form of punishment. The returned convicts from Port Blair, who give glowing accounts of the life of a self-supporting settler, have entirely dissipated that idea. If evidence was wanted as to what Indian prisoners think of transportation, it can be found in the importunities of the men who have been rejected. These men consider themselves very hardly treated because they are detained in Indian jails on account of some physical defect. Their condition has been to some extent rendered less penal by the rule which declares that 20 years imprisonment is equivalent to a life-sentence in transportation. But still they cannot help feeling that a sentence of transportation for life is a different punishment to a man aged 40 who goes to the Andamans, from that experienced by a prisoner aged 46 who has to pass so long a period within the walls of a jail.

3. The day is not far distant when, with a better system of jail organization and of remunerative industrial employment for convicts, it will be felt that this system of sending prisoners beyond the sea is not only not deterrent but very expensive and, from another aspect, unremunerative. We are of opinion that as far as the province of Lower Bengal is concerned, the time has come for the Government to consider whether the prisoners now sent to Port Blair could not be detained in the central jails of Bengal with far more deterrent effect, and at

Transportation as a deterrent punishment.

The cost of transportation.

no cost, because these men could, in the large jail industries of that province, be made self-supporting from the day of their imprisonment. The extraordinary reduction in the jail population of that province from 22,000 to 12,000 and the increase of shorter sentences makes it often difficult to find suitable prisoners for industrial work. In England where the question of the retention of transportation prisoners was forced upon the Government by the refusal of the colonies to receive them, it must be allowed that a more deterrent form of punishment, if not a less expensive one, has been organized. The same considerations will apply to all the larger provinces of India, as soon as Local Governments see their way to turn their central prisons into State factories which will occur so soon as they *receive a guarantee of steady employment* from the great consuming departments of the State.

4. The difficulty of controlling large bodies of Burmese prisoners in the Andamans and the necessities of the Government have, within the last few years, made it advisable to transport these prisoners to the different provinces of India. In our inspections we paid particular attention to the treatment and management of these prisoners. We regret to report that we saw great differences in treatment which in our opinion should not be allowed to exist. In one province these prisoners were almost all without fetters, placed among the general body of the prisoners, and many of them speaking the language of the country. In another they were chained and fettered and placed together in unnecessarily hot and badly-ventilated buildings (see Appendix A, page clxii, paragraph 20; page cxxi, paragraph 7). In this latter province very few of these prisoners could make themselves understood. In most provinces we found them employed under shelter in industrial employment (for which they are particularly well suited), while in one large jail in a very hot part of the country we found them employed extramurally in a burning sun in quarrying laterite and in digging gravel, and showing marked evidence of indifferent health (see Appendix A, page cxxiv, paragraph 11), while in others they were employed in grinding corn. In most of the provinces we found that they were placed in the same position as the native prisoners as regards diet and clothing, while in one province they had a distinctive dress which was more expensive, and a special diet which was very costly (see Appendix A, page cxviii, paragraph 21; also page cxxviii, paragraph 46). In this province it had been the custom also to allow them to have tobacco, and some of the older prisoners were still receiving it. A reference to page cxvii, paragraph 24 of Appendix A, will show with what serious loss of health rules reducing the diet of these men for three months in the year have been applied in the jails of the North-West Provinces. It is not reasonable that under the same general control these differences should exist in regard to the treatment of any body of prisoners. We would, therefore, advocate the following measures for the general management of Burmese prisoners in India:—

- (a) after a preliminary residence of three or four months all Burmans, who have not escaped or attempted to escape previously, should have their fetters removed;
- (b) they should not be kept together in gangs in the same barracks and workshops, but should be distributed over the jail for greater security: this is necessary because they are an impulsive race much given to combining for outbreaks;

- (c) on arrival each Burmese prisoner should be made over to the care of an intelligent native prisoner who should be required to teach him the language of the country. We have seen excellent results from the adoption of this rule; the men learn to communicate their wants and ideas to the jail authorities in a very short time; and we hold that a man who can make his wants and complaints understood by the authorities is less likely to be dangerous than one who has to speak through an interpreter, and who is liable to feel that he is misunderstood or misrepresented. Besides words of encouragement and praise for good work and conduct from the superintendent or the jailor, which are valued and which influence prisoners for good, are lost on men who cannot understand them or who receive them through an interpreter. In our opinion, while a good colloquial knowledge of the language is necessary, it is a waste of time to teach them to read the vernacular of the country:
- (d) if in good health, every Burman prisoner should be gradually accustomed to eat the ordinary food of the prisoners of the jail in which he is confined, but no rules reducing their diet except as a punishment should be applied to them. They should certainly not have any distinctive dress. In individual cases where there are signs of failing health, such as loss of weight, the diet should be chiefly composed of rice and meat. The plates and cups used by them should be of the regulation pattern and they should not be allowed to make spoons, &c., for private use:
- (e) they should be employed under shelter and on industrial work, for which they show special aptitude. To make them dig earth, grind corn, quarry stone, &c., is a great waste of labour. In our opinion these forms of labour should be reserved for short-term men and for habituals:
- (f) some relaxation should be made in their favour in regard to the writing of letters to their friends:
- (g) they must be treated on a perfect equality with the other prisoners in regard to the awarding of marks and promotion to the grades of convict officer.

5. Burmese prisoners are as a rule easily managed, but being quick-tempered are very apt to assault native prisoners who irritate them. They are also very impatient of restraint and seldom miss an opportunity of planning escapes even from jails in the remotest parts of India where the chances of their ever getting back to their country must be considered almost hopeless. The guarding of these prisoners should be arranged with extra care, and the warders constantly reminded as to this tendency to escape. They have in very numerous instances in Burman and Indian jails shown that they are apt to combine for outbreaks, and on these occasions are usually reckless of consequences. No general grievance, real or supposed, affecting them should be allowed to pass unremedied or unexplained. For this reason it will be necessary, if our views are adopted, to introduce any changes of diet, &c., among these men gradually and with caution.

6. The Burman transportation prisoner, unlike the Indian who goes to the Andamans, has to pass his sentence within the walls of a jail, while the Indian transport in the great majority of cases obtains a ticket-of-leave sooner or later and lives as a self-supporter, and a family man; and this rule has been applied not only to the Indian prisoners sent to the Andamans but to those who previous to the Mutiny were transported to the Arakan and Tenasserim coasts. We see no reason why prisoners from different provinces under the same Government, and sentenced under the same Penal Code, should be treated with such different degrees of severity. We therefore most strongly recommend that rules should be framed without delay for granting tickets-of-leave to selected Burman prisoners in Indian jails. That no special risks are involved in this recommendation may be inferred from the fact that in Bombay we found Burman convicts doing well on tickets-of-leave (see Appendix A, page lxiii, paragraph 30). If for any reason, of which we are unacquainted, it is not considered safe to grant these tickets-of-leave in India, we would strongly urge the sending of these selected prisoners to the Andamans to live as self-supporters. We have urgent reasons for recommending that some rules should be specially framed for this purpose. If Burman prisoners are to be treated on an equality with native prisoners in regard to promotion to the higher grades of convict officers as they have been in most of the provinces, it will be found (as is now the case in Madras and Bengal) that a considerable proportion of the convict officers will be Burmans. Considering their instability of character, their impulsive natures, and their great impatience of restraint, it is not in our opinion safe to have an increasing proportion of these men at the head of the convict service without holding out to them some further hope of amelioration to their imprisonment, in the shape of a ticket-of-leave at the end of a definite period of service as convict warders. If care is taken to select for the ticket-of-leave Burmans of the convict warder guard who are villagers sentenced for waging war against the Queen and for offences against the person, the risks to society would be very limited. Care should of course be taken to rigorously shut out thieves, burglars, and those likely to give trouble to the police from the men selected for this privilege. If it is not desired to issue a general order on this subject, the experiment should be tried in at least one province, where the selection and training of the convict guard has received strict attention.

7. In conclusion, we would draw the attention of Government to the large number of Burmese prisoners in India who are serving sentences of imprisonment for waging war against the Queen. As Upper Burma becomes more peaceful, it will no doubt be possible to reconsider the cases of these men, and we hope that the matter which has an important bearing on the future management of jails on the continent of India will not be lost sight of.

CHAPTER XXIX.

APPEALS AND PETITIONS.

We found that the procedure in regard to appeals of prisoners from the jails varied very much in different provinces; and in some jails in which prisoners' appeals had to be written in the office the subordinates complained of excessive work. We have also become aware of cases in which a sentence having been reversed on appeal, the notice had not reached the jail in a proper form, and thus led to the prisoners' further detention. To obviate these difficulties and to provide some uniform procedure for all provinces, we offer the following rules as being likely to meet all requirements. If a prisoner desires to appeal and declares that he has no friends or agents

who can make an appeal for him, the jail authorities shall arrange to have the necessary appeal written out for the prisoner. If the prisoner can write he shall be provided with materials for the purpose. If he cannot write, a prisoner or warder shall at his dictation write the grounds of appeal for him. This appeal shall be sent with a printed forwarding letter to the proper authority. Prisoners shall be allowed to see their friends and legal advisers for the purpose of preparing their appeals. Sunday shall as a rule be the day selected for preparing appeals unless the case is an urgent one and the period allowed for appealing expires before the following Sunday.

2. The periods allowed under Act XV of 1877 for appeal to the different courts are as follows:—

Appeal from a Subordinate Magistrate's decision to the Magistrate of a district	30 days.
Appeal to the Sessions Judge	60 do.
Appeal to the High Court where the sentence against which the appeal is made is not a sentence of death passed by a Sessions Judge	30 do.
Appeal to the High Court against a sentence of death passed by a Sessions Judge	7 do.

3. The dates on which the prisoner desired to appeal and the date on which the copy of judgment was applied for, together with the date of despatch of the appeal, should all be carefully recorded in his history ticket. The result of the appeal should also be recorded on the ticket. If he does not wish to appeal, or the period allowed for appeal elapses, the fact should be recorded on the history ticket. If these entries are carefully made, there is no necessity for keeping any register of appeals. If a prisoner sentenced to whipping in addition to imprisonment appeals, the sentence of whipping shall not be carried out until the result of the appeal is known. No prisoner shall be transferred if a sentence of whipping is pending. A prisoner shall only be allowed to appeal once through the jail authorities, and that should be to the Appellate Court before whom the appeal lies.

4. All condemned prisoners shall, in addition to the appeal to the High Court, be allowed the privilege of sending a petition to the Governor or Lieutenant-Governor of the province; such petition should be forwarded with the

Special appeals of condemned criminals.

least possible delay direct to the Inspector General of Jails for submission to Government, and the Superintendent should invariably state in his forwarding letter the date fixed for the execution.

5. In regard to petitions to Government by ordinary prisoners, we would advocate the Bombay rule, which requires that such petition may be prepared and forwarded to Government only if an official visitor considers it advisable.

6. It is the practice now in most provinces to include in one general list the names of all prisoners whose sentences have been confirmed with those who have had their sentences reversed or modified. To avoid serious mistakes resulting in illegal detention of prisoners we would advise (1) that in every case in which a sentence is reversed the Appellate Court should fill in a prescribed form of warrant of release on appeal and should send the same direct to the officer in charge of the jail; (2) that in every case in which a sentence is modified on appeal the Appellate Court should prepare a *fresh warrant* in accordance with the terms of the order passed, and should send the same direct to the officer in charge of the jail in which the appellant is confined; (3) that in every case in which a sentence is confirmed on appeal the jail authorities should receive information to this effect by means of the form prescribed for this purpose.

CHAPTER XXX.

OFFICIAL AND NON-OFFICIAL VISITING.

While the rules laid down regulating the visits to jails by official visitors are in all the jail codes sufficiently clear, it will be seen from our reports in Appendix A that there are extraordinary differences, at least as regards the jails visited by us, in the manner in which the rules are acted upon. In Bombay, where Act II of 1874 of the local legislature lays down that the jails shall be visited once a week by the Magistrate of the district or a Subordinate Magistrate appointed by him and that two or more of the *ex-officio* visitors, one being the Magistrate of the district, shall meet once a quarter, visit every part of the jail and record their proceedings in the visitors' book, we found the jails regularly visited and the reports of visits carefully recorded. The Bengal Jail Code (rule 51) requires the Magistrate, or in his absence the senior Subordinate Magistrate, to visit the district jail once a week. It also lays down the procedure for the visiting of district and central jails by the Commissioners of the divisions and by the Judges of districts. In this province also we found the jails regularly visited, and the register which contained the remarks made by visitors showed that an intelligent interest was being taken in the work of jail administration. The period of detention of prisoners under trial was, as it should be, one of the chief subjects of enquiry. The number of visits paid by official visitors to jails in Bengal in 1887 was 2,072.

2. In the Punjab the rules on this subject are good, but the visits paid to jails by the magisterial and judicial officers are few, and in a large majority of instances they content themselves with entering their names in the book.

3. In Madras the visiting is fairly well done, but is not as regular or as frequent as it is in Bombay.

4. In the North-Western Provinces we found the rules on this subject much neglected. Even Magistrates of districts appear only to pay two or three visits in the year to their jails. In one case an important district jail had not been visited by any judicial or magisterial officer for two years (see Appendix A, Lucknow District).

5. There is no doubt that the most effectual way of ensuring that jails shall be visited regularly is to adopt the Bombay plan and have a law regulating it. Without, however, going as far as this, we have no doubt that it is possible to get local officers to do their duty in this as in other matters, if Local Governments will insist on a strict carrying out of the rules prescribed. We would recommend that the Inspector General of Prisons should be required to report annually *in detail* on the performance of this duty in the body of his annual report; and that a tabular statement should be given showing the number of visits paid by each grade of official visitors. On receipt of this table the Local Government should call on every officer who has failed to do his duty for an explanation. With a view to encourage official visitors to record the results of their visits, it should be the rule to forward a copy of their remarks to the Inspector General of Jails for his personal consideration and orders. When

Proposals regarding official visiting.

visitors know that their views and suggestions receive the attention of the head of the department, they are more likely to take an interest in the matter and to record the results of their visits. In provinces where jail-visiting has not been thoroughly done, and the management of the jail subjected to fair criticism and remark, superintendents are apt to take offence at the remarks and suggestions of visitors. In our opinion this false sensitiveness should be discouraged, and the superintendent should feel that his interests and those of the department may be safely left to the Inspector General of Jails, who has the power to deal with these remarks and criticisms.

6. Public opinion in all countries requires that the treatment of prisoners in jail should, within certain limits, be subject to enquiry by selected visitors who are not officials. It has not up to the present been possible to appoint non-official visitors in most of the provinces in India. For the last two years, however, an experiment in this direction has been tried in Bengal and twelve or fourteen selected jails have had non-official visitors nominated to them. The experiment has answered well: and the Jail Department, so far from being in the least embarrassed by the records of their visits, has in some instances received valuable assistance from them. In the selection of non-official visitors all that is necessary is that the gentlemen selected should be men of position, who would be likely to take an interest in the welfare of the prisoners, and in every case of complaint made to them would enquire what the rules in force are, and whether these are observed or not. They should limit their remarks to a fair criticism of the actual facts which come to their knowledge, and to any suggestions they may wish the superintendent or the head of the department to consider.

CHAPTER XXXI.

JAIL REGISTERS AND RETURNS.

During our inspections of the jails in different provinces we examined closely the registers and returns in use in the provinces visited by us. Considering that these were all designed with the object of controlling the administrations of jails under one Supreme Government and of submitting annual returns in one set of uniform statements, we were very much surprised to find such an extraordinary difference in the number and design of the registers in use. In two provinces we found as many as 68 and 67 registers in use, and in two others as few as 31 and 32. While the Governments of Madras, Bombay, Bengal, the Central Provinces, Burma, and Assam have the jail registers kept in English, the Governments of the North-Western Provinces and the Punjab have a considerable proportion of them still kept in the vernacular. In many cases the same register is kept in both English and vernacular. These vernacular registers were introduced when the number of subordinates qualified in English in those provinces was very limited. In our opinion there ought now to be no difficulty in introducing registers kept in English in the jails of North-Western Provinces and the Punjab. Having made a very careful study of this subject, and from our long experience of what is actually necessary for the requirements of a jail, we have prepared a set of registers and returns which we hope will be accepted by all the provinces and administrations under the Government of India. We maintain that while these registers require the least possible amount of clerical labour, they afford all the information necessary for the management of a jail. The system of account-keeping adopted in them for the factory and general departments has stood the test of many years' work in a large province, and we believe that these registers contain all the checks yet devised for efficiently controlling the working of large factories. We may mention that one province has already accepted our proposed registers.

2. It is important that all the registers should be numbered in consecutive order, so that each register may have a distinctive number of its own. The registers naturally come under the following groups:—

- | | |
|--------------|--------------------|
| (1) General, | (3) Financial, and |
| (2) Medical, | (4) Factory. |

GENERAL REGISTERS.

- (1) Jailor's report book.
- (2) Superintendent's minute book.
- (3) Visitors' minute book.
- (4) Medical officers' minute book.
- (5) Register of convicted prisoners admitted.
- (6) Alphabetical register of convicted prisoners.
- (7) Register of property received with convicted prisoners.
- (8) Register of under-trial prisoners in jail.
- (9) Register of civil prisoners in jail.

- (10) Release diary of convicted and civil prisoners.
- (11) Register of the number of prisoners locked up each night.
- (12) Daily abstract of all classes of prisoners.
- (13) Register of the number of prisoners employed on each description of labour.
- (14) Register of marks and remissions earned by prisoners.
- (15) Register of offences and of punishments inflicted on prisoners.
- (16) Register of letters received.
- (17) Register of letters despatched.
- (18) Register of letters sent by post or peon (dāk book).
- (19) Clothing stock book.
- (20) Register of prisoners sentenced to solitary confinement by the courts.
- (21) Gate register of persons.
- (22) Gate register of articles.
- (23) Warder's service register.

HOSPITAL REGISTERS.

- (24) Hospital register and register of deaths and *post-mortems*.
- (25) Hospital roll of sick diet, bazar medicines, and miscellaneous articles.

FINANCIAL REGISTERS.

- (26) Cash book (exclusive of factory transactions).
- (27) Stock book of provisions and stores and dead stock (other than those belonging to the factory).
- (28A) Diet roll of native prisoners.
- (28B) Diet roll of European prisoners.
- (29) Register of contingent charges.
- (30) Pay list and acquittance roll.
- (31) Security deposit register.

FACTORY REGISTERS.

- (32) Cash book of factory transactions.
- (33) Day book of raw materials, dead and live stock.
- (34) Store and sale book of manufactured articles.
- (35) Stock ledger of raw materials, dead and live stock.
- (36) Ledger of manufactured articles.
- (37) Credit ledger.

3. In addition to these jail registers it is essential that every jail should have a treasury pass book in which should be entered every transaction between the treasury and the jail. The rules of the Financial Department require that all the entries in this book should be made by the treasury officials.

4. In Appendix C will be found all the headings of columns for each register. It is impossible without an actually ruled form to give an exact idea of each register. As it would be too costly and would delay the issue of this report to give an exact representation of the forms used in the proposed registers, we content ourselves with giving the headings only. Specimens of the bound registers ready for use can be obtained from the Superintendent of Stamps and

Register forms and explanatory remarks.

Stationery in Calcutta. It is necessary here to offer a few brief explanatory remarks regarding the proposed registers.

- (1) In register (1) jailor's report book and (2) superintendent's minute book we propose that space should be economized by requiring the superintendent to enter his orders below each report of the jailor, and in No. 2 below the superintendent's minute should be recorded the action taken by the officer concerned.
- (2) Register 3, visitors' book, and register 4, medical officer's we have left, as they are found in most provinces, with a page for the visitor's or medical officer's remarks, and the opposite page for the observations of the superintendent, or in the case of register No. 4, of the reports or observations on the medical officer's minutes.
- (3) Register No. 5. This is a very important register containing all details regarding convicts admitted including columns for the result of the medical officer's examination as to health, and orders regarding the description of labour to be given to the prisoner. It also contains full information regarding previous convictions, transfers, &c. Column No. 8 requires to be carefully filled in and, as a rule, jail subordinates require to be trained to notice special points and peculiarities for this column. This register, which will be in use for a long series of years, should be printed on stout paper and thoroughly well bound.
- (4) The frequent references and enquiries now being made by the courts and the police regarding previous convictions of prisoners, makes it necessary that we should have an alphabetical index to the register of convicts admitted. Register No. 6 will be found very useful for this purpose. Some system of uniform transliteration of the names entered should be adopted for each province.
- (5) For many years past much clerical labour has been saved by keeping a record of prisoners' property only on the warrant and having this signed by the prisoner, the jailor, and the superintendent; all cash property being entered in the cash book and the date of such entry recorded on the warrant. This practice may, in our opinion, be continued in all jails containing less than 400 prisoners. For the larger jails, a register such as No. 7 will be found useful. The novel feature of this register is that the property is entered under the year in which the prisoner will be discharged. The forward entries will readily show what property should be in the possession of the jailor, whilst entries for past years will be finally disposed of. If the property register is maintained, the record on the warrant should be maintained as a check.
- (6) The register of under-trial prisoners, No. 8, calls for no remark, except that a column showing weight on admission is found to be necessary to check the effect of the lower scale of diet in use in some provinces for these prisoners.
- (7) The register of civil prisoners admitted, No. 9, has included in it the account of diet-money. This register will not be necessary in the Bombay jails, which do not contain civil prisoners.

- (8) It is of the greatest importance that the release diaries, No. 10, should be printed on stout paper and thoroughly well bound. They have some of them to last ten years and are subjected to daily handling. This is perhaps the most important register in the jail. It should be kept with great accuracy and each entry in it attested by the jailor and superintendent, who must be held personally responsible for these entries. Instances have occurred in which jailors and superintendents have had to pay compensation to prisoners in consequence of incorrect entries in this register leading to detention after expiry of sentence. To facilitate the preparation of the monthly returns, columns have been added to this register giving the weight, health, and education on admission and discharge. Each register should have 366 pages—one for each day of the year. The day of the year will have to be entered in manuscript, as leap years will prevent the use of one set of printed dates. This register is used in many jails as a reminder in various matters, such as for prisoners to be whipped on certain dates and of special work required to be done on particular dates. These notes are usually made in pencil at the bottom.
- (9) Registers No. 11, lock-up, 12, daily abstract, and 13, employment of convicts, require no special explanation. They will be found to contain all that is required for checking the overcrowding of barracks and employment of prisoners and for obtaining the statistics for the monthly returns.
- (10) The mark and remission register, No. 14, will be found to be a very conveniently arranged ledger for the recording of marks and remissions earned by prisoners under the old and new mark systems, and the form, as it is now proposed, will have to be used as long as there are any prisoners who have earned marks under the old system. The total of marks earned to end of each month is given in this register, so that the amount of remission earned can be easily calculated at any time.
- (11) The punishment register, No. 15, is designed for the record of *every* offence; those offences which have been punished with such punishments as we have noted in page 96, paragraph 17 of our report, will be shown in an abstract at the end of each month. From this abstract will be prepared the returns regarding punishments, which are required for the annual statement.
- (12) The registers necessary for carrying on the office work of a jail are : 16, register of letters received, 17, register of letters despatched, and 18, the dāk or peon book of letters despatched showing postage expended. In some provinces we found the old system of copying all letters despatched into books. As long as there is a large clerical staff, there may be no inconvenience in this, but with a reduced office establishment it will be necessary to adopt the system now almost universal in offices in India of filing draft copies of letters despatched and of letters received in bundles arranged according to subjects. When this is done systematically and with proper dockets outside, there is no difficulty in pro-

- ducing any required letter in a few minutes. The headings of the bundles should be placed on a piece of paper which should be pasted on the shelves containing the records.
- (13) The clothing register, No. 19, is an important register if economy in regard to the expenditure on clothing is to be attained. It should be very carefully supervised in those jails which manufacture their own clothing. The monthly abstract of the clothing account should be entered in the stock book of provisions and stores and dead stock. The practice of issuing new clothing at fixed periods in the year should be discarded for the much more economical one of giving out each article to each prisoner when it is absolutely necessary and entering the date of issue on his ticket.
- (14) Register No. 20 of prisoners sentenced to solitary confinement is absolutely necessary in those provinces in which the courts order that a certain portion of the sentence shall be passed in solitary confinement. With this register there should also be a special ticket to be placed over the door of the cell.
- (15) Registers Nos. 21 and 22, the gate registers of persons entering and passing out from the jail and that of articles passed into or out of the jails, are important registers which should be written by the gatekeeper, or, in large jails, by his prisoner assistant. The entries should be made in ink and the records with the exact hour and minute noted after each other without leaving any space between the entries (see page 43, paragraph 75).
- (16) Besides the ordinary service books with which every subordinate in a jail should be provided, the jail should maintain a warder's service register No. 23, and this should be either kept by the superintendent himself or by the jailor and should be an accurate history of each man's service. When a warder is transferred from one jail to another a copy of his history in this register should be sent with him.
- (17) Registers Nos. 24 and 25 are the only registers that need be kept up in jail hospitals. All the letter-writing for the hospital should be done in the jail office. Besides these registers, the hospital assistant should be required to have bed-head tickets for the more serious cases giving details of the case and, where necessary, keeping a proper chart of the temperature. For minor cases of slight wounds, diarrhoea, colic, &c., a simple bed-head ticket showing name of the prisoner, the date of admission and the disease, is all that is necessary. Dealing briefly with trivial cases in this matter will give the hospital assistant time to devote more attention to a proper record of the symptoms, &c., in serious cases.
- (18) There is really no necessity for having more than one cash book for all transactions exclusive of those connected with factory, and this should be kept by the jailor, and the permanent advance or other money should also be in his charge. Since the jailor is required to deposit a large amount as security, 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. In the

proposed cash book three columns for money are allowed for both the credit and debit side. This will be a convenience for those jails which like to reserve one column for contingent expenses, another for prisoner's cash property, and a third for civil prisoners' diet-money or what not. When the daily balance is struck, a foot-note should explain what this balance represents. For example, there is a balance of R120:

	R
NOTE.—Permanent advance	80
Prisoner's cash property	30
Civil prisoner's diet-money	5
Balance of pay due to warder Ram Sing	5
	120

(Initial letters indicating the heading of account will be all that is necessary for this note—P A, P P, C P, &c.)

This will avoid the necessity of keeping a special ledger of the cash book. In connection with this book must be kept register 29 of contingent charges which is prescribed by the Financial Department. The headings given in the form advocated will be found useful, and the monthly total of expenditure under each head will show how the jail budget grant stands.

(19) The stock book of provisions and stores and dead stock other than the belonging to the factory, No. 27, should contain the daily issues of every article given out for expenditure or manufacture into articles of diet, a separate page being given to each article. For instance, wheat given out to the mills should be shown as issued to the mills, and under the headings flour and bran should be shown on the same day the amounts received from the mills; by this means an exact account of the loss in grinding will be ascertained. There should be a monthly balancing of stock.

(20) The preparation of a register showing the diets issued daily must be left to each province, because there are no two provinces which have the same scales of diet. The diet rolls (A) for natives and (B) for Europeans (No. 28) may be taken as examples of what is required for each province in this respect.

(21) We have already referred above to the register of contingent charges, No. 29. The pay list and acquittance roll, No. 30, requires no special remarks. The security deposit register, No. 31, will be found in most provinces a new one, and will be required if our suggestion to take a security from every subordinate in jail employ is carried out. In addition to this the jail should have a savings bank book for each account, the deposits being made in the name of the superintendent and the money kept entirely at his disposal.

(22) The six factory books recommended by us should be carefully studied in connection with the quarterly return form of factory transactions. If register No. 32, factory cash book, No. 33, day book of raw materials, and No. 34, store and sale book of manufactured articles, are kept carefully and daily and the items from them posted at convenient times in the three remaining

books which are ledgers, and finally at the end of each quarter if return No. 15 is prepared showing the results of the factory transactions, we are satisfied that we shall have an accurate and business-like system of account-keeping which will enable the head office, without an unnecessary amount of work to gauge once a quarter very accurately the actual position of each jail in regard to manufactures. In this connection we ought to mention that we have very carefully examined the special systems in use in the Bombay and North-Western Provinces jails, and have arrived at the conclusion that the system we have recommended is a more accurate one, and it certainly entails less clerical work in the jails and in the head office.

5. Where there are subsidiary jails at the headquarters of subdivisions which are managed ordinarily by the superintendent who is the subdivisional magistrate and a deputy

Subsidiary jail registers. superintendent usually the hospital assistant or the assistant surgeon in charge of the subdivision, with a staff of one head warder and four warders sent from the district jail, the registers maintained should be as follows:—

- (1) Order book.
- (2) Visitors' book.
- (3) Admission and discharge register.
- (4) Labour register.
- (5) Hospital register and register of deaths.
- (6) Prescription and hospital diet book.
- (7) Cash book.
- (8) Stock account of provisions, stores, and dead stock (not factory).
- (9) Stock account of raw materials and plant for factory.
- (10) Stock account of manufactured articles.
- (11) Register of letters received and despatched.

6. For third class district jails or intermediate jails where the establishment only consists of one assistant jailor, two head warders, and eight warders, the registers prescribed for subsidiary jails would be sufficient with the following modifications:—In lieu of No. 3, the admission and discharge register, should be kept Nos. 5, 8, 9, and 10 of the series prescribed for jails; also in addition Nos. 11, 12, and 13 and 15 of jails which do not take more than a few minutes to write up daily.

7. The following returns will be found sufficient for jail purposes: samples of these returns can be obtained from the Superintendent of Stamps and Stationery in Calcutta:—

Returns.	Monthly Returns.	Date of despatch from jail.
1. Return of prisoners in jail on the 1st of each month		1st of month.
2. Monthly return of prison statistics		5th of every succeeding month.
		Ditto.
3. Monthly medical return		
4. Account of disbursement of provisions for (A) Native and (B) European prisoners. (Note.—Each province should prepare its own form)		Ditto.
		Ditto.
5. Detailed bill for contingent charges		Ditto.
6. Abstract bills for contingent charges		Ditto.
7. Monthly return of articles supplied by the manufactory department for use in the general report		Ditto.

Monthly returns.	Date of despatch from jail.
8. Salary list of sanctioned establishment	5th of every succeeding month.
9. Detailed bill for factory contingent charges	Ditto.
10. Abstract bill for factory charges	Ditto.
11. Certificate of allotment of marks	10th of every succeeding month.
12. Certificate of completion of monthly accounts	15th of every succeeding month.
13. Magistrates' fortnightly price lists	On receipt.
<i>Quarterly.</i>	
14. Quarterly abstract return of account of stores and dead stock (not belonging to factory)	15th April.
15. Quarterly return of factory account transactions	15th July.
16. Quarterly return of sums due to the jail for credit sales of manufactures	15th October.
17. Quarterly return showing actual cost of goods manufactured for jail supplies	15th January.
18. Quarterly return of extra establishment	15th April.
19. Quarterly return of Burma prisoners or prisoners from other provinces confined in the jails of the province	15th July.
20. Quarterly return of prisoners transferred by order of the Inspector General from one jail to another	15th October.
21. Quarterly return of night visits paid to the jail by superintendents, jailors, deputy and assistant jailors	15th January.
22. Quarterly remission rolls	1st month of each preceding quarter. Ditto.
<i>Half-yearly.</i>	
23. Half-yearly certificate of correctness of stock	15th July and 15th January.
24. Half-yearly return of State prisoners	15th January and 15th July.
25. Half-yearly return of surgical instruments and hospital necessities	Ditto.
<i>Yearly.</i>	
26. Yearly indent for jail clothing	13th June.
27. Yearly indent for Europe medicines	As arranged.
28. Yearly Budget Estimate	Ditto.
29. Yearly indent for Jail Code registers and forms	15th November.
30. Yearly indent of stationery	1st August.

8. In Appendix C we give a list of miscellaneous forms which will be found of great use in jails. They will help materially in reducing the amount of clerical labour in the jail office.

Miscellaneous forms.

9. To prevent any misunderstanding and to show how the clerical work can be done in a jail having only a jailor and assistant jailor, we give in detail the registers which should be kept by each officer.

Clerical work of jails.

10. The *jailor* should write up the jailor's report book (1), release diary (10), mark register (14), warder's service register (23), the contingent cash book (26), the security deposit register (31), factory cash-book (32), day book of raw materials (33), store and sale book (34). He should keep the warrants and the cash and should prepare the quarterly remission rolls.

11. The *assistant jailor* should keep up register of convicts admitted (5), alphabetical register (6). Register of property (No. 7) is not necessary in a

small jail. Register of under-trial prisoners (8), register of civil prisoners (9), lock-up register (11), daily abstract (12), register of employment (13), punishment register (15), letters received (16), letters despatched (17), dak book (18), register of solitary confinement (20), stock book of provisions (27), diet rolls (28), contingent register (29), pay list (30), and the three factory ledgers 35, 36 and 37. He should prepare all the bills and returns except the quarterly remission rolls. If the number of prisoners admitted direct from court or by transfer exceeds 900 in the year, the miscellaneous work connected with the jail becomes heavy, and it will be advisable to sanction the employment of a convict writer to help the assistant jailor in copying letters, preparing rolls for transfer, &c. The hospital assistant will keep the two hospital registers. The head warder in charge of the clothing godown should keep the clothing register. (All head warders should be taught to write English figures.) The two gate registers will be kept by the gate-keeper. The entries in the treasury pass book will be entirely written by the Treasury Officer.

12. Every province should have rules drawn up for the classification, preservation or destruction of old jail records. We frequently found jail offices very untidy, having large quantities of useless records lying about. This state of matters gives a very unfavourable impression of the management of a jail, and, what is perhaps worse, valuable records are lost in the heaps of rubbish.

Classification and arrangement of records.

CHAPTER XXXII.

MISCELLANEOUS.

We have recommended (Chapter VI, paragraph 33) that, in view of the improvement of the rates of salary to be given to jail establishments, the grant of commission on net profits should cease. In one respect only is it desirable to maintain the grant of commission on profits, namely, with a view to provide a fund from which gratuities may be given to well-conducted and industrious prisoners. We think that a lump sum of money, equivalent to five per cent. on the net profits of the Provincial earnings, should be placed annually at the disposal of the Inspector General of Jails in each province, that officer being empowered to divide the lump sum in accordance with the claims and necessities of each jail.

2. Fines imposed as part of a judicial sentence are in all provinces allowed to be paid in at the courts of the district in which the prisoner is sentenced, or at the Court of the

Magistrate of the district in which the prisoner is confined, or finally (with the exception of one province) at the jail in which the prisoner is undergoing his sentence. But we found on enquiry that sufficient care is not exercised by the courts concerned in reporting at once the payment of fines to the superintendent of the jail in which the prisoner is held. As a consequence, we found cases of prisoners having been illegally detained in jail long after the payment of their fines had entitled them to release; for cases, see Appendix A, page xl, paragraph 29. We could not ascertain what notice had been taken of the neglect which had caused the prisoners concerned to suffer extra imprisonment and pecuniary loss; but we are confident from practical experience that nothing short of an order directing every such case to be reported through the Inspector General of Jails to the Local Government, and a subsequent enquiry, will prevent this serious blot on judicial administration from constantly recurring. When fine-realization statements are sent by post, it is necessary, in order to prevent mistakes or miscarriage of the letters, that they should be sent to the jail in duplicate, the original being sent by the first available opportunity and the duplicate on the following day. *The responsibility of the Court receiving the fine should not cease* until it has received back the duplicate with an acknowledgment from the jail that the necessary action has been taken. The original fine-realization statement should be filed with the warrant. In our opinion fines should only be accepted in behalf of a prisoner at the jail in which he is confined, when it is shown that, in consequence of a holiday or for other reason, it cannot be lodged in court, and when it is evident that the prisoner will be detained in jail beyond his sentence if the fine is not received. It should, when received by the jail authorities, be invariably remitted to the court from which the warrant was issued, and not to the local treasury. We found in one province, where the system of remitting fines to the local treasury was sanctioned, a most elaborate and unnecessary series of books and checks in use to prevent fraud. In our opinion the labour thrown on the jail office for this purpose is unnecessary, when in the same station there are courts having a special establishment for carrying out the rules on this subject. We think it prefer-

able that the jailor should certify direct to the court concerned the payment of a fine levied by that court, and should at the same time remit the sum received, together with the warrant of the prisoner after his release.

3. We found a want of uniformity in the system pursued in calculating the date of release of prisoners, and therefore recommend that the subjoined rules be accepted in all provinces:—

- (1) The duration of a prisoner's sentence should be calculated by the calendar month; the day on which the sentence is passed and the day of release should both be included and considered as days of imprisonment. For example, a prisoner sentenced on the 1st January to one month's imprisonment should be released on the 31st January, and not on 1st February.
- (2) Should the date on which a prisoner is entitled to release fall on a Sunday, Christmas Day, or Good Friday, he should be released on the preceding day, an entry to that effect being made on his release ticket, on his warrant, and in the jail register.

4. The subsistence allowance granted to released prisoners is in many provinces not sufficient to enable the prisoners to feed themselves reasonably on the way to their homes. We would recommend that a minimum allowance of 2 annas for every 20 miles a prisoner may have to travel by road should be sanctioned in all provinces, and that if any portion of the journey can be performed by railway the released prisoner should receive a 3rd class ticket. For this purpose it will be convenient to arrange with the local railway authorities for a book of passes; the passes to be issued in the name of the station master who will give the required 3rd class ticket, and at the end of the month send in an account of the amount due by the jail.

Gratuities granted on release to well-behaved and industrious prisoners, or accumulated by them during their imprisonment, should not be held to debar them from the usual subsistence allowance.

5. On the occurrence of epidemic disease in a jail the medical superintendent or the medical officer should be authorized, in communication with the Magistrate of the district, to remove all or any portion of the prisoners to tents, or to any suitable building in a healthy locality within a reasonable distance of the jail.

6. Two suitable sites for "refuge-camps" should be selected in the neighbourhood of each jail, and arrangements should be made to secure beforehand through the district authorities from the proprietors of the land the right to occupy it temporarily by a camp.

Cholera is the epidemic disease which most frequently and most urgently calls for the removal of a body of men from an infected site: and we are of opinion that the rules laid down by the Sanitary Commissioner for Bengal regarding the procedure to be followed in a jail on the outbreak of cholera should be followed: and that the responsibility for hesitating to carry out these rules should in every instance rest on the medical officer in charge of the jail. While reporting at once to the Inspector General of Jails any action taken by him, he should be authorized to incur on his own responsibility any reasonable expenditure required to carry out all necessary precautions and measures.

7. We examined three close prisons which have been erected in connection respectively with the Vellore and Coimbatore Central Prisons, and Her Majesty's Penitentiary, Madras, and also the Tanjore District Jail, which is on the cellular system. They are excellent structures in design, wanting only small details, such as protection by a verandah, and removal of the padlocks from within reach of the prisoner, to be very suitable places of confinement. The rules which regulate confinement in a Madras close prison have evidently been modelled on the regulations for the preliminary separate confinement in English prisons of all prisoners sentenced to penal servitude. Confinement in the cells of the close prison is held to be applicable for specified periods to all convicts who come under the operation of the remission rules,—that is, to all prisoners sentenced to two years' imprisonment and upwards, also to all class B prisoners *on admission*.

8. The periods passed in the close prison are fixed thus: convicts sentenced to—

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

It is further laid down that every reconvicted prisoner whose sentence is under two years shall, *on admission*, undergo a period of three months' confinement in the close prison.

9. We did not find the system being worked very energetically. In the Coimbatore Jail only 32 out of 96 cells were occupied (see Appendix A, page cii, paragraph 9), although it is placed in the power of the superintendent to relegate any convict to the close prison without report to the Inspector General of Jails.

In Her Majesty's Penitentiary, Madras, we found only 71 out of 106 cells of the close prison occupied (see Appendix A, page cxxvii, paragraph 17). We think that these cells might be more largely used for the separate confinement of habituals *at any period of their sentences*, as well as for their primary object of affording to certain prisoners a preliminary stage of separate confinement. Although there is nothing said about the point in the rules, we also think that arrangements should be made by which the prisoners confined in the close prison should perform their labour within the walls of that prison. Their removal during the day to work in other parts of the jail takes away much of the effect of their separate confinement.

10. To those accustomed to the extreme neatness and order which prevails in public institutions in England, in regard to grounds, buildings and furniture, it is a matter of surprise that more has not been done in this direction in Indian jails. There is no doubt that we in India have to contend against some very potent causes of untidiness. The first of these is the weather. In the dry weather the dust and dust-storms are a source of constant inconvenience. In the monsoons the damp and the mould, to say nothing of the torrents of rain, almost neutralize every effort at smartness. The most serious cause, however, of untidiness in Indian institutions is the natural apathy and indifference in these matters of the native subordinates. This is an ever-present and real difficulty, which can only be counteracted by

constant training and steady supervision on the part of superintendents. A jailor who has no natural taste for neatness and no eye for noticing little details showing want of smartness, can by careful instruction be trained to this as to any other branch of his duties. In our inspections we have seen such excellent results from this sustained effort to train subordinates in these matters that we are encouraged to bring it generally to the notice of superintendents of jails and of inspecting officers. But we feel that it is useless to train subordinates to habits of neatness and order if we do not assist them with materials for putting these ideas into practice. It is well known that in the British navy a commander, rather than see his ship untidy for want of paint or any other store which has been disallowed, will purchase from his private funds the materials necessary to give his ship the smart appearance which is expected. To enable superintendents to keep their jails always in the highest state of cleanliness, smartness and order, which the climate will permit, we would advocate that each jail should have a small annual grant of money from which could be purchased such items as paint, lime for whitewashing, tar, varnish for furniture, &c., &c. We cannot deprecate too strongly the system which in past years encouraged spasmodic eye-washing to please inspecting officers, and to celebrate the visit of some high officer of Government. To those accustomed to see these institutions on all occasions, there is a vast difference between the meretricious eye-wash hurriedly put on, and the neatness and smartness that results from daily and continued attention to these matters. In regard to cleanliness and order, there is no part of the jail which requires more attention than the main gates, and the passage between them and the jail offices. This part of the jail should at least be perfect in this respect. The gate-keeper generally has three or four prisoners awaiting release or admission who can be usefully employed in polishing up everything. The office furniture in most jails also wants to be kept in proper order. We have already referred to the necessity for arranging and classifying records: the paths and grass plots inside the jail can also with a little care be kept in extremely good order: the iron and wood work of the barracks and workshops also require to be constantly cleaned and occasionally painted. In conclusion we would remark that the untidy practice of leaving clothes, bits of cotton thread, plates, cups, uneaten food, &c., about the jail enclosures and hid away under the beds or in the rafters should be strictly prohibited.

11. We have endeavoured to make our recommendations regarding every detail of jail management as practical as possible. We have recommended nothing which from our personal experience as superintendents and as inspectors of jails cannot be carried out in practice, and we would respectfully deprecate theoretical objections being held of sufficient force to prevent our recommendations being given effect to. We have noted in Appendix A the jails in which our recommendations are practically in force, and we would suggest that any Local Governments in doubt about the propriety or practicability of any measure which we have recommended should depute the head of its jail department to see for himself, and to judge fairly of the measure, whether it is practicable and reasonable or the reverse.

12. We have drawn our recommendations not from one province but from all; and if in any special section of jail management we have felt bound to give the preference to

one system over another, it is only because we have found that in some provinces special attention has been turned to special subjects, resulting in a perfection of detail which has not been attained under other administrations.

13. We know from much personal experience that the machinery of Indian Jail Administration is very complex, and that it bristles with small details of management on which depend the successful movement of the whole machine: we have therefore laid great stress on the importance of an *exact training for every man of the jail establishments*. This training cannot with safety stop at the jailor of a prison. Every superintendent of a central prison must pass through a period of special training and probation before being appointed permanently to the department. But we go still farther, and state our absolute conviction that no man, however able, is fit to assume the direction of the jail administration of an Indian province without having become acquainted with the minutiae of executive details, by having served for some years successfully as superintendent of a central prison. It is also very desirable that every Inspector General of Jails should have an opportunity, early in his career of administration, of studying and comparing the working and management of jails in provinces and presidencies other than that in which he has served and over which he presides. Nothing but the absence of this special preliminary training of inspecting officers, and their limited and local views of jail management, can explain the presence of methods and customs in one province which have long since been displaced by more perfect systems in other administrations. We would add that, however perfect the details of jail management may be made to look in paper codes and in jail manuals, unless there is constant, thorough, and intelligent inspection, no set of jail officials will be kept up to the standard of efficiency which is required in carrying out any form of strict penal discipline.

W. WALKER.

A. S. LETHBRIDGE.

APPENDIX A.

INSPECTION REPORTS.

JAILS OF THE PUNJAB.

(1)—UMBALLA.

We visited the jail on the 3rd, 4th, and 5th November 1888, accompanied by Dr. Stephen Little, the Superintendent.

Site.

2. The jail is enclosed by a high mud wall, which is very dilapidated in places and is now under reconstruction and repair.

Enclosing wall.

3. Much money, we are informed, has been spent in rebuilding and patching up the mud wall in this jail. It would appear that the pucca coping hitherto used for these walls does not answer, and an attempt is now being made to put on a coping of corrugated iron, which, in our opinion, is neither safe nor likely to protect the wall from damage done by rain. It, moreover, will facilitate escape by giving a prisoner the opportunity of throwing a rope over the wall and hooking it on to the coping. The regulation height of the main wall in the Punjab has been fixed at 15 feet.

4. The main entrance to the jail is guarded by a single unsightly and unsafe wooden gate. In our opinion, it is desirable, having in view the general safety of every jail, that there should be two gates, one of which should under all circumstances be kept closed: the outer gate should be of iron grating and the inner of double planking. The fact that more than 550 prisoners are confined together in the main enclosure makes it still more necessary to guard the main entrance and to control the exit and entrance of all prisoners and jail officials by some well-established system.

Position of Jail Office.

5. A new Jail Office has recently been constructed. It would have been more convenient if the two rooms of this office had been placed one on either side of the main gate with entrances leading to them from the main gate passage. Grated openings towards the jail enclosure and others on the outside would have enabled the office staff to examine prisoners and interview outsiders without leaving the office or allowing the prisoners to go outside the main gate. At present, large bodies of prisoners are brought outside the jail for such purposes as being weighed and having their clothing boiled. This constant taking out of prisoners from the jail for routine purposes is a very dangerous practice.

Officials' quarters.

6. New quarters have been built for the Jailor, Hospital Assistant, and the Matron. This is a substantial well-built structure and seems to answer its purpose well.

Guard Rooms.

7. The guard rooms for the Contingent and Police guards appear to give ample accommodation for these men. There are no quarters for married warders or for the office staff.

Civil Jail.

8. The Civil Jail is a cheap structure which appears to answer its purpose. We find that while the minimum diet allowance for a civil prisoner is supposed to be 2 annas a day, under-trial and convicted prisoners in Thesil and Police hawalats only receive the equivalent of 1½ annas. The system of guarding civil prisoners by day and night is one which does not commend itself to our judgment. One warder by day and five by night are told off for this purpose, and yet it cannot be said that they contribute to the security of this part of the jail. If a civil prisoner cared to do so, he could escape at any moment. Here then we have the services of at least five men wasted which might be better utilized elsewhere.

Segregation.

9. We were struck by the fact that with the exception of the female and under-trial prisoners, all the others were confined in one general enclosure within the main walls. There is no segregation of habitual convicts, and there is no attempt to control the movements of such a large body of men.

Sleeping wards.

10. The sleeping barracks are fairly good buildings, but in many cases their floors are below the ground-level; and although each barrack has been provided with a low plinth of kiln-burnt bricks, the practice of piling up a ramp of earth reaching from the ground to the wall of sun-dried bricks keeps the foot of the wall damp to a far greater degree than is desirable. The doors and

windows are not provided with wooden shutters. We would strongly support the Inspector General of Jails' recommendations on this point. The Superintendent has begun to brick up the window openings on one side of the sleeping wards. This is a very wise and necessary precaution. In future, it would be well to complete this work before the 15th October, but we regard this proceeding as a makeshift.

11. The dry-earth arrangements for the night latrines inside the wards are good, but there appears to be no control as regards their use by prisoners, nor any proper facilities as a matter of daily routine for letting the prisoners go to the day latrines before lock-up and immediately after the wards are opened in the morning. These night latrines inside the sleeping wards should not be used by healthy prisoners.

Night Latrines.

Lighting.

Night-guarding.

12. The lamp used at night is cheap and effective, but it is not kept out of the reach of the prisoners.

13. The night-guarding arrangements inside the wards are defective and the prisoners are not therefore under complete control throughout the night.

14. To facilitate the guarding of the wards at night by prisoner-watchmen and overseers, it will be found necessary to have a small arched opening between every two wards, so that the watchman can pass from one ward to the other. The barracks are provided with raised mud berths, but the outline of them is ingeniously made so as to be very uncomfortable to lie upon.

Berths.

15. The blankets and bedding are not arranged with neatness or order, and a large proportion of those articles which we saw were old and almost unfit for use. The arrangements for washing the bedding are also very defective, as there was a distinct odour of organic matter from them.

Bedding.

16. The superficial space allowed per prisoner is only 36 square feet. This we think is insufficient, particularly in a jail containing a large proportion of prisoners in indifferent health and in which it is necessary to close up so much of the lateral ventilation permanently in the cold months.

Space allowed in Wards.

17. There are two day latrines: these are both without roofs and exposed to the weather, making it quite impossible to carry out the dry-earth system in the rains. The number of seats in these latrines is far too few to allow a latrine parade to be completed rapidly. There are also no divisions between the seats to act as screens for the sake of decency. There are no means provided for allowing the prisoners to wash themselves after using the latrines. The vessels in use are good and the dry-earth system in this weather is well carried out.

Day Latrines.

18. As regards the water-supply, we generally agree with Dr. Gray's remarks after his last inspection. The source from which the water is obtained is good, but grave errors have been committed in arranging for its distribution. The water, having been raised above the level of the ground, is carried by means of expensive masonry aqueducts for about 200 yards to the jail, and is there allowed to run into a reservoir which is entirely below ground, and, therefore, extremely difficult to keep clean. At our visit the water in this underground tank was swarming with infusoria.

Water-supply.

19. The arrangements for distributing the water for drinking purposes are defective, but the most serious defect is the almost entire absence of any arrangements for securing a plentiful supply of water for bathing and washing purposes. For a population of 700 prisoners, the jail has only one bathing reservoir, measuring 3' x 3' x 5' with a masonry platform round it 21 feet square. It is absolutely impossible that the prisoners can under these circumstances keep themselves clean or wash their clothes properly. The whole of the prisoners, even in the hot weather, are supposed to bathe only once a week. It is difficult to imagine how six or seven hundred prisoners can be properly bathed and their clothes washed in one day from such a small reservoir. No attempt is made to allow prisoners to wash the dirt and earth off their hands and feet before being locked up for the night. In connection with this subject it should be noted that "ulcers of the legs" is the most prevalent disease in the jail. There must be a radical change in the arrangements of the jail for bathing the prisoners, and this will entail an alteration in the present system of bringing the water to the jail. In our opinion, it should be delivered and distributed to the different parts of the jails by pipes. A large number of bathing platforms will be required, and these must also be provided in the under-trial and female wards. In regard to the under-trial yards, we find that there are no means whatever for bathing the prisoners. Once a week they are taken to the bathing place used by convicts. This is contrary to the orders of Government which require complete segregation. There are no special arrangements for supplying drinking-water for the prisoners at night.

Bathing arrangements.

20. All articles of food are supplied by a contractor at Thesil rates. The jail officials can in no way control these rates. There are no arrangements for storing grain in the cheap season. A new Store Godown has been built from which the daily requirements are issued. We may in passing note that the building leaks badly, and that the water has already penetrated and damaged the walls. It would be well to draw the attention of the head of

Food.

the Public Works Department to this disgraceful piece of work. A new cook-house has been provided with two ordinary Punjab ovens in the floor. This seems to answer fairly well. The plan of putting the salt, oil, and condiments into the dall after it has been cooked and allowed to cool enables the superior officials to exercise some control over the actual issue of these articles to the prisoners, but this undoubtedly makes the dall or curry less palatable. This is an important point when there are so many prisoners in the jail suffering from anaemia and a low condition of health. No fish or meat is given to ordinary prisoners, but it is allowed to convalescents. The only grains used are wheat and gram; none of the cheaper grains are in use. The only vessel allowed to each prisoner is an ordinary earthen cup. There is much room for improvement in this respect. The feeding parade is also not properly carried out. The quality of the food supplied is good, but the flour ought to be ground finer. No yeast is added to ferment the dough. No attempt is made to lessen the cost of diet by growing cereals on the jail premises, although there is much land fitted for the purpose.

21. The jail garden occupies a large area and there is now a good supply of water for irrigating it raised by a Burgess and Key's Lift. Much water is, however, wasted by not having pucca main channels for its distribution. The system of trenching the nightsoil is not what it might be. An unused piece of land is trenched with nightsoil, and the manure when decomposed is dug up and used for manuring the plots cultivated with vegetables. The result is that most of the land actually cultivated is poor, wanting in strength, and is urgently in need of a liberal supply of manure. Although two paid gardeners are entertained, the garden is not what a jail garden ought to be. The plots are not sufficiently cultivated and are left full of large clods. Some better system of growing early seedlings in the later rains is required, and a calendar for the monthly sowings of vegetables should be issued in the Jail Manual. The garden requires to be properly fenced in with a hedge and ditch, and should at this season have a large supply of vegetables available for the prisoners. The Punjab Jail diet scale allows vegetables to be given only three times a week. With such a marked tendency to anaemia and scurvy among the prisoners and among the free population of these and the neighbouring districts, we would advocate a daily issue of vegetables to all prisoners; and when the supply is plentiful, a jail garden should be large enough to supply this without any extra cost to Government. The supply of limes and anti-scorbutic fruits from the jail garden is very limited. These adjuncts to the diet require to be issued daily from 1st April to 1st November, whether the ordinary country vegetables are available or not. There should be at least one lime tree in full bearing for each prisoner. There are two or three good fields cultivated with potatoes. These when gathered should be carefully stored for the use of the prisoners and not sold. The plan of cultivating the plots inside the walls with vegetables or as an orchard for lime trees might be tried with advantage.

22. With the exception of the blankets, many of which are worn out and useless, the clothing is in fair order. Both the woollen and cotton clothes are of coarse local manufacture and very badly sewn. Whereas the annual cost of clothing for some years previous to 1886 averaged over Rs 4-8 per prisoner, the cost in 1886 was only Rs 2-1-3 and in 1887 only Rs 0-7-3. It is explained that a large quantity of old clothing was used up in this year. In connection with this point, it should be noted that a large number of prisoners died from pneumonia in January 1888. The clothing is full of dust and not kept clean and free from the smell of organic matter. The arrangements for storing the prison and private clothing are excellent.

Clothing.

23. The new hospital is an excellent building with separate rooms for special cases. Iron beds should be supplied in the place of the earthen beds now in use. The latrines attached to the wards require better ventilation down to the floor-level. This hospital has only just been finished and has not yet been occupied. The Hospital Assistant, who receives an extra allowance of Rs 10 besides his pay, is reported to be a careful man who has not been very long in the jail service. He cannot be said to be attentive to his duties, when an under-trial prisoner suffering from severe wounds of the head has remained for some days in the jail unattended. The distressed and feverish appearance of this prisoner on parade elicited the fact of his head being injured, the wound suppurating freely. There were also a considerable number of men in cells and other places who complained of fever who were not in hospital. The selection of prisoners for the convalescent gang is certainly not as complete as it might be. The Superintendent has lately introduced the practice of weighing the convalescents every fortnight. The supply of medicines appears to be sufficient. There has been only one death within the last three months. But there are a large number of old and weak prisoners who are in a very precarious condition and will require the greatest possible care now if a large mortality is to be avoided later on. It would be well to keep cows in the jail. There is land sufficient for this purpose, and it is essential that there should be a plentiful supply of good milk for the weak and convalescents. This jail has a compounder on Rs 7 per mensem. Many prisoners were received in bad health from Delhi and other jails, as shown by the number of deaths among them. This transfer of prisoners in bad health for change of air should be absolutely forbidden except under very peculiar circumstances.

Hospital.

24. The under-trial wards consist of small enclosures inside the main yard for convicts. It seems unnecessary to subdivide their barrack into small wards having separate enclosures. The difficulties of supervision are increased thereby. The sanitary conditions under which these prisoners are confined are not satisfactory. They are kept on non-labouring diet for 3 months quite irrespective of any time

Under-trial prisoners.

they may have passed in Police or Thesil hawalats. In regard to Police and Thesil hawalats it may be mentioned that 4 men who were casually examined said they had been 12 days in the Thesil hawalat, which they said was about the size of an ordinary jail cell for one prisoner. All these men looked as if they were much below par. They said that they got three pice worth of bread and dall in the morning and the same in the evening, but no vegetables.

25. The convicted females are segregated from females under trial. This is hardly necessary, as there must be very frequently only one female under-trial prisoner, and she would be in solitary confinement if a convict was not put in with her to keep her company.

26. There are no attempts at parades or drill discipline, and there is in consequence much wandering about, talking and laughing, and want of system in the management of the prisoners. Prisoners in gangs of various sizes are placed in charge of underpaid and untrained warders, who do not seem to have any control over them. We saw the evening meal given out and the prisoners locked up for the night.

27. Saw all the prisoners at a general parade. Besides those in the convalescent gang many more were found in very indifferent health, and on subsequent weighing were found to have lost weight without this fact having been discovered by the officials. The stains of nicotine on prisoners' hands show that smoking is common.

28. Paraded the jail guards, consisting of four distinct bodies of men—

- (1) The Police guard.
- (2) Night guard.
- (3) Contingent guard.
- (4) Convict officers.

(1) The Police guard consists of Constables and Head Constables. The monthly charge to the jail for this guard is . . . The men seem to possess the average military training of the Police force, but do not know the drill required for the use of the bayonet. With so many prisoners passing in and out of the main gate, it is decidedly dangerous to have armed sentries walking up and down in their midst. There appears to be no arrangement for keeping the spare arms and ammunition under lock and key. But there is an armed sentry over the magazine.

(2) The night guard consists of 2 head night-watchmen on Rs each and 20 watchmen on Rs. They are on duty for six hours each at night. During the day most of them go to their homes in the city.

(3) The Contingent and other guards consist of—

2 Jemadars on	R
4 Daffadars on	12 each
3 Gate-keepers on	9 "
37 Burkandazes on	9 "
	7 and 6 each.

Most of the burkandazes are employed all day and have three hours' extra duty at night. Of this guard 11 burkandazes and 2 jemadars have their homes in the city. Only the North-Western Provinces men and non-residents of the Punjab live on the jail premises. There are 19 men also belonging to the district of Umballa. The usual plan is to recruit locally. The men provide their own uniforms. There are only 4 men in the Contingent guard who have been more than five years in the service. There are no rules by which jail officials can obtain privilege or other leave without having a substitute.

(4) The convict officials.
(No details obtained.)

Jail establishment.

29. The permanent jail establishment consist of—

1 Darogah (jailor)	Pay.
1 Clerk	R
1 Mark-system clerk	80
1 Persian clerk	80
1 Do.	40
1 Teacher	20
1 Hospital Assistant, Rs 25 + 10 separate allowance	15
1 Compounder	25
1 Matron	45
1 Potter	7
1 Paper-maker	10
1 Lithographic writer	15
	15

There is sanction for another clerk who is not entertained at present.

Mark system.

30. The mark system is worked in the following manner:—

The Jemadar in charge of the workshop keeps a rough vernacular form containing the names of the prisoners under him, and enters daily the amount of task done by each prisoner. This form is handed in once a week to the mark clerk in the office, who copies it into the mark tickets and then calculates the marks which a prisoner has earned. This is then initialed by the Superintendent. Punishments are also entered on these mark tickets. Once in six months a statement is submitted to the Inspector General of Prisons showing the marks earned by each prisoner and the equivalent remission in days. On the return of this statement from the office of the Inspector General of Prisons, all the entries in the release diary are altered to show the deductions which have been made from a prisoner's sentence. All this entails an enormous amount of labour, and the frequent alterations in the release register must be a source of risk. Under this system, a prisoner has no chance of knowing what marks he has earned,—that is to say, the record is not on a ticket in his possession. The Superintendent has no opportunity of knowing the prisoner's previous conduct or his medical history before deciding whether short work is done from physical inability to do the work or from indolence and bad character. It will be noted that this system of awarding marks necessitates the employment of a special clerk on Rs 40 per mensem.

31. There is no labour, conduct, or health ticket with each prisoner. A prisoner is identified by a wooden ticket attached to a button on his coat. As this ticket is in Urdu, the Superintendent is not able to read it. The ticket, attached as it is by a button to the coat, is frequently lost.

32. A very large proportion of the prisoners are in fetters for safe custody. Dr. Gray's recent circular on this subject will enable Superintendents to reduce the numbers now confined in fetters. This system, no doubt, has a marked effect in keeping down petty offences, as fetters are not removed except for exemplary conduct. The justice of this, as apart from the question of safe custody, may well be doubted. A man who has no intention of disobeying jail rules is kept in fetters for years, and should he commit any offence they may be continued indefinitely.

33. Previous to the present Superintendent's arrival the punishment register did not always show every case of short work. For instance, No. 3877, Kera, did short work for 12 days in January for which he received no marks, but these were not recorded in the punishment register. In October 97 offences are recorded. If to these had been added such minor offences as talking, wandering about, having dirty clothes, &c., there would of course be more; but the system does not regard these conditions as offences against discipline.

34. The system of having jails visited frequently by official visitors is not well carried out here. For instance, no Magistrate or Judicial Officer made a single remark in the visitors' book of this jail in 1887. In 1886 there were remarks recorded after six visits, and in 1888 only on four occasions has the Deputy Commissioner had any remarks to enter in the register. More attention might be paid by visitors to the length of time passed by prisoners under trial, and for this purpose each under-trial prisoner should be furnished with a small ticket in English showing the date of admission, the date of each remand, and the Court in which the case is pending.

35. Prisoners sentenced to death are executed within the jail walls.

36. The Manufactory Department, judging from the small profits, is not in a flourishing condition. Much difficulty is experienced in getting suitable work. The tasks appear also to be at times unnecessarily heavy. There is much earth-work. The paper made in the jail is of poor quality. Raw materials are obtained from a contractor at Thesil rates: woollen thread instead of wool is purchased. Carpet-weaving has just been started. The appliances for weaving woollen and cotton goods are very primitive. The work-sheds are not closed with bamboo grating or wire netting to prevent the prisoners from wandering about.

(2)—JULLUNDHUR.

The Commission examined the Jullundhur Jail on the 6th and 7th November in company with the Superintendent, Dr. Dennys.

2. The jail is in plan a square enclosure surrounded by a mud wall. Access to this enclosure is had under a fine large archway which has only one dilapidated wooden gate closing its inner end. It was evidently intended that another gateway should be erected at the outer end of the entrance archway, for the stanchion holes are still in evidence. The safety of the jail and the security of prisoners specially brought up for examination at the office necessitate the provision of a second gateway, which should be an iron grated gate. In the middle of the outer jail enclosure is a quadrangle of barracks to which access is had by an arched gateway. The barracks in this enclosure contain the habituals' sleeping wards and shelter also the large body of the

ordinary convicts. Such classification of prisoners as exists is obtained by the erection of cells in the outer enclosure of the jail between the main quadrangle and the outer wall. The workshop enclosure is distinct from the general jail enclosure.

3. A new pucca dwelling-house on the standard plan has been provided for the hospital assistant. It cost Rs. 200. The design is a faulty one, inasmuch as the latrine is placed at the entrance. The sleeping accommodation is also limited to one room. A fine new barrack for the jail guard has recently been constructed. It is practically unoccupied, the men living at their homes. It might easily be converted into separate family residences for 20 to 25 warders. The accommodation for the police reserve guard is ample. The room in which the arms and ammunition are stored is not locked. The jailor is the only other jail official besides the hospital assistant who lives on the jail premises.

4. A list of the jail establishment is attached to this report, and it shows that the total cost, excluding the manufactory establishment, comes to Rs. 75 per mensem: while the total cost is very large, every individual connected with the jail is underpaid.

5. The barracks are flat-roofed buildings, sound, and in good order; they have all the same sectional plan, but are divided by walls into various lengths of dormitories. The chief peculiarities noticed in these wards are the small area of lateral ventilation, the facts that the window openings are not opposite to each other so as to cause a thorough perfusion of air and that each window is provided with good useful wooden shutters in addition to the usual iron gratings. High up in the side walls at distant intervals barred openings of a foot square have been driven through the walls. One such barrack as we have described, containing 19 prisoners, had three window openings (provided with shutters), each 6' x 4', and three wall ventilators, each 1' x 1', or 75 square feet of lateral ventilation,—nearly 4 square feet per prisoner.

6. There is no system of watching the inside of the wards at night.

7. The mud berths had been carefully made, so that a man could sleep on them with comfort.

8. Towards the middle of the quadrangle, at the four corners, there have been erected four open sheds intended to be used when the barracks are crowded. Their presence is an obstruction to ventilation and a temptation to, and a ready justification for, unwarrantable site-crowding.

9. The workshops are good, useful buildings, but they require to be closed in by light bamboo gratings so as to prevent any prisoner leaving his work without the permission of the warder on duty. At present there is nothing to prevent the prisoners leaving their looms and other work and wandering all over the enclosure on any pretext; and as a fact we saw men wandering hither and thither about the enclosure without control.

10. The hospital is a good building; its only defect is too much roof ventilation in the cold months. Eight charpoys of string (usually filthy bug-traps) are allowed; therefore there can be no objection to a certain number of good iron bedsteads being sanctioned in their stead, at all events for the worst cases. Arrangements should be made to preserve the small corner rooms in the hospital for bad lung cases, allowing each of them a fire-place or small stove. At present it is very doubtful whether a bad pneumonia case could be successfully treated in the large wards.

11. Quarantine is nominally enforced on all new-comers, but it is really only a nominal quarantine which is worse than useless, the men mingling in the common outer enclosure with all the convicts moving about. Under this system a large number of very short-term men have an easy time of it unless employed in grinding wheat in cells.

12. All under-trial and civil prisoners are kept in the Deputy Commissioner's hawalat. The food for prisoners in the hawalat is taken to them from the jail. Sessions prisoners are confined in the jail. We saw one or two of this class evidently suffering from long-continued low diet. The rule which allows only full diet to under-trial prisoners who have been actually in the jail for three months is an objectionable one. We saw one sessions prisoner who had been in confinement for four months since he was first arrested, and this man was still getting non-labouring diet because he had not been three months in this particular jail.

13. The water-supply in and around this jail is ample, and at present, with the exception of an excess of chlorides, is good. We would draw serious attention to the haphazard and unscientific manner in which the sewage of the city of Jullundhur is being disposed of in the neighbourhood of the jail, as it is a probable danger to the water-supply in the near future. No man can tell with certainty the direction in which sewage contamination may move at the subsoil water-level, and as it seems likely that by more careful and scientific planning the nightsoil could be carried far away by natural gravitation from both city and jail, this should be attempted.

14. We notice that a large proportion of long-term prisoners are confined in this district jail. It is the practice to keep men here with sentences up to three years. This is no doubt due to the fact that there is only one central jail in the Punjab. A prisoner sentenced to transportation for life in April is still confined in this jail.

15. We found the water-level standing at 25' to 30' from the surface. The supply is ample, but the system of distribution is most imperfect. The single drinking-tank is placed so as to have its contents always in danger of pollution. The tank is luckily not underground, as in the Umballa Jail, so that its defects can be easily remedied: an arched masonry roof thrown over it, with a small man-hole left in the gable end wall, would remedy most of its defects. But the arrangements for ablution of the prisoners are very defective. The requirements of a jail for this end will be described in another place.

16. The arrangements for cooking the prisoners' food are sufficient, but somewhat deficient in system and in cleanliness. Their morning meal is eaten in the factory enclosure and near the main gate; in the evening the prisoners are all assembled in the general outer enclosure, and all classes eat together. Prisoners receive their first meal at 10 or 10-30; at 12-30 they receive 2 chittacks of parched gram, and at 5 or 5-30 they receive the last meal in the day; that is to say, for 17 hours they get no food, and in 7 hours receive three meals. Each prisoner is allowed an earthen cup and no other kind of vessel.

17. The latrines in use are good in themselves, but there seems to be a want of system in directing their use: prisoners may visit them at any time, while there is no systematic parade for this purpose morning and evening, and as a consequence nightsoil pans are more frequently used in the barracks during the night than is necessary or desirable. No arrangements exist for washing at the latrines.

18. The jail garden is an excellent one and bears evidence of being well cared for and thoughtfully cultivated. The crops are all well forward and are strong and healthy. A fair rotation of young seedlings is kept up, and for some months no scarcity need be apprehended. There is no lime orchard, although the presence of a few healthy-looking orange and citron trees shows that the lime with care would thrive. The manuring is done entirely by nightsoil, which is at first buried in trenches in a remote corner of the garden, there allowed to decay, and is then transferred to the ground on which crops are to be raised; no other manure is used; even the sweepings of the jail ground are sold.

19. The clothing and bedding of the prisoners is coarser than need be, were another system of purchase of raw materials introduced. Here, as at Umballa, every article is bought through a contractor and paid for at a rate fixed by the Thesili officials. There is no attempt at purchase in the open market nor any endeavour to store grain or other raw materials. Woollen thread is bought at about 1 seer 12 chittacks per rupee through the contractor and not spun in the jail. This thread was very coarse, hence the clothing and blankets are coarse and liable, as soon as the nap wears off, to open out. There was very little deficiency in the prescribed amount of clothing: a few prisoners had two blankets instead of three. Blankets made in 1884 have not all been issued yet. This involves great risk in storing. We were surprised to find that there is no means of ascertaining when a certain article of clothing was given out to an individual prisoner, so that the carelessness or the reverse could not be established as against the individual convict. The sewing of the blanket coats was very coarse. Judging from the annual average charge per head for clothing, the expenditure is kept down at the lowest figure consistent with safety.

20. The store-room racks in this jail are very poor, quite a contrast to those we saw in Umballa Jail. We saw evidence of serious loss from insects by reason of this indifferent storage.

21. The use of the chatai mats in cells we do not think wise, as they can be no protection to a prisoner lying on the cold brick floor. There are no raised berths of any kind in the cells.

22. The chief industries in this jail are paper-making and lithographic printing, both being supported largely (almost entirely) by the Government. There is no classification attempted during labour, and from the open nature of the workshops discipline cannot be maintained.

23. It is acknowledged by the Superintendent that there is no systematic effort made to keep up a constant and consistent drill discipline. When any function is being gone through, every prisoner seems to do pretty much as he likes. This condition seems to be common to the jails of the province which we have examined.

24. The warder guard is large enough in numbers, but is composed of the same class of worthless poorly-paid men, who are utterly indifferent whether they retain their posts or not. There are only three men of the contingent guard who have been five years in employment: one was the jemadar and the other two were men so old and feeble that they could not possibly have secured service elsewhere.

viii

INSPECTION REPORTS ON JAILS.

Here, as in Umballa, the men are overworked: the day warders have, day and night, thirteen hours' duty. The night watch have their night duty and do odds and ends of work connected with the factories during the day, for which they receive a gratuity of R2 or 3 per month from the Commission Fund.

25. There is a teacher here who receives R15 per month for about four hours' work a day; his class consisting for one hour of about 30 adults and for three hours of four boys.

Education.

26. The weighing machine was found fairly correct. There is apparently no fixed rule laid down as to the conditions (with respect to clothing, rings, fetters, &c.) under which weighments are to be carried out on admission and release.

Weighments of prisoners.

27. We examined carefully 25 labour and good-conduct mark tickets, and found that the apportionment of task-work was very carefully attended to by the Superintendent, thus explaining in a satisfactory manner the small number of punishments and warnings in connection with work. Thus we found that Dr. Denny, as a rule, orders 18 seers of grain to be ground by each man in the cold months and 15 in the hot months and rains; but we also remarked cases like the following: Mayya, No. 6477, ordered to grind only 10 seers of grain from the 8th to the 31st October (the convict being of poor physique). Sundar, No. 5918, was at first ordered (14th May 1888) 18 seers of wheat to grind, but being unable to carry the task through, it was reduced to 10 seers on a subsequent occasion.

As evidence that cases of deficient or bad work are not passed over, we found the following:—

Nagina, No. 6169, worked from 1st May to 1st September 1888 at polishing paper, the task fixed being three quires on one day (the 29th June); he gave in only two quires instead of three, and there appeared in the register a formal warning with forfeiture of 4 marks.

28. The following are some of the task-works fixed in this jail; they differ considerably from the amounts ordered in other jails and from the tasks laid down in the Manual:—

Task-work.	
Grain-grinding	{ Jullundhur, 18 seers and 15 seers in hot months. Hissar, 15 seers at all times. Ferozepur, 20 seers at all times.
Sorting waste-paper	{ Ferozepur, 1 maund. Jullundhur, 20 seers.
Press-work	{ Manual, 900 pulls. Jullundhur, 1,000 pulls.
Work	{ Manual, 11 quires. Jullundhur, 14 quires.

The Hissar and Ferozepur Jail rates are taken from the mark tickets of men transferred from both jails to Jullundhur: Teja, No. 7651, successively confined in Hissar, Ferozepur, and Jullundhur Jails. Gumana, No. 7657, with the same history.

29. As an indication of the reason why the rate of offences connected with work fell in this jail from 119 per cent. of average strength in 1886 to 80 per cent. in 1887, we may note as illustrative of the difficulty in securing uniformity that the medical officer who in 1886 was Superintendent of Jullundhur Jail and recorded offences connected with work numbering 119 per cent. of average strength, was Superintendent of the Umballa Jail in 1887 and recorded 180 per cent. of offences there, while the ratio fell in his old jail from 119 to 80 per cent. under a new Superintendent.

30. Connected with this point of jail management we found the following remark made by the Inspector General of Prisons, on inspection in August 1888:—

"Up to date 120 prisoners were punished. The number of punishments exclusive of formal warnings is very small. It is difficult to realize that so many habituals (97) can be efficiently managed without having recourse to punishment in a greater number of cases. But I must state that quietness, order, and regularity appeared to prevail in the jail to a greater extent than in some other jails in which a much larger number of prisoners are punished."

The difficulty experienced by the Inspector General would be lessened after a consideration of the facts above recorded.

31. The Jail Office was very untidy. No system of preserving old records; books lying about the floor; much want of neatness and smartness about the entrance to the jail and in the office. The first impression created in casual visitors is thus very unfavourable. The arrangement of the records in accordance with the Inspector General's circular about preservation and destruction of such documents had not been carried out.

Jail Office.

32. The Deputy Commissioner visited the jail on 26 occasions during the current year; the Commissioner twice; the Judge has not paid a single visit.

Official visitors.

List showing the names of Establishment attached to the Jullundhur Jail.

No.	Name.	Residence.	Rank.	Service.	Pay.	Remarks.
PERMANENT ESTABLISHMENT.						R
1	Pratap Singh	Amritsar	Jailor	19 years	50	
2	Makhdum Baksh	Karwal	Clerk	13 do.	16	
3	Ram Lal	Jullundhur	Moharir	5 do.	15	
4	Hasbim Ali	Do.	Hospital Assistant	16 do.	35	
5	Mussummat Rani	Do.	Matron	18 do.	10	
6	Punjab	Do.	Turnkey	16 do.	9	
7	Mela Ram	Do.	Do.	14 do.	9	
8	Shair Din	Do.	Teacher	22 do.	15	
9	Khuda Buksh	Do.	Dafadar	34 do.	9	
10	Gulab Khan	Do.	Do.	18 do.	9	
11	Gulam Mohaiuddeen	Do.	Night-watchman	12 do.	6	
12	Hamir Singh	Do.	Do.	7 do.	6	
13	Sardar Ali	Amballa	Do.	6 do.	6	
14	Radoo	Hoshiarpur	Do.	5 do.	6	
15	Mahtab Singh	Jullundhur	Do.	1 year	6	
16	Boote Shah	Sialkot	Do.	2 years	6	
17	Bihari	Jullundhur	Do.	7 months	6	
18	Imam Din	Do.	Turnkey (lock-up)	5 years	6	Outside hawalat.
19	Ali Mohamed	Do.	Servant (lock-up)	20 do.	6	
20	Doolo	Do.	Compounder	7 months	7	
21	Fateh Din	Sialkot	Jemadar	25 years	12	
22	Barkat Ali	Sirsa	Barkandaz	20 do.	7	
23	Imam Din	Jullundhur	Do.	15 do.	7	
24	Bhola	Do.	Do.			
TOTAL					258	
POLICE GUARD.						
25	Sobba Singh	Lahore	Sergeant, 1st grade	34 years	25	
26	Atar Singh	Kapurthala	Do. 3rd do.	31 do.	10	
27	Gulab Din	Kohat	Constable, 1st grade	18 do.	7	
28	Khazana	Jullundhur	Officiating Sergeant	31 do.	8	
29	Khem Singh	Do.	Constable, 1st grade	22 do.	8	
30	Shair Khan	Do.	Do.	13 do.	7	
31	Bahadur Ali Khan	Do.	Do.	18 do.	8	
32	Nawab Khan	Do.	Do.	10 do.	7	
33	Isar Singh	Do.	Do.	11 do.	7	
34	Khan Alam	Hoshiarpur	Do.	26 do.	7	
35	Mohamed Shah	Do.	Do.	7 do.	7	
36	Bhagwan Singh	Amritsar	Do.	9 do.	7	
37	Gulam Mohaiuddin	Jullundhur	Do.	11 do.	7	
38	Sohan Singh	Kangra	Do.	18 do.	7	
39	Gulam Haider Khan	Jullundhur	2nd grade Constable	1 year 10 months	6	R1.
40	Ram Ditta	Do.	Do.	1 year 10 months	6	
41	Ala	Do.	Do.	1 year 4 months	6	R1.
42	Wilayat Khan	Do.	Do.	10 months	6	R1.
43	Amir Khan	Do.	1st grade Constable	12 years	7	
TOTAL					153	R3.
MEMO.						
Paid by Jail as a uniform charge, nett total R149-8 whatever grade of men be sent on guard.					150	
CONTINGENT ESTABLISHMENT.						
44	Miran Baksh	Amritsar	Dafadar	1 year	9	
45	Balak Ram	Jullundhur	Do.	2 years	9	
46	Sooba	Do.	Barkandaz	3 do.	6	
47	Nizam Uddin	Do.	Do.	1 year	6	
48	Nizam Din, 2nd	Hoshiarpur	Do.	1 do.	6	
49	Pir Baksh	Jullundhur	Do.	1 do.	6	
Carried over					42	

INSPECTION REPORTS ON JAILS.

List showing the names of Establishment attached to the Jullundhur Jail—concluded.

No.	Name.	Residence.	Rank.	Service.	Pay.	Remarks.
CONTINGENT ESTABLISHMENT—contd.						R
Brought forward						42
50	Charan Singh	Amritsar	Barkandaz	1 year	6	
51	Charagh Shah	Sialkot	Do.	1 do.	6	
52	Abid Shah	Do.	Do.	1 do.	6	
53	Jawala Singh	Jullundhur	Do.	1 do.	6	
54	Noor Mohamad	Do.	Do.	1 do.	6	
55	Kishna	Amballa	Do.	1 do.	6	
56	Dola	Gujranwala	Do.	1 do.	6	
57	Murad Ali	Jullundhur	Do.	2 years	6	
58	Ali Shah	Sialkot	Do.	6 months	6	
59	Bakshi	Hoshiarpur	Do.	6 do.	6	
60	Nanak	Jullundhur	Do.	6 do.	6	
61	Nanak Chand	Hoshiarpur	Do.	6 do.	6	
62	Sardar Alam	Sialkot	Do.	5 do.	6	
63	Kanshi	Gujranwala	Do.	4 do.	6	
64	Sukh Ram	Ludhiana	Do.	4 do.	6	
65	Alla Baksh	Lahore				
66	Gulab Singh	Jullundhur				
67	Ganesha	Amballa				
68	Gulam Haider	Jullundhur				
69	Ali Sher	Do.				
70	Miran Baksh	Do.				

(3)—AMRITSAR.

The Commission inspected the Amritsar Jail on the 8th and 9th November. The Superintendent, Dr. Edwardes, being ill did not accompany us.

Previous history.

2. The history of this jail is a record of persistent bad health for many years, and its condition on our visit supported the tradition.

3. A glance at the position of the jail from the roof of the main gate shows that it must always be a work requiring thought and unremitting attention to individual prisoners if disease and death are to be successfully combated. The site of the jail is low-lying, much of it "oosur" or red-producing land, liable to be flooded, and bearing no indication of ever having been inhabited by the residents of the district. The nearest village is to be seen far away on the horizon perched on a "khera." Having chosen such a site in a locality covered with a network of canals carrying a large body of water at a high level and therefore determining a high subsoil water-level, it was incumbent on the constructors of the jail to raise the buildings intended to be occupied by the convicts so far above the surface of the ground as to protect the inmates from the effects of the damp and malaria, and above all to ensure them a dry bed to sleep on. How far these essentials have been secured will appear further on.

4. The jail was apparently begun to be built on a well-conceived ground plan in the year 1868. In 1875 after heavy floods much of the surrounding wall and of the buildings which were erected on a faulty specification tumbled down, and then the erection of a large prison seems to have been abandoned, and a temporary jail consisting of six ranges of low-roofed thatched barracks, without divisional walls, was constructed inside the central open space, which on the original plan was meant to be reserved as a general parade ground. In these temporary thatched barracks, the prisoners have now been confined for about thirteen years. Two of them are at present used as a hospital, and the others contain ordinary prisoners. We have no hesitation in stating that under the conditions of site and high subsoil water-level existing in the Amritsar Jail, prisoners cannot be expected to preserve health in these barracks.

5. As the sleeping barracks, and especially those used as hospitals, seemed to us to be crowded, we thought it necessary to go into the calculations of the capacity of these buildings. According to the official capacity statement (drawn up in 1886), all these wards are declared to have a height of 10½ feet, but as the height of the walls at the spring of the trusses is only 8 feet, it is apparent that 2½ feet in height representing in a barrack 165' x 14' a cubic capacity of 5,775 feet has been obtained

APPENDICES.

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by calculating the space in the well of the pent roofs. Accepting this very questionable calculation as justifiable, we found that the six barracks are capable of containing—

	At 36 square feet area.	At 600 cubic feet.
No. 1	62	46
No. 2	65	49
No. 3	64	48
No. 4	54	40
No. 5	65	49
No. 6	62	44

6. On the night previous to our visit they contained according to the jail lock-up—

Population.	
No. 1	62
No. 2	64
No. 3	64
No. 4	54
No. 5	54
No. 6	40

The ordinary sleeping barracks, therefore (Nos. 1, 2, 3, and 4), held as many men as they could contain on a bare calculation of 36 square feet of superficial area per man. But on the calculation of 500 cubic feet of capacity per man, they had the following excess population:—

No. 1	16
No. 2	15
No. 3	16
No. 4	14

7. As the lateral and end ventilation of each division of these barracks consists of only one end opening 5' x 4' = 20 square feet, and 4 lateral openings 5' x 1½' = 30 square feet, the total lateral ventilation of each division is only 50 square feet, so that with 32 men in a division each man had only a little over 1½ square feet of ventilating area; and this amount at night was closed by a tat purdah.

8. Further, we found one entire barrack, No. 5, and half of No. 6, used as a hospital and containing very many serious cases. On the night of our first visit No. 5 contained 54 sick in its two divisions, although on the official measurements and allowing each man 648 cubic feet of capacity they should have held only 32 men, while the half of barrack No. 6 also used as a hospital contained 21 sick, its capacity at 648 cubic feet on the official measurements being 18. These hospital wards are of course no better ventilated than the common wards: the sick were lying on the bare floor (the damp underlying which we have described above). The condition of these wards after a night spent with the tat purdahs closed we refrain from hinting at; but we have no hesitation in saying that sick men such as we saw under treatment would have serious difficulty in recovering under such conditions.

9. Some of the wards are provided with low mud berths, not higher any of them than 3 or 4 inches; in others (one of them the hospital) the men were lying on the bare ground. As a good deal of filling up had been done since the erection of these sheds (for purposes of surface drainage), the floors of some of the barracks are 12" to 18" below the level of the ground outside. In No. 5 barrack, in which we found 25 sick in one division and 24 in the other, all the men were lying on the bare ground with only a thin hemp mat under them and having two worn blankets.

10. At the east end of No. 5 (that is, the hospital) we had the mud flooring dug up. At 4 inches the soil was moist and at 8 to 12 inches quite wet, so that the clayey soil when squeezed in the hand could be moulded and retained a firm cast of the hand. At the west end of the same barrack the earth of the flooring was dry to a depth of 24 inches. We also had the flooring of No. 3 barrack used by the ordinary prisoners dug up and found the earth moist at 2 inches, and at 6 inches the clay formed a mould in the hands.

11. We were also informed by the darogah that in 1881, he had, under orders, dug up the floors of the barracks and found the subsoil water-level to be 1½' to 2' from the surface of the floors.

12. If a jail is to be maintained in Amritsar, and especially if it is to be maintained on this site, it is essential that the number of the convicts be reduced to the greatest possible extent, and that only short-term prisoners be retained in it: that for them barrack accommodation must be secured by altering the present pukka masonry workshops and godowns—the former by raising the flooring on low open arches and the latter by adding upper storeys to the present buildings. In fact, the site must be treated as pestilential Terai land, and the floors of all barracks in which men sleep must be so raised as not to be affected by the subsoil damp. Until a final decision can be come to, we have resolved to make certain recommendations which can be at once carried out by the Inspector General of Prisons, and which will doubtless save many lives during the next three months.

13. We examined most of the cases in hospital and could not find any evidence that the Superintendent and hospital assistant were alive to the necessity of careful daily examination of the sick, and diagnosis of

their cases. Unfortunately both the Superintendent and the permanent hospital assistant were on the sick list, so that we had to depend for our information on the bed-head tickets (scraps of paper, no forms being available), and on a hospital assistant new to the situation. The chief feature in the hospital treatment was neglect to diagnose and treat efficiently lung affections, of which there were a large number of cases in hospital. But we must admit that it is quite impossible to examine with the necessary care and precision the lungs of a man lying on the bare ground, and in the whole of the hospital containing 62 patients there were only 5 charpays.

14. The mass of the prisoners in hospital were suffering from malarious fever, but a great number had complications of this disease, which, under the conditions surrounding them, render their recovery very difficult, and only possible by careful individual treatment of each case, and by the removal of the sick from their present quarters.

Types of disease.

General condition of prisoners.

15. We examined the whole of the prisoners on parade and also the convalescent gang.

16. The chief feature remarkable was the large number of scorbutic cases. Every fourth or fifth prisoner showed a scorbutic taint. Now although malaria, like severe exertion (as well as other causes), will increase the effect of a scorbutic taint, there is no known cause which will initiate scurvy but the continuous absence of fresh vegetable juices from the diet. Therefore, there cannot be the smallest hesitation in pronouncing that the prisoners confined in this jail have not for some months back had sufficient vegetables supplied of antiscorbutic value.

17. We were also struck with the large number of scorbutic weak men who were in fetters for safe custody. Many of them had passed from one-third to half their original sentences of a year or two. Many weak prisoners in hospital also had fetters on.

18. We examined the garden. There is sufficient ground available, but much of it is "osur" land. The rest requires draining, careful cultivation, and high manuring. The prison nightsoil is not applied directly to cultivation, but is trenched in a distant corner of the garden, and after six or eight months is taken up and spread as required on the beds. There is little objection to this except the waste of labour involved. There was a good supply of cold-weather vegetables coming on. We saw no potatoes under cultivation, nor is there a single lime tree in the garden.

19. It is scarcely necessary to say that there is abundance of water, which is not complained of except the well in front of the warders' lines in which the water was standing at 4 feet from the surface, and which was said to cause spleen. The method of its distribution to the prisoners is highly primitive and objectionable. All are supplied from one open well worked by a Persian wheel in the outer circle. Depth of well 16 feet; surface of water 6 feet from ground-level. As the water flows from a tin spout connected with the wheel reservoir, it is caught in kerosine-tins by the water-carriers and carried (often with their hands inside the tin) to the inner circle, where there are placed a large number of earthen gurrabs, out of which each prisoner takes water as he wants it with his earthenware cup; of course under such conditions the sources of contamination are manifold.

20. Near the well from which the drinking-water is taken, there are two shallow masonry troughs, one 12' x 9', the other 12' x 12', in which the prisoners are allowed to bathe once a week if they so desire it. But in this jail, as in others, there is no provision for a daily bath, and no regular system of parade under which the men may have the opportunity of washing off the dirt and grime from hands and feet before going into the barracks for the night. The absence of this daily bathing must be more felt, or if not felt, must certainly be more insanitary, as there is no provision whatever for ablution at the latrines.

21. In the outer enclosure is also situated the cook-house on the usual plan. The bread being cooked was made entirely of wheat flour, a precaution arising out of the prevalent sickness; it was well cooked, but the cook-house was untidy and disorderly. The vegetables cooked and uncooked were, on the days of our visit, excellent. We were surprised to see the bread being carried from the cook-house to the inner circle for distribution not in baskets, but on the prisoners' heads. The meals are issued at 10 A.M., 1 P.M., and 4 to 5 P.M., according to the season of the year.

22. Near the cook-house we saw a small iron boiler for boiling the prisoners' clothes: it was capable of holding at one time a dozen blankets. There seemed to be no fixed interval for its use.

23. Special diet for the hospital is cooked at the general cook-house. Milk is obtained from the outside, and on the day of our visit it reached the jail at 10 A.M. This means that a weakly prisoner is kept without suitable food from 5 P.M. till 10 A.M., or 17 hours. The price paid for the milk (11 seers per rupee) would surely admit of the profitable establishment of a jail dairy.

Habituals.

24. Habitual criminals have a ward to themselves at night, but no segregation is attempted at work or at meals.

25. Civil and sessions under-trial prisoners are accommodated in the same ward in the general circle, and cannot come out of the ward without being in communication with all the prisoners.

26. The female jail consists of a small enclosure opening by a grating door into the general jail enclosure: it contains two wards, and has a mud screen wall between the grating door and the barracks.

Females.

27. There is one unroofed latrine in the general central enclosure, which we were informed was used only by hospital patients. The men in the factories use the latrines in their enclosure at any time. The well in the factory enclosure had the water standing at 4 feet from the ground-level: in the rains rises to 2½ feet. No bathing platform is attached to this well.

Day latrine.

Cells.

28. The solitary cells are a substantial block of cells placed back to back with small yards in front.

Workshops.

29. The workshops and godowns are also substantial buildings.

Store-rooms.

30. The arrangement of the store-room for the prisoners' property is very defective: no racks, only a few walls shelved, and the ventilation very defective. The clothing store-room was fairly well arranged, and had a good stock of warm blankets and blanket coats.

31. The same system of purchase of woollen thread prevails here as elsewhere, and the blanket cloth is coarse. The system of purchase of all raw materials in this jail is the same as in the others already examined. Little work goes on, except paper-making and litho. printing for Government. Grain is not stored, and there is no attempt to utilize the cheaper grains in the diet.

Purchase of raw materials.

Executions.

32. A new drop for hanging prisoners has been erected in this jail. It seems to answer well and is said to have cost about R100.

Condemned criminals.

33. It is the practice in this jail to chain condemned prisoners to the gratings. It is not understood why they cannot be confined in the pukka solitary cells. One of the condemned men was a prisoner who had murdered the head warder of the jail last August with a chukki stone.

Mortality.

34. There have been 11 deaths up to date from the following diseases:—

Pneumonia	4	Dysentery	2
Diarrhoea	1	Phthisis	2
Ruania	1	Fever	1

With the exception of about ½ lb of quinetum there were no medicines in the jail. The hospital assistant states that it is the practice to get what is required from the civil stores because the combined indents are not divided between the different institutions. The hospital clothing is quite insufficient for the time of the year. One patient suffering from acute dysentery and lying on the floor, complained of the cold and drew attention to the two thin worn-out blankets in his possession.

Escapes.

35. There have been no less than three escapes from the jail during the year.

Juveniles.

36. Five boys were confined in a small ward apart from the men. Two of these have been convicted three times.

Fetters.

37. Out of a gang of 9 convalescents, 3 weak men were in fetters. In hospital, also, a considerable proportion of the men were in fetters.

38. There are 13 ward masters in the jail. These men are selected by the Superintendent, and their appointments confirmed by the Inspector General of Prisons. Of the 13, we saw 12: only 4 of these men were on the mark system, and, therefore, had sentences of two years and over. Six had sentences of a year, and one six months and another five months. Meena, whose original sentence was six months, has for the greater part of his sentence been a ward master. His appointment was said to have been sanctioned by the Inspector General of Prisons. Pulla, who was sentenced to five months on the 14th June 1888, has been a ward master for three months, although the Inspector-General of Prisons refused to sanction his appointment. He will be released in five days.

Convict Officers.

39. Examined all the registers, found 68 in use. The reduction of the number of registers and books will be a subject for discussion with the Inspector General.

Registers.

40. Enclosed is a list of the jail establishment. The distance of the jail from the city obliges most of the warders and officials to live on jail premises. The guard-house has a small cookshop attached to it, in which half a dozen men could cook, but it is unroofed and useless: most of the men cook in the open air. There is ample room in the guard-rooms to allow warders to reside in them with their families if they were allowed to have them living in the jail. A few minor alterations would make these quarters complete as family residences.

Jail Establishment.

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INSPECTION REPORTS ON JAILS.

41. Five out of 17 of the night-watchmen have been over three years in jail service. They are a ragged, undersized and undisciplined rabble who could not find employment anywhere else. Pay, as usual, only Rs. 6, out of which they find their own uniforms.

Police guard. 42. The Police guard consists of—

16 Constables. }
1 Sowar. } Cost R178, without their uniforms.
3 Sergeants. }

43. The jail has been visited in 1888 by the Commissioner and Deputy Commissioner; only the Commissioner has recorded his visit in the visitors' report book. The Deputy Commissioner does not appear to use this book. In 1887, no remarks were made by any visitor except the Inspector General of Prisons and the Inspector General of Civil Hospitals.

44. The Commission visited the Magistrate's hawalat at the court-house on the evening of the 9th. The building, although a new one and only constructed six years ago, appears to us extremely faulty in design. Judging from the strong smell of organic matter in the cells, it is evident that they are very badly ventilated. The Inspector General will be asked for a copy of the plan and respecting its being a standard plan for the province.

45. No less than 46 prisoners were in confinement, including 3 women. The prisoners complained loudly of their long detention and want of proper food. There were 8 under-trial prisoners who had been 43 days in these cells and 16 days in the thana. This means 59 days in close confinement without exercise or fresh air, on a mere subsistence allowance of food without fresh vegetables. The condition of these men when sentenced and sent to jail can be imagined.

Hawalat establishment. 46. The cost of the establishment attached to this hawalat is as follows:—

2 Turnkeys on 9 each, R18.
2 Sergeants. } Police force.
8 Constables. }

List of Jail Establishment, including Police Guard, at the Amritsar Jail existing on 8th November 1888.

Name.	Residence.	Office.	Service in years.	Pay.	Remarks.
FIXED ESTABLISHMENT.					
Barkat Ali	Kila Natha Singh, Gurdaspur District.	Tailor	25	R 80	
Prithmi Chand	Chakawal, Jhelum District	Clerk	18	50	
Hushmut Bai	Singhal, Jhelum District	1st Moharir	14	15	
Hasan Din	Lahore	2nd do.	1	10	
Rallia Ram	Amritsar	Jail Teacher	11	25	
Mussummat Jiwun	Do.	Matron	20	10	
Muksudan	Jerwal, Sialkot District	Turnkey	6	9	
Niomutoola	Dharmkote, Gurdaspur District.	Do.	2½	9	
Vacant		Do.	...	25	
Kaushi Ram	Lahore	3rd class Hospital Assistant.	2	10	
Do.	Do.	Jail allowance	...	9	
Teku	Nurpur, District Kangra	Head night-watchman.	12½	9	
Deokalli	Mrupur, District Bara Banki, Nawabganj.	Ditto	8½	6	
Nihal Singh	Santakhgarh, Hoshiarpur District.	Night-watchman	7	6	
Raggu	Amlebur, Hoshiarpur District.	Do.	5	6	
Nunney Khan	Amballa	Do.	3	6	
Mulk Raj	Pasrur, Sialkot District	Do.	2½	6	
Hushmut Ali	Futtehpur, Jummoo territory	Do.	13½	6	
Ghulam Ali Shah	Nag, Amritsar District	Do.	13½	6	
Umar Bux	Amritsar	Do.	13½	6	
Nabi Bux	Dharmkote, Gurdaspur District.	Do.	1	6	
Hoshein Shah	Fatehgarh, Gurdaspur District.	Do.	4 months	6	
Polo Ram	Saharan Khurd, Gujranwala District.	Do.	3 "	6	
Parag	Monahur, Cawnpur District	Do.	2 "	6	
Ganga Ram	Patodi, Gurgaon District	Do.	6½ years	6	
Salamat Rai	Pasrur, Sialkot District	Compounder	1 month	7	
TOTAL				349	

List of Jail Establishment, including Police Guard, at the Amritsar Jail existing on 8th November 1888—continued.

Name.	Residence.	Office.	Service in years.	Pay.	Remarks.
MANUFACTORY ESTABLISHMENT.					
Sawan	Pura Nikan, Sialkot District	Paper-maker	1½ years	R 15	
Gulam Mohamed	Dharmkote, District Gurdaspur.	Litho. writer	1 year 4 months.	15	
Ulam Din	Gujrat	Mistri	1 year	15	
Makhan Mal	Paprol, Faizabad District	Gardner	1 "	8	
TOTAL				53	
CONTINGENT GUARD.					
Mohamed Hossein	Ambala	Jemadar	23 years	12	
Rahim Bux	Gujranwala	Dafadar	6 "	9	
Habiboola	Mehtabgarh	Do.	1½ "	9	
Kharak Singh	Alochar, Jullundhur District	1st grade Barkandaz.	5½ "	7	
Gonesh Das	Firozewala, District Gujranwala.	2nd grade Barkandaz.	3½ "	6	
Mahabir	Manpur, Nawabgunj	Do.	1½ "	6	
Ghulam Kadir	Batala, District Gurdaspur	Do.	1 year	6	
Ram Kishan	Jatti, Kangra District	Do.	8 months	6	
Bhema	Tarpal, Kangra District	Do.	7 "	6	
Reeju	Ditto.	Do.	7 "	6	
Feroze Din	Wadala Awan, Gurdaspur District.	Do.	6 "	6	
Kirpa Ram	Khushalpur, Gurdaspur District.	Do.	5 "	6	
Rallia Ram	Kadrain, Gurdaspur District	Do.	5 "	6	
Mohanda	Rurjala, Gujranwala District.	Do.	18 days	6	
Suraj Bhan	Shekripur, Kapurthala State	Do.	3 months	6	
Ohdo Ram	Mamda, Jullundhur District	Do.	3 "	6	
Devi Saran	Hamirpur, Kangra District.	Do.	2 "	6	
Sri Ditta	Shekhpur, Kapurthala State	Do.	2 "	6	
Mohamed Bux	Dinga, Gujrat District	Do.	1½ "	6	
Chirag Din	Dharmkote, Gurdaspur District.	Do.	1½ "	6	
Davi Chand	Barsan, Hoshiarpur District	Do.	1 month	6	
Ram Kishan	Gatra, Kangra District	Do.	1½ months	6	
Ram Chand	Pasrur, Sialkot District	Barkandaz	1 month	6	
Mohamed Din	Chak Mobarik, Gujrat District.	Do.	20 days	6	
Shareef Din	Ruryala, Gujranwala District.	Do.	10 years	6	
Mohamed	Gujrat	Do.	2 "	6	
Naword	Kangra	Do.	2 "	6	
Husan Mohamed	Thikuryon, Gujrat District	Do.	1½ "	6	
Ram Sewak	Sultanpur	Do.	1 month	6	
TOTAL				187	
EXTRA GUARD FOR NIGHT SERVICE.					
Noor Dad	Chak Mobarik, Gujrat	Barkandaz	8 months	6	
Khazana	Palampur, Kangra District	Do.	6 "	6	
Ikram Singh	Jogipur, District Mirzapur	Do.	10 days	6	
Maushur	Astole, Bara Banki, Nawabgunj.	Do.	1 month	6	
TOTAL				24	
EXTRA GUARD FOR MALE CONDEMNED PRISONERS.					
Fateh Khan	Jandiala	Barkandaz	9 months	6	
Mahbub Shah	Pasrur, Sialkot District	Do.	6 "	6	
Jagan Nath	Bara Banki, Nawabgunj	Do.	4 "	6	
TOTAL				18	

List of Jail Establishment, including Police Guard, at the Amritsar Jail existing on 8th November 1888—concluded.

Name.	Residence.	Office.	Service in years.	Pay.	Remarks.
EXTRA MATRON FOR A FEMALE CONDEMNED PRISONER.					
Mussamat Tabo .	Tung, District Amritsar	Matron	16 days	R 6	
Mussamat Bhago	Amritsar	Do.	7 "	6	
			TOTAL	12	
POLICE GUARD, AMRITSAR.					
Nadhan Singh .	Gandiwindi, Amritsar District.	Sergeant, 1st grade	35½ years	25	
Dyal Singh .	Chetanpura, Amritsar District.	Do., 3rd grade	31 "	10	
Charan Singh .	Amritsar	Do., do.	23½ "	10	
Jowala Singh .	Bhekha Chak, Gurdaspur District.	Sowar .	33 "	21	
Nagina .	Balyana, Kangra District	Head Constable, 1st grade.	14 "	7	
Piran Ditta .	Kalanur, District Gurdaspur	Do. .	12 "	7	
Shah Mohamed .	Dhera, Pathana, District Gurdaspur.	Do. .	2½ "	7	
Fazl Din .	Manipur, District Jullundhur	Do. .	3½ "	7	
Nihal Singh .	Maltan, District Gurdaspur	Do. .	10 "	7	
Nabi Bux .	Bhardaji, Jullundhur District.	Do. .	5 "	7	
Nabi Bux, 2nd .	Majiwind, Amritsar	Do. .	6 "	7	
Khair Din .	Mokam, Amritsar District	Do. .	1 "	7	
Mangal .	Gupirpur, Gurdaspur District.	Do. .	5 "	7	
Jhanda Shah .	Talwandi Kapurthala State	Do. .	1½ "	7	
Jhanda .	Badshahpur, Kapurthala State.	Do. .	10 months	7	
Hakum .	Gujurpur, District Gurdaspur	Do. .	11½ years	7	
Chand .	Khosala, District Amritsar.	Do. .	10 "	7	
Wasan Singh .	Chambal, Amritsar District	Do. .	1½ "	7	
Imam Din .	Futtowal, Gurdaspur District	Do. .	5½ "	7	
Moula .	Sheikh Chak, Amritsar	Do. .	11 months	7	
			TOTAL	178	
			GRAND TOTAL	821	

(4)—LAHORE CENTRAL JAIL.

The Commission visited the Lahore Central Jail on the 12th, 13th, and 14th, accompanied on the 12th and 14th by Dr. Gray, Inspector General of Prisons.

2. The site occupied by the jail appears to be a good one and is capable of being thoroughly drained into a deep channel which bounds the whole jail area on the south. There are also three deep drainage channels on the east, west, and south, which separate the jail from the jail garden. One of these main drains is used as a channel for conveying canal water mixed with dye-house washings to a point inside the solitary cell enclosure from which it is pumped up and used for irrigating the grass plots inside the main enclosure. In our opinion this drainage channel should be used for its legitimate purpose only. It would improve the drainage of the jail area very materially if the main drain which passes under the Cabuli Gate was continued straight through the garden to the Mean Mir drainage channel. The waste water from the paper factory could by this new cutting be more easily carried off. The means for rapidly carrying off storm water from the surface should also be carefully examined after a heavy fall of rain, and such remedies applied as will ensure that no water lodges inside the jail even for a few minutes after a heavy shower of rain. In connection with this question of the drainage of the surface, it is essential that all the channels now in use for irrigating the grass plots should be removed, and the grass watered by means of vessels or massaks carried by prisoners. For this purpose the waste water from the new bathing platforms to be erected in the circles may be caught in masonry reservoirs built on or near the grass plots, but so raised above the ground-level as to be easily emptied and cleaned by gravitation. No bathing or slop water should be sprinkled on the prison pathways: only pure clean water from the tanks.

3. The country between the jail and the city is a vast cemetery in which the dead have been buried for centuries. If the movement of subsoil water is from river towards the jail this may have had a very

serious effect on the water-supply which is taken from numerous shallow wells in the jail enclosure. It is also stated that cess-pits inside the walls were used for the disposal of sewage when the jail was first built.

4. Towards the Lawrence Hall gardens and round the Superintendent's house, canal water has been freely used for many years, and the country surrounding the jail in this direction has for some years been considered very malarious. The obvious remedy for this is a properly-arranged system of drainage by which all surplus canal water can be rapidly removed.

5. In appendix A will be found the details as regards the jail area within the main walls of the jail and also the areas of the circles in which the sleeping barracks are situated. In our opinion the area actually occupied by the sleeping wards and work-sheds in which nearly 1,200 men are confined night and day is far too limited, notwithstanding the fact that these circles are surrounded by iron railings which admit of free circulation. It would be possible to improve the circle enclosures very materially by removing three divisional walls in the first circle and two in the second circle. The amount of space per prisoner within the main walls is said to be 98 square yards, but within the inner enclosure of the two circles in which 1,200 men constantly reside (and 1,600 live for 12 or 13 hours of each day), the area per man is only about 42 square yards.

6. The sleeping barracks are kutcha-pucka structures with tiled roofs partly supplied with roof ventilation. They are arranged in two radiating circles. Each barrack is calculated to contain 99 prisoners at 36 square feet and 500 cubic feet per prisoner. If 50 square feet were allowed, then the barracks could only each accommodate 70 prisoners. In a prison with a site area so limited we are strongly of opinion that not less than 50 square feet of superficial area should be allowed to each prisoner in the wards. Having lights within reach of the prisoners is a defect. The excessive ventilation at this season of the year is controlled by batten doors and by filling up each alternate opening with kutcha masonry. The berths in the wards are raised earthen beds having a couple of inches of carpet cuttings on the top. This is a wise precaution in a jail with so many sick and weakly prisoners. The night-guarding arrangements might be improved by having small arched openings in the divisional walls between the wards. This would allow the wards to be patrolled by a smaller number of prisoner night-watchmen, who should be specially selected for the purpose. There are no night latrines outside the sleeping wards. Vessels are placed at one end of the barrack. No attempt is made to control the use of these ward latrines at night by healthy prisoners, nor is resort to them at night made of any use in checking the onset of bowel affections among the prisoners.

7. The water-supply for all purposes is obtained from a small well in each enclosure. The amount of chlorides, nitrites and nitrates, as also carbonate and sulphate of lime, exceeds that found in the municipal water-supply. All these small wells are shallow and only contain about 5 feet of water, a supply which is readily exhausted. Attached to each well is a small reservoir and platform for bathing and washing. In our opinion the water-supply is impure and obtained from a source more liable to pollution than if derived from deeper strata: the bathing and washing arrangements are also very defective. We agree with the committee lately appointed to enquire into the unhealthiness of this jail in recommending that there should be a complete change in the water-supply. Taking into consideration the great and permanent cost of supplying municipal water for all purposes, we would advocate as an experiment that two deep wells giving at least 20 feet of water should be dug in selected spots. From these wells the water should be stored and distributed in the manner advocated by the Executive Engineer. If this source of supply proves a success (as is more than probable), the monthly cost of supplying municipal water would be saved. The construction of these wells must be thoroughly considered; the best masonry being used and Portland cement employed in plastering both sides of the cylinders, so as to prevent any percolation of water through the cylinders from the upper strata. Looking at the fact that this jail has suffered from severe epidemics of cholera, it might be advisable to have the reservoirs connected with the municipal water-supply at Charing Cross by a 4-inch pipe, so that the water-supply could be completely changed on the appearance of cholera or increased sickness caused by diseases of malarious origin. The Executive Engineer estimates that this connection with the municipal water-supply would cost ₹10,000. For this small sum the Government would ensure this jail against the risks of epidemic disease. While the jail continued healthy there would be no further expenditure. If it become unhealthy the prisoners could at once be given the best water obtainable at Lahore. Financial considerations must determine the laying down of this main which we recommend not as absolutely necessary, but as a subsidiary insurance on the health of the prison.

8. Proper bathing platforms on the standard plan adopted in Bengal or in the North-Western Provinces jails should be built in each enclosure; the length of each platform being regulated by the number of prisoners to be bathed at it. The water should be supplied to these platforms by means of large cocks which will allow of their being filled rapidly. Platforms or double earthen mounds should also be provided for each day latrine to allow the prisoners to wash themselves after using the latrine. It should be a standing rule that the reservoir of the bathing platforms should be always kept full of water. To ensure cleanliness and save time, a system of

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bathing and washing parades should be carefully organized. The following are the occasions on which every prisoner should be paraded at the bathing platform:—

- (a) on the opening of the ward for washing their mouth-face, &c.;
- (b) bathing-parade before the morning meal;
- (c) washing hands and feet before lock up.

In many well-organized jails it is also the practice to parade them on the platform after each meal to wash their plates and cups. The whole of these parades need not occupy more than 15 minutes in the 24 hours. We found that the soiled water from the dye-shop was being used in irrigating the grass after being mixed with canal water.

9. There are small day latrines in each enclosure. They are too small to allow the latrine parades to be carried out rapidly. They should also be subdivided into compartments by partitions so as to shelter each

prisoner using them. Any prisoner using the day or night latrine at other than the recognized times should be placed under observation, and, if necessary, treated medically. Vessels placed as urinals should be available at all hours of the day and night. If the work-sheds are enclosed, it will prevent much wandering about if a urinal is erected in a sheltered corner for the use of prisoners working in the shed. It should also be a rule at night that no prisoner should leave his bed to visit the urinal without the sanction of the convict officer or lumberdar patrolling inside the ward. Carbolate of lime is used as a disinfectant. When the dry-earth system is properly carried out, we do not see the advantage of using disinfectants which by their more powerful odour disguise defects in conservatism. To disinfect stools in particular diseases we recommend the use of sulphate of iron or strong sulphuric acid. For a jail which suffers so much from epidemics of cholera we would recommend the destruction by fire of all suspicious stools and discharges. (The Alipore Jail has an excellent plan of a vessel which is used for this purpose.) The nightsoil is properly trenched in the jail garden, and with it is trenched the urine. The trenched land is brought rapidly under cultivation. Having a side gate for removing the excreta from the jail may be useful and convenient, but it is a very dangerous arrangement, and one which should not be continued if it is decided to give up the use of fetters for safe custody. To remove the nightsoil and urine through the main gate without causing inconvenience, it will be necessary to have a depot in the jail enclosure outside the circles, where it can be collected and then run out in carts drawn by the sweepers. By this arrangement the nightsoil cart only passes the gate three times in the day,—that is, after each latrine parade.

10. The hours of labour are as follows. In winter the prisoners go to work at 7 after receiving an early morning meal: work is closed at 10 for bathing and breakfast. They return to work at 11 and continue working up to 4 or 4-30. The evening meal is served at 5, and the jail is locked up by 6 p.m. In summer they begin work at 6 a.m., come to breakfast at 10, resume work at 11 and knock off for the day at 5 p.m. Those who work in the sun are not sent out until 2 p.m., but there is no fixed mid-day rest for the other prisoners or even for the convalescents. This in our opinion is a most important matter. It is impossible that men suffering from all stages of disease and extreme anæmia, can drag themselves about even on the lightest work for 12 hours without injury. The convalescents and prisoners losing weight, having been entirely separated from the healthy prisoners, it should be laid down as an absolute and invariable rule that they should be locked up in their sleeping ward from 11 a.m. to 1 p.m. quite irrespective of the season of the year. In summer it will probably be advisable to extend this rest to 2 p.m. In summer and during the prevalence of malarious diseases in autumn every prisoner in the jail should be locked up in his sleeping ward from 11 a.m. to 1 p.m. The hours of labour might then be extended to 5-30. In practice in large central jails where task-work is rigorously exacted, it is found that this rest does not diminish the outturn of work, while it most certainly benefits the health of men on hard labour and prevents progressive loss of weight in the old and weak. Some means must be adopted for preventing prisoners leaving their work-sheds during the hours of labour. If galvanized wire netting is considered too expensive, the work-shed should for all practical purposes be closed in by bamboo jafrey work. Where fetters for safe custody are removed this will be found essential.

11. The arrangements for the supply of articles of food are now what they have been for many years. A contractor supplies what is required and is paid on the amount actually consumed as shown by the contingent bill. The grain now in store belongs to the contractor. The rates are those fixed by the Tehsil. As a rule the articles supplied are of good quality, but the wheat is mixed with a large proportion of barley. The committee recently appointed to report on the unhealthiness of the jail has made certain recommendations in regard to changes of diet with which we entirely agree. We are, however, of opinion that where there is so much evidence of malaria and a scorbutic taint among the prisoners, nothing short of a daily issue of 3 or 4 chataks of vegetables will be sufficient. From 1st April till 1st November it will also be necessary to issue an extra allowance of amchur, tamarand or lime-juice with such vegetables as are available. If possible, potatoes should also be grown and stored for this season of the year. The committee has also recommended the extra issue of 1 chatak of flour and $\frac{1}{2}$ chatak of dall for every 10lb of weight in all prisoners who weigh above 130lb; such men must even in the Punjab be few in number, but it will be interesting to see how this suggestion will

work in practice. The men over 130lb in weight on first admission to jail will probably have to be placed in a separate enclosure and always kept there to prevent confusion. If any food is thrown away by prisoners who cannot eat the full allowance, it might be possible to devise a system by which this extra food could be given to the prisoners over 130lb and thus save the extra cost to Government. These measures recommended by the committee may be tried, but from our experience we anticipate that, if the present crowding gives place to ample accommodation, and the present polluted water-supply is changed, it will be found that the ordinary diet scale is sufficient for all. If vegetables are given daily during the cold season it will be necessary to issue a certain quantity of oil or ghee daily. When the health of the jail is restored, there is no reason why the inferior grains, such as barley, Indian corn, bajra, and jowar, should not be used entirely or in fixed proportions mixed together. They, however, require an improved system of cooking. At present wheat flour only is used.

12. The arrangements for cooking are good, but the allowance of fuel is high compared with that fixed for prisoners in the North-Western Provinces.

Cooking. The water in the reservoir with which the food is cooked was found dirty. It was explained that the reservoir was under repair. Better arrangements for the supply of water should be made. The wheat is ground in cells and, as pointed out by the committee, the flour is liable to be mixed with earth and contaminated with perspiration from the bodies of the prisoners. This can hardly be avoided if penal labour is to be provided for prisoners in solitary cells, unless by an arrangement of the chakki, enabling it to be driven by a prisoner in a cell, a crank handle communicating the power to the mill placed outside which can be fed by a hopper. If any cleaner and more satisfactory system of grinding corn is adopted in any Indian jail, we shall be glad to make a further representation on this point. The medical officer should invariably be given a free hand to substitute to individuals meat for dall and dahi when it is found necessary. The proportion of Muhammadans being very large in this jail, it may be possible to issue beef cooked in an entirely different part of the jail from the usual cook-house and to give it in lieu of dall or even dahi at certain seasons. But such a measure requires to be carried out with caution.

13. We were surprised to find that no special diet was being given to a large number of convalescents, who were apparently mixed up with and lost sight of in the general body of the men. Some change in their diet had been made, but it was discontinued after the outbreak of cholera. It is essential above everything that men in bad health and losing weight should be kept constantly under observation and given some animal food and their appetites improved by a change from the monotony of the ordinary jail diet. Rice should be allowed to all prisoners on the convalescent list who ask for it. Each prisoner should have a plate as well as a cup. We noticed that the want of this led to the soiling of the ground with food. A pattern of an iron plate and cup has been sent for from the Presidency Jail in Calcutta on which the Inspector General of Prisons can give his opinion. At present a vessel of earth or tin and of any shape and size is allowed to each prisoner.

14. The jail garden is an extensive one bounding the jail on two sides. It is irrigated with canal water which is raised about four or five feet by means of Persian wheels. We found the garden stocked with an ample supply of vegetables, and the date of each sowing recorded on a wooden label in the ground. There is no regular calendar for regulating the sowings of different crops for each month in the year. The number of lime trees and antiscorbutic fruit trees is insignificant. Nothing short of properly planted and extensive orchards can supply the jail with a sufficiency of lime-juice for use during the hot weather and rains, as an alternative to amchur and tamarind pulp, which must be brought from parts of the country where the mango and tamarind trees are plentiful. Considering the great necessity that exists for having an ample supply of vegetables, including potatoes and limes, for nearly 2,000 prisoners in the three jails all the year round, we would ask the Inspector General of Prisons to consider whether a garden and farm could not be started on the opposite side of the main canal which could by direct irrigation with canal water be made to grow—(a) All the vegetables required for the three jails. (b) Cereals to a large extent to cheapen the cost of diet and to produce fodder for jail-cows to be kept for the supply of pure milk and dahi for the sick and convalescents. This question of the supply of pure milk is a very important one in a jail subject to epidemics of cholera. (c) From the jail cows could be obtained the cattle required for farming purposes and for raising water from the large wells as well as the very best manure for certain kinds of vegetables. (d) Large orchards containing lime and other fruit trees could be planted. (e) There would be a large saving in fuel if the refuse straw, &c., from the crops was used instead of fire-wood, especially in gram-parching. It would require the services of only about 100 short-term prisoners to keep about 200 acres under cultivation, and these men could be marched daily from the district jail, and be sheltered and fed on the farm during the day. It would be an advantage to have no land immediately round the three jails irrigated by canal water.

15. As usual each prisoner is supplied with three blankets, a blanket coat and a safa. The blanketing is of coarse inferior quality made in the jail. The bedding consists of a tat mat with a layer of carpet cuttings below it which makes a warm and suitable bed. The arrangements for storing the clothing are good and the usual register checking its issue is kept up. This register is

defective and will form the subject of remark in our general report. The average cost per head for clothing for the last four years has been as follows:—R4 6, 1-6, 1-9, and R2-8. The average cost for the whole province during the same years was R5, 2-4, 1-4 and R2-6.

It would be an advantage to have a verandah attached to the clothing godown to shelter the prisoners employed in mending the clothing in store.

16. The classification of prisoners is very imperfect in this jail. There are no under-trial civil or female prisoners. The boys under 16 are kept entirely apart in a separate enclosure in which they work and sleep. The big boys are also kept in a separate enclosure in one of the circles. An attempt is made to distinguish habituals from first convictions by giving them a yellow cap, but it is admitted, and was evident in many cases, that this cap is frequently exchanged for an ordinary one. There is no means of knowing how often a prisoner has been previously in jail. As a rule there is no attempt made either in the work-sheds or in the sleeping wards strictly to segregate the habituals. We would advocate a strict system of complete segregation at all time for these prisoners. The sleeping barracks occupied by habituals should, if possible, be divided into cubicles. The barracks in this jail are well suited for the construction of cubicles. There are several good plans of such cubicles in existence, any one of which may be adopted. This will no doubt require some re-arrangement of the industries in the workshops, but in our opinion it should be done at any sacrifice. An attempt should be made to keep all habituals who have been more than three times in jail in separate confinement in cells. They should be provided with suitable labour, such as weaving, paper-polishing, "Newar" making, &c., which can be done in cells. They should be taken out for half an hour morning and evening, and exercised in association round the inner circle in the manner adopted in English convict prisons. It is only by special measures of this kind that it will be possible to keep down the number of the worst habituals and deter other prisoners in the jail from taking permanently to a life of crime. To enable the Superintendent to carry out this suggestion it will be necessary to complete the circle of solitary cells by building another hundred cells. Some more permanent means of distinguishing habituals and the number of their convictions should be adopted. The wrist ring with smaller rings of brass for each conviction on the main ring is the only permanent distinguishing mark we have yet seen.

Earnings.

17. As regards labour, there has been a great decrease in the earnings from jail manufacture of late years owing to the following causes:—

- (a) the giving up of the typographic press and bookbinding industry;
- (b) a large accumulation of old, decrepit, and useless prisoners who are quite unfit for industrial employment and only take up the space which should be reserved for able-bodied long-term prisoners;
- (c) want of properly qualified officers for pushing the jail industries.

18. We propose to discuss fully the question of the industrial employment of prisoners in Punjab jails in our general report for the province. There is no accurate record of the employment of each prisoner available with the prisoner on inspection parade. It is also impossible for want of some record of individual health and conduct for the Superintendent to arrive at any definite conclusion as to the capability of each prisoner to do the task allotted to him. We have asked for a Bengal labour ticket to be sent to this jail to show what is required in this direction. The ticket in use for the same object in the North-Western Provinces jails should be got, and the best possible record of the kind elaborated by the Inspector General.

Labour ticket and history.

19. The cellular accommodation is limited to 147 cells. Forty-seven of these are situated in the 2nd circle. These are wretched, badly ventilated and badly constructed cells. In our opinion they should be removed and in their place should be erected a sleeping ward, similar to that in the other enclosures of the circle. One hundred cells have been built in a separate enclosure. They are in blocks radiating from a central open space. The whole circle should be completed by building another 100 cells. These cells are 10 x 10 x 15 feet high and would be sufficiently ventilated if provided with grated as well as batten doors. A large number of iron gratings for this purpose are available in the Amritsar Jail walls. For coercing insubordinate and incorrigible prisoners without resorting to flogging, we would ask the Inspector General of Prisons to consider the advisability of adopting some such rule as that laid down in the Bengal Jail Code Rule 846. The result of this separate confinement without labour and on non-labouring diet has been very remarkable in some of our jails where there are a large number of bad characters.

Cells.

20. The punishments in use in the jail are of the usual description; there are very few cases of punishment by reduction of diet. In 1897 there were 1,448 offences connected with work with an average population of 1,668 prisoners. In consequence of the mark tickets not bearing the prisoner's original admission number, it is extremely difficult to trace the record of mark fines, &c.

Punishments.

21. A very large proportion of the prisoners are in fetters for safe custody. Even those in the convalescent gang and the sick in hospital are not exempt from fetters, unless a prisoner is very seriously ill.

Fetters.

In such a secure jail it ought to be possible to abolish fetters for all except the really dangerous prisoners. To do this, however, with success it will be necessary to reorganize the paid and convict warder establishment, and to introduce the system of parades for every general movement of the convicts by which a greater control can be exercised over large bodies of men. At present there is no systematic control, and there is much talking among the prisoners. The organization of the convict guard must be placed on a better footing, and only long-term prisoners who have been convicted for the first time should be selected for these posts. The practice of having ankle rings and ordinary prison clothing on the lower grades should be abolished. It is also important that these officers should not be paraded with ordinary convicts, but should be placed in charge of their respective gangs at all parades. If possible, they should have a barrack set apart for their own residence.

22. There are 87 convicts being taught in school, nine of these are boys below the age of 16, and the rest between 16 and 24 years of age. As the monthly cost for tuition is R55, it has been pointed out by the Inspector of Schools, who visited the jail in April 1884, that the arrangement is a most expensive one. It costs R7-8 annually to educate each prisoner.

23. There is an old, weak, and convalescent gang of nearly 600 prisoners. These men unfortunately are mixed up with the rest of the prisoners in the general enclosures, thus making it extremely difficult to watch their cases or to give them medicines or extra food. The jail management in this respect is decidedly faulty. No special diet is allowed for convalescents, nor does a prisoner carry with him a ticket showing any details of his jail history or his health and periodical weighments. The result is that it is absolutely impossible to arrive at any conclusion as to a prisoner's present condition of his progress towards recovery. The result of these defects is to be seen in the large number of deaths which take place after prisoners have been only two or three days in hospital under treatment. With a better system of separating the unhealthy men from the others, it should be possible with the present staff of one Assistant Surgeon, two Hospital Assistants, one Compounder and a Dresser, to render efficient medical aid to the sick and to watch the health of those who are on labour. We would recommend that the following procedure should be adopted without delay:—

- (a) Deterioration in health is so great that it is absolutely necessary that some immediate steps should be taken to reduce the population of the jail from 1,750 prisoners to 1,250. Urgent recommendations have been made to this effect to the Lieutenant-Governor.
- (b) All the old decrepit and weak prisoners should be removed to jails in healthier localities where there is no great demand for jail labour.
- (c) A few of the larger jails like Mooltan, Rawal Pindi, and Montgomery should be declared by Government to be places for the confinement of transportation convicts so as to relieve this jail of the large number of old and useless transportation prisoners.
- (d) All the prisoners should have labour-tickets given to them on which should be recorded their original weights and their subsequent weights as often as made by accurate weighments on beam scales. For this purpose it will be necessary to purchase three new beam scales moving on steel points. (Cheap and effective scales can be had for this purpose from a Calcutta maker whose address can be obtained from the Inspector General of Jails, Bengal.) The weight should be recorded in pounds. The supervision of these weighments should be carried out by the medical officer himself or by the Assistant Surgeon and checked by him until the present state of the jail is altered.
- (e) Supposing the weight test to be in full working order, every prisoner who is losing weight should be separated from the others and placed in a special gang. The prisoners of this gang should be weighed once a week instead of at longer intervals.
- (f) All executive subordinates from the jailor downwards should be trained to note the records of weight and should be required to assist the medical subordinates in discovering early loss of health. The jailor or his subordinate who has the distribution of labour should be held personally responsible for employing any man who is losing weight or in the convalescent gang on any but light labour. The co-operation of all jail subordinates in this important matter is of extreme importance in the early detection of loss of health.
- (g) We certainly think that a large proportion of those now on the convalescent list should have been in hospital under treatment.
- (h) The convalescent gang, when it is so large, may well be divided into two gangs so as to separate the more serious cases from those only showing loss of weight without any pronounced symptoms of anaemia or other disease.
- (i) All prisoners on the convalescent list should sleep in a separate barrack particularly well guarded from chills and draughts.
- (j) They should be given special diet suited to their requirements: and one most important measure is to secure for them a small allowance of warm milk or milk and rice in the very early morning and very late in the evening.
- (k) Such work as they are given should be selected with reference to their strength, and this work should be supplied in their own yard and not among healthy prisoners.

- (l) It is absolutely necessary that these men should be locked into their sleeping ward for a mid-day rest of two hours at all seasons. This is important.
- (m) In regard to clothing, they should be provided with pyjamas made of blanketing for the cold weather and rains.
- (n) To protect them from chills a small quantity of mustard oil should be issued for rubbing on their bodies.

24. There is ample space in the three hospital barracks for the treatment of the sick, and the wards are heated by proper stoves. The work of the present medical staff appears to be badly done, judging from the large number of cases which die in hospital two or three days after admission. The duties of the medical establishment should, if possible, be carefully defined and each officer given his separate share of work. Besides this, we are of opinion that some pecuniary allowances apart from the regular grade pay should be given as a deferred personal allowance to successful Hospital Assistants who have by their zeal and efficiency contributed to an improvement in the general health. We note that the Hospital Assistant of the District Jail receives an extra allowance of Rs 10, while the Hospital Assistants of the Central Jail receive only their bare pay. It should also be added that Dr. Dickson, the Superintendent, is of opinion that the Hospital Assistant of the District Jail is the only trustworthy medical subordinate he has under him. If an Assistant Surgeon is appointed as a Deputy Medical Officer, a more experienced and trustworthy officer than the present one should be sent here. Proper iron beds should be provided for the sick. The hospital wards should also be protected with iron gratings as well as batten doors so as to allow free perfusion of air in the hot weather. While thus insisting on the exaction of careful and painstaking observation of the health of the prisoners from jail officials and hospital subordinates, we must add that the Superintendent of the jail cannot be allowed to divest himself of responsibility for a firm and uncompromising personal review of every man's work, and an unflinching determination to punish with severity any neglect of duty.

25. In connection with the subject of health it is important that the transfer of weak and unhealthy prisoners to this Central Jail should be absolutely forbidden. These men as a rule do better in the jails of their native districts, and there is no room for them in a Central Jail if the manufactories are to be a success. As far as possible all the weakly and useless prisoners now in the jail should be sent back to the jails of their own districts. The question of the treatment of prisoners under trial in hawalats and police thanas does not affect this jail directly, as prisoners are not admitted to it direct from the court.

26. If this jail is to take its proper place among the principal convict establishments of India and to be a training school for jail subordinates for District Jails, it is absolutely necessary that the whole jail staff should be reorganized. The monthly cost of the jail establishment is as follows:—

Establishments, General Branch	R
Ditto Night watchmen	953
Hospital Establishment	288
Permanent Guard	200
Contingent Guard	300
Police Guard	453
Manufactory	601
	84
TOTAL	2,884 per mensem.

In our opinion it ought to be possible to organize a suitable, well-paid and trustworthy establishment for less than this sum, and we would ask the Inspector General of Prisons to examine this subject on his visit to other provinces.

27. In regard to lunatics under observation the rules in Lahore appear to be different from those in other provinces. All lunatics are sent in the first instance to the asylum for observation. It was ruled in Bengal that this was contrary to the Act. This point requires further enquiry. As regards recovered criminal lunatics, we find that there are a certain number confined here, but no attempt is made to utilize their services either as convict or paid officials. The Inspector General of Prisons has received the new suggestions made by the Bengal Committee, but no action has been taken on them. For instance, Nurchand and Jandoo have been in custody 15 and 20 years; they show no signs of insanity, but no use is made of them nor is there any procedure by which they could be gradually set free without danger to society.

28. Full advantage is not taken of the means provided in this jail to make it absolutely safe against any combination among the prisoners to break out or escape singly. The following are some measures which are absolutely necessary to improve the security of this jail:—

- (a) Double gates should be provided at the main entrance which should be worked on a proper system that will render it absolutely impossible for any number of prisoners to rush the gate. The two gates should be near enough to each other to allow one responsible officer to work them. As a special case, both gates should

- be grated so as to give the gate-keeper a full view of the long passage which leads inside the jail, and to enable the sentry outside to act effectually in case of an attack on the gate-keeper. The gate at the farther end of this passage is useless.
- (b) The grated entrances to the two circles and to the hospital should be placed under a reliable officer who should be instructed not to open any gate unless the two others are under lock and key. He should also refuse to allow any prisoner who is not accompanied by a convict officer to leave the circles or the hospital.
- (c) The entrances to the enclosures in the first and second circles should be placed under the charge of a responsible officer who shall on no account unlock more than one door at a time. The exits from the circle towards the main entrance should in like manner be controlled by this official. He should allow no prisoner to leave his enclosure who is not accompanied by a convict officer.
- (d) All the work-sheds in and out of the circles should be closed with wire-netting or light bamboo gratings to prevent wandering about. The key of these sheds should be with the paid or convict warder outside.
- (e) If the jail establishment is reorganized an alarm parade will be found of great service. For giving the alarm a warder should be placed in one or both the towers, and should have command of a large bell with which he could summon assistance on the occurrence of a disturbance or an escape. The warder in the tower must be able to lock himself in to prevent his being surprised.
- (f) It will be found extremely useful to have a few old long-term trustworthy prisoners who have a short period to serve placed during the day at regular intervals along the main wall. With these precautions in proper working order and a regular system of parades introduced to control the movements of prisoners, it will be possible, without the least fear, to remove the fetters of all prisoners.

29. As regards guarding arrangements at night we advocate the following system:—

Watch and ward.

- (a) A prisoner official watchman patrolling inside each ward.
- (b) Each enclosure containing two sleeping wards to be patrolled by a convict and a paid warder; the paid warder being held responsible for the safe custody of the convict warder and for his being alert.
- (c) Each circle should be placed under a head patrolling officer whose movements along the inner and the outer circumferences of the circle should be recorded by a tell-tale watch. It will be the duty of this officer to keep the paid warders in the enclosures on the alert. He will at intervals also challenge the prisoner sentry patrolling the inside of the ward. It is only by some such system of guarding that responsibility for escapes can be fixed on certain prisoner and paid officials. This is an important matter when it comes to try subordinates for neglect of duty leading to escapes.

In the North-Western Provinces jails the system is somewhat different but tends to the same end, namely, a series of men having each his own degree of responsibility for the safety of each ward and circle, and forming an unbroken chain from the convict, who takes two hours' duty in his turn as ward patrol to the lumbarid inside the ward, the prisoner warder patrolling outside the ward, and the head warders controlling the whole circle, whose movements are recorded by the watchmen controller in his pocket.

30. New offices have been built on either side of the main gate, but it is a fatal mistake to have these offices opening on the public road and thus making it possible for strangers to enter them. The only entrance to a jail office should be through the first main gate, so that the gate-keeper can fully control the movements of all those who enter and leave the office and keep a record of the time spent in them by the subordinate officials.

31. It is absolutely necessary for the easy identification of all prisoners that a wooden ticket, containing his class, jail number, sentence, date of sentence, and date of release, should be attached permanently by a wire ring to his neck. The present wooden labels written in Persian and attached to the coats are useless.

(5)—LAHORE DISTRICT JAIL.

The Commission examined the Lahore District Jail on the 14th November, accompanied by the Inspector General of Jails, Punjab, and the Superintendent of the Prison.

2. The jail buildings are contained in a square enclosure, 670 feet x 620 feet, and in that space the inmates are pretty closely packed, having, at the calculation of 694 inmates, an allowance of 66 square yards per man.

Site.

3. As in the Central Prison, the capacity allowance per prisoner in the wards is a minimum one, namely, 36 square feet. In a jail having so confined a site-area we are most decidedly of opinion that the calculation of capacity should be based on a floor space of 50 square feet per man as a minimum.

Capacity.

Apart from this general increase to the allowance of floor space, we are of opinion that one

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range of barracks, consisting of small ill-ventilated rooms placed back to back and forming two sides of a quadrangle, should, in the interests of the health of the whole jail, be removed.

Accommodation.

Barracks for	252 convicts.
Cells for	150 "
Hospital	40 "
Sessions	16 "
Civil Ward	12 "

TOTAL 470

or, if the wards which we condemn as injurious to the general health be retained (which we deprecate), then room for 84 more or altogether for 554 convicts. This is the maximum number which, we think, can be accommodated *with any degree of safety in this jail*, while we strongly recommend that no more than 470 prisoners be lodged in it. On the night previous to our inspection there were 698 convicts confined in the wards. It is therefore clear that from our point of view, which is supported by the experience of the jails of the two largest jail administrations in India, this jail is constantly and dangerously crowded even when the population does not exceed the officially sanctioned capacity of the wards.

5. The arrangement of the buildings on the site is not good, but cannot now be improved.

Arrangement of buildings.

The barracks are well built, and well enough raised off the ground, the subsoil water-level standing at 27 feet. The lateral ventilation is sufficient except in the small barracks which we have condemned, and it is fairly under control.

6. As regards the divisional walls we would recommend the removal of that erected

Divisional walls.

the security of the jail.

7. The surface drainage is very good, and the nature of the subsoil in the filter area of the jail well prevents, in our opinion, any likelihood of pollution by surface percolation into the water-bearing stratum.

Drainage.

8. The hospital enclosure has a good latrine, but none of the general latrines have any arrangements for ablution. Nightsoil is trenched into the garden in the usual way.

Latrines.

9. Night urinals of the usual kind are in use in the wards. The ground is carefully protected from pollution, but in this jail, as elsewhere, the prisoners are allowed without question to ease themselves in the barrack at night—a procedure which is equally unnecessary and undesirable.

Night urinals.

10. The water-supply is obtained from one well in which the water stands at 27 feet from the surface. It is a deep well and contains an ample supply of water. The water is lifted into a store tank by a Persian wheel, and the distribution is made by earthenware pipes. There are defects in the construction and covering of the tank, and the earthenware pipes are not free from objection in that they are easily broken and *admit of pollution of their contents from surface filtration*. As they are practically worn out, early steps should be taken to have them replaced by iron piping with good hydrants. The bathing arrangements are most inefficient, and early steps should be taken to have a standard plan drawn up of a bathing reservoir and platform at which the convicts may quickly and effectually bathe themselves at mid-day and wash their hands and feet at other times, as described in our Note on the Central Prison. As there is no bathing, there is no slop water or ablution water to be disposed of.

Water-supply.

11. The labour of the prisoners is continuous, no provision being made for an hour or two's mid-day rest in the wards, even in the hot months.

Labour.

12. There is an excellent hospital with arrangements for heating by stoves. The weakly and convalescents are not kept permanently separate from the other convicts.

Hospital.

13. All the weightments of the prisoners are carried out by the hospital assistant, and not by the Superintendent.

Weightments of prisoners.

14. Little attention is paid to the distribution of the meals in hospital, and, in practice, patients, unless very ill, may go 17 hours without food.

Meals.

15. The examination of the healthy prisoners is performed daily by the hospital assistant, but there is no fixed responsibility for neglect to bring up a prisoner who remains for any long time unwell in a gang. The diagnosis of cases and the care of them seemed to be more carefully performed than in the Central Prison hospital, which is in charge of an Assistant Surgeon and two hospital assistants.

Health inspections.

16. The cooking of the food is the same as in the other jails. The prisoners were supposed to be getting wheat and gram flour, half and half, but in the wheat being ground we saw a large proportion of barley, sufficient to entitle it to be called "bejar."

Cooking.

17. The vegetable-supply at present is ample, and it would be well to issue them daily for the cold months. We saw a few orange and karna trees in the garden, but there is no lime orchard.

Vegetable supply.

Garden.

18. The garden is irrigated by canal water, but none goes inside the jail.

19. The clothing in use was sufficient, and the use of carpet cuttings on the berths makes the tat bedding sufficient without stuffing. The materials used in making the clothing are very coarse. The store-rooms are supplied with good racks and are well looked after.

Clothing.

20. Classification at labour is not attempted. The habituals are locked up separately at night, and a few are kept in separate cells, but at other times they mingle with the other prisoners.

Classification.

Cells.

21. There is a large number of cells in this jail: their construction is fairly good.

22. The imposition of irons for safe custody is carried too far, even weakly and sickly men being kept in irons.

23. Other matters connected with drill discipline, the rewarding of marks, and of punishments, education of prisoners, jail visitation, &c., are the same as in the Central Prison.

Fetters.

Drill discipline, &c.

(6)—LAHORE FEMALE PRISON.

The Commission inspected this jail on the 15th in company with the Superintendent.

2. We have nothing but praise to record as regards the general arrangements of the buildings of this jail, their ample site-area, and their excellent specification. The area is well drained and very dry; the water-supply is ample and reported to be good; the method of store tank and distribution is thoroughly good, and there is a fair provision for bathing accommodation.

Site and buildings.

3. At the minimum floor space of 36 square feet, there is accommodation for 296 individuals: with the large site-area and the admirable arrangements for working in separate enclosures, we consider the floor space allowed in the wards sufficient.

Capacity.

4. The night before our visit there were only 133 women locked up, so that while there is dangerous crowding in the Central and District Jails, there is room to spare in the Female Jail.

Population.

5. The hospital is an excellent building well arranged in every respect, except that it requires gratings to the door openings to admit of the batten doors being opened in the hot months. We would direct attention to a large supply of iron gratings standing uselessly fixed in the walls of the Amritsar Jail. The ranges of cells are excellent.

Hospital.

6. The food for the prisoners is all brought from the District Jail. This arrangement has put a stop to most extensive *peculation and consequent bad health* in the jail. The inmates, even the small children, are in excellent health and condition.

Food.

7. We have recommended elsewhere that this Penitentiary be closed as a special Female Jail, and that the prisoners be sent partly to the jails of their own districts in which there is accommodation, and partly in the new Central Jail at Mooltan. This measure would set free excellent accommodation for sick and weakly men from the Central and District Jails, and, with the other measures proposed, will do something towards relieving the dangerous crowding in these jails.

Recommendations.

8. Except spinning cotton thread and raising their own drinking and bathing water, the women do very little labour.

Labour.

Clothing, &c.

9. Their clothing and bedding was ample and good.

(7)—LAHORE HAWALAT.

The Commission examined this institution on the 15th November.

2. We found it a well-raised, well-built building, but erected on a faulty plan. The main building consists of two long wards, each 54' x 16' divided lengthways by a dead wall, the flat roof of each ward being

Site and buildings.

supported by a row of arches on pillars down the centre. Each ward has six lateral openings, 6' x 4', on one side. It is now proposed to place six iron gratings in the dead wall between the two rooms so as to give through ventilation. We think this is an unnecessary waste of money; a better circulation of air may be secured, but when the wards are full of men as we saw them, little or no benefit can be secured by having gratings placed in the wall between them. It would be better, in our opinion, to open out six openings, each 4' x 1½', under the wall plates, say at a height of 12 feet from the floor of the ward: these openings need not be grated, and the iron gratings already made can be devoted to giving free ventilation to the ends of each ward as marked at A on the plan (returned) in blue pencil.

3. On the morning of our visit the front ward contained 38 men, and the back ward 31. At the minimum allowance of 36 square feet of superficial area and 500 cubic feet capacity, these wards should never have more than 24 men confined in them, more especially as there is no outer enclosure and the men are practically shut up in the wards day and night. As we found them, the wards are dangerously crowded, and the smell of animal effluvia in the ward on entering was, to any one coming from the open air, insupportable.

4. We found the earthen flooring inside the wards where the night urinals and ordure baskets are kept soaked with urine, and even at this present low temperature, giving off an overpowering stench of decomposing urine.

5. The whole of the prisoners complained bitterly that they were allowed only as much food as they could get from the contractor at one anna per day. Flour, dall, salt, and firewood have all to be got for one anna, and vegetables are never dreamt of. This diet allowance, we are bound to say, is perilously near to starvation, and at present prices cannot for one moment be defended. We found eight or nine men who had been on this diet for more than a month; two men who had been over two months. One man (Mandoo) was lying sick on the floor. He told us that after having been 1½ months in the hawalat on this low diet, he was compelled to walk out to the Assistant Commissioner's camp; that he was kept there for five days ill with fever, and then in his weak state had to walk back twelve coss in one day to the hawalat. Mandoo is a young man utterly broken down. We need not enlarge on the effects of such treatment as a preparatory to confinement in a jail under sentence.

6. We recommend that 24 earthen berths (the same as those in the Central Prison) be raised in each ward of the hawalat, and that strict orders be issued that only 24 men shall be confined in each ward. The diet allowance should also at once be raised.

7. Drinking-water is supplied to the under-trial prisoners by a bhishtee. The bathing arrangements consist of a small open raised masonry tank, with a small masonry platform at each end. If sufficient time be given, the arrangements are sufficient, but without that they are not so. We would suggest that municipal water should be laid on for each ward. If there is a pipe near the hawalat, the cost of this work will be more than covered by abolishing the post of bhishtee for the lock-up.

8. We saw one female shut up in the female ward, a room which is exposed to the gaze of any one moving about in the verandah. There was no female warder in attendance on this woman.

9. The small cells on the south corner of the block are being re-roofed and formed into one ward. This ward will be 23' x 22' x 14½' = 506 square feet of superficial area, and 7,337 cubic feet of capacity, so that it should never contain more than 14 men. The doors at present opening at the end of the block should, for security's sake, be made fixed iron gratings.

(8)—JHELUM.

The Commission examined the Jhelum Jail on the 16th and 17th November in company with the Superintendent.

2. The site of this jail seems an excellent one, with good surface drainage all round, and the subsoil water-level at from 19 feet to 22 feet. We were informed that it is proposed to increase the size of this additional barracks should be well considered, as it appeared to us on a cursory examination that the side of the jail on which the officials' quarters are located is more suitable than the garden site, without regard to the fact that nightsoil has been trenched in over most of the latter area.

3. In planning the new buildings the Inspector General of Jails should see that a plinth of at least one to one and a half feet in height should be given to the barracks or cells so as to raise the floors well above the ground-level. In many of the existing buildings there is no plinth at all, and some of the cell and barrack floors are below the surface-level. There is always a danger of a servile imitation of buildings already existing being repeated in new buildings.

4. The jail is formed by a rectangular enclosing wall of sun-dried bricks, having a good masonry coping but no masonry plinth. Within this enclosure the wards are disposed in rows, most of them having yards enclosing them on one side, used (as we were told) to allow the prisoners to sleep in the open air during the hot months. There are no divisional walls, properly speaking, and no thorough classification of the prisoners is possible. Within the yards in front of the barracks prisoners can be segregated from each other, but the moment they issue from these wards they come into the common enclosure of the jail, and all mingle together.

Berths.

5. The wards are for the most part provided with mud berths: a row of these down the middle of each ward is objectionable.

Ventilation.

6. The ventilation is sufficient and controlled by batten doors.

7. The hospital is contained in two wards exactly like the general barracks. In one, we saw five string charpoys; in the other, there were no mud berths even, the prisoners lying on the floor.

Hospital.

8. There are forty cells having court-yards in front, with batten doors to both yards and cells. Each cell has a high barred window for ventilation in the back wall. Some of the cell floors are below the level of the court-yard.

Cells.

9. We saw five men under sentence of death placed in contiguous cells with one jail warder over them, the doors both of court-yard and cells being left open. The cells are those nearest the main entrance, and there seems to be nothing to prevent these men rushing past the gate when it is open and disarming the police sentries. We are decidedly of opinion that the precautions taken for the safe custody of these men are not sufficient, and would form no obstacle to the escape of reckless, determined men.

Condemned cells.

10. The general discipline of the jail is the same as in other jails; the habituals are managed in the same way. As the Superintendent of this jail is a part-time officer, of a necessity the management of the prisoners is almost entirely in the hands of the native officials. For example, we found the allotment of task work in the cells to be left entirely to the hospital assistant.

General discipline.

Task-work.

Cell No. 1 had 10 seers.

" 2 had 12 "
" 3 had 10 "
" 4 was ordered 16 seers on his ticket, but had been given 15 seers.
" 17 had 15 seers to grind and he also had fever.
" 16, a weak man on his first day of grinding had 15 seers.

The record of another prisoner (Budha No. 5900) showed that, when admitted on 3rd October 1887, he had his first tour in the cells from 19th December 1887 and was ordered 20 seers to grind. Also on 23rd January 1888, he had 20 seers to grind. Then, although all the while outside of the cells he was doing full tasks of the hardest labour in association, when put in the cells his task was lowered thus:—

	Seers.
On 19th March	12
" 30th April	15
" 27th September	10
" 8th October	12

These tasks may or may not have been properly adjusted to the strength of the convicts, but it is evidently dangerous to place so much power in a sub-official's hands.

12. In a similar manner the weighments of all prisoners are carried out by the hospital assistant. A steelyard is used and we found it incorrect by one pound.

Weighments of prisoners.

13. The cooking is carried out on the usual Punjab plan. In this jail, pure wheat-bread is given at the morning meal, and pure gram-flour bread in the evening. We examined the bread and found that the usual error was being made of cooking it too rapidly in the ovens. The oven was overheated and the bread overcooked on the surface was left raw and sodden inside. The gram cakes were also being made too thick. The division of meals was as in other jails. We saw no scales carried round to enable the weight to be tested. The cooked vegetables ready for issue were very poor, containing a large proportion of stalks and mid-ribs.

Cooking.

14. The area of the jail garden is too small for the number of prisoners, unless it were worked with the precision and care of a Chinese garden. The vegetables were very backward and looked as if they had not sufficient manure, and the ground was badly tilled. The darogah complained of want of water, but there is an ample supply in the outside well. What is wanted is a proper system of masonry channels shaded by low shrubs to prevent loss of the water from evaporation and percolation in transit. The sowings must have been made far too late and the seed seemed to be of indifferent native kinds.

Garden.

Antiscorbutics.

15. There are practically no antiscorbutics in the garden: there ought to be an orchard of 300 full-bearing lime trees.

16. The clothing of the prisoners is of the usual coarse kind, but in quantity was ample, a blanket coat and "pyjamas" with three blankets besides cotton clothing to each man.

Clothing.

17. In the Sessions Hawalat we saw 12 men who had been in (one case) for more than 1½ months under trial. All that time they had non-labouring diet, and for two months they had been at Pind-Dadan

Hawalat.

Khan Hawalat. Their ward and the ward of the Deputy Commissioner's Hawalat were crowded, and the bodies and clothes of the men smelt very badly. There are no arrangements for bathing in any of the hawalats, and hence the smell from the men's bodies and their clothes.

18. The female ward was also crowded. There is an arrangement for bathing with a tank and small platform in the female solitary-cell yard. We saw one woman under sentence of death, living with the other women, although having two extra female warders on duty over her.

Female ward.

Relief of crowding.

19. Tents had been pitched very properly in the Civil Jail enclosure to relieve crowding, and an extra police guard entertained.

20. The work-shed accommodation appears to be ample. The work-sheds are in a separate enclosure which is divided into three smaller enclosures. As usual, paper-making is the chief manufacture. There is a large stock of paper for which it appears to be difficult to get a sale.

Worksheds.

21. The prisoners were paraded for inspection. There are no less than 65 convalescents, many of them in very bad health. There are also 38 sick in hospital, 10 of these being under-trial prisoners. One serious case of remittent fever. The hospital assistant gets his grade pay and R10 for charge of the Police Hospital. There is a compounder on R7. A very large proportion of the sickly and weak men were in fetters for safe custody. The general health of the jail is decidedly bad, and we are informed that the outside population is also suffering severely from fever.

General condition of prisoners.

Mortality.

22. There have been eight deaths during the current year, 2 of them among under-trial prisoners who died of fever.

Executions.

23. The drop used for executing prisoners is a suitable one, but it is placed at a considerable distance from the main gate.

24. The punishment register shows a total of 581 offences recorded during the year. Of these no less than 476 were disposed of by formal warnings.

Punishment register.

There seems to be a want of judgment in disposing of cases brought before the Superintendent. Cases which required some severe measures were let off with warnings. For instance, a prisoner who had on two previous occasions been formally warned, was brought up for mixing earth with the atta. He was again formally warned.

Lighting.

25. The present system of night-guarding results in a large expenditure of oil. The lamps are also very expensive ones.

Store-rooms.

26. The godown accommodation inside the jail is insufficient and the outside godowns are insecure.

Officials' quarters.

27. The darogah's and subordinates' quarters are a collection of mud huts which disfigure the jail premises.

The police lines are quite close to the jail. There does not therefore seem to be any necessity for having such a strong guard at the gate. There is ample accommodation for the jail guard.

Convict officers.

28. The number of convict officers is quite insufficient: there are only two, and we found these paraded with the ordinary convicts.

Double gate.

29. There are double gates, but one of them is never closed.

Office.

30. The office is extremely untidy in appearance as regards the furniture, matting, &c.: the classification of jail records is about to be commenced.

31. It is proposed to enlarge this jail. In our opinion this is not very advisable, unless the Civil Surgeoncy be given to a whole-time officer. As it is impossible to get the jail properly supervised by officers in military employ who are constantly changing and who live at such a distance from the jail, the jail is practically in the hands of the darogah, who seems an intelligent officer.

Enlargement of Jail.

32. Economy in management is prevented by the present contract system. To take one example. There is a salt mine within 40 miles by railway of this jail, and yet no attempt has ever been made to purchase a wagon-load of salt direct from the mine and deliver it at the jails along the North-Western

Economy sacrificed.

Railway. Twenty and a half maunds of salt have been used in this jail since January, and the rate paid to the contractor has been 13 seers 9 chittacks per rupee. The salt might have been purchased at the mine at R2-9-3 per maund and landed at the Jhelum Jail gate at the rate of 14 seers 2 chittacks per rupee.

(9)—RAWAL PINDI JAIL.

The Commission inspected the Rawal Pindi Jail on the 18th, 19th, and 20th November 1898, accompanied by the Superintendent.

Site.

2. The jail is well situated near the court-houses.

3. The area within the jail wall appears to be ample, and could easily accommodate about 1,200 prisoners, without any site-crowding, provided the work-shops were moved out of the circle. If, therefore, the jail

Area.

is converted into a Central Jail and a special industry organized for it, an extra enclosure for work-sheds would be a necessity, as it would remove the prisoners from the sleeping enclosures during 12 hours of the day. The main wall is a fine pukka structure and sufficiently high to prevent escapes. As some of the work-sheds are situated outside the inner circle, there is nothing to prevent prisoners approaching the main wall. We would recommend that each workshop be isolated by a wall 9 feet high, and be shut in by bamboo gratings which would effectually prevent all approach to the main wall and make guarding much easier. We regard the railings inserted in the surrounding wall of the inner circle as extremely unsafe, and moreover unnecessary for purposes of ventilation in such a climate as that of Rawal Pindi. The gratings should be removed and utilized elsewhere, and the wall completed as a masonry surrounding wall. This change would render the removal of each alternate divisional wall a safe and salutary proceeding.

4. The main gate buildings render it easy to establish the double-gate system in this jail. One of these gates (the outer one) should be grated and the

Double gate.

inner batten gate provided with observation-holes, through which the gate-keeper could satisfy himself that no rush by the prisoners was likely to be attempted. On either side of this passage between the gate could be the doors of the two offices. Larger grated openings looking into the jail are required to give light and air to the offices. A verandah on the inside of the main gate building will be found a great convenience for sheltering prisoners who are being examined by the office staff.

5. There is one large circle which is divided by high walls nearly 12 feet high into 9 enclosures. Six of these contain sleeping barracks divided into 4 wards each by wooden gratings. These sleeping wards are lofty, well-ventilated structures. Excessive ventilation is controlled by batten doors.

Arrangement of buildings.

6. There is a small work-shed on each side of the divisional walls. If the prisoners are taken out to work outside the circle, it would be well to convert these work-sheds into a verandah for one side of each barrack for sheltering the prisoners at the feeding and Sunday parades and when they are off work. The divisional walls are too high. They need not be more than 8 feet high, the main wall of the circle being heightened if thought necessary, at the angles of junction.

Work-sheds.

7. Each barrack is calculated to accommodate 94 prisoners at 36 square feet. If 50 square feet (a safer, but, in the absence of sickness, perhaps not in this climate an absolutely necessary allowance) were allowed, each would only hold about 70 men. If the jail was converted into a Central Jail for 1,200 prisoners, it would be advisable to add a second storey to each barrack, which would then accommodate

140 men 140×6	840
Cells inside the circle	80
Quarantine cells	50
Boys' cells	12
Female ward	50
Sessions prisoners	8
Hospital	50
TOTAL	1,090

To get the full number of 1,200 accommodated without the hospital, it will be necessary to pull down one range of 40 cells inside the circle, and on this site to erect one double-storeyed barrack to contain 160 men. This might be divided into cubicles for habituals. The cells removed from the circle might be re-erected in a position similar to that occupied by the quarantine cells. The accommodation would then be as follows:—

Six barracks containing 140 each	840
One barrack do. 160	160
Cells inside the circle	40
Quarantine cells	50
Cells outside (moved)	40
Female ward	50
Boys' cells	12
Sessions prisoners	1,200

8. A separate enclosure should be added towards the police lines for work-sheds. The Superintendent, Dr. Ross, suggests the advisability of moving the main entrance to the back of the jail, where there is already a gateway and some indifferent quarters for the contingent guard.

There are many advantages in this proposal. Whatever is done, the jail to be quite secure must have only one entrance. If the main entrance was moved to the back, it would be facing the site selected for the Superintendent's house and would be convenient to both the jail gardens, while it would be removed from the bustle and crowd of the district offices.

9. The female prisoners are accommodated in a separate enclosure near the main gate. This enclosure contains a barrack which can accommodate 60 women at 36 square feet, but should only contain 50 at the most. Besides the barrack there are 5 cells and a work-shed. The sleeping barrack is divided into four or five compartments by iron gratings. The night latrines are outside the main barrack. There are 24 women confined in the jail. Ten of these are life-transportation prisoners; 8 women have very short terms. The bathing water is stored in a reservoir which is filled from outside. The water in the reservoir was dirty and looked as if lime had been mixed with it. There is a small platform attached for bathing. Drinking-water is supplied in ghurras.

10. The sessions under-trial ward contains 8 cells arranged on two sides of a covered passage. These cells and the passage are at present occupied by 14 political prisoners, 8 being confined in cells and 6 in the passage. The latter must be unbearably cold and draughty at night. Of the 14 political prisoners, 4 are suffering from gunshot wounds. These men receive meat, but they are otherwise on non-labouring diet. All the other political prisoners, most of whom have been here more than a month, are also on non-labouring diet. There is an enclosure attached to these cells in which the prisoners can sit out in the open air.

11. To the left of the main gate is a kutchra and somewhat untidy building containing two godowns for rations and two cook-shops, one for Hindus and the other for Mahomedans. The articles in the godowns belong to the contractor.

12. The cook-shops are too confined to admit of careful inspection. There is the usual untidy and unseemly method of working the dough on the ground near the mouth of the oven. The low mud wall round the cook-shop looks untidy.

13. Beyond the cook-shop is the large well from which the main water-supply of the jail is obtained. The water is at present 90 feet below the surface. Even this well runs dry after it is worked for a few hours in summer, and we were informed by the Superintendent and the jail officials that at the time of the two cholera outbreaks this year the water drawn from these wells and used by the prisoners approximated to *black liquid mud*. There are three other wells from which some water is also raised. The water-supply of this jail must be obtained from a purer source. The wells all draw their water from the polluted source secured by surface percolation, the character of the subsoil being sandy and porous and easily permeable. In our opinion, nothing short of bringing the city water-supply to the jail will be satisfactory. This water could easily be brought in a 3- or 4- inch pipe along a straight public road to the jail. We would strongly advocate that early arrangements should be made for bringing this water to the jail. The supply is ample, and the supply at the hydrants running to waste. When it is brought inside the jail, proper arrangements should be made for its distribution throughout the jail and for bathing and washing platforms. The surplus water and that from the bathing platforms would be invaluable for irrigating the gardens which for want of a proper supply of water cannot be made to provide all the vegetables required. Much of the cost of bringing this water to the jail would be saved by the jail not having to purchase bazar vegetables.

14. The garden is an excellent one and capable of cultivating vegetables all the year round for the cantonments as well as for the prisoners. There are no lime trees grown in it except a few old citron bushes. Since the 1st January 1931 have been expended in purchasing vegetables, and as we regard the attacks of epidemic cholera as entirely dependent on the impure and deficient water-supply, we may note that Rs 1,898 have been spent this year on camping out the prisoners and extra diet, a combined expenditure amounting to Rs 2,379, which may have to be repeated year after year, and which more than justifies a capitalised investment of Rs 50,000 in procuring the unexceptionable water which is available within two miles.

15. Outside the circle are situated the larger work-sheds used for paper-making and "darri" weaving. These are good permanent structures which have been erected at considerable cost. Both these sheds are enclosed, so that the prisoners in them can be prevented from wandering about.

16. On the outside are also placed the godowns. These are not such good buildings as the work-sheds, but answer their purposes fairly well.

The clothing godown is supplied with expensive racks.

17. As regards clothing, the prisoners of this jail are not as well off as those at Jhelum or Lahore. They have only two blankets each. It is proposed to issue a third blanket to each prisoner when these have been manufactured, but it is rather late in the season to anticipate being able to turn out so many blankets from the jail looms. Early measures should be taken to supply the deficient blankets. The Superintendent has had much trouble in getting a full supply of wool. There is no system of marking the clothing to determine each prisoner's responsibility for his own clothes and bedding, and there is no system of weaving coloured lines into the blankets and blanket coats so as to fix the season of issue and the lasting quality of the articles. The blanket coats are badly sewn; in fact, material put together in such a fashion is absolutely thrown away in so far as lasting wear is concerned. The want of system in storing the prison clothing was emphasized by the excellent racks provided for it.

18. The 50 quarantine cells are also placed outside the circle. If the prisoners could be provided with suitable work in these cells, the life of short-term men could be made more penal. Paper and rag picking, paper-polishing and water-raising, are the forms of labour on which these prisoners are employed. As they move about outside the circle, the isolation cannot be said to be complete.

19. The jail hospital is within the circle, and consists of a fine lofty building with enclosed verandahs on either side. There is no means of heating the wards: there are two good small rooms used for bad cases of lung disease. Only one ward was found occupied, and the sick were on wooden charpoys. Although there were only sick in hospital, more than 200 men were ill enough to require medicines. The general health is at present bad. Dr. Ross attributes this to the state in which the prisoners are admitted and to an outbreak of intermittent fever at this season. For the last three years the harvests have been bad and the free population have been suffering from want. There is also a scorbutic taint in a large proportion of the prisoners, from which we fear the worst results in cases of pneumonia arising from chill during the next two or three months. Two hospital assistants and a compounder are employed in attending to the sick. One or other of these men is expected to visit all the prisoners once a day and pick out the sick, but there is no responsibility in this matter thrown on the ward masters, convict or free officials of the jail.

20. There must be some defect in the guarding arrangements, as there have been no less than four escapes during the year. The Jail guards are a badly paid and untrustworthy lot of men. Nearly every prisoner in the jail is in consequence of these escapes now placed in fetters. One prisoner who had an original sentence of 14 days also had fetters. Nothing short of a complete reorganization of the establishment and the entertainment of a better paid and better trained body of men can remedy the defects of the present system. When this matter is being considered, advantage should be taken of the movement to do away with the separate establishment, costing Rs 49 per mensem, of the hawalat, bringing the untried prisoners inside the jail. With this reorganization must be combined a thorough reorganization of the convict guards.

21. The whole of the convict guard, consisting of 49 ward masters, 4 cook overseers and 3 prisoner guards, were paraded together. Of these men no less than 16 were in fetters for safe custody: almost all have ankle rings. It is true that many of these were recent appointments, and these fetters would be shortly removed, but it is difficult to understand how any good or trustworthy work can be obtained from a man like "Zirdar," who, although he has been a ward master for 6 months, is still fettered and treated as an ordinary convict. The curious explanation offered for his being in fetters is that he is engaged in guarding a corner of the main wall. If a man in such a position cannot be trusted to do his duty without fetters, he is certainly not fit to be a ward master, and still less fit to be on duty over a portion of the main wall of the jail.

22. Among the prisoner officials are 9 convicts who have served previous sentences in jail. One of them, Rengoo, a regular badmash who has been in jail no less than five times. Golam Mohamed with an original sentence of six years was promoted after he had served only two years. Rassol sentenced to five years has been only one year in jail. This man was wearing a work overseer's pugree (black). We have since been informed by the Inspector General of Jails that the appointment of habituels as convict officials is forbidden. This is satisfactory, but the prohibition should be enforced and measures taken to prevent unauthorized appointments. The Jail Code rule requires that a ward master shall have earned 1,600 marks before he can be promoted to be a convict work overseer, and a convict work overseer must have 2,400 marks to his credit before he can become a prisoner guard. A prisoner guard can be promoted to be a ticket-of-leave man on earning 3,000 marks. All ward masters while in that grade do their full task. Every grade of convict officer gets the same marks, only 2 more than that earned by prisoners, namely, 4 daily. No pay is given to the men, but at the end of the year they share in the commission allowed to the establishment. One man, who has come from Peshawar in disgrace, has as much as Rs 12 to his credit. But most of them have only 1 rupee or a few annas to their credit.

23. As regards the duties of night-guarding in the wards, we find that two watchmen are allowed for each barrack; that is, each man is supposed to watch two wards, but he cannot get into the second ward;

he can only supervise it through the divisional grating. The number of convict officers not being enough for this duty, short-term prisoners are selected to assist them. This system is altogether defective, as we shall indicate in our general report for the province. The night-guarding arrangements by the paid establishment consist of a patrol in the centre of the circle, another patrol on the outer circumference of the circle, and 12 posts along the main wall which is lighted by 24 lanterns.

Lighting and patrols.

24. The monthly consumption of oil for lighting purposes is 4 maunds. There is no mechanical means for checking the rounds of the patrols.

25. We have again to remark on the construction of this otherwise excellent jail the departures from most elementary rules: for example, at one of the wells has been placed an expensive iron store tank with brass stop-cocks: it is so placed that the water drawn from the well a few yards from the tank does not flow into the tank, the floor of the tank being on a higher level than the troughs receiving the water from the wheel lift. As a consequence, this excellent tank has to be filled when used by the massacks of the bhisteas, causing loss of labour and adding a fertile source of pollution. Again, in the yards of the circles, all the tanks for the reception of water, whether pure water or slop water, are sunk beneath the ground-level: the cleaning of such tanks, if ever thoroughly done, must be a laborious and unsatisfactory operation. Slop and ablution water is used for sprinkling the roads and general area of the jail. This is an inevitable result of the scarcity of pure water, and is in the long run a source of danger.

26. We examined a large number of the mark tickets, and came to the conclusion that the apportioning of tasks and marks was very much a matter of office routine, certainly much more than a record of actual facts. Such a case as that of Jan Beg, No. 7356, illustrates this: on 7th March 1888, this prisoner was ordered three days' reduced diet for "not performing his task properly," while his mark ticket showed that he had received full marks for conduct (35) and full marks for labour (30), during the whole month.

27. We found education supervised by a teacher on Rs 25 per mensem. He had under him 13 boys who were said to receive 4 hours' tuition each day, but besides these he had in his classes 170 men of all ages who were allowed to get off one hour's work after breakfast on the ground of going to school; so that in this district Jail, which should contain only short-term prisoners, there was double the number of prisoners ostensibly being educated that we found in the Lahore Central Jail.

28. The police guard gives two armed sentries at the main gate, and one over the arms in the locked rack in their quarters. They do not patrol at night; their chief duty, while the Commission was at the jail, seemed to be to turn out and salute any party of troops passing the jail.

29. We found the visitation of this jail carried out in an exceptionally efficient manner by the Deputy Commissioner, Mr. Gairdner. This officer had not only made frequent visits, but showed his interest in the jail by recording remarks in the visitors' book. Other officers at long intervals had visited the jail.

30. Economy in the purchase and issue of raw materials is quite impossible under the present system. For about 20 years the supply of everything required for this jail (and the same conditions prevail elsewhere in the Punjab) has been in the hands of one man. No attempt has been ever made to check his rates or keep him effectually in hand by purchasing stocks in the cheap season, or by importing from other districts.

31. The method of supplying and charging for wheat required for the prisoners will illustrate the procedure. The grain is sent in by the contractor at intervals of a few days as may be most convenient to himself, so as to have usually a certain number of maunds available in the godown. A record of these receipts is kept on a loose sheet of paper by a warder nominally in charge of the godown, and a note of issues from the godown to the mills is also kept by this man. There is, however, no responsibility resting on the jail establishment for the contents of this grain store-room, nor for the receipts and disbursements. There is another outside moharir not on the jail establishment but engaged by the contractor on Rs 15 per mensem who looks after the stock and the issues.

32. There is no mill register; but when the flour is received back from the mills, it is then stored in the flour store-room and passes within the responsibility of the jail officials.

There is, we were told, a weighment of the atta received back from the mills and an accurate weighment of bran, &c., also a careful weighment of the atta, &c., sent out to the cook-house; but strange to say the account of atta issued to the prisoners does not rest on these weighments, but is made up in accordance with the calculated tale of diets which ought to have been issued to the prisoners confined in the jail, plus a fixed and liberal allowance for loss on each maund, the bran being bought back by the contractor. The possibilities of fraud and collusion through such system or rather want of system are many, and need hardly be pointed out.

33. The rates charged appeared to us to be excessive, even allowing for the conditions of the Rawal Pindi District: firewood purchased at the rate of 2 maunds 7 seers and 8 chittacks per rupee was issued at the rate of 10 seers to parch each maund of gram used in the jail, no attempt being made to use leaves or sweepings in heating the gram-parchers, or if so, the full amount of wood being charged in the bill all the same. Firewood at the same rates was charged for at the uniform calculation of 6 chittacks per prisoner, no attempt being made to purchase and stock wood, or to lessen the cost by careful supervision of the ovens; or if any saving ever did accrue, it is not shown in the bill. Parched gram is charged for at the rate of two chittacks per man entitled to the issue, and then a separate charge is made in the bill for loss in parching the gram at a rate fixed as "not to exceed 5 seers per maund," but in the bill calculated on a uniform datum of 5 seers* per maund. Carriage of grain from the city is paid for at a uniform rate of 6 pie per maund, while there is a cart and pair of bullocks available: under this head Rs 24-15 was charged in October's bill. We need not go into more details.

* This rate is 4 seers per maund in the jail at Chenawan.

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34. The whole system is, in our opinion, faulty and most expensive for the Government. The jailor should be made responsible for all purchases made for the jail: he should use his intelligence and skill in purchasing in the cheapest markets, and whatever he may purchase or from whatever source, the materials, when once received into the jail, should be dealt with by him and his subordinates as Government property, and any saving resulting from the utilization of waste or economy in carrying out processes of cooking or manufacture should be credited to Government, and should form one chief test of the darogah's fitness for his duties. In the interests of the contractor nothing could be more satisfactory and admirable than the elaborate system presented to us by an examination of the diet voucher of this jail for October. In the interests of Government and of the prisoners nothing could be worse.

P.S.—Subsequent to the completion of the above note we have been informed by the Executive Engineer—

- (a) that the walls of the jail barracks are not so built as to bear the weight of a second storey; and
- (b) that the jail site is 42 feet higher than the level of the water main at the municipal supply head.

Under these circumstances the enlargement of the jail must be worked out on other lines, and a water-supply must be obtained by linking on to the cantonment system. This question calls for immediate consideration by the Inspector General.

9 (a) CIVIL JAIL, RAWAL PINDI.

The Commission visited on the 19th November the Rawal Pindi Civil Jail, which consists of a range of 7 cells with a general enclosure situated in the kutchery compound and only a few yards distant from the main gate of the jail.

Site.

2. There were 8 prisoners under confinement; none of them get less than 2½ annas a day for diet, and some get 3 annas. This allowance may be contrasted with the allowance of one anna per day to the under-trial prisoners examined in certain hawalats.

Maintenance.

3. The Civil Jail is guarded by one warder during the day, and a sentry is on duty at night, who is one of 4 men set apart from the Contingent guard for 3 hours' night duty each. The place is insecure.

Guard.

9 (b) JUDICIAL HAWALAT, RAWAL PINDI.

The Commission visited the Judicial Hawalat on the 19th November.

2. It consists of 3 rooms for males, about 16' x 19' x 12' feet high, supposed to contain 10 each, which is less than an allowance of 36 square feet per man: the number confined should never exceed eight; also a large cell for females. The whole building is surrounded by verandahs. The ventilation is sufficiently controlled for the time of year, but these rooms, in which the prisoners are confined at all hours, except when visiting the latrine, must be unbearably hot and stuffy in hot weather.

Site and capacity.

Means of exercise.

3. There is no proper yard in which these prisoners can take exercise or enjoy the pure air out of their ward. The hawalat is situated in the kutchery compound, and is only a few yards from the main gate of the jail.

4. We found 19 males and one female in confinement. The female prisoner, who is a young woman about 17 or 18 years of age, has been here for three months on non-labouring diet. As there is a female ward in the jail within a few yards of the kutchery, it seems a most unnecessary and injudicious proceeding to confine a young woman alone for months in full view of the police sentry. There is no female warder attached to the lock-up.

5. The latrine used by the males is also immediately in front of the open grating of the female ward. A large proportion of the male prisoners have been over one month in hawalat. One man had been 1½ months in hawalat, and had not up to now been brought before a Magistrate.

6. All the prisoners receive non-labouring diet which is obtained from the jail. Vegetables are received on the same days that the prisoners get them in the jail.

7. We were informed that at certain seasons of the year the under-trial prisoners committed to the sessions for trial, after having passed a varying period from one to three months on low diet, are compelled to walk up to Murree to undergo their trial, and to walk back again on the same low-diet scale, aggravated by the difficulties of such a journey made in police custody. We think that some arrangement should be made to avoid putting these men to such hardship, or at all events that full labouring diet should be given to them while on the journey.

Establishment.

8. The hawalat establishment consists of—

1 Turnkey, R6;

1 Sweeper, R5, who also does kutchery work;

and a Police guard consisting of—

1 Sergeant, R10.

4 Constables, R7 each.

Total cost of establishment R49. Besides the ordinary guard, some policemen are drafted from the kutchery to furnish an extra sentry at night.

With a jail so near the court-houses there is no excuse for having a costly hawalat in which the health of the prisoners is injured by close confinement night and day. It would be far better and more economical to arrange for their reception in a ward attached to the jail.

(10)—PESHAWAR.

The Commission visited the Peshawar Jail on the 22nd and 23rd November 1888, accompanied by Dr. Coates, the Superintendent.

2. The site of this jail is good; it is high and rests on about eight feet of loam and clay, beneath which there is sand and pebbles to the depth of 40 feet, at which the water-level is found. Wells sunk in such a subsoil are more or less liable to pollution from surface percolation, and the improvement effected in the health of Peshawar Cantonments has no doubt resulted from the introduction of a pure water-supply obtained direct from the hills.

3. The jail buildings are divided into 3 distinct groups in separate enclosures: (1) in front of the main gate and altogether apart from the jail for convicts is the hawalat; (2) the main jail contains the cells, sleeping wards, hospital, cook-shops and godown, and also the female ward; (3) there is a separate enclosure for the work-sheds: this is entered from the main jail. The work-shed enclosure is further subdivided into yards in which the different industries are carried on.

4. The hawalat consists of 5 separate yards in which are situated sleeping barracks. The area is 300' x 225'. There were 71 persons confined in the hawalat on the day of our visit: of these 15 were sessions cases and 5 women.

The arrangement for the accommodation of under-trial prisoners is better here than we have found them in any of the hawalats attached to kutcheries that we have seen in the Punjab. The prisoners here can at least sit outside their sleeping wards, and their barracks are better constructed as regards ventilation for the hot weather. There is no means of controlling the excessive ventilation at present, but the Superintendent informs us that *purdas* will be provided shortly. We would strongly recommend that batten doors should be provided for all these barracks as well as for those in the main jail. If this is not done, the excessive ventilation must be controlled by bricking up some of the openings with kutchu masonry. It seems to us unwise to clay-wash the wards in these cold damp days.

5. The supply of blanketing for under-trial prisoners is very deficient, most of those now in confinement have only one or two very old worn-out blankets. The Superintendent has drawn the attention of the

civil authorities to this fact. In our opinion, these prisoners are dangerously under-clothed, and it should not be left to the civil authorities to decide what clothing and bedding should be allowed: it should be matter of regulation. The hawalat should, as regards its management and supplies of food and clothing, be practically a part of the jail under the direct order of the Superintendent.

6. As is usual in the province, under-trial prisoners who are confined in hawalat get only non-labouring diet. There are, however, 14 prisoners who get their food supplied by their friends. This is an unusual indulgence, but not one that we can object to, seeing that some of the men have been under trial for 4 and 5 months. The period of detention of under-trial prisoners in this hawalat appears to be even larger than is usual in other parts of the Punjab, and calls for some rules for more careful and systematic visits by official visitors. Each prisoner should have a small ticket showing his name, offence, the date of admission, and the court in which the case is pending. On this ticket should also be recorded the date of each remand. It is only by some such arrangement as this that the chief Civil and Judicial Officers of the district can control the unusual detention of under-trial prisoners by the Subordinate Magistrates and the Police.

7. The following are cases which also require some enquiry: Binjari, son of Attai, has been in hawalat for two weeks without being taken before a Magistrate. Unwar, son of Kallandar, has been about three months in hawalat and has not yet been produced before a Magistrate. There may be some explanations for these extraordinary cases, but there is nothing in the hawalat or with the prisoners to show why they have not been taken before a Magistrate yet.

8. The arrangements for a separate confinement of female under-trial prisoners are good. Here also we noticed a serious deficiency of blankets.

Females.

9. The surface drainage of the jail is well arranged, but we remarked that many of the saucer drains have by denudation of the soil round them risen up above the surface so as to be practically useless: the levels of the ground sloping towards these drains require to be rectified.

Drainage.

10. The jail garden is an excellent one. It is well cultivated and well supplied with water and irrigating channels. The nightsoil is also trenched properly and the trenched ground afterwards cultivated. The supply of lime trees is very deficient. As the land about the jail is excellent and there are facilities for obtaining water from the canal and from wells inside the jail, we would recommend the extension of the garden and the employment of a larger number of short-term men in it with the view of growing potatoes and cereals and also making a really good orchard containing at least 500 lime trees. Potatoes and vegetables might easily be grown in this jail for the Rawal Pindi jail pending the settlement of the question of water-supply for that jail. In a jail where it is difficult to find suitable labour for prisoners, there should be no restriction as to the numbers employed on cultivating jail land. It is a most profitable form of labour and well suited for men who have nearly finished their sentences.

Garden.

11. The main gate buildings are substantial pukka brick structures. There are two wooden gates, but they are not worked on any system, and were both opened together to admit us. A life-prisoner some time ago escaped from the jail by walking out of the main gate.

Double gate.

No special attention is paid to the appearance of the passage between the gates or of the officers on either side of it. We saw a new beam scale which had recently been purchased at Roorkee for R68. The price is high and the workmanship not good in comparison with those that can be purchased in Calcutta.

12. The main wards of the jail are contained in two barracks which run parallel to each other for nearly the whole length of the enclosure. With the exception of three wards, Nos. 8, 9, and 10, which have recently had gratings put into them for the confinement of long-term prisoners, all the other wards have gratings on the inner side, but are absolutely unprotected on the outer side where they open into small yards. As a fact, prisoners who wish to visit the latrine at night actually walk into these yards, and their supply of drinking-water is contained in a large "ghurrah" placed at one side of this enclosure.

Buildings.

13. Under these circumstances it is not to be wondered at that, besides the jail guard inside, there is a police guard of 8 sentries outside the main wall. In spite of the large police guard, the contingent guard of the jail is called upon to do 12 and 13 hours' duty. If the wards were all protected with iron gratings, the cost of the extra police guard could be saved.

Guarding arrangements.

14. The sleeping wards are much overcrowded. One ward which has accommodation for 26 prisoners at 36 square feet had 40 locked up in it. To relieve overcrowding the small yards adjoining these sleeping wards have tents erected in them for 50 prisoners each. The site-crowding is thus very serious.

Capacity and population.

15. The blankets and blanket clothing supplied are of the usual rough quality, but good

and sufficient. We notice that as usual the prisoners in cells are supplied with date-palm mats to prevent suicide. This is a useless precaution, and the protection afforded from the cold ground is insufficient.

Clothing.

16. The means for washing the clothing is insufficient, but a new arrangement for bathing and washing is now in progress which will considerably improve matters.

Bathing, &c.

17. The drinking-water is said to be obtained from the filtered water-supply of the cantonment, and this has no doubt done much to improve the health of the jail. A better distribution by pipes to all the sleeping wards and other parts of the jail is essential and need not cost much. Besides this water-supply, canal water is obtained for purposes of irrigation, and water is also raised from two wells for manufactory and other purposes. This well-water is said to contain an excess of chlorides, but is otherwise good. We saw it being used freely by the prisoners for drinking along with their morning meal: as long as water is raised from these wells, so long will the full protective effect of the filtered cantonment supply be discounted. Even if used ostensibly only for bathing purposes, the prisoners will at the same time drink it. Therefore, if there is any suspicion attached to it, the wells ought to be closed except for irrigation.

Drainage.

18. The drainage arrangements are good.

19. The arrangements for purchasing food for the jail are the same as those found in other Punjab jails. All the articles in the godown belong to the contractor. The various articles were of good quality.

Rations and system of purchase.

An attempt is made in this jail to lessen the cost of diet by giving prisoners 6 chittaks barley and 5 chittaks wheat. The relative price of the two grains in the market is, wheat 14 seers and barley 20 to 21 seers per rupee. Thus a very considerable saving is effected by giving more than half the diet of barley. In addition to this cash saving, we found the bhusa separated from the barley being used along with weeds, leaves, and other waste to patch the grain, thus realising another item of saving which is ignored in other jails. The contractor for this jail practically lives in the jail as one of its officials, and retains the keys of the godowns in his possession at all times. His bill is paid on the voucher made up of the daily averages of diets shown by the lock-up register, or by the darogah's orders sent daily to the godown (which comes to the same thing) to have been issued, with no reference to the actual receipts and disbursements.

20. There is an excellent arrangement by which the dough is fermented before it is baked: this might be carried out with advantage in all other jails. The bread looked well-cooked and wholesome. It is the practice here to mix the salt with the dall and vegetables at the time of cooking, but the cooked ghee or oil is added afterwards in the presence of the Superintendent or Jailor. By this arrangement the flavour is said to be good. The hours at which the food is issued are 10 A.M., 1 P.M. (parched gram), and 5 P.M., evening meal. Thus the prisoners get all their food in 7 hours and fast 17 hours. The cups used are rough glazed ones. We would draw special attention to the restrictions in force regarding extra diet for convalescents. The result is that in this jail with a large number of convalescent and weak prisoners, who require some variety from the ordinary jail diet, only two men out of hospital are getting an allowance of 2 chittaks of meat three times a week, and this was obtained after a special written reference to the Inspector General of Prisons.

Use of fermented bread.

21. In our experience it is impossible to lay down any rules for the issue of extra diet or for allowing a change of diet for convalescents. The medical officer who is responsible for the health of the jail must be allowed a free hand in this matter, if any improvement is to be effected in the general health of prisoners who are admitted in bad health or have suffered from any disease in jail.

Convalescent diet.

22. The jail keeps no cows for the supply of milk for the sick and convalescent. This seems to be a departure from sound economy where food for cows can be so easily raised.

Jail Dairy.

23. We found that rock-salt of an excellent quantity can be procured here at 34 to 39 seers per rupee. As an inferior salt is supplied in other jails at 13 to 14 seers, might it not be possible to have a supply sent in bond under seal along the line of railway to other jails in the Punjab? The matter is worth enquiring into.

Salt-supply.

24. There were 49 prisoners sick in hospital, 36 suffering from seasonal fever. Only two serious cases of pneumonia. These would do better in a small separate and well-heated ward. There is one such small room at present used as a store-room: it should be at once adapted for the treatment of pneumonia cases. There are only 10 beds; all the rest of the sick lie on the floor. The dispensary is very neatly arranged and there is a plentiful supply of medicines. The hospital assistant seems an intelligent and capable subordinate. His grade pay is Rs 55; he gets an extra allowance of Rs 15 for the jail and Rs 19 as Meteorological Officer, and Rs 5 for his knowledge of Pushtoo. Total pay and allowances Rs 94.

Hospital.

25. The convalescents work separately from the other prisoners, but sleep in scattered barracks mixed up with the rest of the convicts. There is no weekly or fortnightly weightment of convalescent prisoners.

Treatment of convalescents.

and no other special measures adopted for them. Some were in fetters. A large number of men in the general gangs were looking weak and anæmic, and evidently just recovering from attacks of fever.

26. We saw all the prisoners at a general parade. The proportion of men in fetters is smaller than in any other jail we have yet seen.

General health.

27. The supply of clothing is deficient on account of the large number of men in jail. The clothing in use is coarse as usual. The absence of tat beddings must be a fertile source of sickness in this climate.

Clothing.

28. There is no classification of habituals. They have yellow caps, but no other means of identification. The wooden labels are also written in ink and have to be frequently renewed. The bodies of the prisoners looked unwashed.

Classification.

29. There was no evidence of scurvy in this jail.

Scurvy.

30. We found 14 life and four long-term transportation prisoners in the jail, with no fewer than 120 convicts whose terms were over three years.

Long-term convicts.

31. The female ward with accommodation for 16, at the small allowance of 36 square feet, had 24 confined in it. This ward must be very stuffy when the batten doors are closed. There should be grated doors as well, and water should be laid on. The old woman employed as matron receives Rs 10.

Females.

32. Paraded the convict officers. This guard consists of one convict warder, two work-oversers and two ward masters. One of these had on fetters. This is an absolutely inadequate guard for such a jail as this. For the safety of this jail trained prisoner officials should be sent to it from Rawal Pindi and Lahore. The system of night-guarding by prisoner officials is also defective.

Convict officers.

33. All those attending school for instruction were paraded. The experience of jail tuition here is what it is elsewhere. It is a waste of time and money. An old habitual who had been four times in jail and is always in the school on each occasion could just read two letters together.

Education.

34. There were five prisoners under sentence of death. The arrangements for their safe custody are not as good as they might be if grated doors were provided for the cells and the cell enclosures, through which the warder could watch them at all times.

Condemned criminals.

35. The juveniles are segregated in a small enclosure which is too small to allow them to have fresh air. Their sleeping ward is also insufficiently ventilated and stuffy.

Juveniles.

36. The flooring of the cell court-yards in many cases wants levelling, so as to carry off surface water. The cells are filled up with huge unwieldy masses of mud, on which are the hand-mills, so that there is scarcely room for the convict to lie down on the floor in any corner of the cell. The hand-mill should be so arranged as to admit of the prisoner having a mud berth in the cell.

Cells.

37. The system of registering sentences to solitary confinement is incomplete and unsatisfactory, but on this subject we shall address the Inspector General of Prisons.

Solitary confinement.

38. In looking over the mark tickets and registers the idiosyncrasy of individual officers is shown in this jail as in others. In 1886, under Dr. Nicholson, with an average of 361 prisoners, there were recorded 176 offences connected with work, and 174 formal warnings by the Superintendent. In 1887, under Dr. Coates, with an average of 384 prisoners, there were 270 offences connected with work and 259 formal warnings recorded.

Marks and offences.

39. The drill discipline among the convicts was nominal. When they broke off from work in the morning in the factories, every man rushed about the yard and shouted and talked just as he pleased.

Drill discipline.

40. The official visitation of this jail is nominal. The Commissioner of the Division has made remarks on its management once in three years; and although the Deputy Commissioner's signature is entered frequently as a visitor, he has not made any remarks on the management of the jail or hawalat during the above period.

Official visitors.

(11)—CHINAWAN.

The Commission visited the Public Works Jail at Chinawan on the 25th and 26th November, accompanied by Dr. Sedgfield, the Superintendent.

2. It is situated on the canal about one and a half miles from the Superintendent's residence. The site occupied is a low one, and is subject to floods from the Chenab. By raising the centre of the jail

Site.

enclosure and making a carefully-levelled series of surface drains, the Superintendent has done much to prevent water lodging inside the jail.

3. On one side is the jail garden, which is supplied with water from a well. The area of the jail garden is far too small for the number of prisoners the jail is capable of accommodating. It should certainly be increased. There is a moderate supply of cold-weather vegetables. We would advise more being put in without delay: from present appearances there will not be sufficient even to tide over the cold weather. From 1st April antiscorbutics will have to be given daily.

4. The water-supply is obtained from three wells,—one in the garden, one which is outside the jail and near the main gate, and which belongs to the contractor and from which the drinking-water is obtained while the main well in the centre of the jail enclosure is being deepened. This main well will, when it is finished, give an ample supply of water for all purposes. It has already 20 feet of water in it. The necessity for its present repairs gives a demonstration of the liability of wells to pollution from surface water, as it appears that after last heavy rain the surface water, standing to the depth of some inches on the area of the jail surrounding the well, found its way down through the upper crust of kunkur and clay and forced in the cylinder of the well. Had the surface drainage been good this could not have occurred.

The water in the wells is about 15 feet below the surface, and seems generally of good quality. Dr Sedgefield is of opinion that the water in the canal does not influence all the wells in its neighbourhood to the same extent.

5. The means for bathing the prisoners and washing their clothes are defective. If the jail is to remain, some better system of distributing the drinking-water should be adopted. One serious difficulty with the water-supply of these Public Works Jails is to secure good water for the prisoners when on the works, sometimes two miles from the jail.

6. The jail consists of a large square enclosure 720' x 720', surrounded by a mud wall which is 13 feet high. The area enclosed is thus 57,600 square yards, and allows at a calculation of 1,126 capacity a site area of 51 square yards per prisoner. It is proposed to raise the enclosing wall by 2 feet.

7. The main gate is a large batten one, and there is nothing to prevent a general rush through it when it is open. There is a large gate now lying at the site of the old jail which could be used to form another gate to this jail.

8. There are 16 sleeping barracks which radiate from a centre. Each barrack is divided into three wards. At 36 square feet, each barrack is calculated to contain 72 prisoners, but if the cubic area allowed is not to be less than 500 cubic feet, no more than 64 prisoners can be accommodated in them without serious overcrowding. In this calculation the space occupied by the masonry pillars has not been deducted. We might, therefore, say that with a minimum allowance per prisoner of 500 cubic feet, these barracks can accommodate only 60 prisoners, or a maximum limit for the whole jail of 1,000 prisoners. At an allowance of 648 cubic feet per prisoner (which is the Punjab Code allowance) the numbers must be still further curtailed. Any attempt to increase the population beyond the above number would be dangerous. Indeed, we have evidence in the records of this jail to show that when the numbers exceeded 1,000, the rate of sickness and mortality was high, and the health has improved very considerably since the numbers fell below 1,000. The limit of the capacity of this jail must therefore be clearly understood; that this is not apparently the case we surmise from a remark in the Inspector General's last note that the capacity is for 1,200 men: for this we cannot find any justification.

9. The uncertainty as to whether this jail is to be kept on has prevented the carrying out of many improvements which are absolutely essential to the management of a jail. Among other points we notice that no earthen raised beds are provided for the wards. The result is that the prisoners sleep huddled up together. This is a serious defect from a moral as well as a sanitary point of view. We would advocate, therefore, the immediate construction of raised beds, which will cost nothing now that prison labour is not required for any other purpose. To ensure that prisoners occupy their beds and to add to the security of the jail we would advocate a proper system of night-watching within the wards by convict officers. For this purpose small arched openings will be required in the divisional walls to enable one watchman to patrol the three wards of each barrack. There are a sufficient number of convict officers now in the jail for this purpose.

10. The lateral grated openings have been bricked up nearly to the top, leaving only about 10 to 12 inches open, and the wards have now a minimum amount of ventilation. It will be interesting to learn at the end of the cold season what has been the result of this precaution as regards the health of the men.

It has been proved that much sickness in the cold weather is due to over-ventilation. In this instance, we have if anything the reverse condition, and it will be instructive to watch the result. Care should, however, be taken to increase the amount of superficial and cubic space per prisoner to the largest possible extent.

11. Besides the barracks the jail enclosure contains (1) a wheat-grinding shed which is a suitable building for the work, but the stones are fixed too high for most of the men; (2) four day latrines which are not roofed but which have compartments for single prisoners using them and in which the dry-earth system is well carried out; and (3) a good cook-shed with the usual Punjabi ovens.

Subsidiary buildings.

12. All the godowns are outside the jail. This is a serious drawback, especially as regards the ration godown. The contract system is, however, here in full force. For temporary structures they are suitable buildings and well kept.

Store rooms.

13. The measures taken to ensure the destruction of old jail blanketing are not sufficient in a jail which manufactures its own clothing.

Unserviceable clothing.

14. The articles of diet are, unlike the procedure in other Punjab jails, taken over once a week and brought on the books of the jail. The supplies which we saw were of good quality.

Diet.

Guard-rooms.

15. The guard-rooms for the police and warder guard are a little too narrow and would be much improved by a verandah.

16. A separate enclosure for work-sheds is now under construction. There seems to have been some waste of labour in not making the main wall of the jail from one side of the manufactory enclosure, as has been done in almost every other jail in the Punjab.

Work-sheds.

To avoid taking the whole of the prisoners outside the main gate, it will be necessary to have a passage from the main jail to the manufactory enclosure controlled by two wickets and to make this the only entrance to the work-sheds.

17. We saw all the prisoners at a general parade. They are without exception the healthiest body of prisoners we have seen in the Punjab. The two gangs recently received from Rawal Pindi and Gujranwala compare very unfavourably with the men who have been some time in this jail. It is difficult to explain specifically the causes of this marked improvement in health, but the following have no doubt contributed largely towards it:—

General condition of prisoners.

- The men are all more or less young prisoners selected for hard labour.
- Up to within a few days ago they have received a very liberal scale of diet, and especially ghee, and an allowance of meat.
- All the prisoners are without fetters and have only one ankle ring each.
- The jail is nearly 200 below its capacity.
- The hours at which meals are given are 6 A.M., 12 noon, and 6 P.M.—a much better distribution than that in force in most other jails.
- The tasks, especially latterly, have been much reduced both at earth-work and on intramural labour, such as wheat-grinding, which now is 17 seers per man.

This lessening of the task-work is, we believe, one of the chief reasons why the health of the prisoners has improved. We found that in Dr. Shand's time the task-work in digging the canal was pushed up to the extent of 70 and even 80 cubic feet per man per day: while we were informed by the present Superintendent that measurements by the canal engineers of the work done in one day by 2,000 free labourers on the canal gave 47 cubic feet as their average amount of work. The task has for some months been reduced to 50 cubic feet, and even that amount is lessened under orders of Dr. Gray when the prisoners have to walk any distance to and from the scene of their labour.

Task-work.

(g) There has been less prevalence of diseases of malarious origin, as is indicated by the small number of sick among the prisoners and the jail staff.

- The indications of a scorbutic taint are also at present very slight.

18. The clothing of the prisoners was not satisfactory; the blanket coats were nearly worn out, and each prisoner had only two blankets instead of three, and no woollen pyjamas. A large average expenditure was incurred in the first year of this jail's existence; but since then comparatively little has been spent on the clothing.

Clothing.

19. The stuffing used in the prisoners' bedding was very hard and lumpy. We saw great bundles of condemned clothing lying at the clothing store-room: this is injudicious, as it is ready at hand to be passed into jail and made to do duty for new clothing issued to the prisoners. The storage of the clothing was very disorderly and untidy.

Condemned clothing.

20. That this extramural jail is managed entirely without fetters for safe custody is a remarkable fact in a province where the short-term prisoners are rigorously fettered even in the strongest jails.

Fetters.

21. It is also a very remarkable fact that there are fewer escapes from this jail than in others like Rawal Pindi, where all the prisoners, including some convict officers, are fettered. The only escape this year was that of a trusted prisoner who had been selected for promotion to the post of convict officer and

Escapes.

was sent to cut wood away from the jail. All fetters were removed in 1884, so that the experiment has extended over four years and has proved a success. It has enabled the jail authorities to get better work out of the prisoners and has certainly contributed to an improvement in their health.

22. There is an improved system here of guarding by prisoner officials which has no doubt contributed to the security of the jail. If this is so, there is no reason why a well-organized system of guarding with

Prisoner officials. convict officers should not be introduced into all Punjab jails, and fetters for safe custody abolished altogether, as they have been at least in one province with complete success. It may be mentioned that the jailor, an old and experienced officer of the Jail Department, gives it as his deliberate opinion after his four years' experience of the present system here that fetters are useless as a means of ensuring the safe custody of prisoners.

23. The police guard attached to this jail is a large one, but it is a well-known fact that the police guard has never prevented individual escapes of prisoners.

24. The jail establishment consists of a police guard of one inspector, one deputy inspector, four sergeants, sixty constables, and one mounted constable, at a total monthly cost to the Department of

Jail establishment. R744-2-8. A jailor on R140, four jail clerks costing R155, teacher R25, mistri R30, camel sowar R30, gardener R12, two gate-keepers R9 each, two peons R6 each, two hospital assistants R25 each, one compounder R8, two head night-watchmen R9 each, nine watchmen R6 each, three jemadars R15 each, six dafadars R12 each, 27 burkandazes at R8 each; total cost R877.

Besides this there are 31 prisoner officials who get 12 annas each; total R22-10 per mensem; grand total of all police and establishment R1,643, exclusive of pay of the Superintendent. This is a very heavy charge which can certainly be at once reduced if a double gate is provided and the prisoners are worked in the manufactory enclosure, by sending away thirty constables, two sergeants, and the inspector who costs R100 per mensem. These men might form the guard of the new central prison.

25. The convict-officer establishment is a large one, consisting of 117 prisoners. Of these 33 are ward masters, 22 work-overseers, 31 prisoner guards, 21 prisoner warders, and 10 prisoner watchmen. The last two grades sleep outside the wards. They are mostly long-term well-selected prisoners. But they should not be paraded with ordinary convicts. The payment of a monthly allowance of 12 annas to the two higher grades appears to be a sufficient inducement for them to do good work. This allowance is accumulated until the prisoner is discharged. In no other jail in the province is this allowance sanctioned.

26. The arrangements for the care of the sick seem to be good. If earth-work is again started as the main industry for the jail, prisoners new to the work should be kept in separate gangs and the task gradually increased for them, so as to get them trained to the work before the full task is exacted.

27. No attempt is made to use barley, which is 23 seers per rupee as compared with wheat 14 seers. There is some effort made to economize in the expenditure of wood for cooking and parching grain.

28. The question of labour for this jail is a most important one if it is to remain on the present site. If Government has decided to undertake head-works on the Chenab about Wazirabad, the prisoners here could well be employed in digging the canal for a distance of 3 or 4 miles from the jail, being helped by a system of carrying the men on trollies pushed by prisoners not employed on earth-work. If this was done, the present jail could remain for another five years or more.

The question of charge need not cause any difficulty when both the Canal and Jail Departments are working for the Local Government.

It was suggested that in salt mining in this district an industry might be found which would in a measure solve the great difficulty of finding labour for prisoners. Further enquiries will be made into this subject.

29. The procedure regulating the despatch and receipt of notices of payment of fine appears to require careful revision and elaboration.

Payment of fines. In letter No. 1256, dated 7th December 1886, to the address of the Deputy Commissioner of Muzaffargarh, it was reported by the Superintendent that prisoner Massoo had been detained for about a month in the jail beyond his sentence of imprisonment, because no notice of payment of fine had been received. In the same way letter No. 1157, dated 6th November, to the address of the Deputy Commissioner of Amballa, reports the case of Jewan Singh, who was detained 19 days beyond his date of release and whose friends were put to the expense of going to Chenawan with the receipt for the fine before the prisoner was released. It is not known what action was taken by the Deputy Commissioner to punish the offending subordinates or to compensate the prisoners who had suffered extra imprisonment and pecuniary loss. We would strongly urge that after a proper procedure is laid down, every such case should form the subject of a special report to Government. Nothing short of this will prevent this serious blot in the administration of justice in this province.

30. The only official visitors to this jail have been the Commissioner and Deputy Commissioner at very long intervals.

(12)—MONTGOMERY.

The Commission, accompanied by Dr. Gray, Inspector General of Prisons, visited the Montgomery Jail on the 28th and 29th of November.

2. This is the last jail which has been constructed in the province, and was built about 15 years ago at a considerable cost.

3. Its site is well drained towards the Ravi and the subsoil water-level stands at 60' to 70' from the surface. Such a site cannot fail to be a healthy one for a jail, if the other conditions of good jail management prevail.

4. The buildings are more substantial structures than those we have seen elsewhere. The jail consists of three separate enclosures: (1) the quarantine enclosure consisting of 4 blocks of 10 cells each radiating from a centre. In consequence of this enclosure being entirely detached from the rest of the jail, it is not a very safe place for the confinement of long-term men. The guarding arrangements also cannot be regarded as efficient. It is a question whether such a fine range of cells are necessary for quarantine purposes, and whether they might not be more usefully occupied by short-term habituals; (2) the main enclosure is subdivided into 11 yards on the radiating principle. These yards contain the hospital enclosure, female ward, juvenile ward, 5 ranges of barracks for male convicts and 3 long ranges of back-to-back cells; (3) the third main enclosure of the jail contains the work-sheds. This is also subdivided into 4 yards containing very ample and well-built work shed accommodation.

5. The plan of the main-gate buildings here would render it easy to have a proper double-gate system at work. The offices might also be so shut off as to make the entrances to them from the main gate passage.

6. The quarters for the police guard and warder staff appear ample.

7. In the walls forming the outer and inner circumference of the circle we have the usual iron grated openings for ventilation. As far as the outer gratings are concerned, they might well be replaced with masonry walls and the gratings utilized in the hospital barracks which are much in need of them. Half of the divisional walls separating the enclosures might be removed, those over the wells being selected for this purpose.

8. There are no less than 16 pukka wells; as the water is about 80 feet from the surface, these could not have cost less than R1,000 each—a great waste of funds when one good-sized central well with an efficient pump would have supplied all the requirements of the jail. The water obtained from the wells is of good quality. The attempts made to filter it only make it less pure. A good deep-well pump worked by a capstan would be of great use here.

9. The central tower might with advantage be used for storing and distributing the water. One of Warner's "Rain pumps" double or treble action, with capstan gearing over the well, would raise all the water required for jail purposes from one good well. The present arrangements for raising and distributing water are the most defective point about the economy of this jail.

10. The bathing arrangements are, as usual, defective, and the prisoners very dirty in their persons.

11. The latrines are pukka covered structures. They do not seem to be much used, vessels being placed outside them against the wall instead of inside. These latrines require small partitions. In the same way the night latrines are clean and free from smell, but it is evident that the night-vessels are placed not in spaces devoted to the purpose but in the wards near their entrance.

12. The hospital barracks are fine large buildings with deep verandahs on each side. In the hot weather the wards must be unbearable if the present glazed doors are closed. Gratings for all these openings are urgently required.

Cases of pneumonia could be better treated in smaller wards. There are a good many sick, and their management and treatment is what is usual in jail hospitals, which have no special inducements held out to the hospital assistant for special good work, and where the medical officer is not a whole-time officer. The temperature charts are kept very roughly.

13. The enclosure for female prisoners is a suitable one. The work-shed is too exposed in the hot and cold weather; the open spaces between its pillars should be filled up with sun-dried bricks set in mud for half their height.

There is a hospital in this enclosure which is not much used.

14. The Juvenile enclosure contains a range of cells and a work-shed which requires to be enclosed to prevent the boys from wandering about and to protect them from the cold and heat.

Juveniles.

15. The five barracks for male convicts are each divided into three large airy wards.

General wards.

There are two rows of beds in each. They are supposed to contain 77 prisoners. The superficial and cubic space allowed per prisoner is 46 square feet and 700 cubic feet, which is a much more liberal allowance than that laid down in the Punjab Jail Code. It would be desirable to ascertain, in view of the question of the conversion of this jail into a central jail, whether these buildings would carry an upper storey.

16. There are earthen beds, but there is also some evidence that the prisoners do not always occupy them. They prefer lying in the spaces between them. This practice can never be stopped unless a proper system of watching inside the jails is organized.

Berths.

17. One verandah in each enclosure is an absolute necessity to protect the prisoners from weather when they are paraded or allowed to rest off work.

Verandah.

18. The three blocks of cells are of the usual Punjab pattern, back-to-back. The ventilation for the hot weather would be materially improved by having grated doors for the cells and batten doors for the enclosures.

Cells.

19. If this jail was converted into a central jail for 1,200 prisoners, the following alterations would be necessary: Conversion of five barracks to double-storeyed buildings to accommodate 770 prisoners. The building of two double-storeyed barracks in the female and juvenile enclosures for 308 prisoners. This with the 84 cells and 40 quarantine cells would give accommodation for 1,202 prisoners.

Alteration necessary to convert jail into a central prison.

The work-shed and guard-room accommodation is sufficient for a jail of 1,200 prisoners. If more work-shed accommodation is required, it could be provided in the empty space now occupied between the manufactory enclosure and the main jail, the wall of the manufactory enclosure being dismantled for this purpose. We would ask for a full consideration of this proposal before the Central Jail works at Mooltan are taken in hand. By appointing a special Jail Officer as Superintendent of this Central Jail and giving him Rs 150 per mensem for the charge of the Civil Station, the Government would be put to no extra expense and the Jail Department could have a special officer for this jail.

20. Female prisoners should, as a rule, be sent to Mooltan. For the temporary confinement of short-term females one of the wards of the European barrack may be converted into a female ward by a low enclosure wall.

Transfer of females.

21. The godowns of this jail are placed in the two corners at the back of the main circle. These might well be collected into one corner with an enclosure wall to prevent wandering about, and a verandah for the prisoners employed in tailoring, &c., to work in. The godown now existing in the remaining corner could be converted into work-sheds or dye-shops.

Store-rooms.

22. The garden is a large enclosure adjoining the main jail surrounded by a secure wall nearly 14 feet high. There are four wells in this enclosure, but the supply of water in them is not sufficient. There is much room for improvement in the cultivation of this garden. Nothing can be done in this direction without the personal attention of the jailor. The present warder employed as a gardener does not appear to be a suitable man. With a large well inside the main jail and a liberal arrangement of masonry water-channels and iron pipes it should be possible to raise a sufficient supply of vegetables for this jail and to provide a large lime orchard. The present supply of cold-weather vegetables is quite insufficient for the requirements of a jail containing 600 prisoners. The ground throughout is badly tilled and insufficiently manured.

Garden.

23. The record of jail offences in this jail is probably very incomplete. There are frequent intervals of a week, fortnight, and once even 27 days, where no single offence against jail rules was recorded. The conclusion is too obvious to require further notice.

Jail offences.

24. The visits paid by official visitors, such as the Deputy Commissioner, Commissioner, and Judge, are very few; and to judge from the absence of any remarks in the visitors' minute book they do not appear to take much interest in jail work or in questions relating to the detention and management of prisoners under trial. We would advocate the adoption of a rule requiring these officials to record their visits in the minute book and not in the gate register, which is only signed by casual visitors to the jail whose duties are not connected with the observation of matters connected with jail management and discipline.

Official visitors.

25. It is unsafe and subversive of discipline to gather all the prisoners in the jail inside

the inner circle. It is useless maintaining separate enclosures if at certain times of the day all the prisoners are thus brought together. This jail with its arrangements of cells and enclosures could be easily adapted for the separate accommodation of habituals, who could be completely segregated from the rest of the jail and the worst of them made to sleep in separate cells.

Discipline.

26. The prisoners on our visit were only provided with two blankets each, although there was a large number in stock ready for issue. In a climate like that of Montgomery with a vast diurnal variation of temperature it is always an error on the safe side to issue the winter clothing very early rather than very late.

Clothing.

(13)—MOOLTAN.

The Commission visited the Mooltan Jails on the 30th November and 1st December, accompanied by Dr. Gray, the Inspector General of Prisons, and Dr. Cunningham, the Superintendent.

Site.

2. The Mooltan District Jail is one of the best arranged institutions of its kind in the Punjab.

There is a large area of jail land outside the main walls. Some of this land forms a valuable garden, and the rest, which is in front, is more or less uncultivated. It should be possible to plant a large lime orchard in this unoccupied space if not in the jail garden itself. Some very useful work is now being done in connection with the filling up of the large ditch which surrounds the jail. The jail consists of two minor enclosures in front of the main gate and the main jail.

3. The Civil Jail is a small enclosure outside the Criminal Jail, subdivided into two portions for male and female prisoners. No prisoner in the Civil Jail at the time of our visit was getting a daily allowance of less than 2 annas for diet. At present one man is on duty here all day, and four men are told off to furnish one watch at night.

Civil Jail.

The batten door should be replaced by a grated door, through which the prisoners could communicate with their friends at all hours during the day. Perhaps the doors leading to the male and female enclosures should be shifted to face the main gate of the jail, so as to be under the eye of the armed sentry and the gate-keeper.

4. There is an enclosure outside the jail for carpenters, blacksmiths, and potters. This is a very insecure place for long-term prisoners, who are the only men who can with advantage be trained to be carpenters and blacksmiths.

Outside workshop.

5. The present clothing godowns might usefully be enclosed to form sheds for carpenters and blacksmiths, the clothing being removed to godowns nearer those for manufactured articles, raw materials, and rations.

Clothing godowns.

6. The quarters provided for the guards would be sufficient for a reduced number, but they are insufficient for the men now employed as barkandazes and night-watchmen.

Warders' quarters.

7. The buildings at the main gate could easily be altered to suit the double-gate system. A porch to shelter the sentry would be necessary.

Double gate.

8. The ration godown is immediately inside the main gate and adjoining the cookshop. Rations are taken once a week from the contractor, but there is no very exact system of keeping the account of this godown, as we ascertained in our enquiry into the short outturn of work in the cells.

Ration store.

9. The cookshop is a well-suited building, and the cooking is well done. The diet now consists of half gram and half wheat flour on five days of the week, and pure wheat flour on the other two days. Besides this, there is the usual allowance of dall, parched gram, and vegetables. In our opinion, the substitution of gram in the diet for half the quantity of cereals requires to be reconsidered. As matters stand, the prisoners on the gram-flour days get 5 chittaks of wheat and 9 chittaks of pulses represented chiefly by gram. The hours for distributing food are 10 A.M., 1 P.M., and 5 P.M., 7 hours for all the food and a 17-hours' fast.

Cooking.

10. The new bathing reservoir is a good arrangement, but it will be found too expensive to be introduced into all the enclosures.

Bathing.

Store-rooms.

11. The godowns are thoroughly well arranged.

12. We approve entirely of the system of cultivating all the available land inside the walls with vegetables. This is done with great success here. The outer garden also contains an ample supply of vegetables, and there are three good wells for irrigation. Water is found about 24 feet below the surface.

Garden cultivation.

Dr. Gray's proposal to send vegetables to the Montgomery jail from this jail is a good one, should any surplus be available after supplying the wants of the local central prison.

13. There is good accommodation for a large number of females in this jail. Female under-trial prisoners are confined in the jail and not in the hawalat.
14. The enclosures in the main circle would be much improved if they were made twice as large and each enclosure contained two barracks instead of one. The position occupied by the divisional walls to be removed would be admirably adapted for bathing platforms.
15. The lanterns along the main wall of this jail are never used. This fact is important as showing that it is possible to save this expenditure for oil.
16. Judging from the fact that short work at wheat-grinding in cells is not reported, we must come to the conclusion that in regard to the recording of jail offences the present subordinate staff is not a reliable one.
17. No extra diet of any kind is given to convalescents in this jail. The only difference in their treatment is that they are excused from labour and get medicines.
18. The seats in the latrines are carefully subdivided from each other by a low wall. This is an arrangement not found in other jails in the Punjab. The night latrines inside the ward are used by about one-third of the prisoners in each ward.
19. The clothing is good and sufficient, and the woollen yarn is of a finer quality than that usually found in Punjab jails.

20. We saw all the prisoners at a general parade. The health is good, and the prisoners appear to maintain their weight, although in general appearance they do not look as well as the Chinawan prisoners.

For the last four years the death-rate has been as follows: 12.8 per mille in 1884, 36.7 in 1885, 12.85 in 1886, and 15.0 per mille in 1887. These figures compare very favourably with those of some of the other large jails of the Punjab.

Establishment.

21. The cost of establishment is as follows:—

	R
Fixed establishment and night-watchmen	446
Contingent guard	345
Police guard	236
Manufactory establishment	36
	1,063

22. As this is the last jail belonging to the Punjab which we shall at present examine, we desire to make a few remarks on the dietary as we have found it in most of the prisons we have visited.
23. The jail dietary of the province officially in force is that which was prescribed by a circular issued in June 1878. This diet scale will be found analyzed in Surgeon-Major Lewis's "Memorandum on the Dietaries of Labouring Prisoners in Indian Jails" (Table IX).
24. It is a good mixture of all the cereals obtainable in the Punjab markets aided by a fair proportion of pulses of the several kinds: its quantity is ample if justly distributed; and the proportion of its constituents is that which is considered by experts to be best suited for men doing a moderate amount of work,—that is, about one part of nitrogen to eighteen of carbon.
25. We have, however, found that on account of the trouble in obtaining other cereals than wheat, aided no doubt by the obstructions of a contract system, the Inspector General has for some time back permitted the substitution of pulse (usually in the form of gram flour) in the place of the coarser cereals, barley, jowar, and makki. The result of this action has been to disturb the proportion of the chemical constituents of the dietary to a serious extent. We cannot say that we have been able to trace any definite sickness to the use of this highly-nitrogenized diet; but there is no doubt that it is opposed to the recorded views of the most eminent physiologists and is a probable cause of disturbed health.
26. On the authority of Parkes, Letheby, Moleschott, Pavy, Playfair and others, the proportion of nitrogen to carbon in the diet of a male doing no work should be about 1 to 20, in that of a male doing moderate work 1 to 18, and in that of a man doing very laborious work 1 to 16.
27. By the substitution of gram flour in the bread given to the Punjab prisoners, the relative proportion stands at 1 to 14. In this connection it may be noted that the special diet of the jail at Rupar (which is also analyzed in Table IX of Dr. Lewis's series) contained a proportion of nitrogen to carbon as high as 1 to 13.5, and it may be in recollection that in spite of all efforts and remedial

measures, the mortality among the prisoners at Rupar from its being opened till its closure averaged over 80 per thousand among picked adult prisoners. We are therefore justified in advising that no great departure should be permitted from the proportions of the chemical equivalents recommended by physiological experts, and justified by the experience for many years of the diet scales in use in the jails of the North-Western Provinces and Oudh.

28. There is fortunately no question of extra expense involved in this matter: the coarser cereals are as a rule cheaper than gram. And whatever may be the amount of trouble to obtain these grains, it should be undergone in the interests of the prisoners.

29. From the condition of several of the jail gardens we have examined, we are satisfied that from varying causes—sometimes smallness of area, sometimes want of water, sometimes careless cultivation and want of manure—it cannot be possible to supply for more than two or three months during the cold weather vegetables of any real antiscorbutic value to the prisoners. It is absolutely essential at once to arrange for the correction of all defects in management of the gardens, to lay down a calendar of sowings for the guidance of each jailor, and further to arrange for the formation, as an essential portion of each garden, of a lime orchard composed of trees of the kaghazi lime in the proportion of one tree in full bearing for each prisoner in the capacity of the jail.

30. The issue of antiscorbutics in the recognized scale should, in our opinion, be also largely increased. At present one-tenth of a chittak, or say 87 grains, of tamarind pulp are given to each prisoner three times a week between the 15th May and the 1st November.

In our opinion, one or other of the following antiscorbutics should be given daily to each prisoner between the 1st April and 1st November, or 1st December where the garden is backward:—

- (a) a ration of one ounce of lime-juice;
 (b) 70 grains of am-chur;
 or
 (c) 140 grains ($\frac{1}{2}$ of a chittak) of tamarind pulp.

31. In addition to these special antiscorbutics every effort should be made to cultivate the very best vegetables that can be procured at the particular season.

There is no excuse for a jail garden in charge of a skilled gardener being worse cultivated or less productive than ground in the hands of a kachi or a mali in the same neighbourhood.

32. Intimately connected with the health of the prisoners is the question of crowding in jail wards. This subject comes up prominently in Mooltan in connection with the temporary barracks on the site of the proposed Central Jail. We found that these barracks, measuring 61' x 15' of floor area, have each 30 mud berths erected in them. The officially sanctioned accommodation for each prisoner in the province is 36 square feet of superficial area and 648 cubic feet of capacity. The barracks mentioned above could therefore contain only 25 men each, even at the minimum allowance of 36 square feet of superficial area. But if we take regard to the cubic capacity (the mean height of the roofs being 11 feet) and allow each prisoner 648 cubic feet, we find that each of these barracks ought to contain only 16 men: and yet as there are 30 berths erected in them, it is as certain as the sun shines that if the necessity arises complacent thoughtlessness will permit 30 men to be lodged in them.

33. This particular case only emphasizes a fact which came to our notice in every jail, namely, that the accommodation is unconsciously based on the calculation of floor area of the wards alone and not on cubic capacity as well.

It should be definitely explained to all jail officials that the capacity of a jail ward must be reckoned upon the minimum allowance of floor area, or upon the minimum allowance of cubic capacity according to whichever ratio sanctions the smallest number of inmates, and not in accordance with that calculation which sanctions the largest number of inmates. And as a corollary it must be asserted that cubic capacity should not be calculated on a height of roof exceeding 15 feet.

13 (a) TEMPORARY CENTRAL JAIL, MOOLTAN.

The temporary Central Jail is situated about four miles from the house intended for the Superintendent who is supposed to manage it, and five miles from the District Jail and the kutcheries. The site selected is, for many reasons, a most unfortunate one, and it is impossible that it can ever with advantage be the site of a permanent central jail. If a site were wanted, one could be found between the District Jail and the Superintendent's house which would in every way be convenient for a central jail, and such a jail could be constructed with prison labour from the District Jail. We have, however, recommended in another report that the idea of building a central jail here should be abandoned, and that the Montgomery Jail should be converted into a central jail for the districts of Mooltan, Jung, Muzaffargarh, Dera Gazi Khan, Dera Ismail

Khan, and Montgomery. Even if this proposal meets with the approval of Government, it will not be wise to abandon the present so-called kutchra central jail which is capable of giving relief to overcrowding in other jails in times of scarcity like the present, when the jail population of the province exceeds for a short time the average number for which the jails of the Punjab were constructed. As a safety valve for excess population, this will prove to be an excellent jail and could accommodate 1,000 prisoners.

2. The buildings are substantial structures in almost every detail except the roofs, which are thatched ones covered with earth. The one serious defect in these buildings is the insufficient height of the roofs and the small cubic space allowed per prisoner. If employment was wanted for the men now to be sent to this jail, this might with advantage be employed in raising the roofs.

Another defect is the short length of each barrack. We would advocate the joining of the central barracks and the division of each long central barrack into two wards, which could then be easily patrolled by one prisoner watchman. The roofs being thatched and insecure, it is essential for the safe custody of the prisoners and the prevention of fire to have a watch inside.

The space now allowed per prisoner is too small. Nothing short of 50 square feet and 648 cubic feet should be allowed.

3. There are two excellent wells inside the jail walls from which much of the spare land could be irrigated and made to grow cold-weather vegetables. If the prisoners are to come here, this work should be taken in hand at once.

4. There is ample accommodation for a large jail staff. Indeed, they would be better housed here than in most of the jails of this province. For a temporary jail to relieve overcrowding it does not seem necessary to employ a full-time Superintendent, especially if this officer is to live 4 miles away. A Deputy Superintendent and a well-trained Jailor could easily manage the institution under the general supervision of the Civil Surgeon.

5. Brick-making and moonj matting would be good industries for such a jail. In considering the question of a good industry for prisoners in this province, it would be useful to find out what is the value of moonj grass as raw material for "stock" for the manufacture of paper by machinery. There is such a plentiful supply of this grass in this part of the province that it would probably be easy to start a paper mill from which the whole of the requirements of the Government of India and all the Local Governments could be supplied.

13 (b) MOOLTAN HAWALAT.

Site. The Mooltan Hawalat is situated in the kutchery compound and about a mile from the District Jail.

Plan. It is on a circular plan similar to that of the Jullundhur Hawalat.

Establishment. 3. The establishment consists of—

1 Sergeant. } Police.
1 Corporal. }
7 Constables. }

There is also a turnkey on R9 and two prisoner-cooks and a prisoner-sweeper sent here from the jail.

4. A low wall surrounds the main building. In the space between the wall and the barrack is situated a small covered cookshop and an uncovered day latrine with four seats used only by the prisoners on medical duty. Under-trial prisoners are never allowed into this yard.

5. The sleeping barrack is a circular building, and the wards radiate from the centre room which is occupied by the sentry on duty.

6. We found only two out of four of the wards occupied on the morning of our visit. Most of those now in hawalat had been confined in these wards without ever leaving them for periods varying from 1½ months to over 2 months. They eat, sleep, and defecate in the same room. Washing is out of the question. It is difficult to conceive on what grounds these men who have not yet been convicted are treated with such rigour. As usual, they receive the non-labouring scale of diet irrespective of the length of time passed in hawalat.

Female under-trial prisoners are very properly sent to the jail for confinement in the female ward.

W. WALKER.
A. S. LETHBRIDGE.

Note.—A report on the Delhi Jail will be found at the end of this Appendix.
W. W.

JAILS OF BOMBAY.

(1)—SHIKARPUR.

The Commission inspected the Shikarpur Jail on the 2nd and 3rd December in company with the Acting Superintendent and Jailor, Mr. Hall, and the Medical Officer, Assistant Surgeon Postwala.

2. The site of the jail is said to be low and undrained, but as there is so little rain, this condition is only felt occasionally to be prejudicial. The sub-soil water-level stands at 20 feet to 25 feet; the water is good and abundant. In digging wells a stratum of 4 feet or 5 feet of clayey soil is passed through, succeeded by pure sand in which the water is found.

3. The enclosure of the jail area is formed by massive mud walls in the form of an irregular quadrangle. This quadrangle is divided into two enclosures, the "outer" having an area of 26,236 square yards, and the "inner" having an area of 18,656 square yards. In the inner enclosure are placed irregularly long barracks with arched roofs, built entirely of sun-dried bricks set in mud, which receive all the prisoners at night, in cool weather: while in the outer enclosure is the hospital and the workshops of different kinds. As both enclosures have the same surrounding wall it is difficult to appreciate any difference in strength or security between the two.

4. All the prisoners are brought together into the outer enclosure to eat their meals: and in very hot weather all are allowed to sleep at night in the open air in the inner enclosure: so that on several occasions daily the whole mass of the convicts is congregated together without any classification.

5. As the main gate leading into the outer enclosure is a single one, there is considerable danger of a rush being made for it when the convicts are massed together.

6. There are no divisional walls between the general wards, and hence classification is made more difficult.

7. The barracks in this jail are of varying lengths, but all have the same sectional area—

	Feet.
Width	15.
Height of walls to spring of arch	9½
Perpendicular between tie rod at spring of arch and crown of arch	8½

8. The lateral ventilation is afforded by four window openings on each side of the ward considerably above ground-level, measuring only 3 feet x 3½ feet, grated and closed by shutters. There are also roof ventilators of varying sizes, and a few scupper holes high up in the side walls. Altogether for hot weather the ventilation is utterly insufficient, and for cold weather it is absolutely essential that the number of men confined in the barracks should be strictly limited if mischief is to be avoided.

9. There is evidence that, before the erection of the berths in the wards, the crowding in them was very great, and even now it appears that, calculating on an allowance of 648 cubic feet of capacity for each man, the wards have far too many inmates.

10. There is no lock-up register in this jail, hence it was not possible to determine the exact number of prisoners shut up in the wards on any given date, but we found 37 under-trial prisoners shut up in a ward which should contain only 13 men. As some of them had been many months in confinement, the result on their health must be disastrous, and is a very bad preparation for undergoing a sentence of rigorous imprisonment.

11. It is clear therefore that, in a jail having sleeping wards constructed on the plan of the Shikarpur barracks, the most stringent orders should be issued with regard to the capacity accommodation. Our opinion is, that a minimum accommodation, 648 feet of cubic capacity, should be given to each prisoner, and that the clothing should be improved so as to enable the men to withstand a certain amount of cold arising from a freer ventilation in the cold months.

12. These wards have exceedingly little lateral ventilation; the capacity included in the well of the arched roof is not of much value to men sleeping below, and although during certain months the prisoners sleep outside, this indulgence is a matter which depends more or less on the discretion of the Jailor, who cannot be trusted to decide on so nicely-balanced a question of health. During the past hot season the prisoners slept in the open air from 15th April to 7th October,

13. It is also to be noted that the deaths in this jail from pneumonia, cerebro-spinal fever, diarrhoea and dysentery, are almost confined to the cold months when the evil effects of crowding are most felt. Overcrowded as we found the Hawalat on our visit, we were assured that it is often more crowded, and yet there were on the date of our visit several barracks unused. This shows that the evil effects are not realized by the officials with sufficient force; and we have not the smallest doubt that this has been in the past one of the most serious causes of sickness and mortality in the jail. One scarcely likes to surmise what must have been the state of matters when over 800 prisoners were confined in this jail.

14. Cerebro-spinal meningitis from which the prisoners have formerly suffered in the cold weather is recognized by experts as one of the diseases which arise among bodies of men living in a crowded and generally insanitary state. We were gravely assured by the Jailor that his reason for having a good thick crop of hair on the convicts' heads was to ward off this meningitis, which he believed was caused by cold draughts! A man who has conceived such a cause for this terrible disease naturally proceeds to close up every inlet for fresh air into a barrack in cold weather, and produces the very results which in his ignorance he is anxious to avoid.

15. We see that on this question of crowding in the wards during the cold months Surgeon-General Pinkerton and Dr. Dimmock have both spoken plainly to the Inspector-General in their Reports: and we have no hesitation in adding as the results of our experience that prisoners confined in barracks with so limited a cubic capacity, with ventilation so obstructed in order to provide warmth, with dirty persons and with a scorbutic taint prevalent, cannot be expected to be healthy and must fall victims to diseases such as have hitherto prevailed in this jail. We note below what we regard as the safe capacity of the wards if properly ventilated, and alongside give the number of berths which have been erected in them:—

No.	Capacity.	Number of berths.
1	34	51
2	47	51
3	28	42
4	28	42
5	47	68
6	40	53
7	38	Not known.
8	23	Ditto.
9	28	Ditto.
10	13	Hawalat (27 confined in it).
11	21	20
12	20	Females.
	372	

Nos. 1, 2, 3, 5 and 6 occupied.

16. We remarked that external side latrines for night use are being built. We have no fault to find with these except that in the large Provinces of Bengal and the North-Western Provinces they are not found to be necessary, provided the prisoners are given sufficient opportunity to visit the day latrines; night urinals are required in each barrack, but these are not nearly so objectionable as ordure pans.

17. The drinking and ablution water of the jail is got from two wells: the water is plentiful and good, but the methods of raising and distributing it are faulty in the extreme. We saw in use for raising water the same rough and unclean arrangement of munj rope and small gharras as is to be found in every village. This munj rope must rot and render the water impure. Surely it would be possible to improve on the construction of the water lift by the use of wire-ropes and small tin or iron buckets, even if a Burgess and Key's lift cannot be purchased. There is no attempt made to carry the water in pipes to any part of the jail: as it flows from the wheel it must be received into buckets or gharras and carried hither and thither by hand: while the arrangements for bathing, which are good enough for 10 or 12 men, are utterly insufficient to admit of three hundred men bathing quickly and in an orderly manner as should be accomplished every day in the hot months and twice a week in the cold weather.

18. This matter of bathing is not to be judged of by the habits or predilections of the people themselves. A Biluchi may hate the sight of clean water and may never bathe: and as long as he wanders on his native hills he is no source of nuisance and ill-health to others: but when he is associated with other men in a confined area and is no longer a free agent, he must be made to do what is necessary for their health and comfort as well as for his own.

19. There are no regular bathing parades, and no daily washing of face, hands and feet, after work.

20. The water which collects in the tanks near the wells is used for clay-washing the wards and the ground area of the barracks. No ablution or slop water should be used for these purposes. We observed that

to secure neatness of appearance and command of the dust, clay-washing is done persistently even in the coldest weather. We think that, as we saw it, the thing is overdone. The ground contains much "Reh" or "Kuller" which retains moisture, and there are in the cold months (we believe) heavy dews; on this account we think that the frequent watering and clay-washing of the jail area should be avoided. The same remark is equally applicable to the wards. On our visit we saw the floor of the women's ward at 4 P.M. quite damp from leaping, and certainly unfit for any human being to sleep upon. In this ward there are no mud berths.

21. As for the men, so the arrangements for the women's bathing are very insufficient; the water has somehow to be carried inside, and we doubt if any ever reaches them except for drinking.

22. The jail Hospital is an excellent building, well ventilated and with a lofty flat roof. It is supplied with wide mud berths, and a few cots for serious cases.

23. The jail latrines are on the dry-earth system, and are carefully worked; but there is no arrangement near them for ablution purposes.

24. The cook-room is on a very good plan, and the cooking is done with some attention to cleanliness. The system here is to cook upon the tawa or iron plate and is unexceptionable when carefully done. The bread we saw was not sufficiently cooked, being wet and doughy and unraised. No "khameer" or yeast is used. The expenditure of wood is very high—eight chittacks per prisoner as compared with six chittacks in the Punjab and three in the North-Western Provinces. If the fire was more confined and concentrated under the tawa, and the heat and smoke carried to a flue in the centre of the building, passing in its course under the boiler for cooking vegetables, a large saving could be realized.

25. We found a modified form of the contract system existing here. A contract is advertised for and accepted to supply flour at certain rates,—the grain being ground by the prisoners free of charge and a certain fixed allowance of loss being paid for at the contract rates. The grain is made over by the contractor to the mills, is received back by him, and the flour is then issued by the contractor to the Jemadar of the cook-house in accordance with a note sent to him by the Deputy Jailor. The sum total of these "rookas" or notes is at the end of the month embodied in the diet voucher and charge made accordingly; an additional charge being made for wastage at contract rates for flour, and not apparently at the price of wheat.

26. We examined the garden and found it to be ample for the size of the jail; it was well cultivated and the vegetables are very promising. The first sowings were killed off by a heavy shower of rain which flooded the garden, but the crops are now coming forward well, and we would recommend extra issues of vegetables while available to the prisoners, as a large number of them show a scorbutic taint, which can be best got rid of at this season. There are a few young lime trees, but no attempt is made to have a supply sufficient for the wants of the jail. We would suggest here and elsewhere the formation of a lime orchard of at least 400 trees at a convenient place where they can be watered freely by flushing from a well.

27. The female and under-trial prisoners are kept in separate enclosures. With this exception there is no complete segregation of habitual, adolescent, or juvenile prisoners. We found habituals mixed up with the other prisoners. The juveniles sleep in a separate barrack, but they are paraded and work in the same enclosure with the other convicts. A lad of 14 was found in a gang with ordinary prisoners, and adolescents are not kept apart. This must result in gross immorality in a jail populated by men notoriously addicted to unnatural crime. Nothing short of complete segregation in separate barracks and yards will remedy this evil.

28. Under Chapter XXI of the Jail Manual an attempt is made to classify convicted prisoners into five classes. Beyond attempting to make them wear caps of different colours, there does not appear to be any object or effect in this system of classification. As might be expected the jail authorities find it extremely difficult to prevent the men changing their caps or altering the colours. Where there is no attempt at permanently distinguishing and segregating habituals, any system of classification such as that adopted in the Jail Manual can serve no good purpose.

29. Fetters for safe custody are placed on all prisoners except those who have only three months to serve. An old life-prisoner who was completely blind was in fetters for safe custody. The fetters are of a chain pattern.

30. All the prisoners were inspected at a general Sunday parade. The men look in fair health, but there is a scorbutic taint in a considerable proportion of the jail population. These are said to be mostly prisoners from the frontier. The bodies of the prisoners appeared dirty and unwashed.

31. There are no proper arrangements for bathing the prisoners. A well with a large reservoir is reserved for this purpose, but only one or two prisoners can be bathed at a time.

32. The clothing is of coarse texture and in our opinion not sufficiently warm for this district at this time of the year. The blankets and blanket coats especially are badly made and being unmilled cannot keep out the cold. If all the blankets cannot be made in one jail some rules for the spinning and

weaving should be laid down for their uniform manufacture. The cost of jail clothing appears to be the same as the average cost for the rest of the Province. It might with advantage be a little more in a district where the variations of temperature are so great.

33. Each prisoner is supplied with a small wooden ticket on which is pasted a paper form giving particulars of his sentence and also the marks given for a few weeks. As these paper tickets do not last for more than a few days or weeks, the jail authorities have to constantly renew them. They are thus a source of extra labour and the benefit obtained from their use is not equal to that secured by a regular labour and mark ticket which contains a complete history of the prisoner's life in jail and which is a permanent record of his work, conduct, health, weighments and marks, &c. There does not appear to be any proper system of parades.

34. The rules laid down in Chapter XIV of the Jail Manual regarding the cutting of hair of convicts is not observed in this jail, owing, as noted above, to the opinion that this was supposed to be the cause of cerebro-spinal fever. It need hardly be said that there are no grounds for such an opinion. Prisoners who have had their heads shaved can protect their heads by wearing caps. Some prisoners besides Sikhs and those entitled to keep their hair were found with their hair cut in different fashions.

35. Each prisoner is supplied with an earthen cup. This is insufficient for all the purposes for which a prisoner requires a cup and a plate. For instance, we saw the evening meal consisting of soup, meat, and bread distributed. The soup was put into the cup and the prisoner was precluded from drinking water with his food. These earthen cups cannot be taken to the latrine for purposes of ablution without being defiled. The result is that the prisoners have no chance of washing their persons after using the latrine. We would advocate the giving of a suitable iron cup and plate to each prisoner. If kept bright they look clean and are very durable.

36. There was no means of distinguishing an habitual prisoner who had been more than once in jail.

37. There being no special gang for weak and convalescent prisoners, these men when they are not in hospital are kept with the others and receive no special diet. This want of segregation must be very detrimental to the men in feeble health. Special rules for their complete separation, frequent weighment, diet, work and rest must be issued if the jail mortality is to be reduced. A considerable proportion of the men now in jail should be so treated. We are informed that the men who are in robust health and fitted for hard labour are drafted to the Sukkur bridge work.

38. There were 27 under-trial prisoners in a ward calculated to accommodate 15. Of these six have been in Hawalat over three months and three in one case about four months. All those now in jail have been over one month under trial. They were all receiving non-labouring diet, and there is no rule by which any increase in diet is given after any length of confinement in the under-trial ward. As the under-trial ward has no gratings, the prisoners use a latrine in the enclosure. The men are allowed to use their own clothing, and this is supplemented by jail bedding and clothing if they require it. The men now in confinement appeared to us to be insufficiently supplied with blankets and bedding for the time of the year. The entrances are unprotected by batten doors, so that this ward must be exceptionally cold at night. There are no raised beds in this ward.

39. The female prisoners occupy a barrack which is supposed to contain 30. There is an under-trial ward attached in which two prisoners were confined. This ward communicates with the general enclosure for females through a grated door. The bathing arrangements for females are very defective. The reservoir contained dirty water and being sunk in the ground cannot be properly emptied or cleaned. There is no matron attached to this jail. The female ward is sealed by the Jailor every night. There are no cells for female prisoners. They are employed in spinning-work.

40. Prisoners under trial for murder and those sentenced to death are either chained to staples in their cells or to staples fixed in the ground under a tree. A Police sentry is placed over them and on the wall overlooking them is another Police sentry with a loaded musket.

41. The Jail Establishment consists of a Superintendent on R150, a Jailor on R150 to 200; 1 Head clerk R60, 1 Deputy Jailor R50, 1 second Clerk R30, 2 Chief Warders R15 each, 2 Assistant warders R12 each, 10 Peons at R10 each, 8 Peons at R8 each, 1 Blacksmith R15, 1 Hospital Assistant R25+ R15 special allowance—Total R713 rising to R763.

42. There is also a Police Guard consisting of 1 Havildar, 2 Naiks, and 19 Constables, at a total cost of R201-8. At present the Jailor is also acting as Superintendent and the Assistant Surgeon of the Dispensary is in medical charge.

43. In regard to the Warder and Peon Establishment the following are points worthy of notice. They have all been some years in jail service and the appointments appear to be popular. Twelve of these men are natives of the town of Shikarpur. But the whole Jail Establishment have their houses in the city, to which they go when their day's work is over or for their meals. Each

member of the warder establishment is allowed the following uniform, which is well made and looks well:—

1 Warm coat	} For winter wear. Cost Rs6-9. To last two years.
1 Turban	
1 Pair of cotton trousers	
1 Cotton coat	} For summer use. Cost not given. To last two years.
1 Pair of cotton trousers	

The men have to pay for their shoes; these are obtained from Cawnpore and paid for by small deductions from their salary. No military training is attempted. No leave except casual leave is granted. The men are divided into two squads; one squad consisting of 6 men gives 3 night sentries who have six hours each (divided into 2 watches of 3 hours each). Besides this night work these men have 6 hours each of day duty. The second squad of 14 men are employed all day with the exception of one hour for food. Ten prisoners is the maximum number of an extramural gang in charge of one warder. The Police Guard furnishes sentries for the main wall on which there are sentry boxes and a parapet for patrolling purposes.

44. There is serious danger in allowing armed sentries and the Havildar with his sword to enter the jail as an escort for official visitors. These men are as a rule so careless that it is possible for prisoners to snatch these weapons from the guard and use them. Batons only should be allowed inside the jail.

45. The Police lines adjoin the jail enclosure and the constables are assembled at the main gate on a notice being sent by the Superintendent. But no formal alarm parade is carried out. This jail is particularly well placed for the carrying out of such a parade in which the whole Police force should take part. The walls especially could be easily manned by armed constables.

46. The convict guard consists of 19 convict warders. All belong to one grade. They have a very distinctive dress. They sleep and eat with the prisoners. Their only reward consists of remissions earned under the mark system. An ordinary prisoner can earn 13 marks a week (6 for work and 7 for conduct). A convict warder is given 11 in addition to these 13, making 24 in all. At the option of the Superintendent they are allowed in the cold weather to smoke outside the jail gate. They are all prisoners under the mark system with sentences of two years and more. It is a serious blot in this system that four of these men should be habitual thieves; one a boy who had previously been in the "Reformatory" attached to this jail. An average of 4 per cent. of the jail population is allowed for this jail and 6 per cent. for the Sukkur Gang.

There are no numbers given to convict warders to show their position in the jail service.

47. No attempt is made to watch the inside of the wards at night. The result is said to be serious immorality among the prisoners, especially towards those newly admitted. One convict warder renders assistance in the vernacular office by writing up the Dak register, &c.

48. The daily record of short or bad work cannot be said to be complete when no notice is taken of short work at the flour-mill until the end of the week.

Record of work. It is also usual to punish prisoners with removal to harder forms of labour without recording this. The reason given is that the sentence being one of hard labour, it is no punishment to send a man to the hardest form of labour. Still this does not explain why the offence for which the change was ordered is not recorded. If any uniformity is to be attained in the recording of offences, such expedients as those noted here must be disallowed, or if it is thought proper, distinctly allowed under orders from headquarters. In the latter case there will be no means of knowing how many offences have been dealt with in this manner.

49. The forms of punishment usually employed are formal warnings, stripes, loss of marks, and confinement in stocks. The last-named punishment is similar to that used in Bengal under the head "standing handcuffs," and its severity depends entirely on the way the stocks are used: the name, which is suggestive of mediæval appliances for torture, should be changed if the instrument is to be retained in a jail.

50. Some of the registers were examined. This subject will be discussed with the Inspector-General of Prisons, but it may be mentioned here that there is no proper lock-up register and no release diary, although the Jailor finds it necessary to keep note-books of his own for information on the points that would be entered in these registers. In consequence of the large amount of office work a few of the registers with headings in English are kept in the vernacular. There is a prisoners' property register, but the property is also entered in pencil on the warrant. There are many useless registers kept up. The fine register is an important book in this jail; it records the realization of Rs3,840 during the current year. The Hospital Assistant appears to have too much writing to do. The Hospital Registers are too numerous. A Register of Lunatics under observation has recently been opened. The reason for this special register will be obtained from the office of the Inspector-General of Prisons.

(2)—HYDRABAD, SINDH.

The Commission inspected the Hyderabad Jail on the 4th and 5th December along with the Superintendent, Surgeon-Major Keith.

2. The site of the jail is an excellent one, well raised on the old high bank of the Indus, capable of perfect surface drainage and having the subsoil water-level at 25 to 30 feet.

Site.

3. The area of the jail is a quadrangle bounded by a high mud wall, 984' x 160', and as its capacity is calculated at 603, the area available in the whole enclosure for each prisoner is 28 square yards per man. This area is, however, very much contracted in the sleeping barracks and their court-yards, which the prisoners occupy for at least 12 hours out of the 24. The wards are all built of mud, having flat roofs supported on one or two rows of mud pillars: they have no grated doors or windows, but open by two or three archways each into their own small court-yard to which the prisoners have access without hindrance. In the ward itself mud berths have been erected not only down the sides of the wards but across the ends and in the middle: in one ward there are as many as four parallel rows of berths. The capacity of the wards is not exceeded by the number of berths, but the men sleeping on the inner rows of berths must be in a much more unfavourable position for fresh air than those on the outside.

Area and buildings.

4. The worst feature in our opinion in the construction of this jail is the small site area on which a large body of prisoners is accumulated. For example, one of the largest of the blocks of wards covers, with the area of its court-yards, enclosed by very high walls, a space of only 351' x 36', or 12,616 square feet = 1,400 square yards. As there were 189 men accommodated in this series of enclosures, it results that even when the prisoners sleep outside in the yard, they are closely confined to an enclosed area of seven square yards per man. This according to our experience is a dangerous condition, especially so when all the means of lateral ventilation are scaled up during the cold months. The area allowed to each prisoner inside the wards is ample; but in the cold weather ventilation is impeded designedly to keep out the cold winds, and in the hot months the deficient site area of the yards must render the enclosures very insanitary.

Site crowding.

5. These buildings do not seem to be given the advantage of ventilation by wind-sail erections which we saw on the roofs of the poorest houses in Hyderabad. Perhaps they are useless on account of the high surrounding wall of the jail: if so, this only serves to emphasize our condemnation of the occupation of so cramped an area which deprives the barracks of the advantages of a good situation for natural ventilation. The hospital is an open, airy and well-ventilated building.

Ventilation.

6. The female ward is a long building 66' x 12' erected on the same plan as the other wards, with a narrow court-yard in front. The floor of the ward is 2' to 2½' below the ground-level of the yard, but it seemed quite dry; and we saw no evidence of the same persistent dampness of the ground by clay-washing that we noticed in the Shikarpur Jail. Part of the female ward is divided off into a cell to contain two or three under-trial prisoners. In it we saw one woman who had been thus shut up in solitary confinement for three days. We think that this refinement of jail classification is unnecessary besides being dangerous, suicides having taken place under such circumstances in other provinces. A solitary female under-trial prisoner might be given the option at least of confinement in association or of solitary confinement in the cell. Like the male wards, the female ward has no gratings, and the women have the run of the small court-yard day and night. There are four arched openings 6' x 3' which give access to the court-yard.

Female enclosure.

7. There is a small sheet-iron tank sunk in the ground for drinking and ablution purposes. This is fed by hand from the other side of the enclosure wall. From its position and form it is impossible that it can ever be cleaned out: and on our visit we found the water in it dirty and milky. The water-supply of the jail is good and apparently ample for all purposes, except for the irrigation of the garden. It is supplied at a cost of Rs. 1,000 per annum from the Municipal Water-works. There is a hydrant from the Municipal mains which discharges into a large uncovered round shallow tank, 40 feet in diameter, in which the prisoners are supposed to bathe and wash their clothes. From this tank the water can be run off by gravitation into the new garden outside the jail wall. Water for drinking purposes is filled by hand into a vessel for each ward enclosure. There is no system of distribution to divisions of the jail by pipes and standards, and the jail is so radically bad in its construction that we do not advise money being spent in attempting to improve it. The sooner it is pulled down and replaced by a jail erected on sounder principles the better; the loss from materials in such a jail cannot be a heavy item in the calculation.

Water-supply.

8. Classification amongst the convicts even to the rudimentary extent of completely segregating the habitual criminals is not possible, with buildings huddled together on such a cramped site.

Classification.

9. We found in this jail a satisfactory attempt to purchase grain direct from the dealers; but as the rates of purchase seemed to hinge still upon the published official prices current, the issue cannot be fairly judged by the results. Until the Jailor is encouraged by the Superintendent to purchase largely from the growers, especially at harvest time, and until a system of grain godown

Food-supply.

register and mill register is settled, which will work in unison with the expenditure in the cook-houses and form the basis of the calculations in the diet vouchers of the contingent bill, the full economy of avoiding dealings with contractors and middlemen cannot be realized, nor can any real check be maintained over the purchases and issues.

10. The use of the coarser cereals, bajree and jowari, in this jail is to be highly commended. The amount of flour allowed to the majority of the prisoners is considerably less than in other provinces, and will require to be honestly supplied if the men are to remain in sound health.

Use of coarser cereals.

11. We examined the jail garden, and were sorry to find it both in its area and in its state of cultivation very far short of what is required for so large a body of prisoners. We saw decided evidences of scurvy in a number of the men, and this is the only season of the year in which trustworthy vegetables of any antiscorbutic value can be supplied. The new garden is a worthy patch of land that if carefully cultivated might yield sufficient vegetables for 150 men. The old garden is of ample area, has good soil and has close at hand an unlimited supply of manure. Only one or two small corners of this fine garden contained some lucerne grass and a few plots of rank radishes run to seed, a little sag and some young garlic plants. The rest of the ground had just been relieved of a crop of bajri. We were told that the reason why vegetables had not been grown was that the water of both the wells was brackish. Our experience in Agra, Delhi, &c., where only brackish water can be had, is that all the cruciferæ, cabbages, cauliflowers, turnips, &c., &c., thrive well under brackish irrigation. At all events the cultivation of these plants might have been tried.

Garden.

12. As the issue of tamarind pulp has been stopped in the diet since Dr. Keelan's time, we think it ought to be recommenced again at once and given to all the men. There is no lime orchard in this garden. The new ground is well adapted for the growth of this shrub as it can be supplied with sweet water; it is only necessary to dig out a hole in the rocky soil three feet in diameter and about 6 feet deep to be well filled with thick black mould. An orchard of 500 lime trees would be simply invaluable as an aid to the vegetable supply in the hot weather when it is so deficient.

Antiscorbutics.

We find that the issue of special antiscorbutics, such as kokum and tamarind, was stopped by a Circular, No. 2959, dated 13th June 1877.

This was only brought to our notice at the Surat Jail; the matter therefore requires early consideration. 13-12-88.

13. The system of cooking in this jail is good. The cakes are made rather too thick so as to leave them somewhat sodden in the middle. They are all cooked on the tawa or "girdle," but the expenditure of fuel is unnecessarily high. The fireplace under the tawas is connected with a flue which causes a considerable and uncontrollable draught. The fire should be more concentrated on the tawas, and the flue before passing into the chimney should pass under the vegetable or dal cooking-vessel, allowing no waste of heat. At present the dal and vegetables are cooked over a separate fireplace. When the cooking is well in progress, by closing partially a damper in the chimney the draught can be controlled and waste of fuel diminished. We need only add that a 14-chittack ration is cooked in the North-Western Provinces Jails by an average of 3 chittacks of wood, and in the Punjab by an average of 6 chittacks, while the expenditure here in cooking a smaller ration is said to be 8 chittacks per ration.

Cooking.

14. There is no system of classification beyond the coloured caps. Men wearing different-coloured caps were working in the same gang. Some adolescents were kept at work together. All prisoners with sentences of two years and over and all those who work on extramural labour have fetters. In regard to the latter, the fetters are generally placed on one leg.

Classification.

15. There were three females in confinement, one being an under-trial prisoner in a case of causing abortion. She was in solitary confinement. Of the two convicted females, one was a life-convict and the other (who had a child a year old with her) a gipsy under sentence of two years. The bathing arrangements as above described were very defective. The latrine was also on an obsolete plan which the Superintendent purposes to alter. There were no berths or doors in the sleeping ward and no work shed.

Female prisoners.

16. In the ward which has accommodation for 16 prisoners, we found 19, chiefly sessions cases. There were 10 men in one case who had been seven months in hawalat in a case of riot with murder. With the exception of two or three who had been admitted within a week, all the rest had been for two, three, and four months in jail. The diet scale for under-trials only differs from scale No. 1, which is the general scale for all labouring prisoners inside the jail, by having 1 ounce of bajri and 1 ounce of dall less. They are supposed to get 4 chittacks of vegetables every day. In some cases we noticed a tendency to scorbutic taint. These prisoners are allowed their own clothing.

Under-trial prisoners.

17. The sleeping wards contain three rows of raised earthen beds except in one which contained four rows. Date-palm mats are used for sleeping on. The blankets and bedding are not arranged in a proper manner. There is no light at night in the wards and no system of night-watching. A convict warder is placed in each barrack, but he generally goes to sleep. The night latrines are in the enclosure outside, and prisoners have free access to them. Most of the openings for ventilation are now closed. The through ventilation, as we have already indicated, in the hot weather must be very defective.

Wards.

18. The system of guarding condemned prisoners is very insecure. They are heavily fettered and put into a cell with a batten door. It is impossible for the warder on duty to see these prisoners. They are not chained to a staple.

19. The number of cells in this jail is very limited. It must be impossible to carry out any proper system of solitary confinement for judicial sentences.

20. The godowns are not properly arranged. The prisoners' property godown is badly ventilated, and altogether this part of the jail management is worse than anything we have seen.

21. The prisoners are employed on manufactures of the usual description, cotton and woollen cloth weaving, carpet and durri weaving and bajri grinding.

All the appliances are of the most primitive description. There is no means for bowing the wool before it is spun, and the blankets are not "milled." The flour-mills are on the ground and there two men to each mill. There is no system of recording tasks for any other form of labour except weaving, and this is only written in a vernacular note-book.

22. Three hundred and ten prisoners are employed on extramural work, *viz.*, 200 on canal work which is two miles away, 60 on stone-breaking for the Local Board, and 50 on the Municipal roads. All those on extramural labour should get the full scale of labouring diet, but this morning there were only 250 full rations prepared, so that 60 prisoners of those on extramural work got only the small scale. There was an order prohibiting the employment of prisoners by the Municipality, but recently, with the special sanction of the Inspector-General of Prisons, 50 men are now furnished to the Municipality on the understanding that they should not be employed in the city proper. Prisoners are taken to the city to fetch the articles of diet. It is estimated that the earnings from extramural labour will this year amount to about Rs10,000. The factory will also give a profit of about Rs2,700. In ordinary soil the prisoners on canal-digging give 80 to 100 cubic feet and in soft earth 120. Without a proper calculation as to the depth of the canal and the width of lead, it is impossible to say whether the task is a heavy or a light one. Judging from the fact that there are no reports for short work, it must be a light one.

23. The whole jail was paraded for inspection. We notice a serious disregard of the rules requiring the cutting of hair. The prisoners are also allowed to wear brass and iron rings on their fingers and toes.

General management.

There was much talking on parade. In regard to the issue of the small wooden tickets the rules are also not observed. As usual, the jail authorities have much trouble in keeping up these paper tickets.

24. The bodies of the prisoners were very dirty and unwashed. They do not have an opportunity of washing their hands and feet on return from earth-work. Bathing is only allowed on Sundays. The arrangement for bathing the prisoners consists, as before described, of a large circular reservoir surrounded by a platform on which the prisoners stand and bathe. This is a better arrangement than we have seen before in Sindh and the Punjab, but is still very defective.

25. The clothing is rough and badly made, especially the blanketing and blanket coats, which cannot possibly keep out the cold sharp wind unless the blanket is properly milled.

26. A very large proportion of the prisoners are suffering from ulcerated gums and the ordinary symptoms of a mild scurvy. There were 20 or 30 men who were in indifferent health, and ought to have been in a convalescent gang. There is no convalescent gang and no means of giving special diet to prisoners losing weight and showing signs of loss of health or symptoms of scurvy. Prisoners are only weighed on admission and discharge. Each prisoner has one earthen cup.

27. There were very few sick in the hospital; they sleep on raised earthen beds. The supply of European medicines is large, and there appears to be a want of care, leading to unnecessary expenditure, in selecting the drugs which are required for a jail hospital. The dispensary is very neatly arranged, and is the only part of the jail which shows any attempt at order and neatness. In regard to the purchase of bazar medicines there appears to be some want of control. We find that some articles are charged for every month quite irrespective of the number of patients to be treated. The Hospital Assistant gets his grade pay of R25 and an extra jail allowance of R15. The Hospitaller who only left the medical school 4 years ago is high pay. The 2nd and 3rd grade Hospital Assistants in Bombay get an extra jail charge allowance of R15, and the 1st grade Hospital Assistant R20. There have been only 6 deaths this year up to date.

28. The convict guard consists of 15 convict warders in regular uniform and a number of assistants selected by the Superintendent to help in the extra-mural gangs. These men wear white puggies and their ordinary jail clothes, and get no reward of marks. They are supposed to be qualifying for promotion. The convict warders can earn up to a maximum of 24 marks. There is no gratuity and they are not allowed to smoke. They sleep and eat with the prisoners. With the exception of one

prisoner whose original sentence was 18 months, all the others are on the mark system. There were 3 habitual thieves among the prisoners selected as convict warders.

Warder guard.

29. The paid warder guard consists of —

2	Head Warders on	R15 each.
2	"	" 12 "
10	"	" 10 "
12	"	" 8 "

Besides this staff there are a large number of temporary warders for the extramural gangs. The permanent staff is a fine well-selected body of men in proper uniform. Eight of them are ex-soldiers of the army, and the jail authorities prefer army men as being better disciplinarians. Four out of the eight ex soldiers are pensioners in the prime of life. The warder guard is armed with a good pattern of baton but have no military training. Of these 26 warders only 9 remain on jail premises. The others when off duty go to their homes in the city. The whole watch and ward of the jail is done by these men, and the jail is guarded at night by only 3 sentries and 1 head warder patrolling inside—a very remarkable fact for a jail containing over 600 prisoners. There have been no escapes from inside the jail. The walls are lighted with kerosine lamps.

30. The police guard consists of—

Police guard.

	R
1 Jamadar on	20.
1 Hawaldar on	15
1 Naik on	12
2 Subordinate naiks on	10
13 Constables on	8

They are not nearly equal to the warder guard in physique and appearance. Beyond furnishing a sentry at the gate and an escort for visitors they have no other duties. The police guards for visitors do not enter the jail with their arms. No police sentry is placed on the walls, &c.

31. The record of jail offences is very imperfect. The following is an abstract of the punishment register for 1888:—There were 7 offences in January. One offence for the whole of February, recorded on the 10th February. The next offence is dated 31st March,—that is to say, for 50 days not a single offence against jail rules was committed by the prisoners. In April 13 offences were recorded. In May 6 offences. In June 16. In the whole of July 1. In August 7 and September only 4. In October there were 10 offences, but from the 22nd October to the day of inspection, 5th December, 44 days, no single offence was committed in a jail containing over 600 prisoners.

32. The jail is visited weekly by a Magistrate, and once a quarter it is inspected by a committee of 3 visitors who examine the warrants and inspect the prisoners.

33. The town water-supply was brought into the jail in 1881. The yearly cost is Rs 1,000, which is charged to contingencies. There are iron receptacles for drinking-water placed in different parts of the jail. A system of taps would be a great safeguard against contamination. The water appears to be of good quality. The arrangements for executing prisoners are primitive and the drop given is a very long one.

very long one.

34. The old day latrine is on a very defective plan and it is impossible to keep it clean. There are no means provided for ablution. Small pieces of clay are kept with the day earth for the use of prisoners.

Latrines.

35. The superior jail staff consists of a Superintendent (Civil Surgeon) who gets R150. The Jailor receives R150 rising to R200; he has been for many years in this jail: no previous training; was Head Clerk of the Magistrate's Office. The Head Clerk gets R60. No previous training; was first in the Educational Department as schoolmaster and clerk; has been here 10 years. The Deputy Jailor on R50 cannot read or write in any language. He is said to be a good executive man and accompanies the canal gang to their work. Second Clerk on R30; is now in charge of the Nara gang. His place here is taken by a candidate who has been an apprentice in the Jail Office for 6 years on R10, the pay of one of the warders on the regular staff being given to him. No commission is allowed to any of the jail subordinates.

36. The Civil prisoners are confined in a separate building adjoining the jail, but they are under the charge of the Nazir. At the time of our visit we found the door open and the person who is supposed to be in charge was absent.

It is the practice for the Inspector-General of Jails to bring round with him an accountant and another clerk from his office to check the books and accounts.

(3)—KARACHI.

The Jail Commission examined the Karachi Jail on the 6th December in company with the Civil Surgeon, Dr. Bainbridge, and the Superintendent of the jail, Mr. Innes.

2. The site of the jail seems well chosen and open. Like the whole of Karachi it seems to be built on an alluvial flat reclaimed from the sea. The surface drainage is provided for with difficulty after heavy rain, and the subsoil water-level is only 4 feet from the surface. The water found at this level is all brackish and unfit for use except for ablution.

Site.

3. The actual area inside the jail wall is large, but the disposition of the barracks and workshops has so little method or design that much of the site area is lost to the prisoners. A spiked railing fences off the ground in front of the jail proper from the public road, and in this outer enclosure is the Superintendent's house, the store-rooms and offices. Passing through the single batten door into the jail enclosure there is first a series of four small wards, with court-yards intended for the confinement of military prisoners. We next come upon a closely-set group of ten sheds or "pendalls," having the spaces between the pillars supporting the roofs filled in with split bamboo trellis, on one side quite open, and on the other covered with palm-tree matting. In these wards there are no mud berths; the prisoners sleep on the ground, each having a palm-leaf mat and a piece of gunny matting for a bed. The sleeping wards are not lighted at night, and there is no attempt at watching the prisoners inside these wards after lock-up.

Jail enclosure.

4. The superficial and cubical area allowed to the prisoners sleeping in these sheds is ample in view of the free perfusion of air through them; but we much doubt the wisdom of keeping both sides of these buildings open in the cold months, and condemn entirely the crowding together of 306 men in an area of only about 4,470 square yards.

Capacity.

5. We think that one side of each shed should be built up, that the number of sheds should be reduced by one-half, erecting the others (or more suitable structures) in some other enclosure of the jail, and that each ward should have a stated number of berths erected, on which the prisoners should be compelled in the interests of health and morality to sleep.

Wards.

6. There is a large amount of space thrown away in the enclosure where the cells for European prisoners and European debtors are situated, and in the empty enclosure to the north of the European cell enclosure. In fact the area within the jail enclosure altogether is about 47,270 square yards, while on one-tenth of this large space for 12 hours out of the 24, 306 men are congregated, leaving nine-tenths vacant or occupied by a balance of 45 prisoners.

Empty enclosures.

7. The main wall of the jail is insecure at the points where the divisional walls join it. At these points the main wall should be considerably raised. The use of broken glass for the top of the walls is also a source of weakness.

Main wall.

8. It is very difficult to suggest any radical improvement on the disposition of buildings that have gradually accreted without any definite plan or intention. It would be better if the money that could be realized for the site should justify it) to sell the present site and build a new jail on a modern plan.

General plan of buildings.

9. There has been in this jail an attempt to break through the contract system of purchases, but it remains the same as if a contract were given at certain rates to one individual. The coarser grains are used in fair proportion with wheat. No registers of receipts from the market or issues to the mills and corresponding receipts from the mills and issues to the cooks are kept except in memoranda on slips, which we saw. The Register of Diet for the day before our visit had been written up. The second clerk told us, from Register No. 6, which gives the details of labour on which the prisoners were employed. We found only 18 men, sweepers and bhisties, receiving full labouring diet; all the other prisoners on industrial work received second-class diet, 1 lb 4 oz. instead of 1 lb 8 oz. of flour per diem. Nine prisoners under trial and nine under sentences of simple imprisonment were receiving 1 lb 3 oz. only. The daily ration to the same classes stood relatively at 5.4 and 3 ounces. There is no garden attached to the jail. All vegetables have to be purchased from the bazar, and we remarked that in October Rs 25-0-2 were spent under this heading. Firewood is bought daily at the rate of 1 lb per man, but no attempt seems to be made to purchase logs or blocks of jungle wood, employing the prisoners in cutting it up: and it is seldom that there is any saving on the allowance. Wastage is taken in the diet voucher apparently at so much per hundred pounds of grain used. Dall is purchased as *dall*, and not as unhusked grain to be made into dall by prison labour. No tamarind kokum or other antiscorbutic is given.

Supplies.

10. Our remark on the above diet is that it is undoubtedly a spare diet, that men on really hard labour could not work long on it, but that it seemed to suit the sedentary occupations of the men. That from the cases of slight scurvy seen we think it undesirable to stop the issue of tamarind or kokum or lime-juice or anchur from the 1st April to the 1st November. It should be given daily in addition to such vegetables as are procurable. Also low diet and shot drill should be sparingly resorted to as punishments.

Diet scale.

11. The cooking is done upon the tawa: and we have the same remark to make as to the wastage of fuel in not applying the heat scientifically, as we made regarding the jail at Hyderabad.

Cooking.

12. The hospital is a remarkably fine building, well constructed and well ventilated. The patients are given iron cots, which, although not of a strong make, must be a great comfort to the sick. An indent register is kept for bazar medicines. All indents require the sanction of the Deputy Surgeon-General before the purchases are made. There is no special milk diet for hospital patients. This might be introduced with advantage.

Hospital.

13. The clothing, issued to the prisoners in this jail would not be sufficient in the cold weather, if the prisoners were made to sleep on berths (as they should be) in the sheds. The wool is not of a long staple, but it is quite as good as the average wool of the North-Western Provinces and Oudh. It is never "boxed" preparatory to being issued to the spinners; this is a great check on outturn, and of course a waste of labour. Then the blanket cloth is driven so closely in weaving that it is not possible to "mill" it so as to get the full benefit of the felting properties of the wool and its extra warmth. It would be far more economical and far more useful as a covering if the blanket cloth were woven on a reed frame of seven slits to the inch, giving an open warp and the wool being driven loosely. This blanket when removed from the loom would measure 13' x 6' and when pulled or "milled" in the native fashion would shrink to 7' x 4'. The prisoners' blanket coats are too short to give full protection to the stomach, otherwise they are well made.

Clothing.

14. Out of five convict warders employed in this jail, two are habitual thieves sentenced to long terms under Section 75 of the Penal Code. The uniform for convict warders differs from that in use at Shikarpur and Hyderabad. A special turban is used in this jail.

Convict Officers.

15. The jail establishment consists of a Jailor, who is also Superintendent, who receives a salary of Rs 200 rising to Rs 250. The present incumbent, Mr. Innes, who is 56 years of age, has been in the post for the last 7 years. He is by profession a builder, and was for some time in the Public Works Department. The Head Clerk gets Rs 3, the Deputy Jailor Rs 48, and the second clerk Rs 30. The subordinate establishment consists of 2 Chief Head Warders on Rs 15 each, 5 Assistant Warders on Rs 12 each, 7 peons on Rs 10, and 8 peons on Rs 8. The pay of the last grade is not sufficient to attract good men in a city like Karachi, where there is a great demand for labour.

Establishment.

16. The whole of the watch and ward of the jail is done practically by the warder staff. There is an armed police guard at the gate which does nothing beyond furnishing a day sentry for the main gate and two sentries for the walls at night. The Superintendent is very anxious to substitute a few more warders for the police. This question must, however, be taken up and considered for the whole province. The objectionable practice of allowing armed policemen to accompany visitors and to guard prisoners sentenced to death is in force in this jail. In Sindh this is allowed in the Shikarpur and Karachi Jails, while the practice in Hyderabad is different. The police in that jail enter with batons only. This last should be the universal custom.

Guarding.

17. The system of jail-visiting by official visitors is well carried out here. The jail is inspected weekly by a Magistrate and the Civil Surgeon, and there is usually a well-attended quarterly meeting of jail visitors.

Jail visitors.

18. The record of jail offences is very imperfect. For instance, there was no offence brought to the Superintendent's notice or noticed by himself between the 25th February and the 13th March. In the same way we have another interval between the 11th June and 6th July. There was only one offence in August and no offence between the 7th August and the 3rd September. The Superintendent would rather not have men brought up when the subordinates can manage without it. The Hospital Assistant certifies to the prisoners' fitness for stripes.

Offences and punishments.

19. The Superintendent is obliged to keep a lock-up note-book of his own, because there is no regular lock-up register.

Lock-up register.

(4)—COMMON JAIL, BOMBAY.

The Commission examined the Common Jail, Bombay, on the 10th December, accompanied by the Superintendent, Mr. Mackenzie.

2. The site on which the jail is built is at first sight most unpromising, being surrounded by densely-packed houses, many of them overlooking the jail walls. Luckily it is placed on an eminence, and so as far as surface and site drainage is concerned, is not much troubled by its surroundings.

Site.

3. The area included within the Criminal Jail appears to be 340' x 820', or 12,080 square yards; and as the calculated accommodation including the hospital is for 269 prisoners, the superficial space per prisoner may be reckoned at 46 square yards; but from this area has to be excluded the ground occupied by the Superintendent's bungalow and garden, an area roughly estimated at 2,000 square yards, leaving a space of about 37 square yards per prisoner included in the jail proper.

Area.

4. The wards containing the prisoners are mostly double-storied, substantial, and, although old, still trustworthy. The old woodwork is infested with bugs. The whole rectangular enclosure is divided in its length into three divisions, one of which contains the sleeping wards, another the work-sheds, and the third the Superintendent's residence and the female ward. We were informed that the capacity of the wards is calculated at an allowance of 500 cubic feet per prisoner. To test this allowance we had the cubic capacity of the lower barracks containing hard-labour prisoners taken out by an officer of the Engineer's Department. The capacity of all the wards was found to be 36,415 cubic feet, and as the number of prisoners reported to be contained in these wards was 84, each convict is allowed only 433 cubic feet of space. These lower wards are, however, badly ventilated, and we are of opinion that the allowance should never be less than the minimum officially laid down in the Code, namely, 648 cubic feet. On this allowance the wards are capable of holding only 56 men instead of 84. The illustration here given proves the necessity for a careful remeasurement of all the wards, and a limitation of their capacity in accordance with their true cubical contents.

5. The condition of the subsoil water in such a locality must be such as to unfit it for consumption, and accordingly we found only two wells open and provided with pumps from which water for bathing only is drawn.

The drinking-water of the prisoners is received from the Municipal mains, but instead of being at once lodged in closed masonry or iron tanks elevated above the ground, it is poured into a deep circular reservoir 30' in diameter, sunk beneath the surface-level in the Superintendent's garden, covered over with planking and having a man-hole for the admission of prisoners once a month to bale out the stale water and clean the tank. From this tank the water for ordinary use is pumped up and distributed in open iron buckets to casks placed in the several yards. At night an open iron bucket full of water is placed in each ward for drinking purposes. In the same way the tanks used for the supply of water for flushing the latrines and for ablution water for the females are filled by hand labour. It hardly requires to be pointed out that these arrangements expose the otherwise excellent water-supply to numerous sources of pollution. We would most strongly advise that the two wells now supplying ablution water should be permanently closed: that one or two raised masonry or iron tanks be erected, and pipes laid from them to each enclosure with a hydrant and a bathing platform, so that pure water for drinking and washing be always available. The tanks in use for the latrine flushing may be retained, although we consider the use of water in this form in a jail latrine objectionable.

6. Judging from the free use made of McDougall's powder not only in the latrines but in the wards where the urinals are placed, there must be conditions the evidence of which is only concealed by such appliances. There ought never to be any need of disinfecting powder or phenyle in a jail latrine of bad sanitation might be forbidden entirely.

7. In constructing bathing platforms regard should be had to their levels being so raised that all ablution water can find its way from every tank and platform by gravitation to the open surface drains outside the jail. Any reservoir or tank which cannot be cleaned out thoroughly by simply opening a stop-cock at its lowest point and washing it out cannot be trusted to contain unpolluted water.

8. We examined the cooking arrangements in the jail: they are efficient, but far from economical. The adaptation of a chimney with a damper to carry off the heat from the fireplaces would result in a reduction of the expenditure of fuel by one-half as explained in our remarks on the Hyderabad Jail.

9. The supply of food is here entirely in the hands of a contractor. We have in another report pointed out how this system completely places the prisoners at the mercy of the contractor and the jail officials: the department is utterly powerless to check peculation or embezzlement under such a system. We have no doubt that it would cause much trouble and friction at first to introduce any other arrangement, but we have as little doubt that so long as the contract system exists a catastrophe to the health of the prisoners is within a measurable distance. In the Bombay Common Jail we saw no reason to think that the amount of food sanctioned is not honestly given; but there was no hard labour going on, such as would be likely to test the dietary.

10. From all we could learn the kinds of vegetables available are not of much use as antiscorbutics, and we therefore think that "kokum" or tamarind should be issued daily in the rations.

11. We found a custom in vogue here which we have not seen in other jails. We were informed that although the contract rate implies the supply of wheat or bajri grain only, in point of fact the flour of these grains is supplied without any allowance for wastage, this latter being covered by the value of the grinding done by the prisoners for the contractor free of charge.

12. The clothing which we saw seemed suitable for the climate. Little bedding is required, and as the men sleep on wooden floors, there are no beds except in the under-trial wards.

13. We examined two forms of stocks in use for punishments. The standing stocks seem suitable and unobjectionable, but those for the legs cannot be used without an amount of suffering which is scarcely

justifiable. The plank on which the prisoner is seated is narrow, and it is fixed at such a level below the stocks that a man with his feet in them must be tilted back, so as to bring the whole weight of the body on the lower part of his spine and sacrum instead of resting on his buttocks. The exquisite torture of such a position maintained for 12 hours might well form the subject of enquiry. From the punishment register we find that confinement in stocks is one of the most frequent forms of punishment in use in this jail. It is, however, not stated which of the stocks were applied in each case. This is an important matter, considering the extreme severity of the stocks for the feet.

14. There is no proper record of offences in the punishment register. All offences for which a change of labour is ordered are not shown. It is only by adopting some rule of this kind that the number of offences can be kept down to the nominal figures shown for this jail. The following are instances of long intervals in which no offence of any description is recorded:—17 days in March, 11 days in April and 24 days in September. There are four solitary cells, with floors some feet below the surface of the ground. If this jail is to remain, a new range of properly-constructed cells should take the place of these dungeons.

Only a very few prisoners are in irons in this jail.

15. The under-trial prisoners are properly segregated in a separate enclosure from convicted prisoners. Some of those charged with serious crimes are in fetters. They receive ordinary non-labouring diet and appear to keep fair health.

16. The female prisoners were accommodated in the upper storey of a commodious building: but during the whole term of their imprisonment they cannot leave their ward but must remain there day and night. They were employed in spinning. Two females under trial had been confined for an unusually long period.

17. With the exception of a few men who are employed on cloth-weaving and mat-making, the whole of the prisoners are employed on unremunerative labour, such as the treadmill and oakum-picking. In connection with the latter there is shot drill which consists of raising a ball to the shoulder and putting it down again. In our opinion, the jail labour here could be made more remunerative if proper industries were organized.

18. The jail establishment consists of a Superintendent and Jailor on R300. This officer, who has been in his present appointment for 7 years, was previously Head Clerk of the Inspector-General's office. A Head Clerk on R100, a second Clerk on R50. A Matron on R30.

	R	
2 Chief Warders on	20	each.
1 Warder	15	
1 Peon	15	
3 Havildars on	15	each.
16 Sepoys on	12	"
1 Office peon	10	

We notice that the names of the different grades are not those employed in the Sindh Jail. The salaries are also different. In regard to the uniform worn by the jail staff there is also much difference. In this jail there is a deduction of R1 per mensem from the pay of warders for their uniform. As there is no police guard, the whole of the watch and ward is done by the unarmed jail guard. The hours of work for warders are excessive, viz., 14 hours for day work and 9 hours for night-watching.

19. Four convict warders sent from the Tanna Jail are employed on miscellaneous duties in the jail. They are all long-term men convicted for the first time. The sanctioned number of convict warders for this jail is 10.

20. Comparing the contingent expenditure of the two Bombay Jails, we find that the rate per head for this jail is very high. This is said to be due to high charges for water and gas. As regards the water, it must of course be supplied at any cost, but there would be a considerable saving if kerosine oil was substituted for the gas.

21. The jail has a large number of official visitors who pay occasional visits to it, but the regular quarterly meeting of official visitors is not well attended.

(5)—AHMADABAD.

The Commission examined the Ahmadabad Jail on the 11th December in company with the Superintendent and Jailor, Mr. Pegge.

2. We found the jail clean and well kept throughout. The buildings forming it are portions of an old palace situated within the town, and on the present calculation that the capacity is sufficient for 530 prisoners, the area allows each man about 20 square yards of superficial space.

3. Most of the wards are double-storied and are not well ventilated. The doors are only partially grated, and there is a single window about two feet square in the back of the cell ward. Under such circumstances we are of opinion that the majority of the wards are in the effects on the health of the men confined in them no better than solitary cells, the allowance of cubic capacity in which is 1,500 cubic feet per man. Hitherto, in this jail, a cubic capacity of only 500 cubic feet has been allowed to each prisoner. Under the existing conditions we think that safety demands that the calculation be not less than the amount allowed in the jail wards of the Punjab, the North-West Provinces and Bengal,—namely, 648 cubic feet per prisoner. On this calculation the Ahmadabad Jail is only fit to hold 404 prisoners instead of 518.

Health.

4. The health of the jail has at times been indifferent: for six out of the past ten years the death-rate has averaged over 38 per mille.

1878	55.5
1879	69.9
1880	47.2
1881	58.0
1885	38.5
1886	38.0

5. The site of the jail seems to be easily drained, although resort has been had to an objectionable deep covered drain for this purpose. This and the sunk tanks in the ground in connection with it should be done away with; nothing but open saucer drains are required for surface drainage, and sunk reservoirs or tanks are on every ground objectionable, while there is an ever-present source of danger in covered drains.

Drainage.

6. The main jail in which the prisoners are chiefly shut up at night is in the form of a quadrangle: there are 28 small wards below and 21 above, and in front of the wards in the lower storey portion of the area of the quadrangle is walled off so as to form 10 yards or enclosures. There are no berths of any kind in the wards; no lights are in use in them at night, and there is of course no system of night-watching. The men are shut in to these small cells; few or many, according to the capacity, are left to their own devices for 12 or 13 hours. The lateral ventilation of most of the wards is very insufficient.

Wards.

7. There are no wells in the jail enclosure, and we were unable to judge personally of the depth of the subsoil water level, but we were informed that water (which is said to be brackish) is found at the depth of 15' to 20'.

Wells.

8. There are two large latrines in the workshop enclosure on a good plan, and well managed, except that there were signs of more water than dry earth being used in their service. In each ward there is a urinal and a night-pan. They seem to be carefully managed, as we perceived no stale smell of urine, nor is there any free use of McDougall's powder, as in other jails, to hide smells. There is no restriction imposed on the use of the night-stools by the convicts. This is absolutely essential in such small badly-ventilated rooms. The sewage of the jail when collected is made over to the Municipality, and none of it is trenching into the jail garden.

Latrines.

9. The water-supply might be made excellent, but at present it is subject in various ways to pollution. The water in use is pumped up from the river close by near the abutment of the old iron bridge. As the channel of the river is at the other side of its bed, the water is led to the abutment on the near side by an open cut made in the sandy bed. In this cut we saw women standing and washing their feet and hands, while the pathways crossing it are numerous. It is obvious that water coming along such a channel runs an hourly risk of serious pollution. The remedy is simple. A deep well should be dug in the river-bed, close to the abutment of the bridge where the leather lift is worked. The cylinder of this well should be made water-tight,—that is, it should be constructed of the very best masonry and be plastered inside and outside with Portland cement. It will thus draw its supply of water solely from the deep sandy stratum on which it rests. We have the utmost confidence that such a supply of water will be perfectly pure, and if carried along the city wall in a covered channel, that it will require no filtering before delivery at the jail. An expenditure of Rs. 2,000 ought to give a perfectly reliable supply of water.

Water-supply.

10. At present the water comes from the lift along an open channel on the top of one of the walls of the jail, providing in its course water for the bathing tanks in the factory enclosure of the jail, and being ultimately poured into a large open tank in the bottom of which is placed some inches of sand and large pieces of wood charcoal. From this tank the water passes into four smaller tanks, two at each end of the large tank, and is from them carried away to the reservoirs through iron piping. This "filter" as we saw it in operation is worse than useless, and we would suggest an inexpensive alteration (should filtering be necessary) which would give really well filtered water to the jail. The long tank should be divided into three compartments in the ordinary way used by all engineers in forming silt-traps: in this most of the clay and other heavy suspended matter would be caught, and the water would pass comparatively pure into the two smaller tanks at each end. In the last of these a filter made of a cylinder of

Filter.

galvanized iron should be attached by the usual system of nozzle joints to the syphon delivery pipe. Through this filter every drop of water would have to pass for use.

The filter should be packed up to A with charcoal broken to the size of a pea: in the space B to the size of a seed of moong dall, and again at C to the size of a pea; all being rammed hard into the filter. The sketch and description are meant to be a rough guide to the adaptation of a filter in a really useful way; the principles to be kept in view are that the water must filter upwards through the filtering medium and not downwards; that the filtering medium be fine enough to retain all suspended matters, and that it be accessible to be taken out and re-packed once a month. If some such arrangements cannot be made, we can only say that there is a constant risk of contamination of the water-supply, and that we regard the sudden outburst of cholera this year to have been most probably caused by direct contamination of the water-supply with cholera excreta. Besides being objectionable in principle, the water-supply tanks were very dirty and covered with a coating of dry scum or confervæ which has not for many months been scraped off their walls.

11. The cook-house of this jail is managed on the same principle as the others we have seen. All the operations of kneading, weighing out the dough, preparing the cakes and cooking them, are done upon the ground, which was dirty and untidy. The cook-house itself is an open shed lending itself to all sorts of roguery; the same wasteful use of fuel is carried on as in other jails. There should be a thorough change made in the system of managing the jail kitchens.

Cooking.

12. There is a grain godown used by the contractor outside the jail. Indents are made on this store for the grain required for the number of prisoners, as grain and not as flour; and the amount charged in the diet voucher is calculated as the amount and value of dry grain supplied. No allowance is made for wastage, which we found charged for in other jails at 3 per cent. on the value of the grain, so that out of a limited diet scale the prisoners are deprived of 3 per cent. allowed in other jails.

Supplies.

13. Here, as in the Bombay Common Jail, we found no evidence in the condition of the prisoners that the diet was insufficient; but here, as in Bombay, there is no hard labour; the men are practically at rest. The effects of this are best seen in the prime condition of the Burman prisoners, who receive a very liberal diet scale.

Diet scale.

14. We examined the garden near the jail. The soil seemed good, but about one-half of the ground was lying untilled; and in the beds where vegetables had been planted they were few in number, having apparently died off and not been replaced by seedlings. It appears that no nightsoil is allowed (as noted above) to be trenched into the garden. The prejudice against this method of oxidizing and reducing to mould the ordure of the jail is, we may say, unwarranted, and is not supported by any sound reasons. The injury to the garden is also manifest in the poor crops.

Garden.

15. We found that the issue of cocum or tamarind has been stopped in this jail, in compliance, we have been told, with a circular issued in 1877. The garden near the jail might be made a really good lime orchard. We saw half-a-dozen citron trees growing luxuriantly, and we have no doubt that with the sweet river water at command a grove of 400 to 500 kaghazi limes might be maintained here in perfection as a resource against scurvy. The second garden we had no opportunity of seeing.

Antiscorbutics.

16. There were 35 under-trial prisoners in jail on the day of our visit. Of these 5 had been over two months in confinement. They were all cases in which the judicial authorities were awaiting the orders of the High Court. Without any exception these prisoners get the non-labouring diet, and this scale is continued for the whole period in the under-trial ward. No tickets are issued to these prisoners to show the length of detention, or the Court before which the case is pending. This would be a most useful guide to judicial officers when visiting the jail. The under-trial prisoners sleep in an upper storey, but are confined by day in an enclosure which is only separated from the rest of the jail by a grating. The prisoners do not cook their own food, but one man was receiving food sent by his friends. They all appear to keep fair health.

Under-trials.

17. The day latrines are uncovered; the floors and seats are of pucca masonry; there is a good deal of ammoniacal smell about them. The vessels used are large iron buckets divided into two compartments for the fluid and solid excreta. They are quite unsuited for the dry-earth system, and it is very difficult, almost impossible, to keep them free from smell. The dry-earth system is in our opinion not properly carried out. Prisoners are allowed to wash themselves with water brought in mugs. The waste water is received in iron buckets. Altogether the system of conservancy in this jail is defective. Prisoners are allowed to use the vessels in the cells for defecation at night. The smell in the smaller and badly-ventilated wards must be intolerable. No latrine parades are carried out.

Day latrines.

18. The bathing arrangements are defective. Two old paper manufactory vats with platforms attached are used for this purpose. Prisoners are only bathed twice a week as a rule; this is done in gangs, between 12 and 5 P.M. The prisoners are not as clean as they ought to be in their persons.

Bathing.

19. Each prisoner is allowed a tin mug and a tin plate. The former soon gets rusty and leaks at the bottom joinings. We would recommend a more durable plate and cup of iron. The cups and plates seen here are different from all those we have yet observed.

Plates and cups.

20. Habituals are as a rule employed in grinding corn, but those so employed mix freely with the other classes. Coloured caps are in use.

21. Fetters are imposed on all prisoners who have sentences of more than one month, or who have not been given 3rd class labour by the medical officer. All prisoners working in the garden are fettered even if their terms are short. The fetter register laid down in the Jail Manual is only kept as a form, since all prisoners except those mentioned above are entered in it. As a rule, chain fetters are in use, but the bar fetters placed on dangerous prisoners are in our opinion too heavy and severe. They might be made longer and lighter. Burmese prisoners without exception are in fetters.

22. There have been no escapes for two years; but in 1886 there was a serious escape of seven prisoners from inside the jail at night. All the guarding by day and night is done by the warder staff. There is an armed military guard at the gate consisting of two Havildars and 12 Sepoys. It is not known whether the Military Department is actually credited with the cost of this guard, which is estimated at R124.

23. The jail establishment consists of a Superintendent and Jailor who receives R350 for this jail, and R100 for the temporary Jail of Dhudakote, and R40 as house-rent.

	R
1 Deputy Jailor	on 50
1 Head Clerk	" 40
1 2nd Clerk	" 25
1 Matron	" 25 and R4 house-rent.
2 Head Warders	" 12 each.
5 Assistant Warders	" 10 do.
6 1st class peons	" 9 do.
7 2nd class peons	" 8 do.
9 3rd class peons	" 7 do.

The uniform worn by the warder and peon guard is different from that used in any jail we have yet seen in this presidency. The whole jail guard live in the city, and go to their homes when off duty. Indeed, the whole jail establishment with the exception of the Hospital Assistant live away from the jail. The warder and peon guard receive Rs. every two years for summer and winter coats. But it is proposed to issue uniforms instead. The men find their own pugrees and shoes. The gate-keepers are uneducated men, and therefore cannot keep the registers containing the names of the prisoners who leave the jail and those who are in charge of them.

24. It is impossible from the record of offences as shown in the punishment register to judge how the jail is managed as to discipline. The Superintendent acknowledges that minor offences, which are only punished with penal labour or change of labour or warning are not shown. There is not a single case of warning this year, and there are intervals between the recorded cases which show that there must be some other way of settling minor offences. We might give the following instances of periods during which no offence of any description against jail rules was recorded: 14 days between the 11th February and 25th February, and 13 between the 25th February and 9th March. That is to say, for nearly one month from the 11th February to the 9th March there was only one recorded offence. In the same way no offence was committed between the 11th and 23rd July, and between the 1st and 21st September, or between the 30th September and the 20th November,—that is, for 50 days clear no prisoner committed a single breach of jail rules. Penal diet with solitary confinement is the form of punishment most usually resorted to. Stocks are not used in this jail.

25. The number of cells is very limited. There are 4 cells for condemned prisoners off the main gate, and 6 cells for punishment and judicial sentences (these latter are rare). These cells have no enclosures and are weak structures. Besides these there are 6 cells in the manufactory enclosure intended for the confinement of juveniles. They are small, weak structures, with tiled roofs. It is the custom for the Superintendent and the Medical Officer to record their visits daily on the ticket outside each cell. There are no means for employing prisoners on hard labour in the cells.

26. The hospital is on the ground floor of a double-storied barrack. There were five sick and no bad cases. There have been 14 deaths this year up to date; 6 of these were from cholera.

27. There is a list kept of convalescents and weak and old, and these men are employed on light duties but receive no special diet. The hospital patients are provided with good beds.

28. There were 30 convicted females and 3 under trial. Among the convicts are 3 sentenced to transportation. One of these, a young woman, has been rejected for her eyesight. In this case we would recommend a special reference to the authorities at Port Blair. They would doubtless be glad to get the woman if her case was fully represented. The women were employed in spinning wool which had not been previously bowed. The clothing issued to females seems to be of a different pattern to that given in the Sindhi Jails.

29. Fifty Burmese prisoners were sent to this jail, but 5 died of cholera shortly after their arrival. They get a special diet of rice with meat on 4 days of the week, and dall on the 3 remaining days. These men certainly look in excellent health. They were all in heavy fetters. Full-use does not seem to be made of these men on manufactures requiring skill. They are valuable prisoners for employment as carpenters, blacksmiths, weavers and cane-workers.

30. Under a special ruling of the Government of India given in the Jail Manual, all Burmese prisoners are entitled to tickets of leave if well behaved. A life-prisoner may get a ticket of leave after 8 years. There are 3 ticket-of-leave Burmans in the town of Ahmadabad. One of these is employed as a paid warder on R10. He is a life-prisoner who put in 13 years in jail: some of this was for escaping from another jail. One of the Burmese prisoners is employed as a convict warder. They all wear the same clothing as the other prisoners.

31. The wooden labels with printed forms are in this jail also a source of great trouble.

32. The prisoners are mostly employed in darri and cloth-weaving, opening thread and spinning. The means of giving hard labour are very limited. An hour's shot drill is given as exercise. In some of the work-sheds the movements of the prisoners are fairly well controlled, in others again there is nothing to prevent a prisoner leaving the shed and wandering about. The task at wheat-grinding is high, viz., 50 lb. In regard to other forms of labour, tasks are not rigorously exacted. The jail authorities are content with not giving the prisoner his marks for work. Extramural labour is prohibited. The durrees are good and command a good sale even in England. The rules of the Jail Manual regarding the proportion of each kind of labour to be given to a prisoner are not observed in this jail, and the Superintendent is of opinion that it is impossible to carry out these rules.

33. The rules for the mark system laid down by the Government of India in the hopes that it would lead to uniformity of practice in the different provinces are worked here in a way not previously noticed by us in any other jail. For instance, a large number of prisoners who have been for one and two years on the mark system are still only getting marks for conduct and no marks for work. The explanation that they are on light labour or not doing full work is not satisfactory. If a prisoner is in consequence of bodily infirmity put on light labour and does his allotted task, he is entitled to full marks. See the case of Mangal Guga, who was admitted into jail on the 5th January 1887. Up to the 10th December 1888 he has received no marks for work, although no offence for short or bad work is recorded against him. Again, Trika Ganesh has been on carpet-weaving from the 27th February 1887 up to date, nearly 2 years. He has only within the last month received half marks for work. A prisoner who could not do full work at carpet-weaving after 6 months was either too stupid to learn and should have been removed to other labour, or he was deliberately doing short work for which he should have been punished. If he was deliberately idle, it does not explain how he has always received full marks for conduct for every week since he was admitted to jail. In this manner a very large proportion of the prisoners are getting no marks for labour. On the other hand, some convict warders get as many as 42 marks. It is said they get 14 for extra night duty. Ordinary convict warders who do no night duty get 28 marks. The whole system of awarding marks in this jail requires careful examination.

34. It is the practice in this and all other jails in Bombay to open a new admission register and to re-enter all the names in it on the 1st January. In this manner many other new registers are opened and the clerical work of the office increased.

35. There is no Release Diary, and the jail authorities have, after considerable trouble and search, to prepare a list of releases for the current month.

36. The despatching of notices of fines receipts requires to be more carefully checked. As matters stand at present, there is considerable risk of over-detention if a letter miscarries in the post.

37. When a large batch of prisoners is transferred, it is usual to send a jail warder with them to take charge of the jail and private property. This does not involve any decrease in the number of constables.

No recovered criminal lunatics are confined in this jail.

(6)—SURAT.

The Commission visited the Surat Jail on the 13th December accompanied by Mr. K. Nariman, the Superintendent.

2. The jail is said to have been built about 50 years ago. It consists of a quadrangle, along three sides of which are arranged cells of various sizes which are occupied as sleeping wards. As the main wall of the jail forms the outer wall of these wards on two sides of the quadrangle, there is no proper through ventilation for the wards on those sides. There are numerous openings in the roof for ventilation. On the fourth side of the quadrangle are the main gate buildings and over them the hospital. This is an exceedingly airy ward with large grated openings looking into the town.

3. There is no system of lighting or watching the sleeping wards at night. The superficial area allowed to each prisoner is about 30 square feet and the cubic space is reduced to 500 cubic feet. The practice of having small wards which can only accommodate 2 or 3 prisoners is open to serious objection for many reasons which need not be stated here; but apart from this serious objection to these buildings there is no doubt but that with the imperfect through ventilation the cubic space sanctioned for each convict is not sufficient. The largest numbers of the wards are cells, 18' x 18' x 10', having each cubic contents of 3,240 feet. These are regarded as capable of containing 6 prisoners each at 500 cubic feet. Our conviction is that having regard to the absence of through ventilation in so many of them it is not safe to confine more than 3 men in each cell. We were informed that on occasions they are required to hold 8 or 9 men. There are no berths in the wards and in most cases the flooring is below the level of the yard outside. On the official allowance (paragraph 397, Jail Code) of 648 cubic feet per prisoner the capacity of this jail should be—

Male convicts	105
Females	18
Hospital	6
TOTAL	129

4. There are two enclosures for females. The one for under-trials is empty, but if there was only one under-trial prisoner, she would, under the rules, be kept there in solitary confinement. In the convict ward for females there were 3 women. The whole of the two female wards and enclosures is completely overlooked by the hospital for male prisoners and the landing leading to it. This is a very serious defect, as there can be no complete segregation of females while the present arrangement continues. Each prisoner is allowed one blanket and a piece of tat for bedding.

5. The jail premises were perfectly clean and well kept. Adjoining the main enclosure is a smaller one containing the work-sheds, the cook-shop, day latrine and bathing reservoirs. The large weaving-sheds forms one side of this enclosure and seriously affects its security. To prevent escapes in this direction an armed sepoy is placed outside.

6. The day latrine is a low tiled structure, having a partition wall down the centre. On either side of this wall are the seats. These are not screened off from each other. The two sides of the latrine are used on alternate days; the vacant side being leaped and cleaned up. The dry-earth system is fairly well carried out and a place is provided for prisoners to wash themselves after using the latrine. The platform on which the prisoners wash themselves is also used as a urinal. This is a defect. The vessel used as a urinal should always be above ground and placed on a layer of dry earth which can be changed.

7. The cook-shop is a small tiled house, with ordinary open "choolas" used for cooking. The bread is baked on iron tawas over one set of fireplaces, and the dall cooked in another fireplace. The majority of the prisoners get pure jowari atta, but there are about 26 prisoners specially selected for good conduct and of long terms of imprisonment who get 10 ounces of rice or wheat flour on alternate days for the morning meal. Jowari is now being purchased at 33 pounds for the rupee. All articles are purchased by contract given at the beginning of each year. There are separate contractors for the different articles.

Three varieties of dall are given in succession and a wholesome variety is thus provided in the diet. Thilli oil is used, and this is made in the jail in an oil-mill worked by seven prisoners. The daily amount of seed for the mill is 45 lb in three charges of 15 lb each. There is no diet issued on the maximum 1 lb. 8 oz. scale, but the sweepers get 2 oz. of bread in the early morning which is charged as an extra. The bread was well cooked and up to weight. The use of kokum or tamarind has been countermanded by the Inspector-General of Jails.

8. The following are the forms of labour on which we found the prisoners employed:—
Manufactures. Cane-work; this is a remunerative industry and the work done is of good quality. Cloth-weaving, chiefly jail clothing, coir-mat-making, spinning woollen yarn, grinding jowari; three men to each mill and they have a task of 90 lb per mill. No extramural labour is allowed, but prisoners are sent with grass, &c., for sale to the bazar, and are also sent to bring articles which the Jailor might have purchased direct from the shops. Articles supplied by contractors are delivered at the gate.

9. The jail population consisted of 177 males and 3 females. The prisoners looked in fair health and there were no sick in hospital. There have been five deaths this year.

10. The drinking-water is obtained from the Cantish Road wells and the water is said to be of good quality. Bathing water is received from a well in the manufactory enclosure.

11. There are no restrictions to the terms of the convicts retained in this jail. About 50 have over two years. There were two small boys about 10 or 12 years of age in jail undergoing sentences of one year and nine months' imprisonment respectively. These, in our opinion, would be fit cases for a reformatory school if their sentences were enhanced under the Act.

12. The attempt to distinguish prisoners with coloured caps has been discontinued as useless. Habituals are properly distinguished by wrist rings, which in our opinion are more suitable for the purpose. No segregation of habituals is attempted.

13. The number of prisoners in fetters is much smaller than in most of the other jails we have visited in this presidency. There are no Burmese prisoners.

14. The jail staff consists of a Superintendent (Civil Surgeon) on R175; a Jailor (a Parsee) on R135.

Establishment.		R
1 Head Clerk on	.	40
1 2nd ditto	.	20
1 Hospital assistant on	.	25 (No charge allowance.)
2 Chief warders on	.	12 each.
3 Assistant ditto	.	10 "
4 Sepoys at	.	9 "
6 Ditto	.	8 "
5 Ditto	.	7 "

Twelve of the warder guard are on duty all day and eight at night. These latter furnish four sentries who are on duty for six hours at a time. They prefer the six hours to having it subdivided into two watches of three hours each. Not a single member of the jail establishment except the jailor lives on jail premises. They all, including the hospital assistant, go to their homes in the bazar when off duty. RS are allowed every two years for warders' uniforms. The men employed as peons and warders in the lower grades are of a very inferior class. Their service books show that they are constantly being fined for neglect of duty and drunkenness. The salary is too small to attract better men, and there can be no improvement until the service is made more attractive in every respect. These men have no military training and no idea of discipline. There are frequent reports by the Jailor of men found asleep at their posts. The wonder is that with such a staff escapes are not more numerous.

15. An examination of the visitors' minute book shows that the jail is frequently visited by magisterial and judicial officers, and the quarterly meetings are regularly held.

16. The plan of keeping the valuable private property of prisoners, such as jewels, &c., is an excellent one. As regards the private clothing there is room for some improvement. The racks used might be improved and divided into quarters or months according to the dates of release.

17. The mark system seems to be intelligently worked here. For the first month or so no marks are given, but after this prisoners are gradually given marks for work and the maximum of one mark for each day is generally reached in two or three weeks. Mark fines when ordered are properly recorded. Convict warders do not get more than 28 marks.

18. It is clear from the entries in the punishment register that the object of this book is not understood. It is impossible otherwise to account for the fact that in 1887 there were only nine offences recorded, and absolutely no offences were committed by the prisoners between the 5th May and the 31st December, nearly eight months. In the same way only ten offences are recorded in the current year. Three offences were recorded up to the 8th March 1888. But from that date till the 19th November, there was not a single offence. On the 19th November seven prisoners were reported for short work. From this it will be seen that from the 1st January 1888 up to date there were only four days in which this register was used for the recording of breaches of jail rules.

19. The small wooden ticket for each prisoner is in use in this jail, but instead of the paper form which is continually being torn or lost, the Jailor has substituted zinc plates. This is certainly an improvement on the paper tickets and is effective.

20. Fourteen under-trial prisoners all in one case are in the under-trial enclosure. They have only been in for nine days. They wear their own scanty clothing, but are allowed the usual one blanket and piece of tat bedding.

21. No paid teacher is entertained, but a convict teacher is locked up with five others who wish to learn and a light allowed up to 9 P.M.

22. There are only three convict warders selected from among the long-term first-conviction prisoners of this jail. These men are employed in escorting the water and garden gangs. A fortnightly notice is sent to the police giving the names of the habituals to be released. A police constable comes to the jail every morning and escorts all the prisoners to be released to the thana. There do not appear to be any rules on this subject in the Jail Manual.

23. We examined the jail garden. The Superintendent is at present attempting to cultivate a small bit of ground in front of the jail gate, bringing water for its irrigation in gharras on the heads of the prisoners from the river. The garden proper is a good piece of land a short distance from

the jail, which is said to be valueless from the effects of the brackish water in the wells. The diet vouchers show that vegetables are regularly purchased for the prisoners; but here, as in other jails, the issue of antiscorbutics as a help to the vegetable ration has, as we think, injudiciously been stopped. We are inclined to think that it might be possible to adopt a lift on the high bank of the river which could be worked at times when the fresh water is in the stream, but it becomes a matter for consideration whether economy will be served by this capital expenditure.

(7)—BOMBAY HOUSE OF CORRECTION.

The Commission inspected the Bombay House of Correction in company with the Superintendent, Captain Walshe, on the 15th December.

2. The site of the jail is, like all other sites in Byculla, mostly reclaimed land. Subsoil water is found at 10 to 15 feet, and the drainage is said to be fairly good.

3. We found an old system of deep closed drains in use throughout the prison; into these drains we were assured that only storm water or ablution water was allowed to pass; but we ascertained (as happens

in all such cases) that urine was being passed freely into them from the cells. In No. 6 yard we found the strongest evidence of urine being passed nightly by the small scupper-holes in the cell walls into the open drain in front of the cells, and so into the closed drain by a strong-smelling opening at one end of the yard. McDougall's powder had been freely used round the openings from the cells, but with small effect in concealing the strong ammoniacal odour. Two prisoners in the cells in this yard informed us that the pan given for night use was only used for solid excreta, and that they always made water in the corner of the cell where the small scupper-hole is situated.

4. We would unreservedly record our opinion that if this jail is to be maintained, the whole system of sunk covered drains should be opened up, cleared and filled in with earth: their place being taken by open saucer drains to carry only storm water and water from the bathing platforms. A jail on a confined area such as this can never be considered safe from epidemic sickness with such a system of underground drains.

5. The whole of the jail buildings are contained in a quadrangle, about 300 feet x 300 feet, giving a superficial area of about 30 square yards per prisoner on the existing conception of the capacity of the wards. But there are serious grounds for regarding the jail wards as dangerously crowded, and we shall now give our reasons for thinking so. The so-called wards or cells for the native prisoners are a double row of cells placed back to back in a circle: in one quarter segment of the circle there is a range of six single cells, an under-trial ward, a washing room for the Europeans and two small wards, Nos. 7 and 8; in the other three quarter segments of the circle the cells form a double row placed back to back. There is a door partially grated to each cell, and there is roof ventilation in most of them; but there is no opening in the back or end walls that can admit air. The measurements of these cells (of which there are 84) are 92 square feet of superficial area and 1,236 cubic feet of capacity. By paragraph 401 of the Jail Code it is laid down that no separate cell whose cubical contents are less than 1,500 feet, with a ground area of 100 square feet, shall be declared fit for solitary or separate confinement. The meaning of the above regulation is clearly that where a prisoner is shut up in a cell at night in contradistinction to being allowed to sleep in an open well-ventilated ward, he shall have a cubic capacity allowed him in the cell of 1,500 feet, so that the 84 cells composing the large part of this jail are for all practical purposes cells having each less cubical contents than is allowed by regulation for one prisoner. Yet in practice, two, four, and even five men are at present, and have been for a long period past, confined in each cell. For example, we examined particularly the 12 cells in No. 6 yard. There is no Lock-up Register from which we could authoritatively ascertain the number that had been confined in each cell on the night of the 14th, but by counting the beddings placed in each cell, and by questioning the lumberdar, we ascertained that the 35 men locked up in No. 6 yard occupied the cells thus—

3 cells contained 1 each.
3 do ditto 3 "
2 do ditto 4 "
3 do ditto 5 "
1 cell empty.

6. The men who had a cell each to himself were bad characters or suspected: the one cell empty is in one corner of the yard and has its ventilation obstructed by the end of a work-shed, besides having the scupper to the underground drain in close proximity to its door.

7. It follows, therefore, that 32 men were locked up in eight cells, having a combined cubic capacity of 9,888 feet, or 309 cubic feet per man, and that 15 of them had each only 247 cubic feet of capacity during twelve hours: while, according to the standing orders of the Code, each prisoner confined in a well-ventilated barrack should have 648 cubic feet of capacity allotted to him, and if confined in a cell (such as those in the House of Correction), not less than 1,500 cubic feet.

8. We strongly advise that only one prisoner should be confined in each cell of this jail. It is courting a serious disaster from epidemic disease to continue calculating its capacity on the present lines.

9. Further, we do not think it justifiable to keep Europeans in the small cells in which we saw them locked. The partition wall should be removed from between each cell and two cells made into one, giving the room thorough ventilation.

10. There were 11 Europeans and 357 Natives confined in the House of Correction on the night before our visit. Of the Natives 240 were confined in the six blocks of cells which ought to have held only 144 men as a maximum.

11. On examining the prisoners we found them in fairly good health and condition except for one very serious blot upon the medical supervision. Almost every prisoner in the jail is suffering from true itch, and we were informed that this had been the case for some years. As Medical Officers well acquainted with what can be justly expected from those charged with the health of a body of prisoners, we have no hesitation in regarding the condition of these men as a serious reflection on the sanitation of the jail. The disease can be eradicated with certainty, but it requires some trouble to be taken in the matter, and no half-hearted measures in dealing with the clothes or the persons of the prisoners will be successful. But until it is eradicated, there will continue to rest a serious reflection on the executive Medical Officers of the jail.

12. We have remarked that the prisoners were in fairly good condition. We would add that there is very little hard labour of a kind calculated to test the efficiency of a dietary.

13. The hospitals for both Europeans and Natives are excellent buildings, but we think that the sick ought to have cots. One case of dysentery lying on the wooden floor of the hospital might be the cause of subsequent disease which would more than counterbalance the good to be obtained by the sick in these well-ventilated wards.

14. We examined the jail cook-house and found the system to be the same as described in other jails. It is not a clean, tidy system of preparing food: it is quite unnecessarily the reverse, and the methods of using the fuel are wasteful.

15. The wheat flour which we saw being made into dough was exceedingly coarsely ground, and contained the bran in a very rough form. The dough had been hastily formed and the cakes themselves were very soft and imperfectly cooked. Altogether we think that without any extra expenditure the system pursued in the cook-house might be very much improved.

16. With the exception of some coarse cloth-weaving and coir-mat-making there is no proper industry in this jail. About 150 prisoners are employed in comparatively useless labour—picking and twisting coir fibre. This labour is varied by periods at shot drill and the treadmill. The question of a proper industry for the full employment of prisoners in the Bombay Jails should be taken up without delay. At present much valuable labour is lost, and there is not sufficient employment to make jail life penal or distasteful.

17. There is no attempt at classification, and habituels mix freely with the other prisoners, and, if anything, appear to have an easier time of it than men who have been imprisoned for the first time. For instance, we found a prisoner convicted for the sixth time doing work as an overseer armed with a cane. This man also had a fancy-coloured handkerchief in his pocket.

18. In the hospital we found a convict doing duty as an overseer who was convicted for the fourth time on the 27th June 1888 and sentenced to five years. This, it need hardly be said, is not the way to treat habitual criminals of the worst type so as to make their incarceration deterrent. However useful a habitual may be from his knowledge of jail customs, and general docility when locked up, some method should be worked out of making his imprisonment thoroughly distasteful, instead of being a mere interlude in a career of debauchery and crime; nor is it right that these men should be placed in authority over men who have come to the jail for the first time. We found very few prisoners fettered.

19. The clothing worn by the prisoners was good and sufficient, but the blankets are many of them old and useless. The custom of rolling up the bedding in bundles in the corner of the sleeping wards is a very objectionable one. Besides the ordinary prison clothing we noticed a lot of miscellaneous clothes, handkerchiefs, and string about the jail. In opening out one of the rolls of bedding about 20 native-made cigars were found concealed in it. All this shows that no proper care is taken to search the prisoners, and that the subordinate members of the jail staff are absolutely untrustworthy.

20. A beginning has been made in the issue of uniform food vessels by allowing each prisoner an iron "katora" or saucer plate of a uniform pattern: this has been supplemented by the prisoners themselves with tin vessels of every conceivable shape and size. In some of these unlicensed vessels we found chillies, salt, bread, thread, cloth, string, &c. All this points to an absence of care and precision in the management of the jail.

21. The tickets are the same as those in general use in Bombay Jails. Some improvement has been made in them by sinking the paper card into the wood on which the record is made. The marks do not appear to be written up regularly on these tickets.

22. The bathing arrangements for native convicts are defective. They consist of two reservoirs containing water, with very limited platforms on one side, on which the prisoners bathe. If every prisoner is to have

a proper bath, it must take a long time to get through this function. That they are not clean in their persons may be inferred from the fact already noticed regarding the prevalence of itch in the jail.

The bathing-room for Europeans is well fitted for the purpose.

23. There are only four convict warders, and these men appear to be properly selected. Their uniform is different from that worn by convict warders in other jails. They receive 28 marks, but none of them knew what amount of remission he had earned under the mark rules. The services of these convict warders are supplemented by the irregular appointment of other prisoners; we have already noticed two such cases.

24. The mark rules introduced by the Government of India are not properly worked in this jail. There appears to be a serious misunderstanding in regard to these rules. This is not general throughout the presidency, because we found the system working fairly well in the Surat Jail. To show what we mean we will take one instance from a large number of cases in which prisoners have received no marks for labour for nearly the whole term of their imprisonment. Prisoner No. 327, Narayan Rajbhan, admitted into the jail on the 8th January 1887, has obtained full marks every week up to date for exemplary good conduct, but he has not received a single mark for work for the period he has been in jail (nearly two years). The Mark Register shows that he has been for the whole of the time on shot drill and on the treadmill, the tasks on which, he has apparently fully accomplished. Prisoners do not seem to know the remissions they have earned under the mark system, and altogether there is a want of intelligent interest in this part of the jail work.

25. The Punishment Registers for 1887 and 1888 were examined. This can scarcely be considered a correct record of offences against jail rules. For instance, there were only 43 offences altogether in 1887, and no offences whatever in December of that year. As most of the offences were connected with smoking and the possession of forbidden articles, there were almost no offences connected with work. In 1888, again, no offences are recorded for the whole of September. The punishments most frequently resorted to are penal diet in cells, with confinement in stocks in the cells. Task-work cannot be rigidly enforced or the scale must be a very easy one. The arrangement of having foot stocks in the cells is a dangerous one, as a prisoner confined in them is not constantly under the observation of a warder, and if seized with a fainting fit or any sudden illness could not be released at once.

26. The solitary cells are dark and badly ventilated and not fit for such a purpose.

27. The Municipal charge for water and conservancy is high; this fact might be remembered when the site of the new jail is fixed upon.

28. The lighting of the jail by gas is far from economical.

29. The jail is visited occasionally by official visitors, but the quarterly meeting of official visitors is not regularly held. There was only one such meeting this year and that was in July.

30. *Establishment.*—The establishment consists of—

	R
1 Superintendent	500
1 Jailor	140 + 25 for the workhouse.
3 European Warders, on	125 each.
1 Head Clerk	100
1 2nd Clerk	50
2 Head Warders, on	20 each.
1 Warder	15
3 Havildars, at	15 each.
16 Sepoys, at	12 each.
1 Office peon	10
1 Assistant Apothecary	85 + 30 staff.

There is no police or armed guard.

In our opinion, the cost of this establishment is excessive and could easily be reduced. It would be easy to organize a well-paid jail establishment for a Central Jail to contain 1,200 prisoners with the amount now expended on the establishments of the two Bombay Jails. We again notice here a change in the nomenclature and uniform of the different grades of jail warders.

(8)—TANNA JAIL.

The Commission visited the Tanna Jail on the 16th December in company with the Superintendent and Jailor, Mr. Welliss.

2. The buildings forming the jail have been erected on the radiating system within the walls and outer works of the old Portuguese Fort. The main body of the convicts is retained in the centre of the fort, while the three outworks are given up to prisoners sentenced to transportation, female prisoners, and the hospital, with its subsidiary buildings. We may at once say that, with the exception of two defects, both of which are remediable at no great cost, the buildings of this jail are unexceptionable. One serious defect is the closeness and want of ventilation in the work-sheds. Each shed is 80 feet x 10 feet with a height of only 6½ feet, and the whole building is shut in by dead walls having small windows let in under the eaves for ventilation. We are decidedly of opinion that it is unhealthy for prisoners to occupy these sheds as at present constructed, but that if the brick frame-work be removed from between the wooden pillars and be substituted wholly or in great part by open louver brick-work or by bamboo trellis-work, the sheds may be made to answer their purpose well.

3. As we found the subsoil of the jail to be damp quite near to the surface, we would recommend that men weaving should have their looms raised, so as to be able to sit on a wooden or mud bench, instead of having their legs in damp holes under ground.

4. The second defect in the jail is the absence of berths of any sort. The ground on which this jail has been erected is apparently made up, and the soil used for the purpose no doubt has been silt brought from the low grounds near the creek impregnated more or less with salt. The result of this is that it retains moisture (as we proved by having a trial pit dug) very near the surface. Men lying on such made-up soil with only a thin piece of tat between their bodies and the earth must have the natural warmth of their frames abstracted very rapidly, and not without risk. We therefore think that the erection of berths of the form and materials best suited to prevent damp being communicated by capillary attraction should be erected. Apart from these defects we have nothing but satisfaction to express with the buildings of the Tanna Jail.

5. The result of our inspection of the buildings being so far satisfactory, and being satisfied that the Superintendent, Mr. Welliss, is a man who has a thorough knowledge of the working of his charge in all its details, and is anxious to have everything in a perfectly satisfactory state, we proceeded to examine the prisoners.

6. We had no fault to find with the clothing: it is sufficient and of suitable material for the climate. We noticed a minor defect in the coats being too short, not coming down far enough to protect the lower part of the bowels; but on the whole it was useful and of good quality.

7. Much care was being taken with the food, and the arrangement of the cook-house by Mr. Welliss, is deserving of imitation in other jails, and showed that the subject has his earnest attention.

8. Notwithstanding these facts, we found a large proportion of the prisoners (excepting the Burmese) in indifferent health. We examined three-fourths of the prisoners minutely, and found that 80 per cent. of them had that condition of their gums which is ordinarily associated with a scorbutic cachexy, swollen, lurid red, and puffy, some of them bleeding, others ulcerated and giving matter out on pressure. A large number had also ill-conditioned scurfy skins and were anæmic. There can therefore be no question that there is something seriously wanting in the diet to secure perfect assimilation and nutrition—that something we believe to be vegetables of real antiscorbutic value. The Tanna Jail has a persistent history of indifferent health for many years, and there is no ostensible insanitary cause in the jail itself.

9. We examined the garden carefully: its area is quite insufficient to produce vegetables enough for 600 men, even if cultivated highly, and at the time of our visit there was not enough vegetables to keep 100 men supplied for a few days. There are three wells, but only one of them is said to be really efficient. Still for the cold weather there is sufficient sweet water to produce a large supply of cabbages, cauliflowers, turnips, radishes, beet, tomatoes, &c., and it is during these cold weather months that an impression must be made on the prisoners' healths and constitutions to carry them through the hot weather and rains when the vegetables procurable are practically useless. Besides the land actually cultivated as a vegetable garden, the jail has about 11 acres of ground in which crops could be grown to the value of R180 and valued at R120. But both these items were credited in the Manufactory Department.

10. The health of the Tanna Jail has been so uncertain and so often unsatisfactory for many years, that we are justified in concluding in face of the generally sound common-sense management of the prisoners, that this question of a due supply of good kinds of vegetables and a persistent use of antiscorbutics has not been fully appreciated by the executive medical officers. At all events the evidence of a scorbutic taint is so strong at a season when it should be faintest, that there can be no justification for hesitating at once to take measures to deal specially with the matter as one which involves the lives of men.

11. We may add as confirmatory of our opinion as to the cause of the condition of the vast majority of the prisoners, that we found the Burmese prisoners (a body of over 50 men) in good health and condition, and

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INSPECTION REPORTS ON JAILS.

showing no traces of scurvy. These men receive fresh meat in their diet; hence the absence of vegetables has not told upon them in the same manner as upon the other prisoners.

12. There is little or no hard muscular labour in the jail, so that luckily this source of waste which tells terribly on the scorbutic has not been in action.

Labour.

13. We were informed that tamarind pulp has been given daily to the prisoners; if so, it cannot have been given in sufficient quantity or in such a form as to be acceptable to the prisoners, in which case it will most likely be rejected from their food. We would also note that if tamarind has been issued, it has been done in opposition to the Circular of the Inspector-General issued in 1877, to which we have before alluded.

Antiscorbutics.

Hospital.

14. The hospital is an excellent building in every way in which the patients had iron cots. There is a separate contagious disease ward.

15. We examined the monthly sick reports of the Medical Officer since January, and were surprised to find that the scorbutic condition of the prisoners is not once noticed, even in face of the fact that so many young men have died during this year from preventable disease.

Medical Officer's Reports.

16. There is apparently no examination of the healthy prisoners made daily by the Hospital Assistant, nor is there any defined responsibility laid upon the officials of the jail, convict as well as paid, to report cases of incipient illness. We noted that one prisoner died after one day in hospital, and the post mortem examination showed that he had been suffering from acute pleurisy, developed to such an extent that the lungs were adherent with fresh lymph to the walls of the chest. This man must have been ill for some days before coming to hospital, and ought to have been detected.

Examination of prisoners.

17. There are two entrances to the jail, each protected by double gates, but the object with which these gates were built is not appreciated. In our opinion, a jail with more than one entrance leading to it is insecure, inasmuch as it is difficult to control the passing in of forbidden articles and the passing out of Government property. The danger of escapes through the gateway is increased.

Jail entrances.

Double-gate guard.

18. The double-gate system can be easily introduced within this jail in its most complete form.

19. In a separate enclosure known as the transportation yard there are three ranges of buildings with separate cells, with an excellent verandah to protect the cells from the weather. It is not understood

Transportation yard.

why transportation prisoners should be segregated in this enclosure. The enclosure is certainly more secure, but the main barracks are sufficiently secure for the confinement of prisoners sentenced to transportation. As a fact Burmese life-prisoners are confined in the main jail. We would strongly recommend that this enclosure should be given up for the complete segregation by night as well as by day of habituals. If there are not sufficient cells for all the habituals, the worst characters with the largest number of previous convictions should be selected.

20. The day latrines have a special arrangement by which the pans can be withdrawn from the back. These openings make the inner enclosures of the jail insecure. The use of water for any purpose in these latrines should be prohibited, and washing places provided outside. The number of seats is too few to carry out the latrine parades expeditiously.

Latrines.

21. We note that it is found necessary to provide sentry-boxes for the warders patrolling the jail at night. This is said to be necessary during the monsoon. The fact that a sentry-box is provided into which

Sentry-boxes.

a warder may enter entirely does away with the idea of patrolling, and that also at a time when it is most wanted, viz., on dark stormy nights which prisoners usually select for breaking jail. If the rain is excessive the patrols should be provided with umbrellas or waterproofs, and these may be passed to the relieving warders so as to reduce the cost of waterproofing. Sentry-boxes in jails under any circumstances are objectionable. As a rule, only one should be allowed, and that should be at the main gate for the armed sentry, who should be able to command a full view of the main gate from it. For protection from the sun it is usual to provide country umbrellas. Seventeen lamps are used for lighting the circle patrolled by the warders. Instead of these we would advocate the lighting and the watching of the inside of the wards. The patrolling warder might be allowed a hurricane lantern on dark nights.

22. We notice that there are three separate cook-shops in this jail. For facility of supervision it would be better to have only one cook-shop and to have the whole of the food cooked by Brahmins. Against this proposal there is the difficulty of cooking the meat for Burmese prisoners. In other jails like Shikarpur and Hyderabad, we found only one cook-shop in use, and the meat-cooking was not a difficulty.

Cooking.

Female Jail.

23. There is an excellent enclosure for females in this jail, and we would strongly recommend the transfer of all female prisoners with sentences of more than one month from the Common Jail at Bombay to this jail. We have already noticed the want of proper accommodation for females in the Bombay Jail. No extra diet is allowed to sweepers, and there are no prisoners on the 1 lb 8 oz. scale.

24. The sick only receive two meals a day. There were many cases in hospital which would have been benefited by having their food given them at shorter intervals.

Hospital meals.

25. An examination of the punishment register showed that the Superintendent enquires into offences himself, and the details of the cases noticed indicate that this is in a great measure a correct record of all offences against jail rules.

Punishments.

26. The punishment of confined hand-and-foot stocks, even for 2 hours, is a very severe one, especially when it is used with a small stool on which the prisoner is made to sit.

Stocks.

27. There is a convalescent gang, but we noticed many prisoners who might with advantage have been included in this gang. For instance, two such men were selected and weighed, and found to have lost

Convalescent gang.

6 lb and 4 lb respectively, besides having distinctly scorbutic gums and other signs of bad health.

28. The convict warder staff is a large one. There were 26 altogether, all in proper uniform: of these 26, 8 were selected for night duty, and these men get 42 marks, while the others get only 28 each.

Convict warders.

Five convict warders were found to be re-convicted prisoners. One Kanjee-bin Ittao alias Balajee is a habitual with sentences aggregating 11 years. He was admitted into the jail on the 11th December 1885,—that is, three years ago,—and has actually been a warder for one year. He must therefore have been only 2 years in jail when promoted. Such a selection is clearly against the rules of the Jail Manual.

Official visits.

29. The visits recorded by official visitors show that this duty is well carried out.

Marks.

30. The mark system is not quite understood. If it is, the prisoners do not always receive the marks for work that they are entitled to under the rules.

Establishment of Jail.

31. The Jail Establishment consists of—

	R
A Superintendent and Jailor	350
A Deputy Jailor	75
Head Clerk	50
2nd do.	25
3rd do.	15
3 Head Warders, on	15 each.
7 Asst. do., at	12 do.
5 Peons at	9 do.
12 Do. at	8 do.
2 Do. at	7 do.

The lower grades are too poorly paid to be trustworthy.

32. Besides this the jail is charged Rs153-5 monthly for a military guard. To provide this guard a detachment of 100 men is stationed here.

Military guard.

(9)—CENTRAL JAIL, YERROWDA.

The Commission visited and inspected minutely the Central Jail at Yerrowda on the 17th 18th, and 19th December, in company with the Superintendent on the 17th and 18th, and with the Inspector-General of Prisons on the 19th.

2. We can with pleasure express high satisfaction with the position, the site, the arrangement of the buildings, their construction and their ventilation: much expense and careful thought has been expended in the erection of this jail, and if we venture to make a few suggestions that would tend to the perfection of the management, it is done with a desire to see no effort spared to make so excellent a prison perfect.

Site and buildings.

3. The arrangements for the supply of drinking and ablution water are very good, but, in our opinion, order and discipline would be more easily maintained if the bathing platform in each yard was extended so as to allow the prisoners to bathe all at once without confusion and without crowding. The platform at present admits of four or five men bathing at once: by a simple arrangement of a long trough filled with water having a slightly sloped platform on each side, the bathing parade might be got through with much more system and order.

Water-supply.

4. The cooking arrangements are exceedingly good: a little more attention to the details of cleanliness by keeping the bread off the floors when cooling, excluding flies, &c., and the application of a damper to the chimneys to control the heat, at the same time utilizing the heat of the flues passing from the tawa to cook the dahl and vegetables, would lead to economy in the consumption of fuel.

Cooking.

5. The single point in connection with this jail which has not been grasped and mastered is the provision of a thoroughly good supply of vegetables and antiscorbutics for the prisoners. This is admitted fully

Garden.

by the Superintendent, Dr. Sulaman, of whom we can say truthfully that no officer in charge of a prison could show a more thorough knowledge of the details of his charge or take a more intelligent interest in its working. The subject of a supply of vegetables for this jail has difficulties: there is a paucity of irrigation water, and the culturable portions of the jail grounds are not always situated conveniently for the water-supply. Admitting this to the full extent, we see no insurmountable difficulty which cannot be overcome by a little labour and a little money. The tank or reservoir near the garden in the immediate vicinity of the jail is a large one, and it may be increased in capacity to any extent by prison labour: by taking the levels of the surrounding country and scientifically disposing a few low bunds with connected leading drains, a large supply of storm water might be thrown into this reservoir. Once there a simple system of raising the water by a Persian wheel or other lift, with a few main masonry channels to the garden, would guarantee to the land an ample supply of water. At present the tank cannot be filled from its immediate catch area, and the water is distributed in kutchra channel over a soil which will absorb more than one-half in a passage of one hundred yards. The Superintendent has begun the cultivation of vegetables inside the jail walls. This might be largely extended as the area is a large one and could give good employment to long-term convalescents and weak and old prisoners. We would also suggest a rough survey of the high land beyond the jail with the view of forming a tank from which the jail garden might be irrigated by gravitation.

6. The second garden near the river has a practically unlimited supply of water, but the area of good soil is not so extensive. We think that in this garden, if arrangements for protection can be made, a large lime orchard should be planted. The lime tree grows well as we saw; there is nothing to prevent the jail having a magnificent orchard of 1,000 to 1,500 lime trees here.

7. A third garden near the jail of considerable area and good soil has a fair supply of water from a tank. In it we saw some cabbages which to all appearance must have been seedlings at least six weeks before our visit: from this fact we conclude that there can be no difficulty in arranging to strike acclimatized seedlings of all the cruciferae very early, and *English seeds* in the beginning of October. Having examined all the garden plots, we conclude that the subject of the vegetable supply has not yet been taken up with that earnest attention which has been given to other matters connected with this jail.

8. To the Inspector-General of Jails we would suggest the advisability of obtaining Government sanction to direct indents for seed being sent to an English firm. The following procedure has been adopted with success in another province. From Sutton and Co.'s catalogue the Inspector-General selects the seeds best suited for a jail garden and prepares a list with quantities and prices of each variety of seed. This being the minimum quantity for a jail containing 200 prisoners, a double quantity would be ordered for a jail like Tanna with 500 prisoners, and a treble quantity for a central jail. The indent is sent direct to Messrs. Sutton and Co. with instructions to send the hermetically sealed tins to each jail direct so as to arrive not later than the 15th August. Superintendents should be warned not to open the tins until the first week in October or as soon as the south-west monsoons have ceased. The charge for the whole of the indents is prepared in one bill which is paid by the Inspector-General of Jails, and each jail is debited with its share of the cost. A list of the seeds found most useful in jail gardens can be obtained from the Inspector-General of Jails, Bengal.

9. We have been thus particular about the measures necessary to be taken in connection with the jail garden, because we saw evidence among the prisoners sufficient to indicate that the supply of fresh vegetables of real antiscorbutic value is not sufficient to stave off malnutrition. And the fact that since 1879 this jail has been an exceedingly healthy one is only evidence of the great care taken by the Superintendent, Dr. Sulaman, in keeping himself acquainted with the condition of individual prisoners and initiating the necessary measures for the sound general sanitation of the jail. The scurvy taint among the general body of the prisoners was of a mild form, but in a considerable percentage unmistakable; it was entirely absent (as in the Tanna Jail) among the Burmese prisoners, who receive a fuller diet with a larger amount of fresh meat, rendering them less dependent on antiscorbutic vegetables for protection. We are far from hinting that the regulation quantity of vegetables has not been regularly supplied to the prisoners, but we are satisfied that they have not been vegetables of real antiscorbutic value. There are about 20 acres of garden ground altogether, and with the exception of a few patches of cabbage plants, some fields of common radishes and carrots, we saw little vegetable food of real value in a diet; turnips, cabbages, tomatoes, potatoes, cauliflowers, were all absent.

10. In connection with the garden we would suggest the systematic cultivation of all the spare land round the jail and reformatory with Babul trees. In a few years the whole of the fuel required for the jails might be obtained from these plantations; and if properly laid out very little diminution in the growth of grass need be anticipated. Also, aloe plants of the small kind should be cultivated largely, especially on the boundary lines. The plant gives an excellent fibre for prison mats, and the labour in extracting the fibre is one of the best for prisoners in cells.

11. We found all the hospital arrangements very carefully supervised by Dr. Sulaman himself, diagnoses of all obscure cases and daily observations being made by himself and not left to the Hospital Assistant. The hospital wards are excellent buildings for the treatment of sick during the greater part

of the year, but there are a few months during which it would be difficult to treat successfully cases of acute lung disease in the large wards. We would suggest that as there is ample room to spare, a section of one hospital should be divided off into four small rooms, each having one of the doorways of the ward in its area and having a cloth ceiling stretched across the divisional walls at a height of 15' from the floor. At a trifling cost four good small rooms for one patient each could be provided.

12. There is no daily inspection of the healthy prisoners at their work by the Hospital Assistant, and there is no direct responsibility laid upon the discipline officers of the jail should a prisoner be allowed to remain out of hospital until he has drifted into serious illness. To enable the medical officer to exercise a closer supervision over the prisoners in the convalescent gang and over those who are weak and old we would recommend the formation of at least two special gangs, one consisting of those discharged from hospital as convalescents, and those losing weight or suffering from a scorbutic taint, the other containing all the old and infirm prisoners of the jail who are constitutionally unfit to do any but the lightest form of labour. These gangs should be completely segregated from the rest of the jail by night as well as day, and should receive special diet, more particularly an early morning meal, and such medicines as may be required. They should be weighed every week with the view of ascertaining what progress is being made in each case towards recovery. A special feature in the treatment of these gangs should be a mid-day rest of at least two hours, and for this purpose they should be locked up in their sleeping wards. In some cases it will be found necessary to issue a little oil to be rubbed on their bodies. By some such procedure as the above, those requiring most care are never lost sight of even in a large jail, and it is possible to return men to the labour gangs more quickly than would be the case if convalescence was not assisted by special treatment.

13. The practice of having a small bed-head ticket for all cases and a larger case-ticket for details in the more serious cases meets with our approval.

14. Classification in the strict sense of the word is not carried out. Habituals wear blue caps and sleep in separate barracks, but they work and parade with the other prisoners. The other refinements as to different-coloured caps do not exist here. Iron wrist-rings with smaller rings attached may be tried for marking more permanently a second and subsequent convictions. We notice with pleasure that with very few exceptions this jail is managed without fettering prisoners for safe custody. Those prisoners who do wear fetters are prisoners who have previously escaped or attempted to escape. The fetters worn are kept bright and clean.

15. The plates and cups are not of a uniform pattern or made of durable material. It is proposed to provide zinc plates and cups.

16. The prisoners wear on their coats the usual wooden ticket with paper forms for marks, &c., pasted on it. This, as we have noticed in other jails, is an unsatisfactory way of permanently identifying a prisoner for jail purposes. We would recommend a trial of the wooden label with galvanized wire neck-ring. We explained the great advantages of a history ticket for each prisoner, on which would be recorded the following facts regarding his jail life:—

Name, class and number of previous convictions, jail number, age, crime, sentence, date of sentence and date of discharge, health and weight on admission, class of labour for which passed by the Medical Officer, labour to which he is ordered and all subsequent changes of labour, dates of admission to and discharge from hospital, with the name of the disease for which admitted. The record of his appeal if made in the jail, the date of disposal of appeal. Dates of interviews with friends and receipt and despatch of letters. Issue of clothing and plate and cup.

A detailed record of the prisoner's offences against jail rules and the warnings or punishments ordered in each case. His weekly award of marks and the amount of remission in days shown at the end of each quarter. The dates of promotion to the grades of convict officer.

Any subsequent weighments with dates to be placed for comparison immediately under the weight on admission.

The numerous advantages of a history ticket have been demonstrated in the jails of other provinces beyond all question. From it the office punishment register and mark ticket are written up, and from it the medical officer can obtain a full medical history as regards the prisoner's jail life. The extreme usefulness of these tickets to the jail officials can be judged from the frequent attempts made by prisoners to erase the entries or destroy the tickets. It should be the rule to keep these tickets with the convict or paid officer in charge of the gang. The Commission hope to be able to recommend a form of history ticket which will be found the best suited for all purposes.

17. The guarding of the jail by night is done almost entirely by convict warders. A few paid officers patrol and supervise the convict sentries.

In our opinion, it would be safer to have each circle patrolled by a paid official who could supervise the convict warders more thoroughly. The weak point, however, in the guarding arrangements is the fact that the prisoners inside the wards at night are neither watched nor supervised. It is impossible to maintain

discipline and check immorality without this. Each ward should have at least one lantern hanging in it out of the reach of the prisoners, and five men should be told off to give a watch of two hours each. These men should be selected from well-behaved convicts qualifying for promotion to the grade of convict warders. They should give their full task by day. For this work they may be rewarded with one mark a day and with such indulgences as allowing their hair to grow and wearing a special badge, &c. If these men are kept on the alert by the convict guard outside and also by the paid patrolling officer, it is impossible for a prisoner to leave his bed without detection and attempts to escape would be impossible. In no jail in this presidency have we seen the system of guarding by convict officers used with such success and efficiency as it is here.

19. Another point regarding the guarding arrangements is worth noticing. Double gates are in use and there are two gate-keepers. Besides the main gate there are two other large entrances to the jail for carts and for the removal of conservancy pans. In our experience it is dangerous to have more than one entrance to a jail, and that entrance should be controlled by special regulations. When there are double gates, the batten gate should be on the inside and be provided with eye holes for the gate-keeper to observe those who wish to pass out. The iron grated door should be on the outside to allow the armed sentry to have full command of the main gate passage. It should be the armed sentries' duty to give the alarm to the guard to protect the gate-keeper from being overpowered, and he should be in a position to fire upon any prisoner attempting to force the outer gate. At present with the batten gate on the outside he is absolutely ignorant of all that goes on behind it. The gate-keeper may be overpowered and he himself attacked without any warning. The plan of having two gate-keepers is a weakness. In our opinion, there is a division of authority and responsibility which is fatal to the methodical and accurate working of the double-gate system.

Registers should be opened for the recording of all articles passing in and out and of all persons going in and out of the jail. In a large jail it will perhaps be necessary to give the gate-keeper a convict warder or a well-behaved prisoner to write some of the entries in these registers in the vernacular.

20. A reserve guard of 25 native officers and soldiers is maintained at the main gate. It would add much to the efficiency and security of the jail if this guard was replaced by 25 warders armed with breach loaders and buckshot and thoroughly trained to military exercises. These men could do three hours of night patrolling each, which would add very much to the security of the night-guarding arrangements. If the jail was placed in communication with the main guard of the sappers by a telephone, they could be summoned in case of necessity. The present arrangement of hoisting a danger signal is not one that can be depended on.

21. The principal manufactures carried on in this jail are carpet and durree weaving, and in both these industries the jail is exceptionally successful in turning out excellent articles. Cloth-weaving, cane-work, woollen yarn spinning, and other miscellaneous forms of industrial work are also carried on. It has been proved without any doubt that for large central jails it is best to have only one main industry on which the whole body of convict labour which is available can be employed. Such an industry could easily be found in supplying the requirements of the Army or the Civil Government. The arrangements for wheat-grinding might be improved by making the men stand to their work and by having one man only to each mill. If petty industries are to be maintained here, it would be advisable to open a jail depot in Bombay for the disposal of such articles as cannot be sold locally. A depot will be of the greatest service in disposing of the work of the new reformatory school for boys.

22. The juveniles are carefully segregated and thoroughly well drilled in simple drill manoeuvres. We remarked that the boys as a body did not look in that condition of health which boys usually maintain in reformatory schools. If there is any defect in the supply of vegetables or other items of diet, this should be discovered and remedied before the boys go to the new reformatory school. We would strongly recommend that the older boys who are habitual criminals should not be sent to the school. They will do no good there and may do much harm at the start in corrupting the younger first-conviction boys.

23. The only defect that we noticed in the conservancy arrangements was the small number of seats in each day-latrines. This makes it impossible to carry out the latrine parade as quickly as it might be carried out. There are certain restrictions to the use of the latrine at night which have the effect of preventing the prisoners using them at all hours.

Diet

24. There are only two meals a day, the morning meal at 9-30 and the evening meal at 4-30. (For scale of diet see forms attached.)

Native prisoners' hard-labour rations.

DATE.	Hard labour, Native prisoners.	RICE.						WHEAT.						JOWAREE.					
		1 8 0		1 6 0		1 4 0		1 8 0		1 6 0		1 4 0		1 6 0		1 4 0			
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.
December 14th	Friday	857	7	10 8	...	...	...	5 6 4	56	84 0	57	78 6	...	...	...	...	...	...	...
Ditto	15th	856	7	10 8	...	...	...	5 6 4	56	84 0	57	78 6	...	...	120	165	0 568	710	0
Ditto	16th	850	7	10 8	...	...	...	5 6 4	176	283	8 591	812	10 28	35	0	...	...	...	...

Convict warders are included in this.
Ditto get 14 lb wheat daily.
Ditto get four times mutton a week, i.e., 5 oz. each.

DATE.	Hard labour, Native prisoners.	BAZREE.				DALL TOOR.				DALL GRAM.				VEGETABLES.			
		1 8 0		1 4 0		5 Oz.		4 Oz.		5 Oz.		4 Oz.		8 Oz.		6 Oz.	
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.
December 14th	Friday	857	120	180	0 569	711	4 823	257	3 34	8 8	...	...	...	822	411	0 34	12 12
Ditto	15th	856	...	...	...	...	...	...	...	761	242	3 35	8 12	820	410	0 35	13 2
Ditto	16th	850	...	...	...	...	...	...	...	...	...	...	...	816	408	0 33	12 6

Prisoners get 5 oz. mutton on Sundays only; those who do not eat mutton get ghee 12 drachms.

DATE.	Hard labour, Native prisoners.	SALT.		CONDIMENTS.		ROSELLE.		OIL.		MUTTON.		GHEE.	
		6 Drachms.		4 Drachms.		2 Drachms.		4 Drachms.		5 Oz.		12 Drachms.	
		M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz.	M.	lb oz. d.
December 14th	Friday	857	857	20	1 6	857	13 6 4	857	6 11 2	857	13 6 4	...	...
Ditto	15th	856	856	20	1 0	856	13 6 0	856	6 11 0	856	13 6 0	51	15 15
Ditto	16th	850	850	19	14 12	850	13 4 8	850	6 10 4	850	13 4 8	711	222 0 33

DATE.	Hard labour, Native prisoners.	FIREWOOD.		COWDUNG CAKES.		FISH IN LIEU OF MUTTON.		LARD IN LIEU OF MUTTON.		POTATOES IN LIEU OF MUTTON.		WITHOUT MUTTON. TON.
		2 Oz.		14 Oz.		3 Oz.		8 Oz.		8 Oz.		
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.
December 14th	Friday	857	857 107 2	857	749 14	...	...	...	...	...	...	...
Ditto 15th	Saturday	856	856 107 0	856	749 0	...	...	...	...	...	...	...
Ditto 16th	Sunday	850	850 106 4	850	743 12	1	0 3	1	0 8	1	0 8	15

Female prisoners are included in this.
Ditto get 20 oz. flour or pie.
Ditto get 4 oz. dall.
Ditto get 6 oz. vegetables.
Ditto get 4 oz. mutton only on Sundays in lieu of dall. Female prisoners who do not eat meat get 12 drachms ghee.

European Diet on hard and non-labour.

DATE.	TOTAL.	MUTTON.				BEEF.				RICE.		BREAD.		POTA- TOES.		
		10 Oz.		8 Oz.		10 Oz.		8 Oz.		2 1/2 Oz.		1 1/2 0		8 Oz.		
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	d.	M.	lb oz.	M.	lb oz.
December 14th	Friday	4	2 1 4	2 1 0	...	...	...	...	...	4	0 10 0	0	4	4 8	4	2 0
Ditto 15th	Saturday	4	2 1 4	2 1 0	...	...	...	...	...	4	0 10 0	0	4	4 8	4	2 0
Ditto 16th	Sunday	3	...	...	...	1	0 10	2	1 0	3	0 7 8	8	3	3 6	3	1 8

European prisoners get beef only on Sundays.

DATE.	TOTAL.	TEA.		SUGAR.		PEPPER.		SALT.		MILK.		WOOD.	
		8 Drachms.		1 Oz.		4 Drachms.		8 Drachms.		14 Oz.		1 1/2 lb.	
		M.	lb oz. d.	M.	lb oz.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz.	M.	lb oz.
December 14th	Friday 4	4	0 2 0	4	0 4	4	0 0 2	4	0 2 0	4	3 8	4	6 0
Ditto 15th	Saturday 4	4	0 2 0	4	0 4	4	0 0 2	4	0 2 0	4	3 8	4	6 0
Ditto 16th	Sunday 3	3	0 1 8	3	0 3	3	0 0 1 1/2	3	0 1 8	3	2 10	3	4 8

Burmese and Chinese on hard labour.

DATE.	TOTAL.	RICE.		DALL TOOR.		VEGETABLES.		SALT.		CONDIMENTS.		ROSELLE.	
		1	8 0	5 Oz.		3 Oz.		6 Drachms.		4 Drachms.		2 Drachms.	
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.
December 14th	Friday . 86	86	129 0	...	...	86	43 0	86	2 0 4	86	1 5 8	86	0 10 12
Ditto 15th	Saturday . 86	86	129 0	...	...	86	43 0	86	2 0 4	86	1 5 8	86	0 10 12
Ditto 16th	Sunday . 87	87	130 8	...	...	87	43 8	87	2 0 10	87	1 5 12	87	0 10 14

DATE.	TOTAL.	OIL.		MUTTON.		FISH, SALT.		FISH, FRESH.		FIREWOOD.		COWDUNG CAKES.		
		4 Drachms.		4 Oz.		4 Oz.		2½ Oz.		2 Oz.		14 Oz.		
		M.	B oz. d.	M.	B oz.	M.	B oz.	M.	B oz.	M.	B oz.	M.	B oz.	Burmese
December 14th	Friday '86	86	1 5 8	1	0 4	83	20 12	2	0 5	86	10 12	86	75 4	Get dall twice in a week.
Ditto 15th	Saturday 86	86	1 5 8	1	0 4	83	20 12	2	0 5	86	10 12	86	75 4	Get mutton twice in a week.
Ditto 16th	Sunday . 87	87	1 5 12	86	21 8	...	...	1	0 2½	87	10 14	87	76 2	Get fish, salt, three times in a week.

Juveniles.

DATE.	Hard labour, Native Prisoners.	RICE.		WHEAT.		JOWAREE.				BAZREE.					
		1 4 0.		1 4 0		1 3 0		1 4 0		1 3 0		1 4 0		1 3 0	
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.
December 14th	Friday . 45	6	7 8	1	1 4	2	2 6	...	...	...	...	18	22 8	18	21 6
Ditto	15th Saturday . 45	6	7 8	1	1 4	2	2 6	18	22 8	18	21 6	...	...	...	...
Ditto	16th Sunday . 46	6	7 8	20	25 0	20	23 12	...	...	...	...	...	...	...	...

DATE.	Hard labour, Native Prisoners.	DALL TOOR.		DALL GRAM.		ONIONS.		VEGETABLES.		POTATOES.		SALT.		
		4 Oz.	4 Oz.	6 Oz.	6 Oz.	6 Oz.	6 Oz.	6 Oz.	8 Drachms.					
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz. d.	
December 14th	Friday	45	45	11 4	...	...	...	45	16 14	...	...	45	1 6 8	
Ditto	15th Saturday	45	...	...	45	11 4	...	...	45	16 14	...	...	45	1 6 8
Ditto	16th Sunday	46	46	11 8.	...	...	...	...	...	46	17 4	46	1 7 0	

DATE.	Hard labour, Native Prisoners.	CONDIMENTS.		ROSELLE.		OIL.		FIREWOOD.		COWDUNG CAKES.			
		4 Drachms.		2 Drachms.		8 Drachms.		2 Oz.		14 Oz			
		M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz.	M.	lb oz.	JUVENILES.	
December 14th	Friday	45	45	0 11 4	45	0 5 10	45	1 6 8	45	5 10	45	39 6	Onions on Monday.
Ditto 15th	Saturday	45	45	0 11 4	45	0 5 10	45	1 6 8	45	5 10	45	39 6	Potatoes thrice a week.
Ditto 16th	Sunday	46	46	0 11 8	46	0 5 12	46	1 7 0	46	5 12	46	40 4	Vegetables ditto.

Non-labour or simple imprisonment rations.

DATE.	TOTAL.	WHEAT.		JOWAREE.		BAZREE.		DALL TOOR.		DALL GRAM.		VEGETABLES.	
		1 3 0		1 3 0		1 3 0		3 Oz.		3 Oz.		6 Oz.	
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.
December 14th	Friday	6	...	...	...	6	7 2	6	1 2	...	...	6	2 4
Ditto 15th	Saturday	6	...	6	7 2	...	...	...	...	6	1 2	6	2 4
Ditto 16th	Sunday	7	7 8 5	...	...	...	...	7	1 5	...	...	7	2 10

DATE.	TOTAL.	SALT.		CONDIMENTS.		ROSELLE.		OIL.		WOOD.		COWDUNG CAKES.	
		6 Drachms.		4 Drachms.		2 Drachms.		4 Drachms.		2 Oz.		14 Oz.	
		M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz.	M.	lb oz.
December 14th	Friday	6	6 0 2 4	6	0 1 8	6	0 0 12	6	0 1 8	6	0 12	6	5 4
Ditto 15th	Saturday	6	6 0 2 4	6	0 1 8	6	0 0 12	6	0 1 8	6	0 12	6	5 4
Ditto 16th	Sunday	7	7 0 2 10	7	0 1 12	7	0 0 14	7	0 1 12	7	0 14	7	6 2

Under-trial native prisoners' rations.

DATE.	TOTAL.	WHEAT.		JOWAREE.		BAZREE.		DALL TOOR.		DALL GRAM.		VEGETABLES.	
		1 3 0		1 3 0		1 3 0		3 Oz.		3 Oz.		6 Oz.	
		M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.	M.	lb oz.
December 14th	Friday	2	...	...	...	2	2 6	2	0 6	...	...	2	0 12
Ditto 15th	Saturday	2	...	2	2 6	...	...	...	...	2	0 6	2	0 12
Ditto 16th	Sunday	2	2 2 6	...	...	...	...	2	0 6	...	...	2	0 12

DATE.	TOTAL.	SALT.		CONDIMENTS.		ROSELLE.		OIL.		WOOD.		COWDUNG CAKES.	
		6 Drachms.		4 Drachms.		2 Drachms.		4 Drachms.		2 Oz.		14 Oz.	
		M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz. d.	M.	lb oz.	M.	lb oz.
December 14th	Friday	2	2 0 0 12	2	0 0 8	2	0 0 4	2	0 0 8	2	0 4	2	1 12
Ditto 15th	Saturday	2	2 0 0 12	2	0 0 8	2	0 0 4	2	0 0 8	2	0 4	2	1 12
Ditto 16th	Sunday	2	2 0 0 12	2	0 0 8	2	0 0 4	2	0 0 8	2	0 4	2	1 12

(10)—BIJAPUR.

The Commission examined the jails at Bijapur on the 20th and 21st December in company with the Superintendent and Jailor, Mr. Taylor.

2. There are practically two jails in Bijapur, one consisting of a circle of temporary thatched sheds surrounded by a thick cactus hedge, on a high piece of bare ground about a mile from the second or permanent District Jail, which is an old serai converted by blocking up the archways of the chambers round the quadrangle and by erecting a large pukka work-shed in the middle. The gateway and some side buildings give accommodation to the jail office, store-rooms, female jail, and condemned cells.

Bijapur Jail.

3. In these two jails are contained the prisoners of the Bijapur District Jail (at the time of our visit comprising—males 31, females 18) and the prisoners of the Bijapur gang, the latter being divided between the two jails as necessity seems to demand. On the night of the 20th December the division was—

Gang barracks	= 243
District Jail	= 394
TOTAL	637

4. We have said that the "gang barracks," or temporary jail form a circle of 12 thatched sheds: 3 of these having been burnt down, there are now 9 in use. Their inside measurement is each 116' x 16' and the height of the side walls at the spring of the trusses we found to vary from 5 feet to 6 feet rising to 12 feet at the ridge. Each shed on the above measurements, if provided with sufficient lateral ventilation, and allowing the average height of the roofs to be 9 feet, is capable of holding, at 648 cubic feet per prisoner, only 25 men, or 225 prisoners in all. On the night of our visit we found 40 men locked up in 6 of the sheds, the other 3 being left empty. This circumstance shows how essential it is to lay down clearly that the calculation of the capacity of a barrack by superficial area and by cubic capacity is not an alternative which admits of an increase of the number confined, but an alternative which defines the point from which the maximum population is to be calculated. If the superficial area of a ward at 36 square feet per prisoner permits a larger number of men to be confined than the calculation of cubic capacity at 648 cubic feet per man, then that mode of calculation must determine the number to be confined which sanctions the fewest. Here the Superintendent, Mr. Taylor, thinking he was permitted to lock up his prisoners on an alternative calculation of the capacity of his wards, deliberately chose that alternative (the calculation of superficial area) which permitted him to accommodate in a barrack just double the number of men justified by the calculation of its cubic capacity. And as these wards are (for the hot weather and rains especially) very badly provided with lateral ventilation, the mischief of such an error must be greatly intensified.

5. From the general insecure construction of these barracks the bel-chain is in use to connect the whole of the men sleeping in each ward. For two reasons we do not think the bel-chain a justifiable mode of restraint. First, it necessitates a larger number of urinals being placed amongst the men, and every man who makes use of a urinal must rouse up three or four of the prisoners nearest to him on the chain; on the other hand, were fire from accident or design to lay hold of a thatched roof, we fear that the men could not escape in time: for to do so presupposes that they will remain, under circumstances of extreme danger, cool and collected enough to enable them to walk out in single file from the doorway at either end without entangling the chain or otherwise massing themselves together so as to render escape impossible.

6. The wards of this jail should be limited to the accommodation of 25 men each, or 225 in all.

Capacity.

7. The bathing arrangements are very incomplete and unsatisfactory. There is a good baoli or large deep reservoir of very good water on a rising ground near the jail, the water from which is brought inside by iron pipes to a couple of masonry tanks sunk in the ground. From these bathing water is taken in ghurras to a platform of stone of small size, and there the men are allowed to wash themselves once a week. The tank for drinking-water is kept clean and in excellent order; but the system of distribution is open to great objection.

Bathing.

8. The permanent District Jail we found to consist of 72 cells ranged round the quadrangular wall of an old serai. The assumed capacity of these cells is 329 prisoners, in addition to which there are the central workshop used to accommodate 103, hospital 12, or a total of 444.

District Jail.

9. We examined the cells and found their cubical capacity to vary from 2,809 cubic feet to 2,900 cubic feet. The front of each cell is ventilated by the iron grated door: in the back of the cell wall there is an opening (grated), 1½ feet square, high up under the crown of the arch, and also a small hole

Cells.

pierced in the crown of the inner arch about 4 inches in diameter. These "wards" (so called) are not different from solitary cells, except in the capacity being nearly double the amount allowed to a single prisoner in a solitary cell. If other circumstances made such a course desirable, we therefore think that each of these cells might at a pinch be occupied by two men. We are far from recommending this for several reasons, and therefore we can only say that the proper use to put them to is to confine one prisoner in each. But on the night of our visit (the 20th December) we found 20 cells containing 6 men each, 31 cells containing 5 men each, 3 with 4 men each, and 2 with 3 men each. So that in two groups of 51 cells, there were confined 275 men, which on the calculation of 2,900 cubic feet capacity for each cell would give each man an average of 537 cubic feet, less than the regulation allowance in a well-ventilated barrack-room, and about two-thirds less than the regulation allowance for cell imprisonment.

10. We have no hesitation therefore in recommending that both in this and in the temporary jail the accommodation should be recalculated and such orders issued as shall prevent in future the dangerous crowding we have noticed.

Accommodation.

Health.

1884	45.6 per mille,
1885	24.2 do.,
1886	21.7 do.,
1887	18.1 do.,
1888	23 up to November,

yet we remarked that a large proportion of the prisoners looked out of condition—skins dry and shrunken and a general expression of depressed vitality: a large percentage had also a distinctly scorbutic appearance of their gums.

12. Connected with the scorbutic taint, we examined carefully the jail garden. The area occupied is sufficient for a small jail of 100 to 150 prisoners if carefully cultivated, but it is quite unable to raise sufficient vegetables for 600 men. There is said to be a deficiency of water, but we think that the error lies more in absolute ignorance of the first principles of gardening, and that the water might be made to subserve the cultivation of cold-weather vegetables efficiently. The only attempt to cultivate really useful antiscorbutic vegetables was seen in a patch of tomatoes, choked with weeds and starved for want of manure, and in a patch of newly-sown carrots which can never come to anything; not a sign of cabbages, cauliflowers, kale, turnips, radishes, beet, &c., dependence being placed entirely on a crop of Rajgira (*Amaranthus*) which the prisoners in some cases said they could not eat but threw away. This being the case during the cold months when a supply of really good vegetables can be secured, what can be the condition of the vegetable supply at other times of the year?

13. The diet given to the gang is a very liberal one, and if supplied honestly along with vegetables of real value, ought to keep men doing the work we saw in sound health. The value of the scale is, according to Lyons' tables, 329 grains of nitrogen and 5,798 of carbon daily in the relation of 1 to 17.6. The diet of English convicts on hard labour contains 281 grains of nitrogen and 5,140 grains of carbon, so that for men weighing on the average not more than 105 lb the diet is a very liberal, if not an excessive one.

14. The food is supplied on the usual contract system; it is cooked in the temporary jail for all the gang prisoners, and in the District Jail by the females for the prisoners of the District Jail.

Food.

15. The method of cooking at the temporary jail is neither better nor worse than in the other jails of the presidency; but in the cook-house of the District Jail we saw an arrangement of a kitchen range for native cooking on which it would be difficult to improve. It was erected in 1884 by the District Engineer, Mr. Rynald, and is a counterpart of the jail cooking range invented by Dr. McGregor in the North-Western Provinces of India many years before. Its advantages are that the heat is compelled not only to cook the bread on the tawas, but to pass under the vegetable and dall vessels, cooking their contents before finally escaping up the chimney. The only improvement which we can suggest is the insertion of a "damper" in the stove-pipe chimney, by which the draught and expenditure of fuel can be controlled, and the raising of the whole range 3 to 4 feet from the ground, so that the work must be done standing. The Inspector-General has here a perfect model for a jail cook-house, by which we believe the expenditure of fuel can be reduced more than one-half.

16. The hospital is a well-raised and good ward, but its capacity is limited. The patients have cots, and there was a good supply of medicines in the dispensary.

Hospital.

17. The medical duties are in charge of an Assistant Surgeon drawing Rs300 per month and he has a Hospital Assistant under him. We see no reason why this gang and the District Jail should not be supervised by the Civil Medical Officer aided by an intelligent Hospital Assistant.

Medical duties.

18. We saw the gang at work on a road in the middle of the town. The labour is not different from that of ordinary municipal gangs, and the employment of prisoners in such positions and with such surroundings is in our opinion altogether objectionable. We cannot admit that there is any-

Gang-work.

thing in common between the work of this gang and that of a Public Works gang on a canal or quarry or breakwater. Working on occasions at road-making, on occasions at cutting down cactus jungle and other miscellaneous work, the labour of the gang cannot be measured as *task-work* satisfactorily; and although a fair direct return may apparently be realized, it depends as much on the valuation put on the work by the Engineer in charge as on the amount of work actually done by the prisoners. The men have a long distance to walk to and from their labour—5 miles in the case of the temporary jail and 7 miles in the case of the District Jail.

19. To sum up, we are of opinion that from crowding in the night barracks and from a deficiency of good vegetables, the Bijapur gang is within easy distance of diseases which are caused by such conditions,

Summary.

and which have already shown themselves in cases of so called cerebro-spinal fever, septi-cæmia, sloughing ulcer, phlebitis, &c. The causes are on the surface, and are remediable, if it be considered desirable to maintain so large a body of prisoners in the locality. The District Jail will make an excellent cellular jail for about 100 prisoners.

20. The arrangements for clothing the prisoners are somewhat peculiar: no prisoner seems to possess a blanket or tat bedding of his own, but in the evening takes up the first roll of bedding that comes to his hand. Two cumblees are given to the men who sleep in the work-shed, and one to the men in the cells: the blankets, &c., are good, having been sent from Yerrowda Jail.

Clothing.

21. The District Jail Establishment consists of a Superintendent on Rs75, a Jailer on Rs100, 1 Head Clerk Rs28, 1 Chief Warder Rs12, 1 Peon Rs8, and 2 Peons on Rs7 each. There is a police reserve of 18 men for which the Jail Department pays about Rs80 per month. Of the 18 men charged for, only 8 are present at the jail at one time, and these are marched to it daily for 24 hours of duty, when 8 fresh men are sent. If 8 men are sufficient as a reserve guard, it is not understood why they are not permanently located at the jail and only this number charged for. In our opinion, for a jail containing 300 or 400 short-term prisoners a reserve guard of 8 men is sufficient.

Gang Establishment.

22. The following is the establishment for the Bijapur gang jail:—

	R
1 Superintendent	350 + 30 horse allowance.
1 Assistant Surgeon	300 + 30 ditto.
1 Deputy Jailer	75
1 Ditto	50
1 Clerk	60
1 Hospital Assistant	25
1 Chief Warder	25
8 Head Warders at Rs15 each	120
7 Assistant Warders at 12 "	84
2 Mounted Police at 25 "	50
62 Peons at 9 "	558
5 Extra Peons at 9 "	45

TOTAL COST . 1,802 per mensem.

In our opinion, the cost of this establishment is excessive. It appears to have been fixed on the supposition that the gang would be working in the interior of the district away from all assistance, whereas it is now employed purely on municipal work at the headquarters of the district. While we fully recognize the reasons for employing a number of prisoners on this work, we think that this could be easily and cheaply done by sending out a large gang daily from the District Jail. The only extra establishment that would be necessary in addition to the usual District Jail staff would be a few extra warders to guard the prisoners on extramural work. The time occupied in finishing the work would be longer, but the saving in expenditure would be considerable.

23. The temporary gang barracks may be maintained as long as extra prisoners are transferred to Bijapur for extramural work.

24. The Mark Register is up to date, but here, as in other jails of the presidency, we found that the rules are not understood. For months together many prisoners get no marks for work. This, when the

prisoners are employed on unskilled labour, cannot be accounted for by the usual explanation that men were at first new to the work, although it may depend on a disinclination to demand a full task and from the prescription of an easy-going discipline. No improvement will be noticed in this register until separate columns are provided for marks for work and for conduct. There must also be a more careful record of minor irregularities if marks are to be awarded with any precision. For instance, most of the prisoners have received full marks for good conduct for a year, when it might be expected that if their minor faults were noted they would at least not receive marks for certain days in the year. The record of jail offences, both as regards the District Jail and the gang jail, is apparently incomplete as regards minor offences. This may be due to prisoners being checked and warned by subordinates without any note being made of the fact or to an easy-going discipline which refuses to take note of minor faults. For instance, in the District Jail only one offence has been committed since the 15th of July 1888 up to date.

25. The work exacted is, however, so little of a task, and the discipline in the jail is so easy-going, that there is little difficulty for the prisoners to steer clear of any pronounced fault-finding.

Work.

26. We examined the factory registers. Work on manufactures on a very small scale is done here, but in the opinion of the Superintendent and the Jailor, Factory Register No. 3 is not an accurate account of

Factory.

all raw materials expended in the manufacture of certain articles. It is an estimate and must be only an estimate if a jailor has to account in it for all loss by wastage, bad work, theft by prisoners for smoking and other purposes. The wise jailor must put the consumption of raw material a little higher for each article than the actual amount issued, and thus secure a balance on which to fall back at the end of the year instead of having to show a loss of material unaccounted for.

The practice of entering the cost of wear and tear at 3 pie per article manufactured and the posting of such an item in the ledger under this head seems to us to be straining at a semblance of precision in the accounts which is quite unattainable. Again, it is not quite clear what is to be gained by estimating the value of prison labour in each article and ledgering this estimate under a separate head, when later on it is probable that the Inspector-General's sanction will have to be obtained to the article being sold for less than the estimated value. In our opinion, if a jailor cannot be trusted to work the manufactures of a jail to the best advantage on a simple system of account-keeping, he certainly cannot be trusted with the issue of the prison dietary nor with the charge of a manufactory where the present system of account-keeping is in force, and where he can by manipulating this Register No. 3 show such results as he likes. In our opinion, the Office of the Inspector-General cannot hope to control in such minute detail the manufactory operations of all the jails. They must in a great measure be left to the local officers. A jailor who does not prove a success as a manufacturer must be replaced by a man who can show better results. The amount of labour involved in keeping up the manufactory books is a serious defect when there is no corresponding advantage obtained by it. In regard to the Manufactory Registers we shall be glad to have the further opinion of the Inspector-General of Jails. So far the officers who have the practical working of the books, with the exception it ought to be mentioned, of the late Deputy Jailor of Yarrowda, do not seem to be satisfied with their accuracy or efficiency.

27. The visiting of both jails by official visitors is well done, and the quarterly meetings are held regularly.

Official visits.

(11)—DHARWAR.

The Commission inspected the Dharwar Jail in company with the Superintendent, Dr. McConaghey, on the 23rd and 24th December.

2. The Dharwar Jail is situated on an unexceptionable site, high, dry, and with great drainage facilities: the subsoil is rock, and no water is found without quarrying to a depth of 90 to 100 feet.

Site.

3. The outer enclosure wall of the jail is formed of a ditch and mound of earth, both of considerable dimensions, but forming no obstacle whatever to the escape of a prisoner. On the other hand, the luxuriance

Outer wall.

of vegetable growth and the width of the top of the ramp round the jail suggest at once the possibility of securing within three or four years an impenetrable live hedge, which would add much to the security of the jail. The plan pursued in the North-Western Provinces of India might be adopted. A double row of babul (*Acacia arabica*) seedlings should be sown along the top of the wall, leaving a foot or 15 inches between the rows, in which aloe and cactus plants may be set. When the babul trees grow to a height of 3½' or 4', they should have their branches half cut through and be intertwined across the thicket of aloe and cactus. This process should be carried out at the end of each rains, doubling back all straggling long branches and effectually interlacing the living mass into an impenetrable hedge.

4. At one side of the area enclosed by the ramp and ditch is the jail proper, consisting of a quadrangle 513' x 259' divided into two segments. One forming an enclosure 358' x 254' contains the general wards

Buildings.

for males in association with a range of solitary cells. As the area of this enclosure is 10,103 square yards, and the barracks and cells are regarded as capable of containing — prisoners, each prisoner is allowed a superficial area of —. In the middle of this rectangular space of (roughly) 10,000 square yards, the rectangular block of barracks and cells is placed. Three sides of the block are formed by wards for prisoners in association, and the fourth by a double row of cells placed back to back, which look as if they had been formed out of a range of the associated wards divided down the middle and across by dead walls, and having grated doors inserted into the front walls of the cubicles thus formed. Of the eight associated wards two (Nos. 1 and 2) are 19 feet wide, the others are of a uniform width of 20 feet: their lengths vary. The roofs are all pent tile roofs with a wooden ceiling under the tiling, except at two or three points where there are roof ventilators. A description of one or two of these wards will best explain their defects. No. 2, measuring 67' x 18', with an average height of roof of 12',

is said to contain 16 x 80 cubic feet. We are doubtful about the propriety of the measurements taken for the height of the ward; but accepting the calculation and finding the capacity stated to be for 32 men, each prisoner will have an allowance of 37 square feet of superficial area and 505 cubic feet of capacity. In this climate and with the peculiar advantages of site, drainage, &c., we are inclined to think that the above allowance is sufficient *provided enough lateral ventilation* be given.

5. But in this ward—and the same description in varying degrees applies to all—we found the only means of lateral ventilation to be five grated openings (three in front and one at each end) measuring each three feet

Defective ventilation.

square and their lower edges being four feet from the ground, with one round hole in the back wall, one foot in diameter, the entrance door being a wooden plank door. The total lateral ventilation provided for 32 men is therefore only 18 square feet or a little over *six square inches* per man. We have no hesitation therefore in stating that whenever such a ward is called upon to contain its full numbers, the men must be in danger from the effects of exhausted and polluted air. The other wards are similarly situated. No. 3, calculated to hold 55 men, has 1½ square feet of lateral ventilation per man; No. 4, calculated to hold 47 men, has lateral ventilation at the rate of eight square inches per prisoner; and although these wards have each one or two roof ventilators, we must consider the amount of lateral ventilation to be far short of what is required. Opinions will vary on the necessity for, and the extent of, lateral ventilation required in different climates and at different seasons of the year. It may be in recollection that the Prison Conference of 1864 recommended 20 square feet of lateral ventilation per prisoner in association; but under no circumstances can it be safe to shut men up for 12 hours in wards which have only 18 inches per man. The object of lateral ventilation is to secure a thorough and efficient change of air in the dwelling when required. This will be accomplished more readily and more perfectly at one season of the year and in one locality than in another, but the amount available must be adapted to that season of the year when *least is available* and means must be taken to modify and check draught when the currents of the atmosphere are strong. On these principles and for these reasons we think that the ventilation in the associated wards of the Dharwar Jail should be increased at the earliest possible date. No better evidence of the changing circumstances of climate and of the changing force of the air circulated could be afforded than is proved by the care taken in all private houses in Dharwar itself to have it in the power of the occupier at any time to throw the room completely open, or to close or half close the window openings and doors by glass or by venetians as circumstances demand.

6. The absence of berths of any kind in these wards and the want of provision for night-watching inside the wards must be a constant source of evil.

Berths.

7. The presence of long-term and life-sentence Burmese prisoners suggests to us that it is not safe to have the ventilation holes in the back walls of the wards closed by wooden bars.

Safety of wards.

8. We have noted above that there are twenty cells in two rows back to back, which form one side of the inner quadrangle. These cubicles are cells pure and simple, and yet they are evidently intended to

Cells.

be used and are used as wards. We found the measurements of one posted up as 2,387 cubic feet regarded as having cubic capacity sufficient for 5 men. As these cells have no back ventilation, it is a grave mistake to look on them as "*wards*" for associated imprisonment: they should be used for separate confinement only. The solitary cells, 15 in number, are so deficient in capacity and in ventilation that they should under no circumstances be used. The capacity of each averages 644 cubic feet—enough for one prisoner in a well-ventilated open ward, but not at all sufficient for solitary confinement.

9. The ward for female prisoners is placed in a separate enclosure, and is a fairly well ventilated building. On the high wall enclosing the female

Female Jail.

yard we saw a male warder on duty, and we were informed that he is placed there day and night. We regard this as scarcely calculated to preserve discipline and decorum amongst the female prisoners, and it is part of a system of guarding walls which has long been found valueless and been discarded in other provinces. If the prisoners are properly watched in their wards, the walls of the jail may be safely left to guard themselves, while on the other hand a prisoner who has got out of his ward is practically free so far as any action of a patrol on a wall during a dark night is concerned.

10. There is a square block of building used as male and female under-trial ward. The block consists of six cells, each containing a capacity of 1,701 cubic feet but having a superficial area of 13½ x 12' or 50 square

Under-trial ward.

feet. The accommodation provided in these cells is officially stated to be for three men or women: here again we must point out that there is room only for one prisoner in each cell. We think, however, that the whole block might be remodelled by removing the partition wall, keeping any female under-trial prisoner in the general female ward or in the female solitary cell if she wishes to be separated, and giving up the whole of the block of building to males under trial. The cellular construction may apparently be readily altered to one large ward. When this is done it may be found possible to alter the existing custom of keeping under-trial prisoners in the Mamlatdars' hawalat in the city.

11. The food-grains required in the diet are got through a contractor on the usual plan. Only wastage is allowed to the contractor's credit, and the grinding is done free of charge. Firewood is expended on

Food and cooking.

the usual scale of one pound per man. The cook-rooms we found to be narrow verandah sheds placed between the back wall of the barrack quadrangle and the outer wall of the jail: they are out of sight, and, being open sheds, connive at any amount of roguery. The methods of cooking are the same as in other jails, and the fuel is used in the same wasteful manner. We think it possible that the central tower of this jail might be converted into an excellent cook-house on the plan in use in the kitchen of the female jail at Bijapur.

12. We found the garden here to be exceedingly well cared for by the Jailor, Mr. Fernandez. There was a very fair stock of antiscorbutic vegetables in the ground, but a supply of really good English seeds is much wanted. Potatoes, which grow well here during the rains, might be cultivated largely both for this jail and that at Bijapur. Early measures should be taken to have a really good lime orchard: we had evidence from the healthy look of some orange and citron trees that the small *kaghazi* lime or the Maltese lemon would do well here. The farm ground outside the garden area is also carefully cultivated. Altogether we think that the Jailor, Mr. Fernandez, deserves commendation for his work and energy in a direction so often neglected by jail officials.

13. There is only one latrine in this jail, that in the female ward, which is worked on the old abandoned system of stone seats, water-flushing, and a sunk masonry tank into which the excreta and washings are swept and subsequently baled out. This latrine should be demolished and a simple dry-earth arrangement be brought into use.

All the male prisoners are marched out to the trench or trenches in the garden ground for purposes of nature.

14. The hospital is an excellent building, well ventilated, and in this respect a contrast to the sleeping wards. All the patients have cots. The supply of medicines, &c., was very liberal.

15. The jail is managed with the following establishment:—

	R
1 Superintendent (also Civil Surgeon)	100
1 Jailor	140
1 Head Clerk	40
1 2nd Clerk	25
2 Chief Warders	12 each.
5 Assistant Warders	10
6 1st Grade Warders	9
7 2nd "	8
7 3rd "	7
1 Hospital Assistant R25 (who also gets R10 for the Asylum).	

The only members of this staff who are resident on jail premises are the Jailor and the 2nd Clerk. All the others, when off duty, go to their homes in the bazar. The Jailor, who has been in Government service for 15 years, has served nine of these as Jailor in this jail. His pay being the pay of the jail to which he is attached, he cannot be transferred without loss of pay unless he is promoted to a jail carrying a higher salary. The result of this system is that jailors remain in charge of the same jail for many years. The uniform worn by the warden guard is different, especially as regards the head dress, from that noticed in other jails. The higher subordinates do not wear any uniform. Besides the jail staff above given, there is a police guard consisting of 11 policemen by day and 14 by night. For this guard the jail is charged R125 per mensem. The police are not resident on the jail premises. They are relieved every 12 hours. They occupy the rooms off the passage between the two main gates. This, in our opinion, is a most dangerous practice, as their arms and ammunition are within the reach of the prisoners passing through the gate. No evil results may have followed from this practice in past years when the jail had only local prisoners confined in it, but the risks have become very great since the jail received 50 Burmese transportation prisoners, a considerable proportion of whom are life-convicts.

16. Having studied the system of guarding in force and the arrangements of the jail buildings, we unhesitatingly say that this jail is not in a position to keep a large number of transportation convicts, especially Burmese, in safe custody. A few, say 15 or 20, of the shorter-term Burmans may be retained, but even these should be kept within the jail walls on industrial employment. The double-gate system must, for the security of these men, be worked thoroughly. At present only one gate out of the two is in use. Intimately connected with the safety of these Burmese is the state of the wooden gratings closing the ventilation holes (about 3' in circumference) in the rear walls of the barracks already commented upon.

17. There are 4 convict warders of the 1st grade and 4 of the 2nd grade and 1 female convict warder. None of these have ever been given the full marks they are entitled to under the rules. The 4 convict warders of the 1st grade furnish 2 night sentries, who are on duty for 6 hours each.

18. The system of watch and ward by day is as follows:—

Three warders are employed permanently as follows:—

- 1 in the office,
- 1 in the garden, and
- 1 as Superintendent's orderly.

The remaining 24 men are divided into two squads of 12 each for day and night duty.

The 12 men for day duty are distributed as follows:—

1 Chief Head Warden.	1 Hospital.
1 Gate-keeper.	1 Garden.
1 Conservancy.	1 Jail repairs.
1 Wall Sentry.	1 Inside the enclosure.
3 Factory.	1 Extra.

The warders on day duty are expected to work for 12 hours continuously, being allowed only about half an hour for eating their breakfast, which is brought to the jail by their friends. It is impossible to expect thoroughly good work from any warder who has more than six hours' day duty and three hours' night work, or a maximum of nine hours out of the 24. But no other system is possible here unless the present establishment is largely increased or warders be substituted for the police guard.

19. The warder sentry on the wall is of no use as long as he is supposed to exercise only a general supervision. It is impossible, moreover, for this sentry to keep on the alert for 12 hours continuously. He would be better utilized if his duty was limited to watching the main gate from some safe position to give the alarm in case any attempt was being made to rush the main gate. His work after six hours should be changed and a fresh warder put on. At present there is nothing to prevent the whole police guard being overpowered and their arms seized by the Burman life-convicts.

20. The prisoners made over to each warder are not entered by name in any book; the number is simply counted over to him. The three warders over the factory are not put in charge of any gangs of prisoners but supervise the whole. If an escape took place from the factory, it would be impossible to produce evidence in court that the escaped prisoner was under the charge of any one of the three warders. Any attempt to punish laxity leading to escape would thus be frustrated. No system of watching by day can be complete unless each prisoner is made over to a paid warder, and the name of the prisoner and the warder entered in a note-book which can be produced in court if a prisoner escapes. More than this, each paid warder should have a convict officer under him to assist him in guarding the gang or the workshop in which the prisoners are employed.

21. The practice of allowing the armed police guard to escort visitors into the jail is an extremely dangerous one. Instead of being a protection to the visitor they are a source of danger. All constables entering the jail should leave their muskets and bayonets outside and be armed with batons.

22. We would recommend that the police guard should be housed in a building at some little distance from the main gate.

23. The principal manufactures of the jail are cloth and blanket weaving, darree-weaving, coir-mat-making, and cane-work. The work done in these industries is of excellent quality and finds a ready sale. The outturn might be largely increased by the use of hand-driven fly-shuttle looms, patterns of which can be got from the Benares or Jubbulpore jails. We saw very little stock of manufactured articles unsold. The jail makes a fair profit from its manufactures.

Penal labour in the shape of oil-pressing and wheat-grinding is done to a limited extent. These forms of labour, especially the oil-mill, are only suited to short-term convicts who have no fetters. Of the nine prisoners on the oil-mill we found eight were long-term or transportation men who had fetters. These would have been better employed on industrial labour and the oil-mill and wheat-mills worked by men who have no time to learn skilled work and for whom it is important that the jail labour should be penal and deterrent.

24. The factory registers we found kept personally by the Jailor and the work appeared to be thoroughly and carefully done as far as the registers will allow him to do it. In regard to the management of the manufactures and the garden, Mr. Fernandez, the Jailor, seems to be a painstaking and capable officer. We propose to deal with the question of the factory registers that are laid down in the Jail Code in another communication.

25. We find that prisoners are in this jail released on Sundays and not on the day previous as is the universal practice in other provinces.

26. The object for which the punishment register is kept is not understood here. It is evident that minor offences against jail rules are not noted in it or are not taken notice of at all by the officials. For instance, only one offence is recorded between the 27th June and the 11th August 1888.

27. The mark rules are also worked on lines different from those laid down by the Government of India. With one or two exceptions no prisoner, not even a convict officer, gets full marks for work and conduct.

The giving of full marks seems to have been discouraged by the late Inspector-General of Prisons, but there does not appear to have been any reason for this interpretation of the marks rules. It has, however, had the effect of doing away with the uniformity which the Government of India hoped to obtain in the remissions of sentence under these rules. In other provinces when a prisoner has done the task allotted to him and has not transgressed the jail rules he is held to be entitled to full marks for work and for conduct for that day.

28. The jail-visiting by official visitors is well done. We note the fact that an inquest is held on the body of every prisoner who dies in jail under Section XLIX of Act II of 1874 of the Bombay Government.
- Official visits.
29. The use of water for any purpose inside the latrines should be prohibited and the floors covered with dry earth which can be removed when soiled. Two ordinary pans placed one in front of the other for the solid and liquid excreta would be better than the present arrangement (which we saw in the only latrine in the jail) of raised seats with holes in them.
- Water in latrines.
30. The washing and bathing arrangements are defective: the prisoners are only bathed once a week. Nothing short of a daily bath before the morning meal and the washing of hands and feet before look-up will keep the prisoners perfectly clean. Where the water-supply is so limited as it is here, it will be necessary to have regular bathing platforms built for this purpose and to utilize the waste water for garden purposes. A plan of a bathing platform could be obtained from the Public Works Department of Bengal or from the Inspector-General of Prisons, North-Western Provinces and Oudh.
- Bathing and washing.
31. We notice that a large proportion of the prisoners are admitted in indifferent health, suffering chiefly from anæmia, debility, and a scorbutic condition of the gums. The Burmans recently admitted are also not as strong and healthy as those we saw at Yerrowda and Tanua. In taking into consideration the generally inferior condition and physique of the prisoners of this jail, it ought to be remembered that the strong and healthy men are as a rule transferred to the extramural gang at Bijapur. Some minor points which require attention are the proper folding and parading of blankets and bedding in the sleeping wards.
- General health.
- Loud talking should be forbidden.
32. The practice of leaving cups, plates, and odds and ends of cloth, &c., about the barracks should be prohibited. If it is a sanctioned part of the prisoner's kit, it should be paraded in line with his bedding or his plates and cups, and not left lying about. When the Yerrowda Jail has fixed on a suitable plan of zinc plate and cup, they should be introduced here.
- Utensils.
33. No teacher is entertained for this jail, but a convict is employed in teaching about eight prisoners in one of the main sleeping wards, and a light is allowed for this purpose. If the Superintendent finds that this teaching is of no real value we would recommend its being discontinued, as it is not advisable to allow the prisoners to have a naked light within their reach, especially when there is no system of watching the inside of the wards at night.
- Education.
34. There were no under-trial prisoners in the jail. There are a certain number of under-trial prisoners kept in cells attached to the Mamlatdar's court. It is not understood how the selection of the place of confinement for an under-trial prisoner is made, for this jail not only receives sessions cases but also cases pending before the Magistrates.
- Under-trial prisoners.

W. WALKER.

A. S. LETHBRIDGE.

JAILS OF MADRAS.

(1)—BELLARY.

The Commission inspected the Bellary Jail on the 25th and 26th December in company with the Superintendent, Dr. O'Hara.

- Plan. 2. The jail is an irregular quadrangle, containing an area of about 27,182 square yards.
3. The site is unexceptionable, separated from other buildings, dry and easily drained of surface water. The subsoil is rock, and water is only found by digging out and blasting the rock to a considerable depth. The water obtained is said to be good. That for drinking purposes is brought from a well sunk in the rock about a furlong from the jail by a closed channel; it is then passed through a three-compartment filter arrangement, which must depend for its utility on the care devoted to its management. The tanks and filters are said to be cleaned out by hand once a month. It is a serious drawback to all these arrangements that the tanks are not raised above ground so as to be emptied by gravitation.
- Site and water.
4. The buildings have been added on at different times on no definite plan, and as the jail exists do not lend themselves to efficient segregation or classification. The main enclosing wall of the jail is rendered insecure by broken glass being placed along its top.
- Buildings.
5. At the same time, while the general arrangement of the buildings does not lend itself to any useful classification of the male prisoners, an attempt has been made to secure classification amongst the female prisoners to an extent which is hardly justified by the conditions of their imprisonment. Attached to the general female ward there is a small ward for female under-trial prisoners. This can rarely or ever be used, and its use must on these rare occasions often condemn a woman to solitary confinement. There is also a subdivision of the general female ward and enclosure into two, the object of which is not understood. We think that if the whole of the female ward and the small ward devoted to under-trial women were brought into one enclosure, and the wall of this enclosure raised so as to screen off the female jail from view, far more effective and decorous separation from the male convicts would result. At present the female division of the jail is very imperfectly separated from the general enclosure of the jail. The ward is in charge of an old warder. As the expenditure is incurred and the principle admitted that the female ward must have a separate guardian, we think a matron should be appointed.
- Female Jail.
6. While on this subject of the accommodation for females, we may say that we think the provision of a hospital for females (which can rarely or ever be required) at a distance from the female division and in close proximity to the male hospital liable to grave objections.
- Female Hospital.
7. The general wards for males are well planned and arranged, and may be regarded as sufficiently ventilated for the greater part (say ten months of the year). For the other two months the ventilation requires to be controlled by wooden shutters, or the prisoners should be allowed each two blankets.
- Male Hospital.
8. The lateral ventilation in the male wards we calculated at about 8 square feet per prisoner. Thus, No. 15 barrack has five windows, each 4' x 5', and two doors, each 6' x 4', that is,—148 square feet, which, divided by the number accommodated (18), gives 8 square feet per man. The sleeping berths are raised 2 or 3 inches above the floor of the ward. This cannot quite prevent the prisoners huddling together. There are no lights inside the wards, but the jail area is lighted by expensive street lamps.
- Male Wards.
9. The range of 21 cells erected in an enclosure attached to the jail has been well built, and as far as capacity and ventilation goes is unexceptionable, but the cells are not solitary cells. There is only one entrance to them, in front, by an iron-grated door, which gives the prisoner a perfect view of everything going on. The arrangement in the cell wall meant to introduce the prisoners' food unobserved is rendered useless by the proximity of the grated door. These cells cannot be called solitary cells until a yard has been added to each with a wooden batten door to it, so as completely to shut up each prisoner in his cell. Should another range of cells be erected, the small yard should be behind each cell with the grating door opening into it, while the cell door opening on a small verandah should be made of sheet iron or double planking. This is a principle which must rule in the erection of all solitary cells.
- Cells.
10. There is an under-trial ward for males, but we found only prisoners committed to the sessions confined in it. All other under-trial prisoners are kept in the Magistrate's or Deputy Magistrate's hawalat, which we had not time to see. The rule appears to be to keep prisoners before being brought up in the Subordinate Magistrate's lock-up; prisoners on remand in the subordinate jail, and prisoners committed to the sessions in the District Jail.
- Under-trial prisoners.

The only building used to confine prisoners in the jail which is not properly ventilated is that called the Court-house. Its condition could be remedied by a very small expenditure.

11. The common latrine of the jail is a large and commodious one, and it is carefully worked. There are efficient arrangements for ablution after using the latrine. The use of a separate vessel for urine would lessen the amount of earth to be removed and facilitate the process of removal. The nightsoil is carried out and buried in a piece of waste land about half a mile from the jail: it is not directly trenched into the garden, but the resulting mould is brought back as required. This is an unnecessary waste of labour.

12. The hospital is an excellent building, and the patients are provided with cots. We saw evidence on all hands that the patients are carefully looked after by the Superintendent, Dr. O'Hara, and that the diagnoses of their cases, their treatment and their nursing are all subjects of individual attention.

13. We examined the arrangements for cooking the food of the prisoners. This was done in an open shed with very little order or arrangement about it in the first enclosure of the jail. The "tawas" or iron plates, on which the bread is cooked, and the large copper vessels in which the raggi, dall and vegetables are boiled, are disposed round a big chimney, each tawa or vessel having a fire-place for itself. This is a very wasteful method of applying the fuel, and the fact that 16 ounces per diet is charged shows that more economy is desirable. By concentrating the heat of one fire-place on a large cast-iron tawa and making the flue from this fire-place pass under the vegetable dishes, the heat would be conserved and fully utilised, while the draught in the chimney should be controlled by a damper. More cleanliness and order might be insisted on in the kitchen. The raggi pudding and dall curry were good and wholesome. We saw the vegetables for the day's issue: they were simply radish roots without any of the green tops.

14. The jail garden is scarcely cultivated at all on account of the deficient supply of water. Almost all vegetables are bought. Under these circumstances there is the greater necessity for establishing and maintaining a lime orchard, containing 300 to 400 full-bearing trees. There appears to be enough water and ground for this purpose.

15. Also we think it a grave mistake to cease giving the daily ration of tamarind pulp in the dietary to all prisoners. The mistake has been corrected in the Bombay Presidency, and it should not be perpetuated here on the supposition that it is sanctioned by Bombay usage. Amchur (dried green mangoes) should also be stored and given as an alternative to the tamarind pulp.

16. The clothing of the prisoners we found to be good and generally sufficient for the climate. The blankets are of good material, and are made like ordinary cotton cloth: they are never milled. For three or four months of the year two blankets are required.

17. The store-rooms of the jail are the least satisfactory part of it. There are no racks worthy of the name, and we saw bundles of blankets heaped up on the floor to the great risk of their injury. There is not sufficient care in repairing, washing and rebundling up for use clothing received back into stock; we saw it lying about huddled together in heaps mixed with tools and scrap iron, &c., belonging to the jail stores. There ought to be a store-room or division of a store-room, with suitable racks for every class of stock: there is no way by which responsibility can be enforced and economy secured but by having "a place for everything and everything in its place."

18. The official breaches of jail discipline are written up in each ward. The punishment register shows a small number of the ordinary infringements of jail rules, such as quarrelling, &c., but very few offences connected with work. Tasks are pitched low purposely to avoid offences in connection with their non-performance: there were only six cases of offences connected with work during the year.

19. Fetters are used as a punishment in this jail, but it is not clear on what authority. They were only imposed four times during the year; but the belief exists in the minds of the jail officials that they can legally so be used. For safe custody, fetters are imposed during the first month, but not afterwards.

The routine discipline among the convicts was fairly good. Habituals are treated just as others.

Jail Establishment.

20. The Jail Establishment consists of—

One Jailor, Mr. Beely, on R75 rising to R100. This officer was first entertained as a Naib Jailor on R20 in 1864. He has been in this jail since December 1886. The pay is attached to the jail, and is not that of a graded service. The Deputy Jailor, Mahamed Sheikh Sahid, pay R30, has risen from the first of acting chief warder on R15, to which he was appointed in October 1886. He can read and write English. He was promoted to be Deputy Jailor on the 13th February 1888. Has passed in drill and can drill the warder guard. For this he receives R10 as an extra allowance. If he had not passed in drill, his pay would have been limited to R20.

One Head Clerk, appointed 12th January 1875 on R35, and has risen by yearly increments of 1 rupee to R40.

One Second Clerk, appointed 3rd August 1876 on R20 rising to R25 by increments of 1 rupee per annum.

The Hospital Assistant gets his grade pay only.
The warder staff consists of—

	R	a.	p.
1 Head warder, 1st grade	15	0	0
2 Do. warders, 2nd grade	12	0	0 each.
3 Do. do., 3rd grade	10	0	0 "
5 1st grade warders	9	0	0 "
6 2nd do. do.	8	0	0 "
11 3rd do. do.	7	0	0 "
22 4th do. do.	6	8	0 "
Executioner	5	4	0
TOTAL COST	637	4	0

Except the Jailor and Deputy Jailor and Hospital Assistant, no officer or warder is provided with quarters on jail premises. The warders and head warders are provided with good suits of warm and summer clothing and two pairs of sandals. Each man gets 8 hours' duty in the 24 hours. This is done in 4 watches of 2 hours each. No privilege leave is given, but every warder is entirely off duty for 24 hours once every 4 days. About 41 warders remain on jail premises during the day and 18 during the night. All the other men go to their homes in the bazar. Of the six head warders, two are on duty in the main guard all day and two others inside the jail all day, while the two remaining head warders are off duty for 24 hours; that is, once in three days each head warder is off duty all day.

21. The military training of the warder guard is fair, better than the average training of police constables, but not up to the standard of such warder guards as that at Vellore. A good many military pensioners are in the ranks. A whistle and a chain is provided for each warder. The effect in appearance is good, but it is not understood whether it is of any use. Nearly all the warders are residents of Bellary.

22. A separate warder paid by the Collector is employed for looking after the lunatics under observation. Besides the usual guard, extra men are entertained for prisoners sentenced to death. The system of guarding condemned prisoners is good. But the practice of taking them to some distance from the jail for execution should be discontinued. It is not the practice here to make over the body of an executed prisoner to his friends.

23. The bathing arrangements are not as complete as they might be.

24. The washing platforms attached to the day latrines could also be better arranged.

The dry-earth system of conservancy is well carried out. With the present arrangement no vessels of any kind are required. It is, in our opinion, preferable to have a vessel for urine rather than to permit it to soak into the dry earth, which must under such circumstances be all changed every day.

25. Fetters for safe custody are put on all prisoners for one month on first admission. Transportation prisoners wear fetters for 3 months; after this period they are removed, but may be again reimposed as a punishment. There appears to be some misunderstanding as to the authority on which fetters can be awarded as a jail punishment. We find no rules on this subject in the Jail Code, and they do not appear to be regularly authorized by the Inspector General of Prisons or the Government.

26. The punishment register does not contain minor offences. The marks are awarded daily, and the prisoner is informed of the number once a week.

(2)—COMBINED VELLORE CENTRAL AND DISTRICT JAIL.

The Commission inspected the combined Vellore Central and District Jail on the 27th, 28th, and 29th December, in company with the Superintendent, Mr. Gadsden.

2. The site of the prison is an exceedingly well chosen one, capable of free surface drainage; the subsoil water-level is in rock at a fair distance from the surface, and the soil itself gravel with underlying rock.

3. The jail buildings have been well arranged on the site, and erected on a very good plan and specification. The large area within the inner circle removes the objection which otherwise might have been raised to having the work-sheds in the same enclosures with the sleeping wards. This inner enclosure is railed off by iron railings from the main enclosure of the jail, and as it is regarded as capable of containing 935 prisoners, and the area within which they are confined is 84,254 square yards, each prisoner is allowed a capacity of 90 square yards.

4. The allowance of superficial area and cubical capacity per prisoner in the wards is ample.

Space per prisoner.

The lateral ventilation is also very free, amounting to as much as 7 square feet per prisoner, and it is well under control by means of frames, half panelled and half venetianed.

5. We found the boys' ward divided into cubicles. These are defective in construction, inasmuch as one cubicle is only separated from another by iron bars and wire-netting instead of by corrugated iron or wooden partitions.

Cubicles for juveniles.

There has also been much needless expenditure in providing strong iron bars for the sides and wooden battens for the top of each cubicle. The barrack in which these cubicles are placed is not quite suited for the purpose, because each prisoner in a cubicle does not have a share of the window ventilation.

6. The floors are all of asphalt and seem excellent. The only defect we have to find in the sleeping wards in this jail—and it is a serious one—is the absence of some kind of berth or bunk on which each prisoner

Floors.

can be compelled to sleep at night. The safe guarding of the prisoners and the checking of immorality is made very much more difficult by allowing the men to sleep on the ground. Of course, the mere chalking out of a space on which each man is expected to lie is no protection against the evils we hint at. The wards are rather too small for night patrolling. This difficulty can be obviated by making small arched openings in the dividing walls, so as to convert each barrack into only two full-sized wards. The bedding and blankets might be more neatly arranged in the sleeping wards. A verandah on the weather side of each barrack would be an extremely convenient addition, as it would afford shelter for the prisoners at feeding and inspection parades, and would allow the prisoners to sit under cover on Sundays, when the work-sheds are closed. A large number of the locks in use is made by Chubb and is of the most expensive kind. For locking cells and barracks, the ordinary galvanized iron locks manufactured by Hobbs are sufficiently strong and effective.

7. As the divisional walls of this jail are all low and have buildings of various kinds

Divisional walls.

leaning against them, there is really nothing to hinder the men from joining together in one yard or in the centre enclosure: and as the cook-houses and workshops are all open sheds, there is no means of preventing men leaving their work on various pretences, and still less to prevent a general overpowering of the few warders, and a rush for freedom.

8. We think the cook-houses and the work-sheds should be enclosed by some form of

Cook-houses and worksheds.

cheap bamboo trellis-work: and it would lead to economy and check roguery and embezzlement if the scattered cook-houses could be combined into one or two large cook-houses. This might easily be done by adding to the cook-shed nearest the ration godown and building a small enclosure wall round the whole, so as to form a separate enclosure for the cooks.

9. The cooking is exceedingly well done, and all the arrangements are neat, clean, and

Cooking.

in order. The expenditure of fuel is large: no doubt the large number of kitchens and many fire-places add to this. The system of converging flues is good, but the main chimney requires a damper to enable the draught and consequent waste of fuel to be controlled.

10. Tin plates and cups are provided for the central jail prisoners, and earthenware for

Cups and plates.

district jail men. A uniform pattern should be adopted for all jails, and should be made of some metal like zinc which will not rust.

11. We found the two Bombay Diet Scales, No. 1 intended for medium labour, and No. 2

Dietary.

intended for hard labour, in use, but they are issued without a uniform regard to the class of labour performed by the prisoner. For example, we found of 19 cooks 9 men receiving No. 1 or medium scale and 10 men receiving No. 2 or hard-labour scale.

Grinding grain—16 on medium and 1 on hard-labour scale:*Extramural gang*—97 on medium and 24 on hard-labour diet:*Weavers*—41 on medium and 51 on hard-labour diet: and so on.

The principles on which the selection is made, we were told, were: first, that men who gave full-task labour should receive hard-labour rations, or No. 2 scale, on whatever kind of work they are employed; and that those who did not come up to the full task should get the medium-diet scale; and secondly, as a check on the use of the latter, any man whose weighments showed him to be falling off was put on No. 2 scale, whether he gave full-task work or not.

12. Again we found here a perpetuation of the mistake made in the Bombay Presidency,

Antiscorbutics.

but rectified there, of withholding the daily ration of tamarind pulp in No. 1 diet scale but giving it in No. 2. This, in our opinion, is not only a dangerous procedure, but it is one founded on a mistaken idea that, while antiscorbutics are required for men on No. 2 diet scale, they are not required for those on No. 1 scale—than which no greater fallacy could be maintained. We could understand an expert in constructing a dietary asserting that the supply of vegetables is so efficient that no prisoner requires a special antiscorbutic, but we cannot understand an admission being made that one vegetable supply does not require it.

13. Connected with the dietary we examined the garden. There is ample ground, and

Garden.

most parts of it are of good soil, although somewhat gravelly. It is a soil that requires heavy manuring, and we were

astonished to find that no attempt was being made to utilise the prison nightsoil, which is carted away to a considerable distance at much labour and buried in pits 6 or 8 feet deep. This method of disposal of the nightsoil prevents its being rapidly oxidised and reduced to mould, and secures its remaining a standing menace to the subsoil water-supply for many months. This system should be at once changed. Instead of using coarse gravel in the latrines, dry earth from the garden should alone be used, as it can be returned to the soil without injury to its quality. Then the nightsoil should be carried out in the carts, as at present, to the garden, and there be deposited to a depth of three inches in trenches one foot wide, one foot deep, and placed at intervals of a foot. The ordure is covered up by the soil removed, and after six months the whole ground may be dug up and cropped. We noticed that the vegetables in the garden were poor and starved: there were a few small healthy-looking cabbage plants; also beet in small quantity. Tomatoes seemed to grow luxuriantly, and we have no doubt that if the soil were properly manured and due attention given to keeping down the fly and other insects, large quantities of excellent vegetables of real antiscorbutic value could be grown during November to March.

14. There is no calendar of sowings of suitable vegetables in use in the Madras jails,

Calendar of sowings.

hence we found a want of knowledge of what is required to be done to keep up a really good garden. The gardeners employed were men receiving only R6 per mensem, and as a consequence were ignorant and unable to manage so important a duty.

15. Tamarind trees have wisely been put down all round the prison, and in a few years

Fruit and trees.

will form an invaluable addition to the vegetable supply. We think that an attempt should be made to raise an orchard of lime trees, either of the thin-skinned Indian variety or the Maltese lime. They require only a limited area of good soil in which to strike their roots and a steady supply of sweet water.

16. Now that purchases of grain are to be made by jail officials direct, it will be essential

Grain purchases.

to keep up a grain godown stock-book and a mill register, the data in both of which should correspond with the issues according to the diet roll.

17. The clothing of the prisoners in this jail is made of good material, and is very suit-

Clothing.

able; only we are decidedly of opinion that during the months of November, December, January, and February, two cum-blies should be allowed in place of one. Many of the men complained of cold at night, and if they are placed on berths and not allowed to huddle together for warmth, the want of a second blanket will be more felt.

18. The marking of the prisoners' clothing with their jail numbers is thoroughly well

Marking.

done here. The dye used for marking will last for 8 or 9 months, and does not injure the cloth. It is made from a vegetable nut, and the dark colour of the dye is brought out more distinctly by brushing the surface of the worked cloth with lime-water.

19. The matting used is made of aloe fibre; each mat costs 14 annas, and yet, strange to

Bed mats.

say, no attempt has yet been made to utilise the aloe growing round the jail and to manufacture these mats free of cost.

20. The zinc tablets worn by the prisoners show their jail numbers and the dates of con-

Prisoners' tickets.

viction and release. They are effective, but not permanently fastened round the neck of the prisoner.

The jail hospital is an excellent building, well arranged and carefully supervised. The

Hospital.

patients are provided with iron cots. There are a few convalescents kept in the hospital, but the majority are mixed up with the ordinary prisoners. On the weekly parade they are carefully separated and thus brought specially to the notice of the medical officer.

No special diet is allowed to the convalescent gang or to prisoners losing weight unless

Convalescent or weak gang.

they are admitted into hospital. But men losing weight are sometimes changed to the higher diet scale. We found the

lepers segregated in cells, and were informed that no special ward in a selected jail in Madras had as yet been set apart for the confinement of long-term lepers.

The hospital records were carefully kept. The weighments of the prisoners are done by

Hospital records.

the Jailor, Deputy Jailor, or Hospital Assistant, as occasion arises. There were only ten men in hospital and no serious

case. There is no special daily inspection of all the prisoners by the Hospital Assistant.

21. The official visiting of the jail is not done with much regularity or method. In 1885,

Official visitors.

the District Magistrate, the Joint Magistrate, and the Assistant Magistrate had each visited the prison once. In 1886,

the Deputy Magistrate had visited twice, the Joint Magistrate three times. In 1887, the Deputy Magistrate once, the Joint Magistrate three times, the Surgeon General once, and the Sanitary Commissioner once. In 1888, the Joint Magistrate had visited the jail three times, the Assistant Magistrate once, and the Surgeon General once. The remarks made by each visitor are few and not very searching or appreciative.

22. The introduction of the dry-grain scale of diet has begun an era of economy in the

Economy.

management of this prison; but there is much in the methods of procuring things that are required for the daily

use of the prisoners that must be altered before the prison can be said to be maintained with

thorough economy. For example, we went over the amounts that have been spent on contingencies connected with the dieting of the prisoners during the current year. We found the total amount up to date had been R886-13-6. Of this sum we think that certainly R289-8-10 and most probably R451-9-11 might have been absolutely saved by employing the convicts to make the articles required. For example:—

	R	a.	p.
Gunny bags for grain	21	14	0
Ropes (coir)	27	1	11
Mats for covering the cooked food	12	9	0
TOTAL	61	8	11

All these articles might have been made out of aloes fibre which would cost nothing but the preparation. Then again the following earthenware—

	R	a.	p.
Large mallays	7	4	10
Small ditto	2	0	3
Earthen lotas	3	14	4
Mud cups	0	10	0
TOTAL	13	13	5

might with a little trouble and preliminary teaching from a potter be made and burnt in the jail. Or again, why should R60 per annum be paid to a weighman for weighing out rations from the store-room? Why should not a prisoner be employed under the officer in charge of the store-room? Why should water-buckets not be made out of the empty kerosine oil tins as we saw done in Salem and other jails, and thus save a sum paid of R21; and is it not possible to teach some of the clever Burmese, or to employ some of the wandering tinker tribes confined in the prison to repair the copper vessels, which work cost this year R162-3-1?

Again, is it necessary to spend R103 on whitewashing the jail buildings, when clay washing is equally efficient and far less hurtful to the eyesight?

24. It is quite clear that it is not regarded as one of the first uses of prison labour to defray every item of expenditure in the jail. There is scarcely a miscellaneous want of a prison which cannot be supplied by the convicts themselves; and it is only the unfortunate system which was allowed to creep in of charging all these miscellaneous contingencies to diet in the contract rate that has up to the present prevented the realization of the great loss incurred to Government by not utilising the convicts to supply their own wants.

25. We notice with pleasure that no prisoner working inside the jail wall was fettered for safe custody. All prisoners who work outside have light chain fetters. With a proper system of selecting and guarding these extramural gangs, even these fetters may be removed with safety. Those who wore fetters had them kept thoroughly clean and bright. As at the Bellary Jail, fetters are in use here as a punishment: for instance, a Burmese life-convict who kicked a maistry was ordered in fetters for three months. Three scales of punishment diet as laid down in the Code are in force in this jail, and seem to be the form of punishment most resorted to. When stripes are administered they are inflicted on the buttock and limited to 30 in number as a maximum. Much of the Superintendent's time is taken up in writing the punishment register with his own hand. If the offence and punishment are entered by him on the prisoner's history ticket, the copying of this in the punishment register may be left to a clerk in the office.

26. The mark system is properly worked here. Marks are awarded first in the industry roll and from these copied monthly into the mark register. The prisoners know the number of days of remission earned by them, as the matter is explained to them on the first day of every quarter. A monthly remission form is sent to Government on the 18th of each month, giving the name of the prisoners who will be released on remission of sentence in the following month. A duplicate copy of this is sent to the Inspector General's Office. We could not ascertain what is done with this copy, as the order of Government sanctioning the release is received direct by a post-card.

27. No security nor penalty bond is taken from the upper subordinates of the jail department, but an agreement is taken from each warder on stamped paper, which does not appear to have any legal force in preventing the men resigning when they please.

28. Of thirteen convict warders employed in the jail two are habituals. There are no rules prohibiting the employment of habituals as convict warders. A large proportion of these men are Burman transportation prisoners who appear to do their work well. The convict warders were in proper uniform. They are supplied with sandals at government expense. Beyond receiving extra marks and a monthly gratuity varying from annas 4 to annas 12, they do not have any special privileges in the Salem jail; they are allowed to smoke cheroots in the central tower. The rule fixing the number of convict officers for each jail on the strength of the jail population, while theoretically good, is in actual working found to lead in most cases to an

unnecessarily large proportion of convict officers. In this jail we found the number of convict officers more than sufficient for the work.

29. In appearance and military training, the warders of this jail are all that can be desired.

Warders. They are provided with excellent quarters on jail premises, and are supplied with uniforms at Government expense. We do not quite see the necessity for providing woollen trousers to warders in this presidency. The cost of this item may be saved. The men are armed with ordinary muzzle-loading muskets. A proper armouty should be arranged in which the arms (not in use by the reserve guard at the gate) may be kept under lock and key.

30. There is no provision for granting privilege leave to the members of the warder guard.

Privilege leave to officials. In our opinion, the number of warders employed is much too large for a jail constructed to contain 1,200 prisoners, and there is a great waste of power in the practice now in force of posting armed sentries round gangs working in the garden, and in other places outside the main wall but within the jail premises. In our opinion it is possible with perfect safety to reduce the strength of the warder guard from a total number of 106 men of all grades to 58 men of all grades. The strength of the convict guard might also be reduced with advantage. We proceed to deal in detail with this subject.

31. The present establishment consists of—

Present scale of establishment.		R	R
1 Jailor		150	to 200
1 Deputy Jailor			75
1 Hospital Assistant			55
1 Ditto			35
1 Head clerk			45
1 Remission clerk			25
1 Matron			35
1 Store-keeper			50
1 Assistant Store-keeper			20
1 Cartman			5
1 Tent-maker			25
1 Weighman			6 (charged to rations).
1 Chief European warder		@25	= 50
2 Deputy chief warders		@20	= 40
2 Assistant ditto		@15	= 60
4 1st grade head warders		@12	= 60
5 2nd ditto		@10	= 90
9 3rd ditto		@9	= 90
10 1st grade warders		@8	= 80
10 2nd ditto		@7	= 147
21 3rd ditto		@6-8	= 273
42 4th ditto			
GRAND TOTAL COST		1,456 to 1,506	

Proposed scale.

32. Proposed establishment—

	R	R
1 Jailor	200 rising to 250	
1 Deputy Jailor		75
3 Assistant Jailors @ R40 to R50 each	120 to 150	55
1 Hospital Assistant		20 (to be deferred and made payable on results after 12 months).
Monthly local allowance to Hospital Assistant		12
1 Compounder		15
1 Native matron		5 (to be charged to manufactory).
1 Cartman		25
1 Tent-maker	20 to 25	25
1 Chief head warder	15 to 20	30
1 2nd grade head warder		44
2 3rd grade head warders @ R12 to R15		60
4 1st grade warders @ R11 each		108
6 2nd ditto @ R10 "		112
12 3rd ditto @ R9 "		
14 4th ditto @ R8 "		
Reserve guard—		
1 Reserve head warder	15 to 20	22
2 1st grade warders	11 each	30
3 2nd ditto	10 " "	36
4 3rd ditto	9 " "	48
6 4th ditto	8 " "	14
2 Orderlies	7 " "	
TOTAL		1,085 to 1,186
GRAND TOTAL COS		1,085 to 1,186

showing a monthly saving on the present expenditure of R374 to R320, or, say, R4,200 annually. An examination of the proposed scale will show that it does not consist of a mere reduction of appointments with a reduction in numbers; there is an increase of pay in some of the grades which most require it. It will be noticed that the Jailor's pay is increased by R50. Instead of the head clerk, the 2nd clerk and the store-keeper, it is proposed to have three assistant jailors on better pay, who will reside on jail premises, and, besides doing all the clerical work now done by the clerks, will take part in the executive management of the jail and in the military training of the warders. In fact these men will take some of the duties now done by the chief warders. There is not sufficient work for two qualified hospital assistants. It is, therefore, proposed to have one only, and to give him an assistant to be called the compounder. To enlist the hospital assistant's personal sympathy and exertion in the work of keeping the jail health, it is proposed to give him an allowance of R20 per mensem, to be paid to him at the end of the year in a lump sum if he has done his duty thoroughly and successfully. At present, being on the minimum pay of his rank and subject to prison rules, he has no inducement to do more than he is actually obliged to. In our opinion, it is possible to do much towards improving the health of the jail by making it worth the civil hospital assistant's while to devote all his energies to watching the health of the prisoners and to carefully nursing and treating the sick. Besides this, jail appointments will become more popular with this class of medical subordinates and it will be possible to keep good men in them. It will be noticed that the minimum pay of a warder of the lowest grade is fixed at R8. This, in our opinion, is a matter of considerable importance; it will make jail service more popular and will induce warders to value their appointments and to abstain from trafficking in forbidden articles and resorting to other illegal means of increasing the small salary they now receive. It should, with this minimum salary, be possible to recruit comparatively young ex-soldiers of the native army for the jail service.

33. The proposed establishment of warders is the minimum number with which a jail with 1,200 prisoners can be managed. To make the jail service thoroughly popular it is necessary to allow each man under this rule, five convict warder guards will have to be nominated who will take the place of the absent men. In the same manner, for warders who are sick or off duty for any other reason, five more convict warders will have to be provided. To take the place of paid warders who go on escort work five more convict warders will be required. The convict warders will, as now, be allowed an average monthly allowance of 8 annas, making R7-8 per mensem, which is not more than what is now paid under the old system.

The proposed guard of 58 men with 15 convict warders should be able to do all the work required of them, and it may be added that for the last nine years the work of many central jails of this size in other provinces has been done by the staff now proposed for the Vellore jail.

Day guarding.

34. The guarding arrangements under the proposed scale would be managed as follows. Leaving out the two orderlies who are required for the office and the Superintendent's house, we have available for duty a total number of 56 head warders and warders. Of this number 15 warders and 1 head warder are employed as an armed reserve at the main gate, and this reserve furnishes the armed sentry at the gate and the armed sentry on the central tower. Care must be taken to prevent the sentry on the tower being attacked unawares. This can be done by giving him the key of the grated door leading to the roof of the central tower. He should have near him a gong or alarm bell by which he can give the alarm and call the reserve guard. The duty of the armed sentry at the main gate should be to defend the gate-keeper, to prevent at all cost the forcing of the outer gate, and to give the alarm and call out the reserve. He should also have the armoury under his observation. After the reserve guard has been provided, the 40 remaining head warders and warders should be divided into two squads of 20 each. The first squad consisting of 2 head warders and 18 warders should come on duty at the opening of the jail at 6 A.M. The head warders will have the general supervision of the jail and such detailed work as may be given to them. The 18 warders will be distributed as follows:—

- 1 Gate-keeper at the main gate.
- 1 Gate-keeper in the inner circle (both these gate-keepers must be warders of the 1st grade).
- 8 Warders in charge of the barracks and work-sheds of each enclosure.
- 1 Warder in charge of the gang of prisoners working in the Superintendent's garden.
- 1 Warder in charge of the conservancy gang.
- 2 Warders (one usually a skilled gardener) in charge of the garden gangs.
- 1 Warder in charge of the ration and clothing godown.
- 1 Warder in charge of the gang working in the Jailor's and deputy Jailor's garden, &c. This gang will work in the Jailor's quarters for six hours and the deputy Jailor's for three hours.
- 1 Warder in charge of the gang employed in carrying water to the warders' quarters and cleaning their latrines and doing other miscellaneous work outside.
- 1 Warder in charge of the cell enclosure.

TOTAL . 18 Warders.

At 12 o'clock the second squad will come on duty and relieve the men of the first squad and will remain on duty until the lock-up of the jail at 6 P.M.

Night guarding.

Watches.
6 P.M. to 9 P.M.
9 P.M. to 11 P.M.
11 P.M. to 1 A.M.
1 A.M. to 3 A.M.
3 A.M. to 6 A.M.

35. The night duties should be arranged as follows:—

Men on watch.	Patrolling officer
8 warders and 2 warders of the reserve.	Reserve head warder.
10 warders.	A head warder.
Ditto.	Ditto.
Ditto.	Ditto.
10 warders of the reserve.	Ditto.

Besides this the reserve guard will furnish an armed sentry for the main gate who will be relieved with every change of guard. It will be seen that every head warder and warder with few exceptions gets only six hours' work by day and two hours' by night. Two squads have three hours' at night, but a reference to the hours will show that they are the easy watches of the night.

36. Fifteen convict warders are provided to take the place of any paid warder who is absent either on leave or from sickness, or on escort duty. It should be a rule to restrict the employment of convict warders to the inside of the jail only.

37. Every officer of the jail should be provided with quarters on jail premises. There is ample accommodation for this here. It will also be necessary to adopt some form of alarm parade by which every prisoner and jail official will know what he is expected to do at a given signal.

38. To assist the paid and convict warders in their duties it will, in this jail, be necessary to employ 25 prisoners in a grade just below the convict warder. This grade may conveniently in this Presidency be known as maistries. These men will be employed on the following duties:—

- 1 for the main gate, } generally used as writers to help in writing the names of the men leaving
- 1 " inner circle, } the enclosures and gates, and also as messengers to the office, &c.
- 8 " enclosures and wards.
- 1 " Superintendent's garden.
- 2 " conservancy gang.
- 2 " garden gang.
- 1 " ration and clothing godown.
- 1 " Jailor and deputy Jailor's garden.
- 1 " conservancy gang for warders, masters, &c.
- 1 " cell enclosure.
- 1 " hospital.
- 1 " quarantine cells.
- 1 " female jail.
- 1 " cook-shop.
- 2 " extra for miscellaneous duties.

25

During the year 1888, about 88 convicts were employed daily as prison officers. Under the system above advocated the number could be reduced to a total of 40,—viz., 15 convict warder and 25 convict maistries or "overseers."

39. The system of night watching is very defective, inasmuch as no attempt is made to watch the prisoners in their wards, where it is most required to prevent immorality and make the jail absolutely secure.

The practice of posting sentries round the circle is a defect, because if there is an escape no warder could be held responsible for it in a court of law. We would strongly urge the adoption of the following system, which has been worked with perfect success for many years.

Each barrack now contains six wards divided from each other by partition walls. If small arched openings were made in four of the dividing walls, each barrack would have two wards which could be patrolled by a prisoner-watchman. In each ward so formed should be placed a maistry and four selected-prisoner watchmen. These men should be ordinary prisoners doing full task, selected from those next for promotion to the grade of maistry, and should receive one extra mark every day for this duty, and such minor privileges as being allowed to wear their hair and have a badge, and be permitted to write to and see their friends oftener than ordinary prisoners. These five men could give five night watches which would correspond with the watches laid down for the warder guard. The head warder on patrol duty, who enters with the relieving watch, has each prisoner counted by the relieved and relieving night watchmen. If the number is found correct, the paid warder or convict warder is placed immediately in charge of the barrack, which he walks round during the two hours of his watch, keeping the prisoner watchman inside on the alert and walking up and down the centre of each ward. In this manner no prisoner can rise from his bed for any purpose without being immediately challenged by the convict watchman. Having posted all the convict watchmen and warders of his watch, the patrolling head warder with the tell-tale clock visits the different posts and records the time of each visit on the clock. This is examined very carefully the next morning by the Jailor or deputy Jailor to see that the watching has been well done.

40. Besides this, the Jailor, deputy Jailor and three assistant Jailors take it in turn to visit the jail once every night at an uncertain hour to see that every one is at his post. A record of this visit is made in the Jailor's report book.

When such a system as that above described is brought into working order, it is impossible for any prisoner to escape from his ward and unnatural offences among the prisoners are made almost impossible. This also in a great measure controls the talking among the prisoners after

lock-up. One condition of this system is, that the wards should be carefully lighted inside. Lights outside the wards and along the walls are not necessary.

(3)—SALEM.

The Commission examined the Central Prison at Salem in company with the acting Superintendent, Mr. E. C. Carr, on the 30th and 31st December.

2. The site of the prison is a good one: the soil is gravel with rock very close to the surface. The area enclosed is large and practically affords 100 square yards per prisoner.

3. The buildings are arranged on a rather unique plan. The whole enclosure is bounded by a wall having twelve sides. The wall is not a safe one by any means: it is not very high, has at four or five points divisional walls abutting on it which make even its moderate height less of an obstruction to escape, and it is covered on the top with the broken glass which has long been discarded as rather an aid to the escape of a man armed with a blanket. Two of the sections of the wall have quadrangular outworks attached to them: in one of these enclosures is placed the hospital, in the other the female jail.

4. The general wards of the jail are arranged in the centre of the space in six interrupted segments of two circles: three of a smaller circle and three of a larger. Each block in each segment has free ventilation through the interruption in the contour of the other circle, and the whole of the blocks being double-storied the wards and cells are all well placed for through ventilation.

5. The calculation of cubic capacity is sufficient. There are no berths of any kind in any of the wards or cells: this we think objectionable for reasons already stated. There is accommodation for 610 prisoners, of whom 20 can be lodged in cells.

6. The female division of the jail has excellent accommodation for 27 women: there were 19 in confinement on the day of our visit. There is a comfortable room for the matron, who is a Eurasian woman receiving Rs35 per mensem, and there is a small hospital in the enclosure. Altogether the female jail is very complete. Its defects are the absence of a good water-supply, all the water both for washing and drinking having to be brought in casks to the gate of the enclosure by male convicts, and from thence carried in by the women, and the absence of berths or bunks in the wards.

We find that there is no system of sending information to the Magistrate of the district in which a woman resides to ask him to warn her relatives of the day of her release, and to urge them to come and receive her on release: the women are simply passed out at the jail gate.

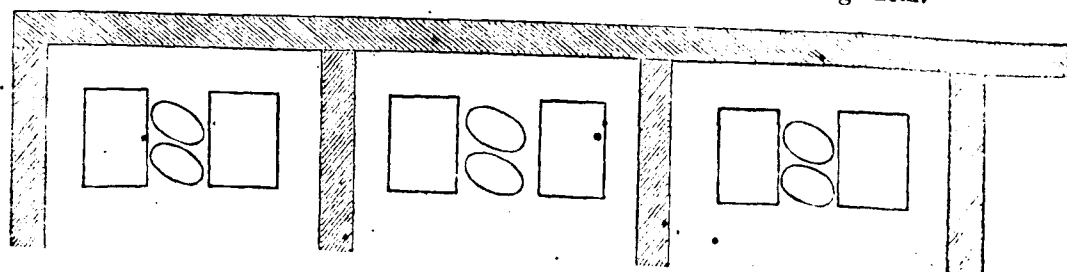
7. The hospital is a very fine building in a detached enclosure, having a verandah completely surrounding it with open iron gratings. All the patients have cots. The record of treatment of the sick seemed to be carefully made and the diagnoses seemed to be matter of care and interest to the medical staff.

Quarantine.

8. Some quarantine sheds are being erected outside the main wall of the jail.

Latrine.

9. The latrines in this jail and in the Vellore Jail are built on a plan which must sooner or later cause them to become a nuisance. The men sit over a long trench formed of solid masonry running the length of the latrine: into this trench both solid and liquid excreta are voided, and then a shovelful of gravel taken from a receptacle behind the trench is thrown over the excreta. The whole contents of the trench, solid excreta and urine-soaked gravel, are then dug out and carted away. The objection to this arrangement is that any liquid excreta coming in contact with the lime masonry is absorbed by it, and rapidly decomposes. Experience has proved that the best flooring for a jail latrine is well-rammed earth: over this three to four inches of loose dry soil is spread to the width of three feet on three sides of the latrine. On this dry earth are placed a series of blocks of stone or brick on which the prisoner sits and passes his excreta into two shallow vessels having dry earth in the bottom: the vessels are at once emptied by the sweepers into the general receptacles. The arrangement may be roughly indicated below. A partition wall, 3 feet high, may be built between the seats to shelter prisoners using them.



The dry earth absorbs any drippings and may be removed at any time, while if it be considered necessary to renew the flooring of the latrine it may be done without expense. One evil result of the present form of permanent masonry trench latrine is to bring into constant use the tar-brush. In the latrines and in the cells we saw that tar had been used until it rested in a thick layer on the masonry; and yet with all this unnecessary expenditure there was

an unmistakable smell mixed with the odour of the tar, which indicated that it is used to conceal careless and imperfect conservancy. Of this tar no less than 400 gallons are used up in a year, an expenditure which from our point of view is absolutely uncalled for.

10. The water-supply of this jail is for all purposes very deficient. The so-called wells which we examined are rock-cut reservoirs into which slowly the water percolates. Water is found at varying depths, but even the best of the wells is so shallow that a few hours' work in the hot months empties it. As the water-supply is just as important as the food-supply in a large prison, we would advocate the excavation of one or two of these wells to a considerable depth by prison labour, say 50 to 60 feet. At present there is only 4' 8" water in the well from which all the bathing water is drawn.

11. There is one large platform on which the prisoners are bathed and wash their clothes once a week. Ablution and slop water run off by gravitation in masonry drains, which are all coated with tar. In our opinion, the bathing and washing arrangements are defective. For a climate like this every prisoner should bathe once a day.

12. We examined the garden, which has a sufficient area if it were carefully cultivated and highly tilled; but under existing conditions it cannot supply what is required for the convicts. As at Vellore, there seemed to be a want of knowledge of what can be done in a garden, and what it is necessary to do to provide really good antiscorbutic vegetables. The crops meant for the prisoners were beans of one or two kinds, sweet potatoes and kuddoos (*Cucurbitacea*): these are practically valueless as antiscorbutics. But in one corner of the garden we saw a small patch (about 80 plants) of cabbage, well grown healthy-looking plants, also a small patch of vigorous tomato plants, besides a few turnips, beet, and radishes. No attempt is made to grow chillies, or onions, or garlic, or coriander seed for the condiment powder; the bazar is called on to supply all. It is hardly necessary to say that where a dozen plants can be grown, a thousand can be reared: all that is wanted is manuring, careful tillage and watering. The whole subject of the management of jail gardens and rotation of sowings, &c., for the Madras jails should be taken up and placed on a satisfactory footing.

13. No attempt has been made to cultivate lime trees in an orchard; and even tamarind and mango trees, which grow well anywhere, are avoided, and the most useless trees, such as *Milingtonia*, *Pointziana*, and the *Nim* (*Azalea*), planted about the jail grounds.

14. The system of trenching the nightsoil into the garden ground is not the most effectual for producing early mould. We saw trenches 3 feet in depth being dug: the nightsoil is accumulated in these in too large quantities and at too great a depth. Trenches should be 1' x 1' and be dug a foot apart; the nightsoil should be deposited only to the depth of 3 inches.

Issue of vegetables.

15. We saw the vegetable issue on the day of our visit (30th) and found it to be half water-melon and half coarse radish.

16. We examined the cooking arrangements carefully. The "range" is worked on an excellent plan, but an immense amount of heat is lost by the distance over which the various cooking vessels are spread.

Cooking.

The surface of masonry in the range which is exposed to be cooled down is enormous and quite accounts for the large expenditure of fuel. A little application of thought would enable all the vessels to be fully exposed to the heat without leaving so great a blank masonry surface. We saw a separate fireplace with a "tawa" or girdle for cooking the morning cakes: this might at once be transferred directly over the fireplace in the range of the large cook-house, a space which at present is vacant, and from which much heat must pass away by radiation. An efficient damper is also required in the upright chimney to control the draught and check waste of heat. As a consequence of these indifferent arrangements and pure recklessness in the expenditure of fuel, we found that 1 lb 8 oz. per diet was being used, while at Coimbatore we found the same diets being cooked with 11 oz. of fuel.

17. The clothing of the prisoners, especially those belonging to the Central Jail, was good and efficient. We think that during the cold months one extra cumblie should be issued. The mattings are made of coir: instead of this aloë fibre might be used, which would cost nothing but prison labour.

18. The articles of the diet scale in use in Salem are the same as in the other Madras jails, except that, for some reason or other not clearly explained, cumboo (*bajra*) is never given, but only ragi (*murua*) and cholam (*jowar*). Two scales called "experimental" have been in use since the 1st January, one intended for central prison convicts and the other for district jail convicts having more than three months to serve. The reduction of the diet in the former case amounts to a diminution of (weekly)—

Dry grains	26 oz.
Rice	4 oz.
Mutton	2 oz.
and an increase of	8 oz.
Pulse	
which calculated out on Lyon's tables gives a net reduction daily of—	8.7 grains.
Nitrogen	552
Carbon	

In the case of the district jail prisoners the reduction amounts to a diminution of—

Dry grains (weekly) 28 oz.
Meat 3 oz.

and an increase of—

Pulse: 6 oz.

equivalent to a net daily reduction of—

Nitrogen 11½ grains.
Carbon 561 "

The men placed on these experimental scales have thriven well. This might have been anticipated, because the diet is still a full one for men doing medium or light labour. Some of the men complained of the diet as reduced, and we had six of the complainants taken to the scales and weighed in our presence: the results of the weighments are given below:—

REGISTER NO.	WEIGHTS.			
	On admission to jail.	On commencing experimental diet, 15th January.	On 27th July.	On 31st December.
3100	111 lb	111 lb	114 lb	118½ lb
3102	109½ "	102½ "	110 "	112½ "
3103	97 "	100 "	108½ "	108 "
3117	124½ "	126 "	127 "	133½ "
3118	111½ "	115 "	129 "	122½ "
3120	108 "	110½ "	111½ "	115½ "

There can, therefore, be no doubt that the diet scale is a very full one for men who are not undergoing hard muscular exertion. But we do not have so much fault to find with the nutritive value of the scale as with the form in which it is given to the prisoners. It has often been laid down as an axiom of jail management that the most wholesome food for any class of prisoners is that to which they have been accustomed, and that it is a grave mistake to introduce luxuries into a prison diet scale to which the poorer classes are not accustomed, and which honest poverty cannot obtain except as an occasional luxury during a life of labour. It is in this direction that most exception must be taken to a prison dietary like that of the Salem central jail, into which meat or fish and milk are, in our opinion, unnecessarily introduced, and in which condiments with oil or ghi and salt are given on a scale which the vast experience of other presidencies shows not to be necessary.

19. Passing over for the present the essential ingredients of the diet scale, we made careful enquiry into the mode of manufacturing the condiment or curry powder, of which until lately half an ounce has been given daily to each prisoner. It is a rule of jail management in other provinces to sanction the issue in the diet of only such condiments as can be grown in the jail gardens: chillies, garlic, coriander, onions. Here we find no attempt made to cultivate even the commonest of these ingredients, but purchases are made in the bazar of all the articles required to compose the curry powder described below (the allowance has apparently now been reduced to ½ oz. per man, but the ingredients remain the same). In the other presidencies, the orders are uniform that such condiments as are given to the prisoner shall be grown in the jail garden free of charge. Whether only a single chilli is given (as in the North-Western Provinces and Oudh) as a relish to the dry bread, or red pepper, onions, turmeric, and coriander as in Bombay, or garlic, chillies, turmeric, and coriander as in the Punjab, the orders are that they shall be produced in the jail garden, or, if not so produced, they shall be supplied at the charge of the jailor.

We had a comparison made between the scale of diet given in this jail to Burmese prisoners and the diet which they would get if confined in a Burman jail, and found that a net saving per prisoner of Rs 10-6-5 would result each year by retaining the Burman scale. The details are given below:—

(1) 2 oz. rice per day or 730 oz. per annum at 30 lb per rupee	R a. p.
(2) 1 oz. meat or fish per day or 365 oz. per annum at 8 lb per rupee	1 8 3
(3) Difference between the cost of 182 oz. of oil and ghee during the year at 4 lb per rupee	2 13 8
(4) 182½ oz. of salt per annum at 24 lb per rupee	2 13 6
(5) 832 oz. of dhall do. at 23½ lb do.	0 7 7
(6) 182½ oz. of onions do. at 25 lb do.	2 3 4
(7) 4,680 grains of garlic per annum at 8 lb per rupee	0 7 9
(8) 182 lb firewood per annum at 4½ lb per rupee	0 1 4
	0 6 6

Deduct cost of extra vegetables 42 oz. per week, i.e., 2,184 oz., @ 3 pies per lb 10 13 11

Cost 2 2 0

Add yearly savings in issuing 4 oz. dhall three times a week in place of mutton or fish = to 624 oz. per annum at 23½ lb per rupee 8 11 11

1 10 6

TOTAL 10 6 5

The curry-stuff used in the Madras jails has unnecessarily expensive ingredients in its composition, for example—black pepper, cummin seeds, mustard seeds, vendum, besides the more common red chilli, coriander, and turmeric, to which the prisoners in every other province are limited. We found in the Salem jail, during 1888, that these condiments had cost no less a sum than Rs 1,177-5-4, every anna of which might have been saved had the curry-stuff been composed of the ingredients which the poorer classes use and which could have been grown in the jail garden. Every question as to what is most pleasant or agreeable to the appetite must in this connection be discarded from consideration; we are bound to treat it simply as a matter confined within the narrow requirements of health; and consistent with the maintenance of his health, it is our duty to limit the prisoner to the same articles of diet as the poorer classes live on.

20. We found the discipline in this jail good, and the plan of the jail seemed to add to the efficiency and ease of the control exercised by the officials.

Discipline.

Separate cells.

21. We found ten cells in use for separate confinement, and in them also were confined sessions under-trial prisoners.

22. The solitary cells were ten in number; they have no court-yard, and when the wooden door is closed, to make the imprisonment really solitary, the cells must be very badly ventilated. Each cell should have a court-yard attached to it.

Solitary.

Fetters.

23. These are imposed only on prisoners who go beyond the jail walls to labour.

24. We remarked that classification was only nominal: the habitual criminals are only separated from the others at night. We regret to notice that we saw several maistries—men in authority over their fellow-convicts—who had been convicted and punished with imprisonment three and four times. No. 2700, a maistry, is serving out his fourth conviction and sentence: similarly No. 2468, maistry, was serving out his fourth sentence. Of the convict warder guard two were habituals of the worst type, one having served four previous convictions in the jail. The number of the conviction of a habitual is stamped conspicuously on his coat.

Classification.

25. The visits of the official visitors of the jail are made with fair regularity: thus in 1885 nine visits were paid, in 1886 nine visits, in 1887 fourteen visits, and in 1888 thirteen visits. Very few official visitors record any critical remarks.

Official visitors.

26. Convict warders are allowed to smoke cheroots in the centre of the jail after each meal. This is not a satisfactory arrangement. If convict warders are allowed to smoke they should be given this privilege outside the main gate. To allow tobacco to be brought inside the jail on any pretext is sure to lead to the introduction of larger quantities than were ever sanctioned or intended.

Smoking by convict warders.

27. Looking at the small population of the neighbouring central jails of Vellore and Coimbatore it appears to us that there is no necessity to maintain this jail as a central jail of the 2nd class while the jail population remains what it is.

Necessity for a Central Jail at Salem.

Establishment.

28. The cost of the present establishment is as follows:—

	R	Rs
1 Superintendent	450 rising to	600
1 Medical Officer		100
1 Jailor		60
1 Deputy Jailor		45
1 Head clerk		25
1 2nd clerk		35
1 Hospital Assistant		25
1 Do. do.		35
1 Chief warder		25
1 Deputy chief warder		20
1 Assistant chief warder		35
1 Matron		30
2 1st grade head warders 15-0 each		24
2 2nd grade do. do. @ 12-0 "		30
3 3rd do. do. @ 10-0 "		45
5 1st grade warders @ 9-0 "		48
6 2nd do. do. @ 8-0 "		84
12 3rd do. do. @ 7-0 "		143
22 4th class do. @ 6-8 "		39
6 Temporary warders @ 6-8 "		35
Store-keeper		20
Manufactory clerk		
	1,503 to	1,653

35 } Paid from
20 } manufactory.

Extra warders are provided by the Magistrate for watching condemned criminals. If the suggestion that this jail should be reduced to the status of a first class District jail capable of containing 400 prisoners were approved, we would recommend the following establishment for its management. The jail would be under the executive and medical charge of the Civil Surgeon, who, besides receiving his present allowance of R100, would have the jail house as a residence free of rent.

	R	R
1 Superintendent		100
1 Jailor		150
1 Assistant Jailor	40 to	50
1 Hospital Assistant		35
Deferred allowance for do.		10
1 Native matron		12
1 Chief warder		20
1 2nd grade head warder		15
2 1st grade warders	10 to	20
7 2nd do. do. at	9 each	63
10 3rd do. do. at	8 "	80
Reserve guard.		
1 Head warder		15
1 1st grade warder		10
2 2nd do. do. at	9 each	18
3 3rd do. do. at	8 "	24
	612 to	622

Considering the fact that the jailors in this Presidency are not accustomed to clerical work, it will probably be necessary to add an apprentice Assistant Jailor on R25 to the above establishment, making the total cost R637 to R647. This gives a saving of R86 to R1,008 per mensem, or about R11,232 a year. With the proposed establishment it will be possible to manage a district jail containing 400 prisoners.

The sentences of the prisoners should not exceed one year, except in the case of five or six Burmans who may be retained for industrial work, such as carpentering, blacksmith's work, &c. All other Burmese prisoners and long-term prisoners should be transferred to Vellore or Coimbatore central jails. To allow each paid warder to have a month's leave in the year and to provide for those off duty on account of sickness and escort work, six convict warders will have to be added to the establishment. Only half these should be Burmans.

The day and night guarding would be managed on the following lines.

29. The reserve guard of six warders and one head warder will be provided with a guard-

room near the main gate; the contractor's godown might be utilised for this purpose; they would furnish one armed sentry for the main gate by day and one by night. Two men could be allowed at one time to visit the lines and cook their food. Of the general guard one man will act as peon and orderly for the whole day. The remaining 18 warders and 2 head warders could be divided into two squads of nine each. At 6 A.M. the head warder of the 1st squad would take charge of all the prisoners and distribute them to the various gangs in charge of his warders. The 1st grade warder will be posted as gate-keeper. The gangs will be very much what they are at present, and the warders could be distributed as follows:—

1, In charge of the kitchen and carpet shop.	1, Female enclosure and chuckler's shop.
1, Workshop No. I.	1, Conservancy gang.
1, Workshops Nos. II and III.	1, Hospital.
	2, Garden gangs.

At 12 noon the 2nd squad in charge of the 2nd head warder will relieve the first squad and remain in charge up to lock-up.

To assist each warder in charge of convicts a prisoner-maistry should be given. This will require a total of eight maistries as the gate-keeper and orderly would not require maistries to help them. The convict guard will thus be comprised of six convict warders and eight maistries.

30. The night guarding will be done on the following lines. The whole jail guard, including the reserve, will be divided into five squads of four men each, and each squad will have one patrolling officer, either a head warder or a gate-keeper.

Night guarding.	Warders.	Patrolling officer.
Watches.		
6 to 9	4 Warders	Reserve head warder.
9 to 11	4 Ditto	A gate-keeper.
11 to 1	4 Ditto	A head warder.
1 to 3	4 Ditto	A gate-keeper.
3 to 6	4 Ditto	A head warder.
	of the reserve.	

The sentry at the main gate will be furnished by the reserve guard. It will be seen from the proposed arrangements that only four warders will have as much as six hours' day duty and three hours' night duty, viz., those of the 1st night watch. The watch itself being an easy one there is no hardship in it. All the remaining warders will not have more than six hours' day duty and two hours' at night, or eight hours' in 24. It will be seen that the last night watch for three hours from 3 A.M. to 6 A.M. is composed of the reserve guard, who have not even eight hours' sentry duty in the twenty-four.

31. With a reduction in the jail population we would recommend that the cells which have been converted into wards for four or five prisoners should again be divided off into cells for single prisoners with mud masonry.

Cells.

32. The warders are provided with excellent quarters for their families. The only fault which can be found with them is that they are perhaps too far from the main gate. When the jail staff is reduced it may be possible to move some of these houses to vacant sites nearer the main gate. There is ample accommodation on jail premises for the two assistant Jailors and the Hospital Assistant, and these officers should be required to reside on jail premises.

Official quarters.

33. The double-gate system cannot be worked in this jail, because the two gates are too far apart. A second gate might, however, be provided at small cost near the large outer gate.

Double gate.

34. An examination of the hospital registers and the clerical work done by the Hospital Assistant has led us to the conclusion that the Hospital Assistant has too much writing to do, and his time could be better spent if he saw each prisoner in the jail morning and evening and exercised some check on the issue and cooking of rations. If he is to earn his deferred pay of R120 per mensem as allowed in the scale above given, he must be given time to watch very closely all the sanitary details which contribute to the health of the prisoners.

Hospital Assistant.

The proposals which we have to offer for reducing the clerical work in jail hospitals in this presidency will be detailed in another report.

35. There are a few points regarding manufactures which require notice. An attempt has been made to introduce the fly-shuttle loom, apparently without success, as the prisoners actually working the fly-shuttle looms use them as ordinary looms. There is some minor defect in their construction and in the training of the weavers which requires to be remedied. As a rule, the tasks exacted are small and the work done of an inferior quality. There is considerable improvement in quality of the police drill lately turned out, but there is a large stock of drill of such inferior quality that no public department could take it. At the best there is little or no profit obtained by weaving drill for the police, and the chance of loss by bad work is very considerable. An improved quality of sandal has been started here. If the jail was reduced to the status of a district jail for short-term prisoners, aloe-pounding would be a good industry for prisoners working in cells.

Manufactures.

36. A proper armoury near the main gate which can be kept under lock and key is required for the storing of arms and ammunition.

Armoury.

Training of guard.

37. The military training and appearance of the warder guard was very fair and the jail service seems to be popular. 38. The clerical work of the office appears to be unnecessarily heavy. A change in the system of keeping copies of letters despatched and of filing those received would result in much reduction of unnecessary work. We were also surprised to find that the manufactory department in such a small central jail kept an entirely separate set of registers for correspondence, &c.

Clerical work.

39. The Inspector General of Prisons on his inspection fills up a form of inspection report. It is not known whether this form should be seen by the subordinates as well as the Superintendent. In this jail the last report was kept under lock and key and its value in effecting improvements considerably neutralised. No subordinate from his office examines the books of the jail.

Inspection.

40. The mark system is fairly well carried out and the industry rolls seem to be written up carefully. We notice a new departure in the awarding of marks which is not observed elsewhere. The rules lay down that a prisoner who does his full task and behaves well shall get one mark on each account. The task for police drill is fixed at four yards. There is so much difficulty in getting even this small task that the Superintendent to encourage others has increased the marks for work to two per diem for this task.

Mark system.

(4)—COIMBATOUR COMBINED CENTRAL AND DISTRICT JAILS.

The commission inspected the Combined Central and District jails at Coimbatore on the 2nd and 3rd January and the subsidiary jail on the 4th January.

2. The site of the Central and District jails is high and capable of excellent drainage; the surface soil is mostly gravel from disintegrated rock, and granite is found at varying depths close to the surface. In this granite the wells are excavated, and to secure any large quantity of water they have to be dug to a considerable depth.

Site.

3. The jail buildings are for the most part arranged on the radiating system round a central tower. The enclosing wall is twelve-sided, so that there are 12 yards with subdivision walls running up to the obtuse angles at the junctions of the twelve sides. In yards Nos. 1, 2 and 3 there are two barracks, each of 8 wards, and one of 4 wards, three work-sheds besides a cook-room in each yard. In yard No. 6 there is a block of 32 cells and a barrack of 4 wards; in No. 8 a block of 32 cells and a work-shed; in No. 9 a block of 32 cells and a work-shed; in Nos. 10 and 11 a

Buildings.

block of solitary cells and the female jail; and in No. 12 the European cells, the juvenile ward, and some store-rooms.

4. The wards are admirably built both as to design and specification. Ventilation is ample for the hottest months and is controllable during the cold season; the only defect in them is the absence of berths which we have noticed elsewhere, and the small size of the divisions of the block which increases the difficulty of internal watch at night.

5. The blocks of cells cannot be commended in the same manner as the wards. The cells run across the breadth of the building, having a large grating door with a space above closed by venetians at one end of the cell, and a window barred and venetianed 7' x 4' at the other end. Each cell is roofed by an air-tight masonry arch. The superficial area of each cell is 192 square feet and its cubic capacity 2,336 cubic feet, so that regarding these cubicles as cells, they have a capacity not more than sufficient to accommodate two prisoners (see Section 1164 of the Jail Code), and as it is improper to place two men together for other reasons, the conclusion must be faced that during hot weather only one prisoner ought to occupy each cell. At present the calculation of capacity is held to justify the confinement of 4 men in each cell or 384 men in the three blocks, and this from the conditions of the building we do not think justifiable. These cells have no berths or bunks, the prisoners sleeping on the ground. One suggestion we may make, which is to divide these cells by an open brick-work wall into two cells, opening out a grating door in the opposite wall. In this manner excellent unobjectionable accommodation for two prisoners may be provided.

6. The Female Jail contains an excellent common ward, a small hospital, a matron's room, a cook-house, and a latrine.

7. The block of solitary cells (20 in number) are efficient for the purpose, although they might be made more penal by the use of a courtyard.

8. The hospital enclosure forms an outwork from the enclosing wall of yard No. 1, the wall having been removed and railings substituted. The two hospitals are in every way admirable buildings. The sick are provided with excellent iron beds and bedding. A bed-sheet for each bed would keep the bedding from being soiled and would not cost much. It could be made of the ordinary coarse prison cloth.

9. The "Close Prison" forms another wing or outwork adjoining yard No. 7. Its cells 96 in number, are unexceptionable in design, the roof being a solid masonry arch. The want of protection from the weather at the entrance must be an inconvenience in the monsoon. Four prisoners escaped recently from these cells, and the locks of the entrance door were in each case found broken. The removal of the locks to the side of the cell out of reach of the prisoners would be a great improvement if more cells were constructed on this plan. We found only 32 men occupying them.

Similarly the buildings used as a district jail are erected in an outwork or annexe to yard No. 8.

Regarding the other buildings of the jail we have only a few remarks to make.

10. The work-sheds ought to be enclosed with a light bamboo or other trellis-work to prevent men leaving their work and wandering over the enclosure.

11. The separate cooking-sheds, should for economy of working and more efficient supervision be aggregated into one cook-house for the whole prison.

12. The latrines should have the present masonry trough arrangement removed and a simple system of baskets and flat earthen vessels adopted for use. We refer to our report on the Salem Jail for a description of the system we advocate, and without some form of which the full benefit of the dry-earth system of conservancy cannot be secured.

To allow the latrine parade to be expeditiously carried out, the latrines should be enlarged and more seats added.

13. The supply of water for this jail seems to have peculiar difficulties. There are three wells in the inner enclosure from which all the drinking and bathing water is obtained. If this water were excellent in itself, the present arrangements for distributing it are faulty in the extreme and lay it open to constant pollution. It is raised from a considerable depth by double buckets, the connecting rope being wound over a drum: the rope is made of coir. When raised the water is allowed to flow into a large square open tank sunk in the ground: in this tank (attached to No. 1

well) we saw a prisoner standing filling the water from the tank into a water cart: the water from this well supplies the prisoners in Nos. 2 and 3 blocks. A well in No. 9 yard supplies blocks Nos. 8 and 9 and the hospital, while a well in No. 5 yard supplies all the rest of the jail.

14. We examined the physical condition of the water as drawn from each well: that from No. 1 was very hazy and had much flocculent matter in suspension: that from No. 5 was clearer, but it also had flocculi suspended in it: the water from No. 9 was clearly the best, as far as a simple ocular examination could inform us. But in our opinion all the wells require thorough cleaning out after being emptied. Chemical analysis (in 1887) indicated that the water from No. 9 well was the best in the jail: it cannot, however, be called a very good water, although it might be drunk with safety if safeguarded from further pollution. This can only be accomplished by having a double or treble action ram-pump fitted into the well, and a tank either of iron or of masonry erected over it: this supply tank should be connected by 2-inch piping with a hydrant in each yard to fill the bathing tanks and give drinking-water. We do not regard the present system of filtering as capable of doing more (at its best) than catching suspended matters in the water: it cannot have the smallest effect on matters chemically dissolved in the water: while at the same time, if not cleaned out frequently and thoroughly, the water passed through the filter will be worse than that drawn direct from the well.

15. The deaths occurring in this jail arise mostly from bowel complaints,—not bowel complaints arising as a sequela in long-continued malarious fever, for the fever cases are comparatively few, but bowel complaints arising from some direct influence on the men, and where so much money has been already spent in erecting the prison, it is unquestionably desirable to attempt the removal of this blot on its sanitary condition. We cannot say that the evils will be completely remedied by improving and preserving from pollution in distribution the water drawn from the best well in the jail precincts, but matters will be improved, and should it become necessary to seek a purer supply beyond the jail precincts, the system of tank and distribution pipes and hydrants will be equally useful.

16. The bathing arrangements are capable of great improvement.

17. We have remarked above that economy might be served by concentrating the cooking of the food: we found five separate cook-houses at work. Much credit is due to the Superintendent, Mr. Symonds, and the Jailor, that, under the present faulty system, the consumption of fuel has fallen from 1½ lb to 11 oz. per diet; but more economy may yet be enforced. The cooking is carefully done, and the raw materials being used are thoroughly good of their kind.

18. The vegetable supply is an exception: the full quantity sanctioned by Government is regularly supplied; but here, as in the other Madras jails, seemingly little attention has been devoted to the cultivation of good kinds of vegetables; it has been thought sufficient to provide coarse native kinds, and as long as a full allowance of tamarind was given daily in the diet scale, no extreme evil has resulted. But it is courting disaster to the health of the prisoners to neglect the prison garden. We found in the garden of this prison none but the poorest and most easily raised kinds of country vegetables. We saw a few good cabbage plants evidently raised from indifferent seed; but no endeavour has been yet made to cultivate fields of cabbages, cauliflower, flowers, kale, turnips, and tomatoes, all of which in well-manured soil will grow luxuriantly even with brackish water. These vegetables supplied freely during the months in which they are in season give the health of the prisoners a stimulation which enables them to tide over the months when only country vegetables are available: and we cannot too often or too strongly insist on the matter being taken up at an early date.

19. As an aid to the vegetable supplies, a lime orchard is invaluable, and we have little doubt that within the large area of the jail grounds soil suitable to the growth of tamarind trees might be found.

20. The area of land round the prison is large and is surrounded by a high wall nearly as high as the main wall of the jail. An attempt might be made to plant out trees that, if useful for no other purpose, might be employed as firewood. The aloe plants also thrive well, and we think that no better labour could be devised for men in the close prison or for habituals in separate confinement than beating out aloe fibre from which all the bed mats and ropes used in the prison should be made.

21. The clothing is well made and sufficient except the cumblies. These blankets are at their best not a warm covering, and we think that during the colder months provision should be made that each prisoner should have two instead of one. Those in use were threadbare, having been issued three years ago.

22. We examined all the prisoners on what has been called the "experimental scale" of diet: it is really the Bombay medium labour-diet scale in which there is no tamarind given. Among others we picked

out seven men with distinctly scorbutic gums. On weighing them and consulting their history sheets we found that they had all more or less lost weight : thus—

No.	Weight on admission.	Present weight.
8402	104	102
8401	100	93
8433	121	111
8326	103	101
8595	120	110
8465	109	108
8521	104	102

But many of them had been put on the hardest forms of labour in the jail; thus

- No. 8402 had three months of treadmill.
 „ 8433 had eight months of treadmill.
 „ 8326 had one month's close prison and three months' treadmill.
 „ 8595 had six months' close prison.
 „ 8465 had five months' treadmill and three months' hauling water-cart.
 „ 8521 had three months' treadmill.

And at the same time all of them had been deprived of the tamarind antiscorbutic in their diet and had received the ordinary useless country vegetables. If this group of men be compared with the group in the Salem Jail which we named as having all gained weight on the same diet scale, it will be seen that the results for purposes of comparison are completely vitiated by the difference in the severity of the labour to which the men were put. At Salem the prisoners were practically *at rest*, here they were doing fairly hard labour. The absence of scurvy symptoms in the Salem men and their presence in the Coimbatore prisoners is another proof of the well-recognised fact that scurvy will be developed in a much more pronounced form under the exaction of heavy labour.

24. The general body of the prisoners were in fair health, but we think that the weakly men should be separated into a gang by themselves. There is room in the hospital wards for their reception at night, and

after daily inspection they may be put to labour in the garden or at other light work during the day. We noted some men on the treadmill and kept at labour with the ordinary gangs of prisoners in the District Jail, whose physical state demanded their being kept under observation and most probably their being given special diet. To emphasize the necessity for keeping these weak-constituted men under constant medical observation, we noted the case of No. 8270, who in March last was taken into hospital from being on "light labour" and died after two days' treatment of dysentery. A mid-day rest of two or three hours for all the weak and convalescents is absolutely necessary even if they are employed on the lightest forms of labour.

25. The classification of the prisoners in this prison is the same as in the other Madras jails. There did not seem to be the same pervading sense of discipline among them as we recognised at Vellore and Salem.

26. The punishment register is apparently kept with regularity, and the record appeared to us to be a true one, neither indicating concealment of offences nor harassing the men unnecessarily; warnings, loss

of marks, low diet of various degrees of severity with and without solitary confinement, and whipping, are the punishments.

27. The mark system is well carried out in this jail. But if marks are not awarded for any offence, the offence is not usually recorded. The industry rolls for which the marks are given are well kept.

28. Fetters are not imposed in this jail except on the 14 prisoners employed in the Superintendent's garden and grounds.

A small barrack which is not subdivided into cubicles is provided for juveniles. We saw two boys segregated in this ward.

29. The female prison is an excellent one. There were only 17 women in confinement, over whom there is a matron on the large salary of Rs 35 per mensem. The iron-barricaded gate which admits into their enclosure should be removed and a double-planked batten door, such as that which closes the wicket next the Superintendent's bungalow, should be substituted.

30. We have remarked in a previous paragraph on the insufficiency of the vegetable supply in the garden, and on an examination of the accounts it appears that no less a sum than Rs 369-5-6 was spent during 1888 in the purchase of vegetables from the bazar, in addition to Rs 19-14-3 expended in purchasing onions and Rs 883-2-9 spent in purchasing "curry-stuff" which, in so far as it is necessary for the health of the prisoners, might have been cultivated in the jail garden. We find here, therefore, the same unnecessary addition to the cost of the prison diet as we commented on at Salem: Rs 1,272-6-6 have been expended during the past year in dieting an average of 682 prisoners (very nearly two rupees per head), which in other provinces under a different system of management would have been saved.

We also found from the accounts of the District Jail for the first half of the year (1st January to 30th June) that on the same items of the dietary Rs 106-7-10 had been spent, or a little over Rs 1 per prisoner.

31. In our opinion the whole system of selecting and appointing the subordinate officers of central jails seems to be defective. There were Europeans and East Indians filling the minor posts on small salaries in this jail who are obviously unsuited for their posts. The subject of recruiting officers for the jail department will be considered in our general report.

32. The establishment consists of—

Establishment.	R	R
1 Superintendent	600 to	850 and
1 Military allowance		200
1 Medical Officer	150 to	200
1 Jailor	35 to	75
1 Deputy Jailor		45
1 Head clerk		35
1 Hospital Assistant		25
1 Do. do.	20 to	35
1 Matron		40
1 2nd clerk	25 each	50
1 Chief warder	20	40
2 Deputy chief warders	15	30
2 Assistant chief warders	12	24
2 1st grade head warders	10	60
2 2nd do. do.	9	72
6 3rd do. do.	8	72
8 1st class warders	7	119
9 2nd do. do.	6-8	221
17 3rd do. do.		
34 4th do. do.		
1 Store-keeper		50
1 Carpenter		45
1 Machine foreman		50
1 Bandy boy		3-8
Manufactory paid from profits		
TOTAL	2,201-8 to	2,466-8

33. The system of guarding here is to divide 68 men into two squads which come on duty every other day.

System of guarding.

The day guarding is done by free warders in the following manner :—

1 Sentry at the main gate	3 men are required.
1 Central tower	3 do.
7 Posts on the garden wall	14 do.
5 Warders inside (1 Hospital, 1 District Jail, 1 Tower, 1 C. P., and 1 Relief)	5 do.
2 In charge of garden	2 do.
1 Postal orderly	1 do.
1 Superintendent's orderly	1 do.
	29

In charge of all other blocks, &c., are placed convict warders. Night guarding is done by the same warders as those on day duty—

- 1 Main gate.
- 1 Hospital.
- 1 District Jail.
- 1 Close Prison.
- 4 Main wall.
- 8 Posts changed every two hours.

The warders live in jail quarters but too far off. It takes half or three quarters of an hour to summon them to the jail when they are required.

34. We may repeat here that there does not appear to be any uniform system laid down for the guarding of the jails of this presidency. The best general system in force should be selected for introduction into all jails, minor modifications being allowed for jails built on special plans. In the same way there ought to be a uniform system of guarding and supervising with convict officers.

Proposed staff.

	R	R
1 Superintendent	600 to	850
1 Military allowance		200
1 Medical Officer	175 to	225
1 Jailor by increment of 10		75
1 Deputy Jailor	120 to	150
3 Assistant Jailors, 40 to 50 each		35
1 Hospital Assistant		15
1 Deferred allowance		12
1 Compounder		

	R.	R.
1 Native matron		15
1 Chief warder	20 to	23
1 2nd grade head warder	15 to	20
2 3rd do. do. warders, 12 to 15	...	30
4 1st do. warders, 11 each	...	44
6 2nd do. do. 10 do.	...	60
12 3rd do. do. 9 do.	...	108
14 4th do. do. 8 do.	...	112

Reserve guard

1 Reserve Head warder (drill instructor)	15 to	20
2 2nd grade warders, 11 each	...	22
3 2nd do. do. 10 do.	...	30
4 3rd do. do. 9 do.	...	36
6 4th do. do. 8 do.	...	48
2 Orderly at 7 do.	...	14

To be charged to manufactures { 1 Carpenter
1 Machineman
1 Bandy boy

Grand total cost of the proposed scheme R2,013-8 rising to R2,314-8

or a saving of R153 to R122, giving an annual saving of about R1,680. The proposed establishment exceeds the Bengal Jail establishment for 1,200 prisoners by R15 in the pay of the Deputy Jailor and R50 for an extra Assistant Jailor. Besides extra pay to the different grades of head warder and warder. An examination of the proposed scale will show that it does not consist of a simple reduction in numbers. It will be noticed that the pay of the Jailor is increased by R25 a month. The pay of the head clerk is increased by R5, that of the 2nd clerk is doubled. The Store-keeper will have the great advantage of being brought on the permanent establishment. Instead of the head clerk, 2nd clerk, and store-keeper, it is proposed to have three assistant Jailors on better pay who will reside on jail premises, and, besides doing all the clerical work now done by the clerks and store-keeper, will take part in the executive management of the jail and in the military training of the warders. In fact, these men will take up some of the duties now carried out by the chief warders. There is not sufficient work for two Hospital Assistants. It is, therefore, proposed to have only one and to give him a compounder on R12 to assist him. It is also suggested that a deferred personal allowance of R15 per mensem or R180 per annum should be given to the Hospital Assistant at the end of the year on it being shown that his work has been thoroughly well done. In this way it is hoped that we shall enlist his personal sympathy and exertions in the medical work of the jail and make the jail appointment worth keeping.

36. It will be noticed that the minimum pay of the lowest grade of warder has been raised from R6-8 to R8. This, in our opinion, will make the jail service more popular, and will induce warders who value their appointments to refrain from trafficking in forbidden articles. With the minimum salary fixed at R8 it should be possible to recruit a superior stamp of warder and among them many men who have been in the native army. It is essential that the warders' lines should be nearer the main gate, so that the men can take part in the alarm parades and be ready to act on an emergency. There ought to be no difficulty in removing the present houses nearer the jail.

37. The proposed establishment of warders is the minimum number with which a central jail with 1,200 prisoners can be managed. To make the jail service thoroughly popular it is necessary to allow each head warder and warder a month's leave after 11 months' service. To provide for men who will be absent under this rule, five convict warders should be appointed. Looking at the actual figures for 1888, a reserve of five warders for escort duty will be ample. To allow this work to be performed, five convict warders should be appointed to take the place of men sent on escort duty. For sickness and contingencies five more convict warders should be appointed, making in all 15 convict warders as compared with the present strength of 22 now employed.

38. To arrange that each prisoner in the jail shall be made over on the opening of the jail to a paid or convict warder and a convict maistry, 25 convict maistries or convict overseers (whichever term is adopted) should be appointed. At present there are 58 employed in these grades, and this exceeds the number employed in other provinces for the same number of prisoners. The work of the convict warders being limited by recent orders to the actual jail enclosure, it will be possible, if the Superintendent desires it, to place each prisoner working inside the jail in charge of a convict warder and a convict maistry (or overseer). The number of paid warders brought inside the jail could in this manner be limited to three or four posts for general supervision. We notice with satisfaction that no habituels in this jail are appointed convict officers.

39. The system of day and night guarding which will be found best suited for the proposed guard has been fully described in our report on the Vellore Central Jail. As regards military training, general appearance, and smartness, the warder guard of this jail is inferior to the guard of the Vellore Central Jail. There are also a considerable number of old men in the ranks. This is a serious drawback, considering that the warder guard system has only been introduced for two years. A limit of age should be fixed at 25 for men who have not been in the army, and 35 for ex-soldiers on recruitment.

The practice of arming the head warders inside the jail with canes should be discontinued. It suggests the idea that these canes may sometimes be used on the prisoners.

40. We have before us the rules drawn up by the Inspector General of Jails for the management of close prisons. It is not known under what authority these rules have been issued, but they were suggested by the excellent results obtained in the Madras Presidency from the experimental working of this system for some years. In general effect they are similar to the rules which regulate the preliminary separate confinement in English prisons of all prisoners sentenced to penal servitude. We have no fault to find with the rules themselves except in regard to Rule 13, which gives the Superintendent the power to place a prisoner in separate confinement for an unlimited period. This power, we think, should be vested in the Inspector General alone, and in each case where it is considered necessary that a prisoner should revert to the close prison for misconduct his sanction should be first obtained. We cannot say that the system, as we saw it in working at Vellore and Coimbatore Central Jails, comes up to our idea of what a close-prison system should be. For instance, we found in the Vellore Jail that a large proportion of the prisoners had been taken out of their cells for work elsewhere. Both in the Coimbatore and Vellore Jails a very large proportion of the cells were empty. If there are not a sufficient number of prisoners to fill all the available cells under the close-prison rules, we certainly think they might be employed for the segregation of habituels of the worst type. The cells are of a good pattern, but their entrance doors require some protection from the weather, and the locks closing them might easily be removed from the reach of the prisoners in the cells. The system of lighting up the whole close-prison enclosure with lamps seems unnecessary. In the centre from which the blocks radiate there was a sentry-box. It would be more convenient to have a room and a circular verandah round the room at this point for the accommodation of the warders on duty and the storing of materials, &c.

(5)—COIMBATORE SUBSIDIARY JAIL.

The Commission visited the Coimbatore subsidiary jail in company with the Magistrate and the Superintendent of the central prison.

2. This lock-up is in the heart of the city, and consists of a few small wards of different capacities, forming one entire side and part of a second of the quadrangle in which the Deputy Magistrate or Tehsildar's kacheri and offices are located.

3. We may say that the lock-up is neither better nor worse than hundreds of lock-ups for under-trial prisoners in all parts of India, but it is clearly not suited to be a jail for men sentenced to even the shortest terms. It should be reserved for prisoners under trial, who ought not to be confined for more than two weeks in it; and all sentenced prisoners of whatever terms should be sent to the district jail.

4. As the guard placed over this subsidiary jail is also the treasury guard, no saving in this direction can be realised by transferring the convicted prisoners to the District Jail. But their term of imprisonment, however short, may, it is hoped, be made more penal and deterrent; and the place will cease to be borne on the list of jails of the presidency.

(6)—OOTACAMAND.

The Commission visited the Ootacamand Jail on the 5th January in company with the Superintendent, Dr. Dobie.

2. The site of the jail and the buildings themselves are in every way suitable for the purpose, and the only question which we feel called upon to discuss is whether the Government is justified in the interests of so small a number of European convicts to maintain so expensive a prison in this locality.

3. There is in the jail accommodation in separate cells for 36 men; at present there are confined in it only 14, and of these 7 are East Indians and Portuguese, who would be as healthy, and, in accordance with their own feelings, would be more comfortable in a jail situated in the plains. In point of fact, therefore, the jail is maintained in the interests of only seven convicts of whom only two or three belong to the Madras Presidency, and four of whom were brought at great expense from the Punjab.

4. To supervise these seven convicts there is necessarily an expensive establishment comprising—

	R
Superintendent	100
Keeper	110
European warder	56
Temporary European warder	56
Native warder	20
Second native warder	15

TOTAL 357 per mensem,

or R4,084 per annum,—that is, a little over R583 per prisoner.

5. We were informed by the Superintendent that a committee had a short time ago enquired into the desirability of closing this jail; but we were unable to obtain any papers explaining the grounds of which it has been resolved to maintain it. We are, therefore, at a disadvantage in recording our opinion, which is that, in view of the financial difficulties pressing on every administration, we cannot find any sufficient justification for spending more than eight hundred rupees per annum on each man of a few selected European convicts, the bulk of this expenditure being caused by an establishment which might be entirely saved were the prisoners scattered through the central prisons of Madras and the other presidencies to which they belong.

6. We are aware that there are excellent quarters for these prisoners in jails in the several presidencies and provinces, quarters in which they can be as comfortable as the majority of European subalterns living in the same localities, and far more comfortable than the large proportion of poor whites and Eurasians can afford; while in the several central prisons their labour can be fully utilised as work-overseers or on industries of many sorts, or as writers, in a way which is quite impossible at Ootacamand.

7. A difficulty may arise in utilising the buildings of this prison; but even if left empty, we cannot regard that circumstance as any justification for keeping it open on the present footing. We would, however, suggest that the buildings and the site of the subsidiary jail close to the European prison might be utilised entirely (as they now are partially) for quarters for subordinates attached to Government offices, while the European prison itself might be used as a small "close prison" for natives sentenced in the district to short sharp sentences of imprisonment. The native district jail of Ootacamand was closed in August 1887, and since that time prisoners sentenced to terms over a month have been apparently transferred to jails in the plains. If, therefore, it be considered desirable to maintain as a jail the excellent buildings of the European prison, they might be utilised for the reception of natives sentenced by the district officers to short sentences of close confinement with such labour as can be devised for them. A very small establishment—

1 Assistant Jailor	R	R
1 Head warder	40	50
4 Warders at 12 each	20	
	48	

—would suffice to manage such a jail: economy in transfer charges and in the reduction of sentences would result, while at the same time the buildings could be maintained as they are, in case circumstances should at any time call for a resuscitation of the European jail.

8. Civil debtors would also be confined in this prison. These suggestions are thrown out merely as contributions to the discussion of the question as to the utilisation of the buildings of the European prison. Whether accepted or not, they do not affect the conclusion at which we have arrived that the European jail should be closed at an early date.

(7)—DISTRICT JAIL, CALICUT.

The Commission examined the district jail of Calicut on the 9th and 10th of January 1889, in company with Dr. Beech, the Superintendent.

2. The site of the jail seems an excellent one, well raised and capable of good surface drainage all round. The subsoil water-level is reached through gravel and rock at about 25' to 30' from the surface.

3. The area enclosed by the outer jail wall is an irregular quadrangle 375' x 456', which, exclusive of the civil jail enclosure, covers 19,000 square yards; and as the jail buildings are said to be capable of containing

230 prisoners, each prisoner is located on an area of 82 square yards.

4. The buildings in which the prisoners are domiciled have been erected with much care and thought: ventilation is well provided for and under control, while the wide verandahs must be a source of comfort and a great protection against exposure during the monsoon. The only criticism we have to offer is that the wards are much weakened as places of detention by having their eaves left open between the wall plates and the trusses of the roof. Sooner or later, it is certain that some prisoner will escape through this weak spot.

5. We also think that the provision of a continuous raised mud bunk with divisions merely marked off on its surface is not sufficient to provide a safeguard against men changing their places in the ward at night, huddling together, and immorality. We think it absolutely essential to have separate berths for each prisoner.

6. Another point touching nearly the safety of the jail is the fact that at five or six points the low divisional walls (apparently about 5' to 6' in height) impinge upon the outer wall so as to form a most convenient stepping-stone to get on to it. The broken glass on the top of the walls is no hindrance to a

prisoner who has a cumbie in his hands. We recommend, therefore, that wherever the low divisional walls impinge on the outer wall the latter should be raised so as to make it impossible for a man to lay hold of the top of the outer wall while standing on the divisional wall. The plan used in other provinces is sketched below:—

NOTE.—This sketch will be sent to the Calicut jail.

7. There is a very good civil debtors' prison added as an annexe to the main prison, its wall enclosing an area of 120' x 145'. The only defect in this prison is that the debtors have to pass through the whole of the criminal jail both to have interviews with their friends and to obtain the articles of their diet. We would suggest that an open grating wicket should be inserted in the boundary wall next the jail garden, at which civil debtors should be allowed to talk to their friends and through which they could obtain their supplies.

8. The Jail Hospital is an admirable building in itself, and its management is careful and humane. The patients are allowed cots; but we think that if the plank bottoms be retained in these cots, all the sick should be allowed a thick mattress stuffed with rice or other soft straw or fibre. A plank bed covered only by a thin aloë fibre matting is not suitable for the inmate of a hospital even in a prison.

9. We were sorry to observe that a most serious diminution of the area and ventilation of the hospital enclosure is being caused by the erection of two blocks of cells for lunatics under observation. The enclosure is already fully occupied by the hospital itself, a contagious disease ward, a dead-house, a cook-house, and a very large latrine; hence this addition of 12 cells in so confined a space is in our opinion calculated to endanger the health of the hospital. At the same time the retention of lunatics, some of whom will always be noisy and excited, in such close proximity to the hospital ward is a grave mistake.

10. Although it is scarcely within our province, we may at the same time remark that the cells as they have been erected with their barred doors facing the hospital enclosure are calculated to maintain excitement in the insane, which a properly-constructed cell should avoid. It is now impossible to erect a screen wall in front of the cells without further injuriously affecting the ventilation of the hospital. One measure may be taken which will somewhat improve matters: the cook-house should be pulled down and moved backwards into close proximity to the wall between the hospital enclosure and the juvenile ward. It is too late now to point out that there is an excellent locality for a block of lunatic cells in the enclosure in which the ward for Europeans or Eurasians is situated. This ward is seldom or never occupied, and the insanes could be kept in that enclosure in perfect quiet and seclusion, neither disturbing others nor being themselves excited by the movements of persons near their cells. These remarks are not intended to imply that we consider a jail to be a fit place for insanes under observation. The cells ought, in our opinion, to be erected near the Civil Hospital.

11. The latrines of this jail are fashioned and administered in the same way as we have described and commented on in the Coimbatore and other jails in this presidency. We, therefore, need not repeat our remarks except to point out the unnecessary expenditure for coal-tar—about sixty gallons a year. The latrine for wards Nos. 1 and 2 is fashioned out of a section of the work-shed in that enclosure; that for Nos. 3 and 4, and for a block of solitary cells, out of a section of the work-shed in No. 3 enclosure; that for wards Nos. 5, 6, and 7 is contained in a screened-off portion of the verandah of the barrack itself. In all these latrines coarse gravel is used instead of sifted dry earth; the evil of this is that the nightsoil is accompanied to the garden by a mass of sterile gravel which does harm instead of good to the productiveness of the soil.

12. The female division of this jail has, in our opinion, its subdivisions carried out to an extent unnecessary in practice. Three buildings are devoted to the female prisoners, each being capable of containing seven women. One is called the hospital, in which we saw a noisy and violent insane who is under observation; the second is the female ward, which contained four convicts; and the third, called the under-trial ward, was empty. Referring to the returns for 1887 (Statement No. XV) it will be seen that the average number of female prisoners confined in Calicut Jail was—

Convicts	22
Under-trial	02
Civil	29

and that the maximum on any one day was—

Convicts	6
Under-trial	2
Civil	6

We think, therefore, that the accommodation provided by one entire ward, such as that which comprehends the juvenile ward (No. 11) and the female hospital (No. 15), might be regarded as ample for all the purposes of a female jail. Such an arrangement would leave the four wards (Nos. 9, 10, 16, and 17) available for the segregation of special classes of prisoners or for other purposes.

13. The water-supply of the jail is obtained practically from three wells. The quality is said to be good, but the quantity in the hot months is deficient. As these wells are all sunk in the rock, it appears to us (speaking under correction) that it only requires to increase the capacity of the rock cut reservoir, to secure an ample supply, while merely to excavate to a depth of six or eight feet after the water-level has been reached is not enough to provide a constant supply during the dry months when filtration from the rock-bed must be slow.

Water-supply.

Bathing.

Drinking water.

14. The bathing arrangements would be sufficient for a small number of prisoners, were the water-supply increased. The shop and ablution water runs off by gravitation to the garden by a complete system of open drains.

15. Drinking-water is provided in the wards at night in large earthenware vessels.

16. The cook-room of the jail is at present in a transition stage: hitherto each vessel has had a separate fire-place, and, as a consequence, a great waste of fuel has occurred. It is now proposed to combine all the fire-places by flues passing under the different vessels and concentrating themselves in one chimney. This will be an improvement on the old plan, but a greater saving in fuel would result if the cooking-vessels were grouped more closely together, each being seated in a hole in a metal plate under which the play of the flame could be concentrated and fully controlled by a damper in the chimney. Already the expenditure of fuel has been reduced from 1½ lb. to 1 lb.

Cooking.

17. Ragi is being used in the diet: this, although not much to the taste of the prisoners, agrees with them well. As it has to be imported from Coimbatour, it will be necessary for the jail officials there to aid in the purchase and storing of it in the harvest time in the interests of the Calicut Jail. Stock-books showing the receipts and issues from the grain godown have not yet been introduced, but we saw a young man who has been lately appointed as purveyor on R10 per mensem, whose appointment we think liable to lead to abuses. The rate at which purchases in the bazar are paid for is made to depend on the Tehsil price list. We saw, excellent fish being served with the curry: under the circumstances of this jail we consider it absolute waste of money to give mutton in the diet when such fish is procurable cheap. We also think that the issue of ghi should be stopped and gingelly or cocoanut oil (used everywhere by the people) prepared and used in its stead.

Dietary.

Garden.

18. On examining the jail garden we found that the jailor had paid much attention to it in certain directions. There is no doubt that there is difficulty to be encountered in cultivating good vegetables in this climate; but we saw that very much has yet to be done in making the jail garden soil. Hundreds of tons of black mould must be gradually introduced and formed into raised beds having a depth of 1½ to 2 feet; all the jail nightsoil mixed with suitable dry earth (not gravel) must be trenched into the raised beds, and finally good fresh English seeds must be supplied. Prison labour should be allowed to collect the mould and refuse required to make a garden, and a little money must be spent annually on seeds. All this expenditure will be easily recouped by the saving in the purchase of vegetables and condiments from the bazar. During the past year, we ascertained that R148-6-11 were spent in purchasing vegetables from the bazar, and that R247-4-3 were expended in purchasing curry-stuff that might have been grown in the garden or have been supplied from the gardens of other jails.

19. We picked out from the general body of the prisoners two or three men having scurvy, whether convalescent from sickness or not, from the general mass of the prisoners. They should be kept in a separate gang and be viewed every day by the Hospital Assistant before going to such labour as may be ordered for them.

Scurvy.

Clothing.

20. The clothing of the prisoners was generally in good order and suitable; but the jackets are made too short, not serving as a covering to the lower part of the body. The system of issuing new suits on any specific date does not range on the side of economy in use. It has been found that not an article of clothing will present itself otherwise than in rags on the day previous to the expected issue.

The charge debited for clothing by the Coimbatour Jail seems large—

	R	a.	p.
1 Cap			
1 Jacket			
1 Trousers	1	1	0
1 Cumble			
1 Tat or aloe bedding	1	8	0
	1	8	0

21. The use made of education seems to us not to justify its retention. Every prisoner whose sentence is over a year may retire to read or learn to read or to pretend to learn from 11 to 12 noon.

Education.

22. The use of chain fetters is almost universal: they are retained even on the convict maistries. This we think tends to lower and degrade an office of trust.

Fetters.

23. The visits of official visitors are paid with fair regularity. During 1887 considerable attention was given to the criticism of conditions existing in the jail, but few remarks have been made during 1888. During 1887 the District Judge paid six visits, the District Magistrate five visits, and the Surgeon General one visit; while during 1888 the District Judge paid three visits, and the District Magistrate seven visits.

24. Our examination of the convicts brought to our notice two boys working with and confined in the same ward with full-grown men. One, No. 4234, had been committed for two months: his age being over or under 16 might be matter for fair discussion, but that he was a young lad just arrived at puberty there could be no doubt; under such circumstances he ought not to have been allowed to work in the garden during the day, and he ought to have been placed in a separate cell by night. The other, No. 4199, was a bigger lad; but his case also demonstrates the necessity for taking some other standard for determining the advisability of secluding a young prisoner from another and from adults. An excellent rule is in force in other provinces that "small boys" not arrived at puberty shall be associated and work together; and that all "big boys" showing signs of having arrived at puberty should work under the strict supervision of the jail establishment by day and sleep in separate confinement at night.

Establishment.

25. The jail establishment consists of—

	R	a.	p.
1 Superintendent who is the Civil Surgeon	75	0	0
1 Jailor	75	0	0
1 Deputy Jailor	30	0	0
1 English writer	40	0	0
1 Hospital Assistant	25	0	0
1 First grade head warder	15	0	0
1 Second " "	12	0	0
1 Third " "	10	0	0
3 First grade warders at 9 each	27	0	0
4 Second " " at 8 "	32	0	0
8 Third " " at 7 "	56	0	0
15 Fourth " " at 6-8 "	97	8	0
TOTAL	494	8	0

Besides these there are entertained temporarily six extra warders and an extra head warder for two condemned prisoners, and two extra warders paid by the Magistrate for watching lunatics under observation. In our opinion this establishment which is organised for a district jail to contain 300 prisoners is defective in the following particulars:—

- The Jailor should belong to a graded service; this will make it possible to transfer him to other jails after a limit of three years' service in each jail. The pay of the lowest grade of Jailors may with advantage be fixed at R75 rising by increments of R5 to R100. In considering the grant of the yearly increment, which should only be sanctioned by the Inspector General of Jails, the following points would be taken into consideration; economy and efficiency of management, proper cultivation of the jail garden, industrial employment of prisoners, and profits from jail manufactures, security and discipline of the jail. If a jailor fails in any of these the yearly increment can be withheld, and if there is no improvement in the following year a transfer will be found a successful measure. The Jailor of this jail, Mr. Charles Tavora, has been here for twenty years without a change.
- If the amount of clerical work was reduced it would not be necessary to have a deputy Jailor, as well as a clerk.
- The clerk, instead of being a purely office writer, should be an assistant to the Jailor in regard to all branches of jail work, including the military training of the warder guard. For this purpose it would perhaps be better to employ a subordinate of the stamp of the deputy Jailor as the assistant, and to call him what he really would be, the assistant Jailor. He should be required to live on jail premises, and be, like the Jailor, ready for duty whenever he is wanted. To compensate him for the extra work, the pay of the post should be R40 rising to R50 by yearly increments of one rupee.
- While the strength of the warder guard is somewhat larger than it need be, it is evidently underpaid in the lower grades; the result is that it is impossible to get good men on the salaries now offered. To remedy these defects we would recommend that the number should be reduced from 30 to 25, and the minimum pay fixed at R8 for the lowest grade. For practical purposes the 30 men are not now available, because they live in the town and go to their homes in the bazar when off duty. To work the warder guard system properly it is essential that they should live on jail premises, and quarters should be provided for them and their families.
- The last point that requires consideration is the pay of the Hospital Assistant. We have already in our reports on other jails pointed out that he should receive a deferred allowance of R10 per mensem to be granted to him after a year's thoroughly good work.

26. If the suggestions here made were carried out, the cost of the proposed establishment would be as follows:—

Proposed establishment.	R
1 Superintendent	75
1 Jailor	R75 to 100
1 Assistant Jailor	R40 to 50
1 Hospital Assistant	25
Deferred allowance	10
1 1st grade head warder	16
1 2nd grade head warder (this subordinate should ordinarily be an ex-soldier and the drill instructor of the guard)	13
1 3rd grade head warder	11
3 1st grade warders, 10 each	30
7 2nd grade warders, 9 each	63
14 3rd grade warders, 8 each	112
1 office peon	6
TOTAL R476 to	511

This gives a mean average cost nearly equal to that now charged.

27. In our opinion it is unnecessary to employ more than three warders for two or three condemned prisoners when the cells in which these prisoners are confined adjoin each other. It would add to the security of these prisoners if they were kept always in their cells.

28. It also appears to us needless expense to employ paid men to watch lunatics in jails. The charge is one which does not concern the Jail department, but it will be found that as the warder guard get more trustworthy under better pay and proper training, the admittance of these poorly-paid watchmen inside the jail will be a serious difficulty in controlling the introduction of forbidden articles. Well-selected prisoners make excellent attendants on lunatics, and it has been the rule in other provinces to employ prisoners under the general supervision of the Hospital Assistant for this purpose.

29. The present guarding arrangements are as follows:—

Of the staff of three head warders and thirty warders, one head warder and seven warders come on main guard duty at 6 A.M. and remain on duty until 6 P.M. This guard furnishes two sentries, one for the interior of the jail and one for the main gate. The main gate sentry acts also as gate-keeper and is armed with a sword-bayonet, in our opinion a most dangerous arrangement, as it is possible for a prisoner to overpower him at any moment and to take the sword from him and use it against the jail authorities. These two sentries are on duty for two hours at a time, having a rest of four hours in the guard-room between their turns of duty. The warders on main guard duty have no means of cooking their food or bathing while on this duty. Their food is brought to them by friends. The arrangement of this portion of the guard is very defective and not likely to make the service popular.

30. At 6 P.M. the night main guard, consisting of seven warders and one head warder, comes on duty and remains until 6 A.M. They also furnish two sentries who are on duty for two hours with an interval of four hours' rest. It will be noticed that their rest is much broken by this arrangement. One weak feature of this arrangement is the fact that the head warder is supposed to be awake for 12 hours to patrol the jail and change the guards. Clearly this system is extremely insecure, inasmuch as there are only two sentries on duty inside, and no proper patrolling officer who is capable of patrolling effectually all night. All the other available warders of the jail work for 12 hours during the day: three of these are used for interior duties; but their duties are not defined, nor are the prisoners placed under their individual care.

The following warders are employed on special work:—

1 Office peon.	1 Main cook-house.
1 Conservancy gang.	1 Gafden gang.

All the others who are available are placed round the localities outside the jail in which the prisoners are working. These men, not having had the prisoners made over to them personally, are extremely careless at their posts, and if an escape takes place cannot be prosecuted for it with any chance of success. The whole system of day and night guarding is in our opinion defective in the extreme. There is a maximum amount of unnecessary labour exacted from the warders which makes the service unpopular, while the security from escapes is lessened by not making the prisoners over to each warder on duty who can be held responsible for their safe custody.

31. With such an establishment as that proposed by us the following would be the most economical system of guarding.

Leaving one head warder and four warders to form the reserve at the main gate and to furnish the armed sentry who should protect the gates, the two head warders and twenty warders may be divided into two squads, of one head warder and ten warders each. The first squad comes on duty at 6 A.M. The head warder takes charge of the whole jail, and under instructions from the jailor distributes the prisoners in gangs under the ten warders, entering their names

in his note-book in the vernacular. The most convenient posts and gangs to be formed in this jail will be—

- 1 Gate-keeper, a first grade warder.
- 1 Warder superintending the enclosure containing wards 1 and 2, and the general cook-shop and work-shed in that enclosure.
- 1 Warder to the remaining two enclosures of the circle and the cells.
- 1 Warder in charge of the hospital enclosure, female and juvenile wards.
- 1 Warder in charge of the conservancy gang.
- 2 Warders in charge of the garden gangs of, say, 15 to 20 men each.
- 1 Warder in charge of an extra gang employed in supplying water and sweeping subordinates' quarters and giving general outside work.
- 1 Warder in charge of under-trials, civil and European prisoners.
- 1 Spare warder for any special duty.

The first squad is relieved at 12 o'clock, when the relieving head warder and ten warders take over the prisoners and remain on duty until 6 P.M. It will be seen that by this arrangement no warder has more than six hours' day duty in one day. To each warder, except the one in charge of under-trials and the spare warder, should be given at least one maistry who will assist the warder in guarding the prisoners made over to their joint care. There will, therefore, be required for this jail eight maistries. There are in this jail at present seven maistries.

32. The night guarding should be done in the following manner. Providing a reserve guard of five warders who will furnish the armed sentry to be placed between the gates and taking two first grade warders for patrol duty, we have available 17 warders. Of these only 15 would be required. They would be divided into five watches as follows:—

6 P.M. to 9 P.M.	3 Warders, head warder patrol.
9 " to 11 "	3 " gate-keeper (1st grade warder) patrol.
11 " to 1 A.M.	3 " head warder patrol.
1 " to 3 "	3 " gate-keeper patrol.
3 " to 6 "	3 " head warder patrol.

It will be noticed that those on the two easiest watches have three hours' night duty, while all the difficult watches have only two hours, thus making six hours' day and two hours' night duty the average duty of a paid warder, and the work is so divided that they experience no hardship and will be found less liable to go to sleep. The patrolling work is also more perfectly done. The object of putting the head warders and gate-keepers into alternate watches as patrols is to ensure that at every change of the guard at night there will be a head warder present. Contrast the suggested system with the present system and it will be found that, instead of the two sentries now employed, the jail will have four sentries (one the armed sentry) available, and instead of one patrolling officer who is supposed to be moving about for 12 hours, there will be five changes of responsible officers. Another point is that at each change of the guard the whole jail is only taken over after every prisoner has been counted.

33. The system of watching the wards at night by prisoner watchmen should also, in our opinion, be introduced. This has already been described in other reports.

34. To arrange that each warder and head warder shall have one month's leave after eleven months' service, and to provide for those unable to come on duty from sickness and also for men absent on escort duty, five selected convict warders should be sent here from Coimbatore central jail. These men will take up all the duties of paid warders by day as well as by night. If our recommendations as regards the Cannanore Jail are approved, the escort work for the warders of this jail, which is excessive, will be limited to escorting prisoners to the courts under the testimony act and taking prisoners to the Coimbatore jail by rail, which will not entail an absence of more than 24 or 36 hours.

35. We notice that the Jail Code lays down that the main entrance to every jail shall be worked on the double-gate system. In no jail that we have yet visited have we found this system carried out. Here it will be possible to carry out the system easily, but the gates which are now at the main entrance should be changed, the outer being the barred gate and the inner the wooden plank gate. A description of the double-gate system as it should be worked will be found in the remarks on the Trichinopoly jail; see also our general report.

The armed sentry outside has a verandah in which he can stand and from which he can discharge the important duties expected of him, which are—

- (a) to protect the gate-keeper from assault;
- (b) to prevent at all cost the forcing of the outer gate by the prisoners;
- (c) to raise an alarm and call out the reserve guard.

36. The present practice of storing muskets and swords in the open main guard is a most dangerous one. For storing the arms not actually in the hands of the reserve guard, the jail should have a small

Armoury.

armoury built in the position pointed out by us. This would not cost more than 100 rupees. The spare arms and ammunition should also be kept in this armoury in charge of the reserve head warder, who should usually be an ex soldier.

37. In conclusion, we are of opinion that if the warder guard system is to be a success, the warders must be accommodated in quarters provided for them and their families near the jail. With improved pay, less arduous work and increased advantages, it should be possible to recruit the very best material available. Residents of the town or its neighbourhood should not, if it is possible, be entertained, as they are liable to make friends with the prisoners and their acquaintances outside, and also give much trouble in absenting themselves from work on the slightest pretext.

38. There are seven maistries now in the jail, and we regret to find that four of them are Convict officers. Habituals. We have already expressed our opinion very strongly on this point and need not enter into the subject further in this report.

In jails built on the circular system, as this one is, it is an important rule to have either a paid or a convict officer in charge of the gates leading to the inner circle, and to have a strict rule that not more than one gate shall be open at a time. This arrangement completely divides off the jail population and prevents any combined action on their part. With all the gates open, as they now are, this check is lost, and there is nothing to prevent a rush for the main gate at a given signal. In a jail containing Moplahs this point is worthy of consideration.

39. Regarding the question of fetters for the safe custody of prisoners, we find it is the rule in this province to fether all district jail prisoners. It is difficult to understand on what grounds a general order of this nature was issued, when it is the rule in central jails containing long-term men to remove all fetters for safe custody except in the case of prisoners working outside. On the general question of fetters for safe custody our views may be briefly stated as follows:—We agree with the rule in force in this presidency that fetters for safe custody for long-term prisoners are not necessary in a jail with a proper system of guarding. We disapprove of the system of fettering district jail prisoners on the ground that it is not necessary and is not likely to prevent escapes if the guarding arrangements are defective; and we entirely disapprove of the system of fettering prisoners who are taken outside the jail gate to work. Experience extending over many years has shown that if the following precautions are adopted in regard to these prisoners it is quite unnecessary to fether them. No prisoners should be allowed to leave the main gate whose employment outside has not been previously sanctioned by the Superintendent in the Jailor's report-book. On the issue of this order an iron ankle ring is placed on one leg. The gate-keeper will allow no prisoner to leave the jail gate who has not this recognised sign of special selection. To be selected for outside work all prisoners with sentences of six months and less must have passed half their sentence. All having sentences above six months must have completed more than two-thirds. Habituals should never be worked outside. Each prisoner leaving the main gate must be in a gang under the charge of one paid warder and one convict maistry. No gang should contain more than 20 men. The men should be worked as closely together as possible. When it is necessary to divide the gang, the maistry should be in charge of the smaller portion. The name of each prisoner leaving the gate should be recorded in the gate-keeper's diary, and the name of the warder and maistry in charge given opposite each gang. If an escape takes place, this book can be produced in Court, and it can be shown that the escaped prisoner was in charge of these officers. Under the Criminal Procedure Code a convict maistry is held to be a public servant and is liable to imprisonment for negligence resulting in escape. No attempt should be made to have extraneous guards round the garden or other places where the prisoners are working; it only leads to neglect on the part of the warder who is actually responsible for the prisoners, because he imagines that the outer guards are a greater security than they actually are. Being only on duty for six hours, the warder is well able to exercise complete supervision. It should be a standing rule that no prisoner should be allowed out of the sight of the warder or maistry for any purpose whatever.

With these rules carefully and systematically enforced, escapes will be impossible. They will also tend to check the unauthorized removal of prisoners outside for such irregularities as interviews with friends, &c.

40. We find that a rule of the Code provides for the removal of prisoners of local influence from district to central jails. This rule does not appear to work very effectually here. An influential man who was convicted on the 24th August is still here. A Deputy Collector, convicted on the 12th November, is still a prisoner here, and both are in the convalescent gang. It is subjecting small jail. These men and their friends outside will lose no opportunity to corrupt jail subordinates for their own purposes.

41. In regard to the general treatment of civil prisoners, we notice that the Jail Code lays down certain restrictions as to the number of letters to be written and the kind of food allowed into the civil jail.

42. The wooden neck-tickets in this jail contain a few more details than are found elsewhere. For instance, previous convictions are recorded thus, (3) and stars indicating the state of health on admission.

Wooden tickets.

Attached to the wooden ticket was a small brass ticket showing the scale of labour and class of diet.

Vessels for food.

43. Only one plate is allowed to each prisoner, and this is a tin one. While having his food the prisoner cannot drink water.

44. For a small district jail the office work is said to be heavy, and some of this extra work is due to the rules regarding the writing and forwarding of appeals.

Appeals by prisoners.

Besides ordinary appeals to the next superior courts, it has been ruled that a prisoner who has had his appeal rejected has the right of appealing to government. In this connection we would mention the case of four men convicted of house-breaking whose appeals having been rejected by the higher court were allowed to appeal to His Excellency the Governor. On the question of appeals and the responsibilities of the jail officials in the matter we hope to make a further report. In this presidency, however, we feel sure that the reading of rule No. 755 is not correct, and is likely to throw much work on the jail office if no limit is placed on the right of a prisoner to continue appealing from one higher authority to another.

45. There is an entire absence of manufactures in this jail, except grinding and cleaning grain required for jail use. The jail seems well suited for such industries as brick and tile-making, cocoanut fibre

Manufactures.

pounding, spinning cocoanut fibre yarn, and making matting. This would also appear to be a good jail for pressing cocoanut for oil for supply to jails in the interior with the object of reducing the cost of diet. Laterite stone quarrying might also be tried with success.

(8)—CALICUT SUB-JAIL.

The Commission visited the Calicut Sub-Jail on the morning of the 10th January 1889.

2. The buildings consist of three small wards erected in a very limited area surrounded by an enclosure wall. The ward in the centre is used as the cook-shop, while the other two are used as sleeping wards.

Buildings.

They are extremely badly ventilated and unwholesome barracks for the confinement of prisoners. The end barrack is divided by a partition into two wards, the smaller one of which is intended for female prisoners. Practically the sexes cannot be said to be separated, as their wards open into the common enclosure. The female ward on the day of our visit was occupied by male prisoners, as there were no females in confinement.

3. Water is obtained from a small well inside the jail enclosure. It can hardly be a pure source of supply, considering that it is sunk through a soil which has been built over for centuries and is liable to pollution from the huts which surround the sub-jail area.

Water-supply.

4. The food is supplied by a contractor according to the scale laid down for under-trial prisoners, and the men cook for themselves. On the morning of our visit there were eight prisoners, five of whom were under-trial and the others remands. Only two had been detained here for any length of time,—one for 18 days and the other 15 days.

Supply of food.

Establishment.

5. The sub-jail is under the care of the Town Magistrate, and the establishment consists of—

	R
1 1st grade constable on	8
2 3rd " " at R6 each	12
2 Warders or peons, at 6 each	12
TOTAL	32 per mensem.

These subordinates are solely employed for the watch and ward of this institution and do no extra work. The work of escorting prisoners to the court is done by the sub-jail staff, but once they are brought into court the police take charge of them and either take them back to the sub-jail or, on conviction, escort them to the district jail, which is at no great distance.

6. It is difficult to understand on what grounds such an institution is maintained in addition to the district jail which is specially organised to receive all the prisoners likely to be confined here. On sanitary and economical grounds, we would urge the abolition not only of this sub-jail but of all other sub-jails where there is a district or central jail within a reasonable distance of the courts.

When a subsidiary jail is maintained as such at the headquarters of a district or subdivision of a district and not as a mere lock-up attached to a tehsil or thanna, it should be organised on a proper footing under the jail department, and not be made over to the care of peons on R6 a month, who keep scraps of books written in the vernacular. When this organisation is carried out, it will be possible to reduce the cost per prisoner in these institutions. The whole question of the organisation of subsidiary jails should be taken up and dealt with in a practical manner, one important point being to eliminate from the list of sub-jails all police thanna lock-ups, which are in no other province in India considered institutions whose returns should be incorporated with the jail returns of the province.

(9)—GANNANORE CENTRAL PRISON.

The Commission inspected the Cannanore Central Prison on the 12th and 13th January in company with the Superintendent, Mr. Tyrrell, and the Medical Officer, M. Thummon Siry, M.D. (Madras).

2. The jail is placed on an apparently unexceptionable site: high, with a good slope all round; easily drained and thoroughly well ventilated. Unfortunately it is built on laterite of a most open, porous description, through which water finds its way to the spring-level very rapidly.

3. The plan of the jail is radiating and the barracks have been carefully built, are well raised and well ventilated, and the ventilation is well under control. The wards are 18' in width and have 6½' verandahs all round to keep off the heavy drifting rain of the monsoon.

4. The jail is capable of containing 945 prisoners, of whom there will be under the exigencies of classification—

Capacity.	
In hospital	70
cells	16
Juveniles	22
Females	30
In quarantine	30
	168

5. The area inside the inner enclosure provides 108 square yards per prisoner on the above statement of capacity.

6. We have no recommendation to make about these wards, except that they ought, for reasons repeatedly stated, to be provided with berths.

7. The main wall is rendered insecure by the palisading enclosing the hospital and the female jail being joined on to it, without any precautions for increasing the height of the wall at these points.

8. The divisional walls between the blocks are very low, and so far as the prevention of escape or combination, they are useless. The same remark applies to the wooden railing which forms the circumference of the inner circle. We noted in the punishment register cases in which prisoners had climbed over the railing and visited the garden with ease.

9. There are four wells placed at the extreme distant points of the divisional walls between four blocks of cells, and in close proximity to these wells each enclosure has its cook-house, its latrine, and its bathing and washing platforms. Under a perfect system of dry-earth conservancy and by careful arrangements for the discharge of slop water from the cook-houses, and ablution water from the bathing platforms, there might be little risk of pollution to the well. But as things have hitherto been managed, we are not at all convinced that the well water has not suffered pollution from the proximity of these structures. We therefore think that the determination now taken to remove the latrines to the other side of the enclosures is a wise one: and we would strongly advise that the arrangements inside the latrines should be altered to conform to the description already given in connection with the conservancy of the Salem prison.

10. Ablution water from the bathing tanks and platforms attached to each well at present finds its way down to the catch-drain which circles round the steining of the well. If these drains were made water-tight, no harm would result from the water used in bathing and in washing the clothes of the prisoners passing along them; but they are so porous and broken up, that the polluted water must be absorbed in its course into the soil below and so be washed into the well on the first heavy fall of rain. This conclusion is supported by the fact, of which we were informed, that on the first heavy fall of rain the water rises at once in the wells, not slowly but very rapidly, and, *pari passu*, diarrhoea and dysentery appear among the prisoners. It is therefore incumbent on the authorities of the jail to see that all ablution and dirty clothes water is safely and rapidly conveyed away from the filtration area of the jail wells in open drains that are, as near as may be, water-tight.

11. We found the water-level and depth of water in each well to be on the date of our visit—

Wells.		
No. 1	{ Water-level	77'
	{ Depth of water	5.5"
No. 2	{ Water-level	44'
	{ Depth	33'
No. 3	{ Water-level	48'
	{ Depth	28'
No. 4	{ Water-level	42'
	{ Depth	26'

We examined the water in each of the jail wells as to its physical characters. We found it in each case filled with flocci, and in one case almost milky. There is no record of any of these wells having ever been cleaned out thoroughly. This therefore should be done as soon as the subsoil water-level recedes in the dry months. At present there is a considerable body of water in each well, but later on there will be no difficulty in emptying and thoroughly cleaning them out one by one. At their best, and when most carefully guarded and cleaned, these open wells are liable to pollution, and the system of raising and distributing the water by hand adds another fertile source of contamination.

12. We examined the water-barrels standing near each cook-house and found them not all in a satisfactory state. None were clean, and the water from all of them was full of shreds and flocci, and in some of them quite milky. This is not to be wondered at, as there are no stop-cocks to the casks; and the water can be reached only by removing a wooden cover and dipping a vessel into it. The barrels are believed to be emptied and cleaned out every day. Whether this be the case or not, the importance of the matter cannot be ignored when we keep in mind the fact that a ration of 26 ounces of rice when cooked will have absorbed 20 ounces of the water, good or bad, in which it is boiled.

13. We were informed that a scheme has been considered and worked out by which the whole of the jail can be supplied with water from one large and inexhaustible well in the lower ground outside, the water being forced up by prison labour to the highest part of the prison and distributed by pipes and hydrants from a central tank or reservoir. This project, if carried out, will go a long way towards removing the objections to which the present system is exposed. It is impossible to say whether the water thus delivered will be entirely free from pollution at its source, but it must be very much better than the water in the jail wells which has the enclosure of the prison for its filter area.

14. Economy as well as control demand that the cook-houses at present scattered over the prison should be concentrated into one, and that a form of range be adopted with a controllable flue which will reduce the large expenditure at present incurred for fuel. The prevention of peculation and robbery cannot be effectual in a jail where the cook-houses are distributed over the whole jail and where they are all open sheds. The present Superintendent informed us that a bundle containing 13 lb of rice was lately found placed in the mouth of a scupper-drain preparatory to removal by one of the jail subordinates in return for ganja and tobacco to be smuggled inside.

15. The sewage of the jail is carried out of the jail area mixed with the coarse gravel used in the latrines. We think that measures should be taken to secure finely-pounded dry earth for the latrines: and that the trenches in which the nightsoil is buried should be reduced in depth from 3 feet to 1 foot, receiving only three inches of pourette so as to accelerate its decomposition by the free action of the air through a limited covering of porous earth.

16. The hospital is an exceedingly good building containing 4 wards: iron cots are in use with wooden planks set in them. These require well-stuffed straw mattresses to make them tolerable to the sick. The floors of the hospital, formed of blocks of laterite, are too porous and absorbent to form a good flooring for a hospital ward.

17. The records of this jail show that the health of the prisoners is exceedingly good each year from November till May, but that with the burst of the monsoon, bowel affections begin to be prevalent, and that the greatest mortality is always during May, June, and July.

18. From the constant heavy rainfall, the climate of Cannanore must be very trying to all but local prisoners.

This fact has been recognised by all the officers who have considered the health of the jail for some years past, and yet we found on the 11th January that out of 453 prisoners confined in the jail only 174 were west coast men, 81 were convicts from other parts of the presidency who had been rejected as unfit for deportation to the Andamans and who had yet been considered fit to withstand the effects of a climate equally trying to that of Port Blair; while 177 were Burmans.

19. Of the 28 deaths which occurred during the past year, 12 were men over 50. Seventeen of the 28 were received into jail in good health, 8 in indifferent and 3 in bad health. Two of the last were sent from Coimbatore jail and never left the hospital. It has been in other provinces laid down as an axiom of central prison management that no prisoner shall be transferred to a central prison who is not in good health and fit for a hard day's work. Questions of the exaction of discipline and labour vanish in the presence of old feeble men, and the risk of their escape is so small that they may well be retained in the healthiest jails which the Government can select. We therefore strongly recommend that no weakly men be sent to this jail: as far as the results on their health can be determined; weakly old prisoners from Tanjore or other Madras districts have just as good a chance of life at Port Blair as at Cannanore. Further, as far as possible, only prisoners belonging to the districts of the west coast should be imprisoned at Cannanore.

20. With regard to the Burmans we have no evidence to prove that the climate is seriously inimical to them: but both in this jail and in others we have had overwhelming evidence that the diet prescribed for them is too large and over-stimulating. A very large proportion of the Burmese prisoners suffer constantly from aphthæ of the mouth, and foul, red, and irritable tongue, the common signs of irritation of the stomach from over-taxation of the digestion. They have no hard work to perform, being almost entirely on industrial or medium labour, and yet we found that the rice, dall, and fish ration issued to them weighed 5 lb 14 oz. to 6 lb 2 oz. daily, besides—

Ghi $\frac{1}{2}$ oz. or one third of a cocoanut.	Oz.
Salt	1
Curry powder	$\frac{1}{2}$
Onions	$\frac{1}{2}$
Tamarind	$\frac{1}{2}$

21. Comparing the Madras "Burman" scale of diet with the scale in use in the Burmese jails, we find that there is a considerable excess in favour of the former,—so much so that the application of the Burman scale to the Burmese convicts in the Madras jails would result (according to rates prevailing at Cannanore) in a saving of nearly R14 per head per annum.

The two scales are given below:—

Madras Scale (for Burmans).		Burman Scale.	
Rice per diem	Oz. 26	Rice	Oz. 24
Vegetables	4	Vegetables	10
Meat or fish	5	Meat or fish	4
Ghi	$\frac{1}{2}$	Ngapie	$\frac{1}{2}$
Salt	1	Oil	$\frac{1}{2}$
Condiments	$\frac{1}{2}$	Salt	$\frac{1}{2}$
Tamarind	$\frac{1}{2}$	Condiments	$\frac{1}{2}$
Dall	2	Tamarind	$\frac{1}{2}$
Onions	$\frac{1}{2}$	Wood	1 lb 1
Garlic	grs. 13		
Wood	lb 1		

22. The only article in excess in the Burman scale is vegetables,—namely, 6 oz. a day or 42 oz. per week, which, if purchased from the bazar at 4 pies per pound, would cost R2-13-6 for the year.

The items saved may be catalogued thus:—

(1) 2 oz. rice per day or 730 oz. per annum	R a. p.
(2) Meat or fish 1 oz. per day or 365 oz. per annum	1 14 5
(3) Difference between the cost of 182 oz. of oil and ghi during year	2 9 7
(4) 182 $\frac{1}{2}$ oz. of salt per annum	3 6 1
(5) 834 $\frac{1}{2}$ " dall "	0 8 4
(6) 182 $\frac{1}{2}$ " onions "	2 1 4
(7) 4,745 grs. of garlic "	0 9 7
(8) 183 lb of wood "	0 1 1
	0 13 7

Total 12 0 0

Deduct extra cost of vegetables	R a. p.
Deduct cost of ngapie (if required)	2 13 6
	0 14 7
	3 12 1
Add yearly savings in issuing 4 oz. dall three times a week in place of mutton or fish	8 3 11
	5 12 0
Net saving	13 15 11

We may add that these rates and figures have been worked out for us by the acting Superintendent of the Cannanore jail.

We cannot find out any reason why so high a standard of diet has been fixed for these Burmese prisoners in the Madras jails: we can find no reason to justify it: the most experienced executive officers in charge of jails in Madras whom we have consulted condemn it, and we have everywhere seen evidence which renders it extremely likely that such a diet produces irritation of the digestive organs and is positively injurious to the men, besides encouraging embezzlement of the rations from the cook-houses as in the instance we have noted above.

23. Pursuing the enquiry into the health of the prisoners, we found as a rule no trace of scurvy amongst the Burman prisoners (there were only a few exceptions), but we picked out many of the other prisoners with decidedly scorbutic gums. These had not been recognised by the Medical Officer, Dr. M. Thummon Sing, but the condition of the jail garden, and the facts elicited about the kinds of vegetables purchased from the bazar sufficiently explain their occurrence.

24. We may say at once that nothing has yet been done towards forming a garden for this jail. A little scraping up of the disintegrated laterite, and an attempt to coax the growth of a few radishes, beans, and kuddoos, and tomatoes upon this apology for soil, is all that has been accomplished.

The garden requires to be made, the coarse gravel must be dug up and sifted out, and black mould must be imported: then with good seeds and a fair supply of manure it is certain that many English vegetables with excellent tomatoes could be grown sufficient to carry the prisoners over several months of the year. We saw one thriving chilli bush. Of course where one can be grown a thousand can be reared, but as yet the attempt has not been made.

25. The vegetables that had been purchased for the prisoners' rations were the usual coarse native kinds, which without the universal "khaftais" and chatnis and pickles of many kinds in use by the ordinary population would never keep a native free from scurvy. In this matter dependence can be placed only on the jail garden for vegetables of any antiscorbutic value. We were surprised to find that although the common mango grows freely, no attempt is made to collect amchur (sliced dried green mango) for the prisoners.

26. The clothing of the prisoners was in good condition and ample for the season. During the high winds of the south-west monsoon we believe that two blankets are required by each man. As usual, new jackets, &c., had been issued on January 1st. Coir matting is used for bedding.

27. The jail establishment consists of the following:—

Establishment.		R	R
1 Superintendent		450 to	600
1 Medical officer		125 to	175
1 Jailor			60
1 Deputy Jailor			35
1 Chief warder			25
1 Deputy "			20
1 Assistant warder			30
2 Head warders, 1st grade, at R15 each			24
2 " " 2nd " " at R12 "			40
4 " " 3rd " " at R10 "			54
6 Warders, 1st grade, at R9 each			48
6 " " 2nd " " at R8 "			91
13 " " 3rd " " at R7 "			156
24 " " 4th " " at R6.8 each			35 to 45
1 head clerk			20 to 25
1 2nd "			
		1,313—	1,528

Add to this—

15 extra warders, at R6.8 each	97-8
--------------------------------	------

GRAND TOTAL 1,410—1,625-8

23. Besides the above guard there is a military guard from the native regiment which is said to be necessary to control the Burmese prisoners.

29. Of the 75 head warders and warders now attached to the jail, only 45 are resident on jail premises; the rest go to their homes in the bazar when off duty, thus weakening very materially the strength of the guard at certain hours. The warders' service register shows that as a rule the men are an untrustworthy body. There are very numerous cases in which the men absent themselves from duty for days together. The present Superintendent is strict with them and the offences committed by the warders are carefully recorded. Between the 11th December 1887 and the 13th April 1888 we found no offences recorded against the warders. On the other hand there were 17 offences in August, 14 in September, 28 in October, and 14 in November. Such offences as abstraction of uncooked food in large quantities and cotton thread are only prevalent where the guard is thoroughly corrupt. No improvement can be hoped for in this respect until the practice of entertaining local men is abolished and all the warders are housed on jail premises.

30. The jail has a proper armoury in which the arms and ammunition are stored, but spare belts are required for the pouches containing buckshot cartridges.

31. The following are the guarding arrangements of this jail. Out of a total strength of 75, 8 were absent from the following causes: 1 on leave, on escort 2, sick 4, transferred 1: 21 are off duty for 24 hours, and therefore absent from the jail if not living in the lines.

Twenty-one on main guard duty, divided as follows:—

1 sentry, front gate, supplied by	3 men.
1 tower sentry, ditto	3 "
1 rear picket, ditto	3 "
1 Superintendent's gang	1 man.
1 Jailor's garden	1 "
2 sweepers	2 men.
4 laterite gang	4 "
1 gate-keeper	1 man.
3 petty officers	3 men.

TOTAL 21

32. We notice that the guard on the central tower is not protected from assault from without. This is a serious weakness in the guarding arrangement when so much depends on this sentry.

Besides the above, there are 23 inside warders on duty for 12 hours continuously every day. They give the following posts:—

1 peon for letters.	1 block No. 4.
1 Superintendent's garden.	1 weavers' shop.
1 Jailor's garden.	1 block No. 5.
1 inside garden.	1 block No. 6 and work-shed.
1 hospital.	1 smith and tailors' shop.
1 quarantine and stores.	1 block No. 7, and
1 cells.	1 bootmakers' shop.
1 block No. 1.	1 office.
1 block No. 2.	1 water gang.
1 carpenters' shop.	1 bricklayers.
1 block No. 3 and workshop.	2 reliefs.

The night guarding is done by the 21 warders on day duty who give the following posts:—

1 sentry, gate	3 men.
1 to Nos. 1, 2, and 4 blocks	3 "
1 to Nos. 5 and 6 do.	3 "
1 for cells and quarantine	3 "
1 sentry, hospital	3 "
1 rear guard	3 "
Petty officers	3 "
TOTAL	21

Here as in other jails we find that the number of warders entertained is excessive and that the hours of duty are not properly regulated. The result is that men are overworked, and the service is not popular.

33. In considering the question of economy in Madras jails, it will be necessary for the Government to decide whether it is not time to close this jail and to keep the buildings only as a reserve for years of famine when the ordinary accommodation is not sufficient for the requirements of the presidency. The following are some reasons why this jail should not be continued as a central or even a district jail:—

(a) The population is too small for the full establishment of a central jail. In 1887, there was an average of only 363; and in 1888, the number, although increased by the transfer of 160 prisoners, was on the last day of the year only 426.

(b) There are no direct admissions, and there appears, therefore, to be no reason for maintaining it as a district jail.

(c) The jail population, small as it is, can only be maintained by transfer from distant places, the nearest being Calicut, which is 56 miles by road. Of the 160 prisoners received by transfer in 1888, 100 were from Burma, 36 from Calicut, 3 from Tanjore, 16 from Mangalore, and 5 from Coimbatore.

(d) It has been shown that a large proportion of the prisoners now in jail are men sentenced to transportation and to various long terms of imprisonment, and that the climate of Cannanore does not suit men who are not accustomed to it.

(e) While the Central Jails of Vellore, Coimbatore, and Trichinopoly are far below their full numbers, it seems unnecessary to maintain a central jail in such an isolated position as that at Cannanore.

(f) If it is thought that Coimbatore is not suited for Malabar prisoners, it ought to be possible to accommodate the old and weak Malabar prisoners in the Calicut Jail, which is considerably below its full strength, and to send the rest to Vellore, which, besides being far below its strength, is the healthiest central jail we have seen in this presidency.

(g) If the jail was abolished, it would result in an immediate saving to Government of about R17,000 a year in establishment alone. Looking at the figures for the four years from 1884 to 1887 inclusive, it will be seen that the Cannanore Jail

is the most expensive central jail in the presidency. The average cost at Vellore under all heads was in 1887 R84, and at Trichinopoly R81. It was as much as R118 in Cannanore for the same year. Besides the pecuniary saving to Government, the Military Department would no doubt be glad to be relieved of the necessity for sending a daily guard to the jail, which is nearly 3 miles from cantonment.

34. In conclusion, we would strongly recommend the Government to consider the question of closing this jail before the south-west monsoon sets in.

35. The convict guard consisted of 5 convict warders, 6 convict overseers, and 35 maistries. Out of the 5 prisoners promoted to the highest grade of convict officer, 3 were habituels, one being in jail for

the fourth time. Of the maistries, 13 were habituels. We have already in previous reports expressed our decided objection to the promotion of habituels to these posts. Convict warders differ from convict overseers, in that the convict warder must have served as a maistry for 12 months. A convict overseer, on the other hand, can be promoted to that post direct.

36. The uniforms and pugris of the convict officers are different from those found in other jails. The coats of the Burmese prisoners also differ from the special pattern adopted for Burmans in other jails.

In regard to other minor points there is also some difference of procedure. The old Burman prisoners get tobacco: those recently received are not allowed this indulgence, and the result is a considerable amount of dissatisfaction.

Plates and cups.

37. Small tin plates for curry are allowed in addition to the large plate and drinking mug.

Bathing and washing.

38. The bathing and washing arrangements are defective. Every prisoner should be made to bathe at least once a day in this climate.

(10)—TRICHINOPOLY.

The Commission visited the Trichinopoly Jails on the 16th and 17th January along with the Superintendent, Mr. Goodrich, and the Medical Officer, Brigade Surgeon Nanney.

2. We found everything perfectly satisfactory in regard to the site and the buildings, except that the wards should be supplied with mud or masonry bunks or berths and that the work-sheds should be closed in.

This last is the more necessary, as the surrounding railings which form the inner circle wall are so far apart that a man can easily pass through them.

3. One of the chief subjects which we found it necessary to discuss was the health of the prisoners, which, after three years of singular freedom from sickness, has during the past year again fallen off, giving rise to a great increase of admissions into hospital and mortality.

Sickness.

4. The number of admissions into the jail hospital amounted during

1885 to 483 per mille,
1886 to 347 ditto,
1887 to 192 ditto,
1888 to 353 ditto;

while the death-rates have been respectively in

1885, 16 per mille,
1886, 11 ditto,
1887, 3 ditto,
1888, 40 ditto.

Examining the facts a little more minutely so as to ascertain the cause of the increased mortality, we found recorded the following marked changes in the types of disease in the four years.

Malarial fevers are recorded as having occurred in the following ratios to the total admissions into hospital:—

1885, 156 per mille.
1886, 89 ditto.
1887, 65 ditto.
1888, 15 ditto.

Non-malarial fevers in the ratios of—

1885, 5 per mille.
1886, 0 ditto.
1887, 3 ditto.
1888, 57 ditto.

Dysentery and diarrhoea in the ratios of—

1885, 43 per mille.
1886, 41 ditto.
1887, 37 ditto.
1888, 114 ditto.

Cholera occurred in the ratios of—

1885, 1 per mille.
1886, 0 ditto.
1887, 0 ditto.
1888, 8 ditto.

5. Analysing in a similar manner the mortality, we found that from malarial fevers there has occurred only one death in 1886, and from non-malarial fevers that not a single death has occurred during the past four years.

From dysentery and diarrhoea the ratios of deaths to the total mortality in the jail has been—

1885, 1 per mille,
1886, 0 ditto,
1887, 1 ditto,
1888, 7 ditto,

and from cholera—

1885, 1 per mille.
1886, 0 "
1887, 0 "
1888, 8 "

Eliminating the diseases from which the largest mortality in jails usually arises, namely,—

Fevers (malarial),
Do. (non-malarial),
Dysentery,
Diarrhoea,
Cholera,
Scurvy,
Ulcers,
Gangrene,
Liver diseases,
Lung diseases,
Heart diseases,
Phthisis pulm :

we found the remarkable fact that while in 1885, three deaths occurred under the classification of "Other diseases," namely,—

1 Idiopathic tetanus,
1 Apoplexy,
1 Epilepsy,

in 1886 similarly three deaths occurred—

2 General debility,
1 Epilepsy,

and in 1887 two deaths—

1 General debility,
1 Hemiplegia,

during the past year 19 deaths have occurred, classified and diagnosed under "Other diseases," namely,—

General debility	13
Leprosy and Pyæmia	1
Acute Peritonitis	1
Meningitis	1
Anæmia	2
Albuminuria	1

That the ratios of the total admissions into hospital under the grouping of "Other diseases" had in fact been—

1885	245 per mille,
1886	195 ditto,
1887	84 ditto,
1888	149 ditto,

and the death-ratio in

1885	5 per mille,
1886	4 ditto,
1887	2 ditto,
1888	23 ditto,

6. The first deduction to be drawn from the foregoing figures is that while some cause or causes have been lowering the health of the convicts as a body, admission to the hospital has been made more difficult for individuals; that the segregation and special treatment of the weakly has not been as complete as it ought to have been, and that the supervision of the medical officer has not been effective either in guarding the men from the causes which have combined to break down their health or in securing them early admission into hospital and skilful treatment and nursing when admitted.

7. We examined the hospital case-book mainly to obtain details of the condition in which the sick were being received under treatment. We are disappointed to have to place on record our opinion that the diagnosis of the cases has frequently been entered erroneously,—that is, not in accordance with the symptoms presented by the cases; that frequently conditions were revealed on *post mortem* examination which, if not discovered during life, ought to have led to a correction of the monthly sick return submitted to higher authority; and that in not a few cases prisoners were injudiciously returned to labour to be re-admitted into hospital to die at an early date. The following cases illustrate our remarks: in May of the past year 4 deaths occurred. The first case is Appoo, No. 8930, a Burman boy, aged 12. He was admitted into hospital on 25th April and he died on the 10th May. His case was entered as one of *general debility and diarrhoea*, and it has been returned to headquarters as a case of death from *general debility and diarrhoea*. The *post mortem* examination disclosed one lung to be full of purulent matter and the other to be consolidated and inflamed. This lung disease was not diagnosed during the boy's life, and no treatment was directed to it. The second case is Chittumbaram, No. 8128. This man was admitted into hospital on 4th April ill with diarrhoea; he was discharged on the 12th April "to do work." On 3rd May he was admitted again under the diagnosis *general debility*. He was treated during the rest of his life as a case of *diarrhoea*, and died on the 19th May, being returned as a case of death from *general debility*.

Poorati, No. 7960, was admitted into hospital on June 8th suffering from "general debility." His age was 28; he died on the 22nd June, having suffered from *diarrhoea throughout his illness*, but his death was returned as a case of "general debility." Kootban, No. 8180, and Cooppa, No. 8414, were identical cases. No. 9159, admitted on 2nd July, and died on 7th July of acute peritonitis, which was not diagnosed nor treated during life. No. 9292, admitted into hospital as a case of *locomotor ataxy* on 15th June, discharged *cured* on the 21st June, and we found him labouring on an earthwork gang. No. 9164, Burman, a life-prisoner, admitted on the 15th July under "anæmia," being described as having "both legs and eyelids œdematous and having a weak heart." On the 26th July he is sent out again to the earthwork gang.

8. These cases might be added to largely, but they are enough to show that the management of the jail hospital has been left far too much in the hands of ignorant subordinates, their diagnoses being accepted without investigation; and that the power of discharging men from the hospital has been left too much to their discretion. Any other supposition involves a charge of incapacity against the medical officer of the prison, which we do not suggest.

We think it probable that the Civil Surgeon, who is also medical officer of the prison, and who must drive a long distance daily to visit the prison, may have his time too much occupied to give that constant and personal supervision which is required to direct the sanitary and medical treatment of so large a body of men. We are led to adopt this view from an inspection of the Medical Officer's Visit Book, from which it appears that the number of daily visits recorded are during the past year for—

January	4
February	18
May	17
June	20
July	17
August	20
September	15
October	20
November	18
December	21

In most months the Civil Surgeon had to be absent on duty, and the Assistant Surgeon is reported to have attended at the jail during his absence; but ordinarily when present in the station the medical officer's visits have been paid every second day and not daily.

9. We are strongly of opinion that if a non-medical Superintendent is to be retained in charge of this prison (the prudence and economy of which we much doubt), the Civil Surgeon must be relieved of those duties which draw him away from the station for some days every month, and that his attendance at the prison *must be daily*; that he must take upon himself the direction of the diagnoses of the cases in the hospital as well as their treatment; and that he must make it part of his duty to examine and pick out from the general body of the prisoners every man whom the discipline and labour of the jail is affecting injuriously. That this had not been done we had abundant evidence. From a general parade of the prisoners we picked out solely by inspection of their broken-down dejected look 86 men who were *utterly unfit for*

labour of any kind, and on enquiry we found that only 28 of these 86 men were on the weak or convalescent gang. On consulting the records of their weighments we found that they had all gone down largely in weight. What we felt called upon to do ought to be done systematically and carefully by the medical officer, and all these weakly men should be kept together under daily observation of the medical staff, having their treatment and diet regulated according to their needs under the direct orders of the medical officer.

10. As to the cause of the evident general break-down in the health of the prisoners, we found both the Superintendent and the medical officer attributing it entirely to the use of the "Bombay" scale of diet, and we were informed that a short time ago, on the advice of the medical officer, the old Madras diet scale had been reverted to.

11. Not a word was said as to any change in the conditions of the labour exacted from the prisoners. To this point, on which hangs the sufficiency of a dietary, we then directed our attention. We found a very large body of the prisoners engaged on work such as quarrying laterite, digging and carrying gravel, &c.,—work in every respect identical to hard labour on a public works gang. Burmese and Madras prisoners together were being kept all day toiling at this work in the heat of a sun only 11 degrees north of the equator: no mid-day rest is allowed, and only half an hour for the morning meal. In our opinion, the change from industrial labour in the shade of the workshops to this outdoor earthwork in such a climate is quite sufficient to account for the trouble now affecting the prisoners, while at the same time the Bombay diet scale was *never* intended under any circumstances of climate to support men doing hard labour on a public works gang.

The extent to which this change of labour has been carried may be estimated from the fact which we ascertained from the jail books, that the mean monthly average of convicts employed on the three kinds of outdoor work—

- (1) Jail grounds and gardens,
- (2) Jail buildings,
- (3) Extramural gangs,

had increased since 1886 in the following proportions:—

Year.	MEAN MONTHLY AVERAGE EMPLOYED ON		
	Jail ground and gardens.	Jail buildings.	Extramural gangs.
1886	853	801	819
1887	1,620	1,327	4,114
1888	2,076	1,584	5,072

In Bombay, as in other presidencies, there is a special diet allowed for such gangs; and although we do not think it likely that prisoners, *specially Burmans*, could be kept in health at such labour in Trichinopoly under any diet scale, we certainly cannot admit that the ill-health which has overtaken this prison is due in any measure to the use of the Bombay diet scale.

12. There are other factors which tell against the efficient management of this prison. First, the cook-houses are all scattered over the jail, and they are all open; eight or nine cooking-places all situated close to the railings of the circle and lending themselves to the purloining of articles of diet. This system should be altered at an early date, both to prevent embezzlement of food and to save fuel.

13. Second, the water-supply is most defective. It is drawn from shallow excavations in the rock-bed, and it is distributed about the prison in the manner least calculated to preserve its purity. Five out of nine wells are said to yield fairly pure water. We saw some in an iron bucket ready for distribution at the morning meal, which was anything but good in physical appearance, being milky and full of flocculi.

14. We examined three of the best wells and found them all built on the same system—a brick steining of very imperfect masonry from 10 to 12 feet in depth resting on the rock. The junction between the steining and the rock anything but water-tight, often with parts of the masonry broken away, then an excavation in the rock varying from 5 to 15 feet in depth. This arrangement most assuredly lends itself to the pollution of the water from surface filtration. It is quite certain that in a heavy shower the rain-water will pass through the upper crust of disintegrated rock and gravel until it reaches the hard rock, when it will flow along its surface in the direction of its slope, and find its way into any well that it meets between the bottom of the steining and the rock. The excavation of a large number of shallow wells adds to this evil; and we therefore strongly recommend that a new well or one of the best wells (for example that at the corner of the cell block) be taken in hand and deepened as far as it can be done (in other provinces we have seen rock-cut wells 150 feet deep), then a double or treble action ram-pump, driven by a capstan, should be fitted so to raise the water from this well into

a large iron or masonry tank commanding the whole jail by iron pipes and hydrants. The steining of this well and its junction with the upper surface of the rock *must be made water-tight* with Portland cement. This done, every other well should be closed. Our recommendations may involve an expenditure of Rs10,000, but that is a small percentage on the entire cost of the jail, and, as we shall see below, the money may be saved in one year by a rearrangement of the system of guarding.

15. Connected with the water-supply are the appliances for bathing; these are, and must continue to be, most defective as long as the water-supply is so short and its distribution is a work of so much labour. We believe that with difficulty the prisoners manage to get a bath once a week.

16. We could get no certain information as to the periodic cleaning out of the wells, but we understood that it has been done at long intervals of time.

17. We examined the garden and found it precisely in the same condition as other jail gardens. There is ample area and a very fair water-supply, but the gardener is a man on Rs6-8 per mensem, who knows nothing about his work, and he is supervised by a European warder who knows that things are not as they should be but cannot improve upon them. The main portion of the ground is covered with grass and weeds, no thorough breaking up of the soil, little manure. In cultivation we saw a few young brinjals, sweet potatoes, several kinds of beans, a few very poor chilli plants and some melons. No attempt made to cultivate tomatoes or any of the cruciferae, except a few radishes kept for seed. The supplies from the bazar which have been purchased to supplement the garden crops have been of the usual kinds, most inefficient as antiscorbutics.

18. We saw about fifty good lime trees in the garden. If the matter were taken up earnestly, within four or five years this garden might have an orchard of a thousand lime trees, which would be invaluable to the prisoners. There is nothing to prevent limes being cultivated; if the water tanks for irrigation are not large enough, they can be deepened by prison labour.

We may add that the amount spent by this prison in the purchase of vegetables and condiments, all of which might have been grown in the garden, during the past year (1888) was Rs4,325.

19. On the day of our visit the jail population consisted of 815 male and 34 female prisoners. Of the males, 71 were Burmese life-prisoners and 196 Burmese sentenced to various terms.

The jail can accommodate 1,172 prisoners in the Central Jail buildings and 232 in a separate enclosure now being completed for District Jail prisoners.

20. The establishment sanctioned for this jail is fixed at the following scale:—

Establishment.	R	a.	p.
1 Superintendent	R650 to 850	0	0
1 Medical Officer	100	0	0
1 Hospital Assistant	55	0	0
1 Jailor	R150 to 200	0	0
1 Deputy Jailor	75	0	0
1 Head clerk	40	0	0
1 2nd "	25	0	0
1 Matron "	35	0	0
1 Chief warder	40	0	0
2 Deputy warders at R25	50	0	0
2 Assistant " R20	40	0	0
4 1st grade head warders at R15 each	60	0	0
4 2nd " " R12 "	48	0	0
8 3rd " " R10 "	80	0	0
12 1st class warders at R9 each	108	0	0
12 2nd " " R8 "	96	0	0
24 3rd " " R7 "	168	0	0
47 4th " " R6-8 "	305	8	0
	R2,145 to 2,405	8	0
12 temporary European warders sanctioned at R30 each	360	0	0
1 Store-keeper	50	0	0
1 Assistant store-keeper	20	0	0
Grand total cost R2,575 rising to	2,835	0	0

21. In addition to the above there is a military guard of 15 sepoys, one naik and one havildar, which gives two sentries by day and one by night.

22. Comparing the above establishment with that now employed in the Vellore Central jail, we find that as regards the native warder guard there are 10 men in excess here. Out of the 12 European warders

sanctioned, only 9 have been entertained. So that this jail exceeds the establishment of the Vellore jail by 10 native warders, 9 European warders, and 15 sepoys and 2 officers.

The reason given for this great increase in the guard is the large number of Burmese prisoners.

23. Having given this subject careful consideration, we are decidedly of opinion that this jail has an establishment largely in excess of its requirements. With proper precautions and a better system of guarding, it should be possible to manage this jail even with its full complement of 1,400 prisoners with the following establishment:—

	R
1 Superintendent	R650 to 850
1 Medical Officer	100
1 Tailor	R200 to 250
1 Deputy Jailor	75
3 Assistant Jailors	R40 to R50, R120 to 150
1 Hospital Assistant	55
Local allowance for Hospital Assistant	15
1 Compounder	12
1 Native matron	15
1 Chief head warder	R20 to 25
1 2nd grade head warder	R15 to 20
2 3rd grade head warders at R12 to 15	R24 to 30
4 1st grade warders	11 each
6 2nd " " " " " "	10 " "
12 3rd " " " " " "	9 " "
14 4th " " " " " "	8 " "
	108
	112
<i>Reserve guard.</i>	
1 Reserve head warder	
2 1st grade warders at R11 each	R15 to 20
3 2nd " " " " " "	10 " "
4 3rd " " " " " "	9 " "
6 4th " " " " " "	8 " "
2 Orderlies	7 " "
	48
	14
GRAND TOTAL	1,790 to 2,091

showing a saving of about R760 per mensem, or R9,120 annually.

For a detailed description of the advantages of the proposed establishment and the system of working it, we would refer to our report on the Vellore Central Jail.

24. The charge for warders' uniforms in the Madras Presidency is very heavy. In a climate like that of Trichinopoly it does not seem necessary to give each warder a warm tunic and warm trousers. We noticed that the warders were in thick cloth uniforms while the military guard wore only khaki drill.

In our opinion it is unnecessary to maintain the military guard, but as it is obtained free of cost to the Local Government, there would be no objection to its being retained until the new system was in thorough working order.

25. While on the one hand special attention has been paid towards increasing the strength of the jail guard as much as possible, all the minor arrangements which go to make a jail secure inside have been neglected. The points we refer to specially are—

- (1) The insecurity caused by having the bars of the enclosing railings too far apart. This can be remedied at small cost by having them taken down and put closer together. There will be material available for this if the second point is attended to.
- (2) There should be only one passage leading up to the central tower, and this should be the one facing the main gate. The other two passages are sources of great weakness to a jail containing long-term prisoners. They should be done away with, and instead of the four lines of railings which now constitute these passages, there should be substituted two divisional walls 9 feet high. The spare railings available should be used in carrying out the recommendation made above.
- (3) There being only one passage leading to the inner circle, this passage should be protected by gates at its two extremities, and these gates should be worked with the greatest care as to the entrance and exit of prisoners, the man in charge of the gate being placed on the side which gives him the greatest protection from attack.
- (4) The junctions of the railings with the divisional walls are weak points which require strengthening. This should be done by raising the walls.
- (5) All the inner gates leading to the enclosures must be placed under the charge of a 1st grade warder, whose duty it should be to see that two gates are never open at the same time. By this it is meant that if one gate is open, all the others must be carefully locked. This warder should be the only person authorized to

open these gates, and he should refuse to allow any prisoner to leave the enclosure who is not accompanied by a paid warder or a convict officer who will be responsible for his safe custody.

(6) The armed sentry on the central tower must be on the alert and have the means of giving an alarm, and in connection with this an alarm parade should be introduced by which every subordinate of the jail and every prisoner will know what he is expected to do at a given signal.

(7) The double-gate system must be worked with the greatest possible care. We find it stated in the Madras jail code that the double-gate system should be worked, and we find all the jails provided with double gates; but in no jail have we yet seen any attempt made to work the double gates on any fixed rules. This system will be found described in considerable detail in Rules 230 to 243 of the Bengal jail code. For working the double-gate system effectually it is essential that the inner gate should be the batten gate made of wood and the outer the iron-barred gate. With the gates as they are at present, it is impossible for the armed sentry to render any assistance to the gate-keeper or to prevent a sudden rush of the prisoners through the main gate.

(8) The jail staff to be efficient must be resident on jail premises. Of the warders and head warders now employed only 48 are resident; all the rest go to their homes in the bazar when off duty, and could not therefore be available if there was an outbreak during their absence. The effect of this absence from the jail premises is also seen in numbers punished for absence without leave and not coming on duty at the proper hour. In the new lines which are under construction the compounds for the quarters are too small to be comfortable. When once there is sufficient accommodation for the warder guard, it should be a rule to have no local men attached to the jail. For instance, the Trichinopoly men should all be exchanged with those of the Vellore Central Jail. Being strangers, they will have no great inducement to go to the bazar except to make purchases.

(9) No guarding system can be said to be complete which does not include a rigid system of parades for controlling the movements of prisoners in every detail, and no jail can be said to be secure which does not provide some means for securing the prisoners during work-hours in their work-sheds and preventing their wandering about at will in the jail enclosures. We venture to think that, in spite of the large establishment, this jail is one of the most insecure we have seen, simply because no attention has been paid to the points we have referred to above. The practice of taking out life and long-term transportation prisoners for extramural work in digging gravel, &c., is, in our opinion, injudicious in the extreme, and, as we have explained above, has a very injurious effect on their health.

26. A large proportion of the upper grades of the jail staff are Europeans or Eurasians. Employment of Europeans and Eurasians. We have already expressed our opinion against the employment of these classes on the small salaries they now receive.

27. The segregation of civil prisoners is not what it should be. They are no we confined in the jail enclosures for convicts, and there is no special ward for them.

28. The female wards are also not perfectly shut off from the male prison. The gates leading to the female enclosure are very defective. The matron does not live inside the jail, as is the rule in other central jails in Madras. On the day of our visit there were 34 female prisoners, of whom 7 were habituals.

The juvenile ward is not divided into cubicles. We found only two juveniles in this jail.

29. The hospital accommodation is excellent, but no attempt is made to separate the dysentery cases from the rest of the sick. About twelve of the sick prisoners were lying on the floor, there being no beds for them.

30. The bathing arrangements are defective, and the jail is made very insecure by the practice of taking all the prisoners outside the inner enclosures to bathe them.

31. At least one verandah should be provided for each barrack in which the prisoners could be paraded and fed under shelter from the sun. This is an important consideration where there are a large number of Burmans who are not accustomed to exposure to a burning sun.

32. The sleeping wards are lighted at night, but there is no system of watching the prisoners in them. No beds are provided; each barrack is subdivided into as many as six wards.

33. Fetters for safe custody are put on almost all prisoners taken out of the jail for work. This rule is worked with considerable hardship in the case of short-term men who are in weak health and losing weight.

If possible, fetters should be abolished for safe custody altogether.

Mid-day rest.

Tobacco.

34. We have also noticed the fact that no mid-day rest is allowed for prisoners on extramural labour.

35. Much discontent is caused in this as in other jails by allowing a certain proportion of the old Burman prisoners to have tobacco.

Separate cells.

36. In the Central Jail there are 20 separate cells. These are on an excellent plan, but no yards are attached to them. The prisoners are as a rule taken out and worked in separate compartments in a long work-shed which is subdivided into small cubicles for the purpose. A proper verandah is provided for the cells.

37. With such a large amount of land available, it ought to be possible to keep a number of cows and bullocks. With the jail so far away from the city, it is essential that it should have its own supply of pure milk for the sick and convalescent. This is an important measure in a jail so subject to dysentery and diarrhoea.

Jail cows.

38. The District jail in the town having been closed, new buildings have been erected in a large enclosure attached to the Central Jail for the confinement of short-term prisoners admitted from the district. These buildings consist of two barracks to hold 66 men each, and three ranges of cells for 100 prisoners. The cells are on the standard plan adopted for all close-prison cells. They are in certain points well planned, but are defective in other matters of detail.

(1) There should be a verandah in front to protect the entrance doors and to allow the prisoners to parade under shelter.

(2) Proper raised berths should be provided inside for the prisoners to sleep upon.

(3) The arrangements for bolting and locking the doors are decidedly defective, and have in some instances in other jails resulted in escapes.

The District jail buildings are at present occupied by some of the European warders and their families. When there is so little work for the prisoners, the cells should certainly be occupied by habituals. The two gates leading to the District jail enclosure should be reversed.

39. Some arrangement is required for supplying water to this enclosure. This would be as good a place as any in which to sink an experimental well and carry it down to a greater depth than has yet been reached by the other jail wells as suggested above.

Water-supply.

40. The number of convict officers employed is nearly 10 per cent. of the jail population, which is a very high proportion. We notice that here also no uniform pattern of clothing is used for convict officers.

Convict officers.

41. Jail offences and punishments are fairly well recorded in this jail. There were 17 floggings during the year, and most of these were inflicted on Burmans for assaults.

Punishments.

42. The work of jail-visiting is very indifferently done in this jail. Six visits were paid by official visitors, but no remarks were recorded by them. The District Jail being amalgamated with the Central Jail, the Magistrates are by the rules expected to pay more frequent visits.

Jail visitors.

43. Under the Inspector General's Circular No. 15, dated 12th September 1887, a new register for reconvicted prisoners was opened. This has materially increased the work of the office, and without any result, because the information required was given in the admission register.

Increase of clerical work.

44. Much requires to be done in reorganizing the manufactures of this jail. The cash profits for 1888 were only Rs. 3,809, while the manufactured goods in stock increased in value from Rs. 5,044 on the 31st December 1887 to Rs. 7,499 on the last day of 1888. Whatever is done in this direction, the employment of long-term men on extramural earthwork should be prohibited.

Manufactures.

Mark system.

45. The mark system is properly worked.

46. We ascertained from a calculation made by the Superintendent of this jail that had the Burman prisoners been fed on the same scale of diet as is prescribed for them in the jails of Burma, they would each have cost Rs. 10-7-6 less than they have done last year under the single item of diet alone.

Burman scale of diet.

(11)—TANJORE.

The Commission inspected the Tanjore Jail on the 19th January 1889, along with the Superintendent and Jailer, Mr. Macready, and the Civil Surgeon, Dr. Clarence Smith.

Site.

2. This is the first cellular prison we have seen. Its site and drainage are unexceptionable.

3. The cells are placed in blocks radiating from a centre, and are well built and well ventilated. Each cell has a superficial area of 101 square feet and a cubic capacity of 1,010 feet. They have the following defects. Being without a verandah in front, the men must be exposed to the wind and rain blowing in through the grating door. In fact, we saw that an attempt had been made to rig up temporary mat hoods over the doors in certain of the blocks. We think it very necessary that a verandah 4' to 6' wide should be added to protect the front of the cells.

Berths.

4. The cells ought each to have a bunk or hammock, so that the prisoners may not be compelled to sleep on the floor.

5. The general security of the jail is much endangered by the grated doors placed at the junctions of divisional walls with the main wall: these, when shut, form a stepping-ladder on to the outer wall, and if left open the divisional walls might as well have no existence. If they are to be maintained the gates ought to be kept closed, and the outer wall at the point where the gate rests against it should be protected by being raised, as we have described in our report on the Calicut jail.

Divisional walls.

6. The low wall and railing round the female division of the jail, with its gateway open and fastened back away from the wall, is no hindrance to free ingress to and egress from the female jail. In fact, the separation of the females from the males in this jail is merely nominal.

Female jail.

7. The water-supply of the jail is drawn from four wells, in which the water-level stands at about 35' from the surface, and which contain each about six feet of water. The supply is pretty constant and the water is said to be good. The system of distribution to the bathing tanks and platforms and to the two filters is objectionable, but hitherto no complaints have been made about the quality of the water, although dysentery and diarrhoea have been the most serious diseases with which the medical establishment has had to contend. It would be far better to bring one well into use with a pump to fill a large cistern, from which water could be sent through pipes to each division of the jail.

Water-supply.

8. The death-rate in this jail has always been higher than it ought to be from its *prima facie* excellent sanitary condition, and we shall here note what we believe to be the causes which prevent the Tanjore jail from being one of the healthiest in the presidency.

Mortality.

9. The first cause is insufficient clothing during the months when high winds prevail. It is not to be forgotten that the men sleep in separate cells, and that there can be no huddling together for mutual warmth; they also sleep on the ground, which rapidly abstracts heat from the body, and there is absolutely no protection to the grating doors of the cells. During the past year there was little sickness and no death till June, when the high winds begin to blow; the prisoners then began to come to hospital suffering from dysentery and diarrhoea. In the opinion of the present medical officer, Dr. Smith, the cause of these attacks is the exposure to these high winds, with insufficient bedding.

Causes, insufficient clothing.

Two other medical officers record as their opinions: one that the bowel complaints arose "from the curry-stuff being badly ground," and the other "from the sameness of the ragi diet causing disgust," but these are evidently expressions of opinion founded on limited observation. Such objections take no account of the climatic conditions operating at the times when sickness appears. The true cause is no doubt the exposure of the prisoners to high cold wind at night when insufficiently provided with bedding. We examined some of the blankets and found them very much worn, and although belts of blanketing have been allowed they are not enough. Each prisoner should have two cumblies, the extra one to be issued whenever the medical officer thinks the climate calls for it.

10. But although we have no doubt as to the cause of the attacks of bowel complaint, there is another factor in the case which makes the results more serious. On examining the prisoners we found a large number of them with distinct signs of scurvy, and it is our opinion that had anything like hard labour been exacted of the men in their present state the results would have been most serious. As long as sedentary and light labour is exacted from them, the scorbutic diathesis shows itself in the type of refractory diseases received into hospital more than in physical signs of scurvy. But it is there all the same. Greater attention must, therefore, be paid to the kinds of vegetables issued to the men and to the good quality of the tamarind pulp given to them (husks of tamarind pods and seeds are of no use as antiscorbutics), and there must be a strict separation of men showing the smallest indications of scurvy, and a distribution in their cases of special antiscorbutic diet and medicines.

Scurvy.

11. We are also of opinion that men confined in cells day and night should have one hour's walking exercise morning and evening round the cell yards. This is essential to the preservation of their health.

We found that of 1,591 prisoners who had been on what has been called the experimental diet scale, 67.3 either gained or did not lose weight, and only 32.7 per cent. lost weight.

12. We examined the jail garden, and although we could see that some attention had been lately given to it, still it is just as backward as the other jail gardens in the presidency. There is not sufficient

Garden.

ground under cultivation and none of it gives evidence of careful tilling and manuring. The soil is a mass of red gravel, which requires pulverising and sifting and mixture with black soil, leaf and other manure. Those vegetables which we saw were starved for want of manure, and yet we found the poudrette from the jail latrines being carried away to a distance to be buried in deep trenches instead of being utilised as a fertiliser of the garden. Silk-cotton trees had been carefully grown in the garden, because they would ultimately yield a profit; but no lime trees have been cultivated, nor any common mango and tamarind trees. A good orchard of 400 lime trees should be formed, and every available spot round the jail should have a mango or tamarind tree planted on it to produce in future years a supply of antiscorbutics free of cost.

13. We found five civil prisoners in an enclosure with sessions under-trial prisoners inside the criminal jail. The ward for civil prisoners, which is very badly situated inside the jail, was not occupied, being used at the time as a paper-factory. All the subsidiary enclosures in this standard plan of a cellular jail require to be rearranged.

14. At present the hospital enclosure, the under-trial ward, the civil jail, female enclosure, and quarantine cells, are all arranged without a proper regard for the requirements of a jail; and we have already drawn attention to the insecurity resulting from the enclosure walls approaching the main wall. While on this subject we may mention that the plan of the main gate buildings is also capable of much improvement. In certain details a distinct advance has been made in this standard plan of a cellular jail, but there are other points which require to be remedied if jails are to be erected on this plan in future.

15. The day latrines in the different enclosures are good substantial buildings, but the means for carrying out the dry-earth system are defective, and, as usual, there is an excessive use of tar to hide the defects of lime masonry saturated with urine. The expenditure now incurred for tar may be obviated if a proper dry-earth system is adopted.

16. There is a large work-shed for those prisoners who are allowed to work in association. In this shed the prisoners are at this season much exposed to the wind, and are therefore very liable to chills. There is also no means of controlling the movements of prisoners employed in it. In a jail where a large proportion of the prisoners are supposed to be undergoing close confinement to their cells, it should be made impossible for prisoners to wander about the general enclosure. This can never be done while the work-shed is open on all sides, and all the gates of the different enclosures are allowed to be kept open as they now are, to prevent their being used as aids to escape over the main wall. To protect the prisoners from the weather in the work-shed, the arches should be bricked up to a certain height. To prevent the prisoners wandering about, the top of each arch should be protected with wire netting or bamboo grating.

17. A certain number of cells are set apart inside the jail as quarantine cells. We are not satisfied that anything is gained by this system, as the recently-admitted prisoners are in association with those who having undergone ten days' quarantine are about to be passed into the jail.

18. There is a good range of store-rooms. Some of them containing long pieces of wood are a source of weakness in a jail which is otherwise strong and difficult to escape from. At present if a prisoner broke out of his cell he would have no difficulty in breaking into a store-room and taking from it materials which would help him over the wall. A purveyor has recently been appointed for the jail on R8 to R10 per mensem.

19. The juvenile ward is subdivided into eight cubicles, which are in all respects good, except that expensive iron bars have been used when wooden battens would have answered the purpose, as in the Madras Penitentiary and other jails.

20. Since September 1888 the Superintendent has been permitted to start manufactures, such as cloth-weaving, paper-making, &c., and it has been laid down that one third of a prisoner's sentence shall be passed in cells and the remaining two thirds in working in association and sleeping in cells. The only point we notice with regard to this arrangement is that it tends to keep long-term prisoners in this jail when they ought to be better employed in a central jail. Among other prisoners detained for work here we notice a Post Office clerk who having a sentence of three years' imprisonment is employed here in the jail office as a writer.

21. We saw for the first time a circular cook-house on a new standard plan. The arrangements for cooking were good, but the plan stands condemned when it is said to require a pound of wood to cook the food of one prisoner.

22. There has been a steady increase in the cost of establishment for this small jail from R31 per prisoner in 1885 to R50 in 1888. Some of this very large cost is no doubt due to the employment of a special Superintendent on R350 to R450, and some also to the issue of uniforms to warders. The

following will, however, show how much in excess of the requirements is the scale of establishment laid down for this small jail:—

Present Establishment.		R	R
1 Superintendent and Jailer		350	450
1 Deputy Jailer			75
1 Head Clerk			40
1 Hospital Assistant			35
1 European warder			50
1 Chief native warder			18
1 Head warder, 1st grade			15
1 Do., 2nd "			12
1 Do., 3rd "			10
3 1st grade warders, R9 each			27
4 2nd do., R8 "			32
8 3rd do., R7 "			56
14 4th do., R6-8 "			91
1 Purveyor		8 to	10
TOTAL COST		819 to 921	

In addition to the above are entertained three warders on R6-8 and one head warder on R10 when there is a condemned prisoner to be guarded.

23. Allowing a liberal salary to the Jailer and increasing the pay of the writer and the Hospital Assistant, and allowing all the warders a slight increase so as to make R8 the minimum salary of the jail, the following proposed establishment will be found sufficient for the thorough management of this jail:—

		P.	R
1 Superintendent (Civil Surgeon)		75	100
1 Jailer		40	50
1 Assistant Jailer			35
1 Hospital Assistant			10
Deferred allowance to Hospital Assistant			16
1 chief warder			24
1 2nd head warder			12
1 3rd do.			30
3 1st grade warders, R10 each			54
6 2nd do., R9 "			104
13 3rd do., R8 "			
TOTAL		465 to 500	

In the establishment above proposed two extra men have been provided in the 8-rupee grade for escort work in addition to the ordinary jail work. To allow each head warder and warder a month's leave in the year and to provide for those who cannot attend on account of sickness, three convict warders should be obtained from the central jail. These men will take up all the duties of the paid warder guard inside the jail walls.

24. The following system of guarding should be adopted to suit the reduced guard. Leaving out two men for escort work we have available three head warders and twenty warders. One head warder being the drill instructor and supervisor of accoutrements, &c., may be told off for those general duties for the day. The remaining men should be divided into two squads of one head warder and ten warders.

The first squad will come on duty at the opening of the jail at 6 A.M., and remain on duty until 12 noon, furnishing the following posts:—

- 1 armed sentry at the gate.
- 1 gate-keeper (a first grade warder who can read and write).
- 1 garden gang.
- 1 sweeper and toties' gang.
- 2 in charge of cells and civil and under-trial prisoners.
- 1 in charge work sheds gang.
- 1 hospital, females and juveniles.
- 2 spare men for any other duties that may be necessary.

To help the warders in charge of gangs there should be seven convict maistries. At noon the second squad, consisting of one head warder and ten warders come on duty and remain until 6 P.M., when the prisoners are locked up.

25. The night guarding would be arranged as follows:— Of the twenty warders and three head warders, seventeen warders and three head warders will be required. These would be divided into five watches of three warders, and one patrolling officer for each watch. With the balance of three men, one armed sentry between the main gates will be provided.

From 6 P.M. to 9 P.M.	3 warders under the 2nd head warder (drill instructor).
Do. 9 " to 11 "	3 ditto a gate-keeper (1st grade warder).
Do. 11 " to 1 A.M.	3 ditto the 3rd head warder.
Do. 1 A.M. to 3 "	3 ditto a gate-keeper (1st grade warder).
Do. 3 " to 6 "	3 ditto the chief head warder

It will be seen that by this arrangement all the warders have only six hours' day duty and most of them have only two hours' night work, while some have three hours. This reduction of the hours of work will be found to make the jail service more efficient and much more popular than it is now, when men are expected to work twelve hours at a time and have no time for their meals.

26. To enable the office work to be done by the Jailor and Assistant Jailor, it will be necessary to rearrange and modify the jail registers. At present the jail staff is unable to cope with the clerical work and a prisoner writer is employed in the office. This subject will be discussed elsewhere.

(12)—TANJORE SUB-JAIL.

The Commission visited the Tanjore Sub-Jail on the morning of 19th January. The sub-jail forms a part of the kutchery buildings, which are situated only a quarter of a mile from the District Jail. The sub-jail is in charge of the Treasury guard and a special warder on R6.

2. There are four badly-ventilated rooms, three of which we found occupied by prisoners on the day of our visit. A vessel for urine is placed on one side of each room, and we found the floor soiled with urine for a considerable distance round this vessel. In this respect the females are treated like the male prisoners, and there is no attempt made to shelter them from the view of the constable on duty.
3. Of the fourteen prisoners in confinement, two females and a boy aged 13 or 14 (suffering badly from itch) were the only convicts. They were sentenced to a month's imprisonment each and are worked in association in the verandah attached to the sub-jail. The under-trial prisoners are kept closely confined to their wards, with the exception of a few minutes allowed for feeding and latrine purposes.
4. Cooked food is supplied by a contractor. We were not able to judge of its quality or quantity as it had not arrived, but the prisoners were very loud and urgent in their complaints as to the insufficiency of the diet. Four under-trial prisoners were receiving food from their friends.
5. It is difficult to understand why a sub-jail with so many defects in its arrangements should be maintained here, when within a quarter of a mile there are proper arrangements for the segregation of male and female convicts and under-trial prisoners. At the headquarters of this district at least we can conceive no reason for maintaining a sub-jail.

(13)—CUDDALORE DISTRICT JAIL.

The Commission examined the Cuddalore District Jail on the 21st January in company with the Superintendent, Dr. Leapingwell.

2. The site on which the jail (temporary at present) has been located seems to be well chosen. It is high and easily drained, and on a gravel-covered mound of conglomerate.
3. The jail area, which is 236 by 164 yards square, is enclosed by a low wall placed on the farther side of a deep cut or ditch 14 feet wide and 8 feet deep. With an addition of a few feet to the height of the wall the enclosure will be secure enough.
4. The barracks and indeed all the buildings are as yet purely temporary; therefore, we do not feel called upon to comment upon them. They are not constructed upon a plan that we can at all recommend.
5. There are no bathing arrangements in the jail itself: all the prisoners are taken out to a neighbouring tank to be bathed. The water-supply is neither sufficient for the needs of the jail nor is it free from sources of pollution.
6. All the drinking-water is got from one large excavation or baoli cut in the rock, the upper six or eight feet being surrounded by a brick steining; but so far from the junction between the lower edge of this steining and the underlying rock being water-tight, we saw evidence all round the sides of the well that water flowed into the well from the surface catch area in considerable quantities. No complaints are made of the quality of the water, although we note that during the past year there has been a sudden increase of cases of bowel complaints among the prisoners.

Bowel complaints.	1885	1886	1887	1888	123	126	142	220

If a permanent jail is to be erected here, this matter of the water-supply must be considered on the same lines as we have recommended for the Trichinopoly and Tanjore Jail supply. The water must be protected from pollution at its source, and should be delivered by pipes free from pollution in transit.

8. As a body on parade the prisoners looked thin and pinched and many of them out of condition. We picked out some cases having distinct evidences of scurvy out of the ordinary files.

9. On making enquiry about the diet we found that, as in other jails, what is called the Bombay diet scale has been in use during the past year. But here, as in Trichinopoly and elsewhere, we found a complete misconception of the value of the different diets as *labour sustainers*. We were met by the broad fact that men receiving the hard-labour diet scale had prospered fairly on it, 70 per cent. having either gained weight or remained stationary; while among the men on the medium or light-labour scale only 57 per cent. gained or remained of the same weight. To enable any sound deduction to be drawn from this fact it was necessary to find out the kinds of labour that had been exacted from the men who had been placed on the light-labour scale; this we found by reference to the labour distribution Register.

10. We found that while some prisoners were receiving the hard-labour ration who were not undergoing hard labour, other men were performing hard labour who had been placed on the light-labour ration. The circular issued by the Inspector General of Jails in introducing the diet scales is explicit enough: its terms are, medium-labour diet is to be given to those performing *light and sedentary* labour, such as cotton-winding, spinning, &c. Yet we found in this jail 64 prisoners on medium or light labour diet who were employed thus—

Stone-cutting	25
Stone-breaking	20
Jail repairs	19

while, on the other hand, some prisoners not doing nearly so hard labour were on the full-labour diet scale, thus—

Cooks	8
Barber	1
Masalehi	1
Blacksmiths	2
Carpenter	1
Orderlies	3
Office work	1
Watering plants	7

TOTAL . . . 24

and 36 prisoners were employed in quarrying stone and carrying it from the quarry to the jail, who were engaged in labour that really required the issue of the "Public Works gang scale."

11. It is evident, therefore, that conclusions drawn from the weighments of men subjected to such varying conditions and using dietaries so badly proportioned to their work are valueless. A diet scale which is prescribed for men sitting all day in a work-shed winding cotton and spinning thread cannot be adapted to the needs of men breaking stones or cutting them into shape. This is self-evident, and we have placed the facts on record so as to prevent any hasty conclusions being drawn adverse to the Bombay diet scales on such false premises.

12. The clothing of the prisoners is on the usual scale. The position of this jail, excellent for ventilation and circulation of air, demands that during the seasons of high winds the prisoners shall be allowed an extra cumble. We examined some of the blankets (of which each man had only one) and found them so worn and torn as to be mere apologies for blankets. Few could be said to be efficient coverings; and we can only account for the absence of serious evils by the facts that the present barracks are practically closed up and that the men can huddle together at night for mutual warmth, there being no separate berths.

13. Our remarks on the other jail gardens which we have examined may be repeated regarding the garden of this jail. The area is far too small, the soil is poor and little manure is ever added to it, the jail poundette being buried in trenches as far as away from the garden as possible. We saw young plants of the cruciferae, cabbages, turnips, &c., but they were in the stage at which they ought to have been two or three months ago. The vegetable supply from the bazar was, as usual, brinjals, while the tamarind pulp for issue was more than half shell and seed. Under these circumstances scurvy must more or less prevail among the prisoners and will manifest itself in exact ratio to the hardness of the muscular exertion demanded of them.

14. The door leading to the enclosure for female prisoners is a barred one, thus allowing the females to see and communicate with the male prisoners. The ward is capable of containing eight females, and we found five convicts on the day of our visit. Of this number three are habituals. There is no paid

matron, and the female convict maistry is one of the habitual prisoners. The private clothing of these prisoners is kept with them. This, the Jailor represents, is necessary to allow them to have a change of day clothing after their bath. Why the women, if they were properly secluded from the males and bathed in their own enclosure, should be allowed to bathe with all their jail clothes on them, is not very clear.

15. There is one civil prisoner who is confined in the general enclosure for criminals but sleeps in a separate room. He is not allowed to smoke as it would lead to the introduction of tobacco into the jail. He cooks his food alongside the general cook-house.

16. Three lunatics are under observation. Unlike other jails in this presidency, we found them under the care of a convict, and the arrangement seems to answer well and saves the cost of extra warders.

17. There were four prisoners under sentence of simple imprisonment who wore their own clothes.

18. There are no convict warders employed in this jail. The work of supervision is done by five convict maistries, one of whom is an habitual and one a prisoner who escaped from a sub-jail. Of the five maistries who are supposed to guard prisoners committed to their care, three are themselves in fetters for safe custody.

19. Every prisoner in the jail without exception is fettered for safe custody. There is, in our opinion, nothing in the arrangements of this jail to justify this procedure in the case of very short-term men who have passed a great part of their sentences.

20. The habituels are marked by figures on their clothing. They sleep in a separate barrack at night, but are not separated from the other prisoners during the day.

21. We notice that no attempt is made here to use the coloured patches which denote the different classes.

22. The punishment register of this jail can only under very peculiar conditions be regarded as an indication of the conduct of the prisoners confined in it. For instance, for the month of July no single offence was recorded.

23. The mark system is properly carried out.

24. The official visiting by the Magisterial and Judicial officers of the district is fairly well done.

25. The establishment fixed for this jail is as follows:—

	R	a.	p.
1 Superintendent (Civil Surgeon)	100	0	0
1 Jailor	75	0	0
1 Clerk	35	0	0
1 Hospital Assistant	55	0	0
1 Deputy Jailor	30	0	0
1 First head warder	15	0	0
1 Second "	12	0	0
1 Third "	10	0	0
3 First class warders at R9 each	27	0	0
4 Second " " R8 "	32	0	0
7 Third " " R7 "	49	0	0
13 Fourth " " R6-8 "	84	8	0
1 Purveyor	524	8	0
	7	0	0
GRAND TOTAL COST	531	8	0

If the establishment was reorganized on the lines we have suggested for the Tanjore Jail, there would not be much saving, but all the subordinates of the jail would have a considerable increase to their salaries. The Tanjore proposed cost for establishment comes to R466 to R500. But the pay of the Civil Surgeon and Superintendent for that jail is fixed at R75, whereas the distance of this jail from the civil station would make it advisable to continue the present allowance of R100.

26. The warder guard is very deficient in military training. No improvement can be hoped for in this respect unless a good ex soldier is entertained as second head warder on R12 and kept constantly on this duty. The warders reside on jail premises, but they are all men of this place. The system of sending warders into the jail to escort visitors with side-arms is a mistake. The guarding of outside gangs with armed warders is also a source of danger.

(14)—CHINGLEPUT REFORMATORY SCHOOL.

The Jail Commission visited the Chingleput Reformatory School on the morning of the 22nd January 1889, accompanied by Dr. Walker, the Civil Surgeon, who is Superintendent of the institution.

2. The school is accommodated in a part of the old district jail of Chingleput, and is situated within the walls of the old fort.

3. Sleeping wards, which form four sides of a quadrangle, have been fitted with cubicles for the boys. These cubicles are cheap and effective, but there would be a better circulation of air if wire-netting was substituted for the upper third of the wooden partitions which now separate the cubicles.

4. We found the garden in much the same condition as those of the provincial jails. It appears that the boys are not employed in the cultivation of the garden. Something might surely be done in this direction without interfering with the industrial training which they are undergoing.

5. The work-sheds are in a separate enclosure on the opposite side of a public road. This is an objection, as it must lead to the introduction of forbidden articles. The following artisans are employed to teach the boys: a tailor, a blacksmith, and a carpenter. The work done up to date is of the most elementary description and the progress made as yet is very small. It requires more energy and personal interest on the part of the Deputy Superintendent to make the manufactures a success. When the boys are sufficiently far advanced in their trades, a small shop might be opened in Madras for the sale of articles made by them. The local sales will not be found sufficient to keep them fully employed.

6. We found two cooks employed on R7 each in cooking the food for the boys. This seems to us an unnecessary expense and prevents the boys learning to cook for themselves. The practice of employing the bigger boys for short periods as cooks has been found to work well in the Alipore and Hazaribagh Schools.

	Establishment.	Per mensem.	
1 Superintendent (Civil Surgeon)		R 100	7. The scale of establishment sanctioned for this institution is given in the margin. It is a cheap and well-devised scale. The only point which struck us as being defective is the organization of the guarding arrangements. The defects in this direction will be more apparent when the boys grow older and the discipline and management of the school is made more strict.
1 Deputy Superintendent		200	
1 Head Master		40	
1 Second Master		25	
1 Clerk		20	
1 Compounder		12	
1 Head Peon		15	
6 Peons at R8 each		48	
1 Tailor		15	
1 Blacksmith		15	
1 Carpenter		14	
2 Cooks at R7 each		7	
1 Gardener		10	
2 Toties (sweepers) at R5 each		10	
	TOTAL	536	

8. The mark system has been only just introduced. If properly carried out, it will, in connection with the awarding of money gratuities, be found to have a very beneficial effect on the character of the boys. Great stress should be laid on the training of the boys to thrifty habits. For instance, every boy should know the exact amount of money to his credit, and even when a certain proportion of the weekly money is allowed to be spent in sweetmeats, the boys should be encouraged to save a portion of this money. It will be found that in time they get to take a great interest in their savings.

9. A serious error has been made in starting this institution with such a large proportion of boys who are habitual criminals and who have passed previous sentences in jail. This mistake was committed in the starting of the Alipore School and was the cause of much difficulty and a very serious source of contamination for the younger boys who have not been in jail. This evil influence might to some extent be still remedied by sending the older habitual boys back to jail or releasing them altogether. All experience goes to show that it is useless to hope to reclaim these characters by keeping them for two or three years in such an institution as this.

10. Great stress should be laid on the collecting of accurate information regarding the subsequent careers of boys who have left the school. The information which is at first obtained will be disappointing, but an improvement may be looked for as the school gets into better working order, both as an industrial and educational institution.

11. The scale of diet is said to be too liberal for the smaller boys. We have not had an opportunity of comparing it with the scales in use in similar institutions in other provinces. As a general principle, it is

not safe to fix anything but one maximum scale for all the boys in a school. We found that the rations are supplied on the contract system; the contractor being allowed 1 anna and 5 pies for each boy. The past year has demonstrated, in the Madras jails at least, what the contract system means as regards waste of public funds.

(15)—HER MAJESTY'S PENITENTIARY, MADRAS.

The Commission visited the Madras Penitentiary on the morning of the 23rd January, accompanied by Colonel Porteous, the Inspector General of Jails; the Superintendent, Mr. Grimes; and the Medical Officer, Brigade Surgeon Hunt.

2. The site occupied is in almost every respect objectionable. It is bounded on two sides by rivers containing filthy water contaminated with sewage, and is in close proximity to two cemeteries.
Site.
3. The area is too small for the requirements of a large jail, and there is no land for a jail garden.
Area.
4. The buildings are all substantial brick structures, most of them two stories high. Having been constructed at different periods, they are not on any uniform plan. An adjoining enclosure has been provided as a close prison with 106 cells. These are constructed on the plan already noticed in the Tanjore Cellular Jail. It is proposed to convert the juvenile ward into a hospital. In our opinion, this will be an important and very beneficial change; but some better arrangements must be made for segregating the female prisoners, as they are now entirely overlooked by the building which it is proposed to occupy as a hospital.
Buildings.
5. The old two-storied sleeping wards are packed too closely together, and the plan of utilizing the original verandahs as sleeping wards is an objectionable one. The men confined in the inner room can only receive air which has passed over the prisoners sleeping in the verandahs. The lighting of these wards is defective, the light being within the reach of the prisoners, and there is no system of ward-watching at night.
Sleeping wards.
- The cells for Europeans are deficient in ventilation.
6. There is a central cook-house on the plan already noticed in our reports on other jails, but the plan here, as elsewhere, is found not to be an economical one as regards the consumption of fuel. The usual allowance of 1 lb of wood is required per prisoner.
Cook-house.
7. Here, as in other jails, the expensive contract system has been abandoned and a purveyor now makes purchases in the open market. In regard to this subject we have nothing to add to what we have already recorded in our other reports.
Contract system.
8. The vegetables for the prisoners are almost all purchased in the bazar. No other arrangement is possible when there is no land available for a jail garden. It is worth considering whether it would be cheaper to grow vegetables in some neighbouring jail like Vellore, and to send them daily or three times a week by train to this jail.
Vegetable supply.
9. The latrines are worked on the system already noticed in other jails, and we see that the expenditure of tar is as great. The nightsoil is removed by the municipality.
Latrines.
10. There is no thorough classification and segregation of habituals from prisoners who have been convicted for the first time. The means employed for distinguishing them are also very defective. It consists of the number of previous convictions being entered on the back of the wooden neck-ticket. In many cases we noticed that the prisoners had cut out these numbers. Some more permanent and secure system of identifying habituals should be adopted in a jail which contains so many of the worst prisoners of this class.
Classification.
11. No special measures appear to be adopted for the segregation of adolescents. The effect of this on increasing immorality in the jail must be very great.
Segregation of adolescents.
12. Since the Chingleput school was opened, the number of juveniles has decreased very considerably. Those now in the jail are kept entirely apart from the adult male prisoners, but they are not properly segregated from the females.
Juveniles.
13. The water-supply is excellent and is laid on in every enclosure. It is the ordinary water-supply of the town of Madras.
Water-supply.
14. The arrangements for bathing the prisoners are capable of much improvement. Proper bathing platforms should be provided in each enclosure.
Bathing arrangements.
15. The jail has accommodation for 50 females, excluding the hospital, which can accommodate 8. On the day of our visit there were only 20 female convicts sentenced to labour and two to simple imprisonment.
Female prisoners.

sonment. The European matron resides inside the female enclosure. The women are chiefly employed in cleaning grain and knitting socks.

16. There is no really hard labour in this jail, except perhaps the hand-printing presses. About 500 prisoners are employed on the treadmill, but the amount of labour exacted is light. Printing for Government is the most important industry in this jail. The press could easily be made to do all the form-printing for the presidency, and thus make this institution self-supporting. Before the industry can be enlarged, steam-power will have to be employed in the place of the present treadmill. The work should also be supervised by a well-qualified and well-paid professional printer. An unnecessary amount of free labour is now employed to help the prisoners in work which they are perfectly able to do for themselves. A few paid overseers are all that are required to supervise the work of the various departments of the press.
Employment of prisoners.

The envelope-making and bookbinding should all be done by prison labour. For compositors' work it will be necessary to transfer all the educated prisoners of the presidency to this jail, and this it will be found difficult to do unless there are stringent rules on the subject. These prisoners are too valuable as writers to be given up by other jails. The press will not be complete unless the buildings are within the walls of the jail and within the main gates. The present practice of bringing all the prisoners outside to work is a dangerous one. We may mention that a prisoner recently escaped from the press. When this industry is fully established, it will be found that there will be ample work for every prisoner in the jail.

17. The rules which regulate the management of the close prison here are the same as those noticed in other central jails. It is worth considering whether more use should not be made of this part of the jail in making jail life harder for habituals.
Close prison.

18. Of the 106 cells, only 71 were occupied on the night of the 22nd January. In our opinion, the remainder should have been utilized for the separate confinement of the worst characters. Indeed, there seems to be no reason why the cells should not always be kept full both by day and by night. The amount of time allowed for exercise—half an hour morning and evening—is too short, and might with advantage be increased to one hour in the morning and another hour in the evening.

19. The establishment might be reorganized on the lines laid down in our reports for the other large jails. It certainly seems necessary to increase the pay of the warder guard, and this could be done by abolishing the post of paid teacher and one or two of the European warder staff.
Establishment.

Looking at the small number of female prisoners confined in the jail, a native matron on Rs15 could with advantage be substituted for the European matron on Rs35.

W. WALKER.

A. S. LETHBRIDGE.

JAILS OF BENGAL.

(1)—ALIPORE.

The Commission examined the Alipore Jail on the 28th, 29th, and 30th January, accompanied by the Superintendent, Mr. Larymore.

2. Little can be said in favour of the locality in which this jail is situated: it is practically so hemmed in by other important buildings that there is no possible way of extending it unless in the event of the Army Clothing Agency being made over to the jail.

3. We have no fault to find with the specification on which the jail wards and workshop have been built; but the plans are exceedingly defective. The sleeping wards are so wide that the men lie in four rows, while the old unaltered workshops are low-roofed and very badly ventilated. The chief defect of the prison is the cramped area within which a large body of men is compelled to live and labour. The space allotted to each man in the wards and cells is ample: the ventilation is sufficient (except in a few wards which have no opposite windows) and under control; but it should be kept in mind that the adaptation and removal of the means used to moderate lateral ventilation cannot in such a jail be left to the subordinates or to the prisoners themselves: it ought to be a subject of constant reflection and thought to the medical and executive officers of the jail.

4. The sheds containing the hand fly-shuttle looms must have been in their former crowded, unventilated, dark state a fertile source of disease, slowly sapping the health of the prisoners labouring in them. The occurrence of cerebro-spinal meningitis among the prisoners is an evidence of the conditions under which they have lived and are still living. Some of the work-sheds have been opened out, and the number of looms in them diminished, more superficial area being thus allowed for those that remain; and this procedure should be followed with all the work-sheds as soon as funds are available.

One shed has been re-erected on an excellent plan, and we would strongly recommend that the same remedy should be applied to the rest at the earliest possible date.

5. It will sufficiently indicate the crowded state of the Alipore Jail area if we mention that the area in which the prisoners constantly live and work is not more, including the area covered by the buildings, than 88 square yards per prisoner; and much of this area is lost by the necessities of classification, compelling large areas to be occupied by comparatively small numbers of men. A large portion of the centre enclosure of the jail (14,100 square yards) is not available for the use of the prisoners. In the middle of this enclosure is the tank from which ablution water is taken.

6. The double gate at the entrance to the prison is worked in a precise and intelligent manner, so that the diary of the gate-keeper forms a complete record of the movements of the establishment.

7. The day latrines are built on an exceedingly good plan, and the dry-earth system is carried out in a most thorough manner. The central dépôt for accumulating the nightsoil, and the tramway for running it out into the garden, cannot be improved upon.

8. The jail is well supplied with drinking-water from the municipal mains: it is thoroughly distributed even to the wards. Unfortunately the water in the large central tank, which is more or less dependent for its supply on the adjacent poisonous nullah, is still used for bathing purposes; and being so is of course drunk by the prisoners in spite of all precautions.

9. The arrangements for bathing, both general and at the latrines, are excellent and ample, and, provided good water could be supplied from the mains to the extent of 10 gallons per prisoner as in the Presidency Jail, the water-supply could no longer be blamed as the cause of the bowel complaints which are still too prevalent in the prison.

The system of bathing and latrine parades is worked so as to occupy a minimum of time and with no disturbance of the order and discipline of the jail. The arrangements are the most complete we have yet seen.

10. The surface drainage of the jail is very good, and storm-water does not lie within the area: the open drains are all carefully made of the best masonry and are water-tight.

11. The general discipline of the prison, as indicated by precision of movement, quiet and complete control, is very good, and reflects credit on the establishment. The kinds of work—tending jute-spinning machinery, hand-loom weaving, carpentry, and blacksmith work—are easily measured up, and aid in the imposition and control of tasks.

12. Habitual criminals live separately and, as far as possible, are worked separately: but the segregation is not complete.

13. The exaction of task-work and the discipline flowing from it appears to be carried out with an exactitude and an uncompromising spirit which borders on severity.

14. To give an illustration of the methods in force we extract the following from labour tickets:—

No. 5661.—Admitted on February 3rd, 1888, from Burdwan, in "indifferent health," weight 92 lb:—

February 6th.	Put on weaving.
" 14th.	Gives $\frac{1}{2}$ (task). Warned for $\frac{1}{2}$.
" 28th.	Gives $\frac{1}{2}$. Warned for $\frac{1}{2}$.
March 2nd.	Warned for full work.
" 9th.	Short work $\frac{1}{2}$ (seriously warned).
" 23rd.	Short work $\frac{1}{2}$ (seriously warned).
" 27th.	Short work ($\frac{1}{2}$) ordered handcuffs for two nights.
" 29th.	Sent to hospital.

No. 4879.—Admitted on 20th April, 1887; weight 92 lb, health reported "indifferent":—

April 22nd.	Weaving.
" 26th.	Warned to give $\frac{1}{2}$ task.
" 29th.	Spoiling work. Warned for $\frac{1}{2}$ task.
May 3rd.	Warned for $\frac{1}{2}$.
" 6th.	Gives $\frac{1}{2}$. Warned for $\frac{1}{2}$.
" 10th.	Warned for $\frac{1}{2}$.
" 17th.	Short work ($\frac{1}{2}$) and spoiling work (two nights handcuffs).
" 20th.	Short work ($\frac{1}{2}$) (three nights handcuffs).
" 21st.	Leaving his file (warned).
" 31st.	Short work $\frac{1}{2}$. Warned for $\frac{1}{2}$.
June 3rd.	Short work $\frac{1}{2}$. Warned for full work.

And so on till the 23rd September, up to which date—that is, 5 months—this man was punished 26 times in connection with his work. Then he was ordered to the garden gang by the medical officer, and he remained there till 16th November, when he entered hospital.

15. It is difficult to determine how much care and discretion are used in regulating the task-work demanded from the prisoners, especially from those learning industrial work: it is, however, quite clear that unless a man is reported sick, or has been ordered to do short work by the medical officer, the tale of task-work for every prisoner is rapidly pushed up to the full standard, and any failure to come up to the expectations of the officer in charge is promptly punished and carefully registered.

16. From the uniformity in treatment of all the prisoners, it would appear that little or no weight is attached to differences of intelligence, capacity, handiness, or even physical strength. Every fourth day (as a rule) a demand is made for an increased tale of work, and when the prisoner fails to complete the task assigned his failure is entered as an offence and he is punished. This fully accounts for the fact that while in the Alipore Jail, in the years 1885, 1886, and 1887, the percentages of offences against work, calculated on the daily average strength of prisoners, were respectively—

1885	554 per cent.
1886	555 "
1887	696 "

in the rest of the Bengal jails together the percentage of offences against work recorded amounted in—

1885 to	133 per cent.
1886 to	161 "
1887 to	175 "

17. We found no reason to think that the Deputy Superintendent of the Alipore Jail (who immediately supervises the weaving shop) is actuated by any but the most praiseworthy desire to exact a fair amount of task-work from the prisoners placed under him; but the system which he works is far too unbending and takes far too little account of the differing capacities of men for industrial labour.

18. With the view of determining the time required by a prisoner to attain skill enough to give the full task at a hand-loom, we had up on parade 50 of the most skilled weavers in the prison: men who can now give $1\frac{1}{2}$ tasks daily. On enquiry, one of these men said he was able to do full work in a month, a second in two months, and a third in three months. These men were exceptionally intelligent and sharp class B prisoners.

19. It appears, therefore, that with an alteration in the system of prescribing the tasks by making the demands on the prisoners for progressive increases at longer intervals, and by making full allowance for differences in natural capacity, handicraft skill, and physical power, the number of offences registered and punishments awarded would be lessened without much loss in ultimate outturn of work. It was observed that the proportion of offences was much larger during the time of training, and that after the full task was reached the prisoners' offences connected with their work diminished largely.

20. One point was made abundantly clear by the labour tickets, that the medical officer, Assistant Surgeon Amrita Lal Das, is in the habit of giving a very liberal interpretation to the

state of a prisoner's health, insisting at times on the necessary modification of work and discipline which should follow. The record of all these transactions is correct in all its details.

Marks.

21. The mark system is worked very carefully and is thoroughly understood; the registers are properly kept.

Fetters.

22. This is the first jail in which we have seen fetters resorted to as a punishment. There is no objection against leg-irons, which are only an inconvenience and a disgrace, but no more. We have also no objection to make to standing handcuffs during working hours, or on Sundays; but we regard the imposition of handcuffs at night as likely, during the hot weather and rains, to cause extreme discomfort, almost amounting to deprivation of sleep. We think that, if not abolished altogether, their imposition should be limited to the cold months, say November to March.

23. We found that standing handcuffs and night handcuffs are imposed upon female prisoners: this should not be allowed.

24. The arrangements and accommodation in the female jail are very efficient except in one respect. An old grey-bearded man is in charge of the ward, aided by a female life-convict. We are of opinion that

however well this arrangement may, apparently work, a serious effort should be made to secure the services of a respectable Eurasian or Native Christian widow as female warder. There has been no difficulty found in Northern India in obtaining the services of such women; and we think that in Calcutta there ought to be many women who would be glad of such employment. Public sentiment and propriety condemn the employment of a male on such duties, involving, as they must do at times, search of person and clothes.

25. This searching of the female prisoners would appear not to be carried out, for we remark that during the past five years there is only one instance of a forbidden article being reported as found in the female prison.

26. There is no system in Bengal under which information is sent some months before a female prisoner's release to the Magistrate of the district in which she lives, to enable him to intimate the date of her

release to her relatives, and to ask them to go to the jail in which she is confined to receive her. This procedure should, we think, be followed. And in the case of any woman likely to be led astray, who has been left by her friends to her own resources, the female warder of the jail should accompany her to her home, and thus place her beyond the sphere of the jail in which she has been living.

27. The cooking of the food is carefully done, but the cook-house is old and low-roofed, and the fire-places are too scattered for economy in working. If a new cook-room is built, care should be taken to have all

its window and door openings fitted with wire gauze, both to keep flies out of the food and to prevent speculation.

28. We found 107 sick in hospital and 67 in a weak or convalescent gang. The hospital is a very good one, clean, neat, and well cared for. The Assistant Surgeon in charge, Amrita Lal Das, had a thorough

knowledge of his cases, and showed besides a careful interest in the important duty of watching the general condition and health of the prisoners at labour which is rare in a jail, but which is the essence of a successful struggle against disease among a large body of men living under such peculiar conditions.

29. The weak and convalescents are carefully picked out and kept apart from the general body of the prisoners so as to be constantly under observation. The only error committed in their treatment is that of not

giving them some light work such as teasing jute fibre, not by way of task but as employment.

30. On examination we found the great body of the prisoners in good health and condition: a certain proportion had the symptoms of jail scurvy, but on the whole there was little that could be said against

their condition, and we believe that lessened sickness and mortality of late years is entirely due to the extreme care and watchfulness of the jail establishments over every matter that might act unfavourably on the health of the men.

31. In certain respects this fight against disease is being maintained at a disadvantage. The jail is often permitted to be dangerously crowded: gangs passing through en route to Port Blair, and gangs of Burmans

in transportation, are all received and kept in this jail for longer or shorter periods. At present there are 1,887 men locked up where there ought to be only 1,740. Might it not be possible to locate these prisoners in transfer in some other jail?

32. Then again out of 1,261 men at work in the factories, 811 are employed for nine hours a day on hand-loom weaving, bag-sewing, and miscellaneous gunny work, in work-sheds which, although somewhat improved, are still (with one exception) in a very insanitary state. This work is almost

entirely sedentary, and in itself is far from conducive to sound health.

33. The prisoners are massed together on a very confined area, the barracks are constructed so as to deprive one half of the men sleeping in them of pure air, there being two rows of berths in the middle of each ward;

the prisoners sleep raised only 3 inches from the ground, instead of being on well-raised berths, and we must add that their water-supply is still incomplete and in part of doubtful quality.

34. Very much has been done to improve the health of the Alipore Jail, and as far as the exertions of the executive and medical staff can go we see nothing wanting on their part; but as long as diseases like cerebro-spinal fever, cholera, dysentery, and phthisis are prevalent, the conditions under which the prisoners are living cannot be said to be sanitary, and they are capable of improvement; but the improvements called for lie with the Government, and must be initiated by the Government.

35. The clothing and bedding of the prisoners were of excellent quality and uniform. A serious attempt should be made to invent some method of marking indelibly each prisoner's clothing so as to check thefts and interchange of clothes. The blankets, which are the best we have seen, are all made in the Bhaugulpore Jail; they ought to have coloured stripes woven into them to mark the year of the decade in which they were issued, so as to register their lasting properties.

36. Each prisoner is provided with a shallow iron plate and a drinking cup, which are kept clean and bright. The system of rolling up the bedding in the wards is exceedingly good, and must be a great check on the concealment of forbidden articles.

37. There are 44 cells for solitary confinement in the prison, and 4 dark cells. On the latter much thought has been expended to make the ventilation good, but we believe that, unless a strong breeze is blowing down the wind-cowls, the air in these cells must soon get exhausted. The only effectual method of ventilation for dark cells is by a blower or an exhausting fan.

38. We examined the guards, both free and convict, and found their drill and discipline exceedingly good. The alarm parades are here brought to great perfection. The combination of the reserve or police guard with the warder guard has answered perfectly in this jail, where much constant attention is paid to their drill and discipline.

39. The official and non-official visitors pay very regular visits to the jail, and are not wanting in recording intelligent remarks on conditions which seem to them to need improvement or alteration.

40. Lunatics (non-criminal) are sent to this jail while under observation: they were reported by the officials as causing a great deal of trouble and annoyance in the jail hospital. Surely it would be possible to have four or six observation cells for such cases built outside, and in close proximity to the Bhowanipore Asylum.

41. We found seven under-trial prisoners in their ward: it is badly ventilated and should never be crowded.

42. Purchase of raw materials for prison use is done here by contract arranged by public advertisement. No other system appears possible in Calcutta.

43. The garden of the Alipore Jail is one of the best we have seen: full of excellent vegetables of the most useful kinds, and cultivated on an intelligent system. The great want is a lime orchard of 1,500 trees: there is ample space for this, and an early beginning should be made in putting the trees down in a locality commanded by a full supply of water.

(2)—ALIPORE REFORMATORY SCHOOL.

The Commission examined the Alipore Juvenile Reformatory in company with the Vice-President of the Reformatory Committee, Mr. Larymore, and the Superintendent, Mr. Krischen, on the 29th and 30th January.

2. The general arrangements seem satisfactory, except the crowding of buildings on so confined a site and the small workshop accommodation. To remedy the latter defect we would advise the present sleeping ward to be made double-storied, transferring the cubicles to the upper storey, and giving up the lower for workshops.

3. The cubicles which isolate the boys at night are very effective; but we would suggest that the wooden batten doors placed on one row are really useless for any good purpose, while they obstruct the through ventilation seriously. We think that each cubicle should be provided with a hammock which could be hitched up against the wall during the day and let down at night.

4. The recreation ground for the boys is not enough for the exercise which they require. We would recommend to the Committee that the boys should have half an hour of drill and extension movements in the morning, and half an hour in the evening. This, with the provision of gymnasia, crosses bars and other appliances, to induce the boys to use their muscles, would serve to keep them in sounder health than they are.

NOTE.—This and subsequent reports on the jails of Lower Bengal have, for obvious reasons, been written entirely by the senior member of the Commission. Any modifications or explanations of the views expressed will, if necessary, be added to each report by Dr. Lethbridge.

5. The attention of the Superintendent should, we think, be directed, as far as possible, to keeping the big boys apart from the small boys both at work and at night in the cubicles. The conversation of the big boys is not such as should be much listened to by the juniors.

(3)—PRESIDENCY JAIL (CALCUTTA).

The Commission visited the Presidency Jail on the 1st and 2nd February, accompanied by the Superintendent, Mr. P. Donaldson.

2. The site of this jail is as good as any site in Calcutta can be, but the area of the jail is confined and cramped, and the principal buildings are badly suited to the accommodation of large bodies of men. The whole area enclosed by the jail outer wall is roughly 65,000 square yards, but the portion in which the prisoners are domiciled comprises only about 19,250 square yards, with an additional 5,000 square yards devoted to the European prison,—that is to say, given over to an average population of about 40 men. On the other hand, the larger proportion of the whole of the native convicts is accommodated in the narrow and badly-ventilated rooms of an old palace.

3. In this building we found on the night of our inspection 561 convicts, locked up in 25 separate rooms, and in the main passage and verandahs. The building is three-storied, and covers an area of only 1,150 square yards, so that these 561 prisoners during half of the day are confined upon a ground area of two square yards per prisoner.

4. Another feature of the pressure for accommodation in this jail is that convicts are located at night in the cell corridors, the cells having at the same time each an occupant. The cells themselves are badly ventilated, and the occupation of the corridors must add to their insalubrity. There were 180 prisoners shut up in the cells on the night before our visit, and no fewer than 112 men slept in the corridors. This should be put a stop to.

5. Under these conditions we think that the sanitation and general management are deserving of the highest credit for the maintenance of the convicts in fairly sound health as is proved by the sick and death returns for a series of years.

6. One most important advantage which the Presidency Jail possesses is the exclusion from the jail of all doubtful water: the water-supply for drinking, cooking, and bathing is entirely supplied by the municipal mains, and the arrangements for bathing and washing after work hours and meals are perfect, as well as the general conservancy of the jail.

7. The surface drainage of the jail is on the whole good; but there is a system of closed underground drains which ought to be opened out, filled up, and converted into shallow saucer drains. These deep closed drains cannot be required, and they are a possible source of danger.

8. Our attention having been directed closely to the system pursued in the Alipore Jail of registering offences connected with work under which the percentage of offences has risen to a very abnormal figure, compared with the general average of the rest of the province, we proceeded to make enquiry in the same direction in the Presidency Jail.

9. On the day of our visit we found 787 out of 1,196 native convicts employed on labour in which the enforcement of strict task-work is very difficult: there were—

656 in the printing press,
3 at carpenting and cane work,
128 at repairs and alterations of jail buildings.

The chief industry in the jail is printing in all its branches: and it is here that the largest number of offences connected with work would occur. Comparing, first, the results in the Presidency Jail with those in the Alipore prison, we find the record to be, for three years, as under:—

YEAR.	SMOKING AND POSSESSING FORBIDDEN ARTICLES.		OFFENCES CONNECTED WITH WORK.		OTHER OFFENCES.	
	Alipore Jail.	Presidency Jail.	Alipore Jail.	Presidency Jail.	Alipore Jail.	Presidency Jail.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
1885	18	24	554	242	127	236
1886	14	57	555	172	62	293
1887	28	110	696	149	138	280

10. The evidence from this return shows first and broadly that the attention of the officials in the Presidency Jail is more conspicuously directed to the detection of forbidden articles, and to the suppression of miscellaneous offences against discipline, such as a prisoner leaving his file, or going out of his workshop, or talking, &c., than to offences connected with the work on which the men are engaged. It might be worth enquiry how it is that while 110 per cent. of the Presidency Jail convicts get punished for having forbidden articles, only 28 per cent. are punished for such offences in the Alipore Jail; or, on the other hand, why the mean annual average of miscellaneous offences during three years should be in the Presidency Jail 269 per cent. of the average strength, while it is only 109 per cent. in the Alipore Jail; but we are of opinion that no just or truthful conclusions, bearing upon the discipline of one jail as compared with the other, can be arrived at by such a comparison. The convict's life in jail is one continued struggle to evade the rules laid down for him in so far as they militate against his ideas of comfort and ease; and the increase of one class of offences against general discipline more than another depends more on the attention of the officials of the jail being directed for the time towards the detection and suppression of that one class of irregularities than on any great differences in the conduct of the prisoners, the discipline maintained, or the laxity of the officials. This is not peculiar to Indian prisons, but is common to the jails of Europe and America.

11. We are on surer ground in making an enquiry about offences against work. A general principle may here be laid down that wherever task-work can be exactly measured against each individual prisoner, and wherever the desire is strong among the jail officials and the impulse from superior authority is great to secure a large outturn of work, in that jail we will have a large number of offences connected with work: There may be in one jail less discretion in apportioning task-work according to the abilities of individual convicts than in another; but it will be always found that the power to insist upon measured task-work to be taken from individuals will always increase the number of offences connected with the work.

12. In the Alipore Jail we found a large proportion of the prisoners employed on work in which the daily outturn of each individual could be accurately measured: we also found it probable that the tasks were pitched too high, and exacted with too great strictness, especially from beginners. In the Presidency Jail the work is not such as will admit of the determination of individual responsibility for short work, hence a system has been elaborated of working the men in "groups." Starting the groups with a demand of two thirds the task which a free labourer can perform, and laying down an ample scale of time for beginners in which to learn, the task of a "group" of press workers is lessened by deductions on various reasonable grounds; for example—the time of all the convict warders and work overseers in the press is deducted from the number of hours demanded; then three hours' deduction daily is allowed from the "group task" on account of any prisoner put by the medical officer on "light work;" and so on with regard to "sudden sickness," "men learning," "repairs to machinery," and other stoppages. The ultimate effect of all these deductions (each very reasonable in itself) is to make the task of the "group" more easy of accomplishment than the task of the solitary workman, and hence to lessen the number of recorded offences.

13. We also found in the Presidency Jail a modification of the mark system in use, which of itself must tend to reduce the number of offences connected with work. We found that when it was observed at the close of a week that the group had not performed up to the full task expected of them, each individual was credited with only a portion of the marks to which he would have been entitled had the group performed its full task. Instead of receiving six marks for industry, three marks would be given to each man, and no further record of the offence made. In the Alipore Jail such a case would not only have received no marks at all, but the offence would have been recorded against the prisoner, and most likely he would have been ordered handcuffs for two nights or standing handcuffs for Sunday. The Deputy Superintendent of the Presidency Jail, on being asked his reason for this procedure, said that he thought the men had done their best and were *worthy of some marks*, although not entitled to full marks.

14. It is obvious that we have in such a case as the above to deal with the idiosyncrasy and mental character of the task-master as much as with the conduct of the convict. It is quite certain that no two men placed in authority over convicts will ever be got to weigh their offences against work or general discipline in the same even balance, and uniformity can only be approximately reached by the constant, firm, judicious, and impartial criticism of the inspecting officer, by analyzing the offences registered in each jail, checking undue severity, or constant worrying of the prisoners about little matters, and, above all, by refraining from expressing conclusions either in favour of or against the discipline of a jail, founded solely on the increase or diminution of the numbers of offences recorded in the jail registers.

15. We wish to state that both in the Presidency and Alipore Jails we found all the officials animated with the best intentions in carrying out the imposition of task-work, and in dealing with other offences: and our remarks are intended to be regarded as explanatory of the system more than condemnation of individuals.

16. We found the hospital carefully looked after by the medical officer, Dr. Clarke: the convalescents and weak from the general body of convicts and their treatment by food and medicine as separate units,

seemed to be carefully attended to. The hospital is said to have capacity for 101 prisoners. We found the smaller rooms had too many inmates.

17. The garden of this prison is not so large as that at Alipore, but the ground seems very good soil, and the crops of vegetables at present standing on it are unexceptionable. In the vegetables as we saw them cooked there were too many old stalks and mid-ribs; these when full grown and fibrous ought always to be removed from the ration. There are no antiscorbutic shrubs or trees in the garden; tamarind is given in the same quantity and of the same quality as in other jails. As the amount given (1½ of a chittack) is small, great care should be exercised in removing pieces of shell and seeds before weighing out the pulp, otherwise the prisoners will not receive their full allowance of antiscorbutic.

18. The clothing of the prisoners is very good, the blankets and blanket coats being of exceptionally good quality: here, as at Alipore, the regularity and neatness of rolling up the bedding and spare clothing during the day is very commendable. No system has been yet arrived at by which each man's clothing can be indelibly marked with his jail number: this is, however, very necessary to prevent stealing and bartering and to determine destruction of clothing by individuals.

19. Classification of the convicts is confined to the separation of class A and class B. The drill discipline enforced in the jail is very good.

20. The warder establishment, reserve and ordinary, is well fitted for the duty they have to perform. The reserve guard is excellently well drilled, and the distribution of the duties of the warder guard is made with care and intelligence so as to give the men a fair share of duty without putting an undue strain upon them.

21. Considerable care has been exercised in selecting the convict warders, work-overseers, and night-watchmen. Of the first class there are 10, of the second class 53, and of the third class 86. We found only two of the second class (the work-overseers) had more than one conviction, and they were special cases specially sanctioned. All the others were class A prisoners.

22. Great attention is paid in this jail to the cooking arrangements, and experiments are now being carried out for the construction of a jail cooking range, which will economize fuel and check waste of heat.

23. The dry-earth system is carried out here in perfection as at Alipore, only greater care has been taken at Alipore to secure the fine sifting of the dry earth, one of the chief elements of success in carrying out this system of conservancy. The day latrines are exceedingly good, being made of sheet iron entirely. The only improvement which we can suggest is to have the floor of the latrine of rammed earth containing no lime or cement.

24. The routine or drill discipline among the convicts is very perfect, every movement being controlled by the overseers and officials. The completion of the new press-shed will aid in the suppression or diminution of the buzz and talking which now prevail in the press-room.

25. There is a good room for native prisoners under trial and two rooms for Europeans and Eurasians in the same position.

26. The civil prison contained 10 inmates: we found its management strictly in accordance with rule. There were altogether 1,262 prisoners in the jail on the 1st February, of whom 38 were Europeans and Eurasians, 10 civil debtors, 18 native under-trial prisoners. There was no female locked up.

(4)—HOOGHLY.

The Commission inspected the Hooghly Jail on the 4th February, accompanied by the Superintendent, Dr. Cobb.

2. The jail is well situated on the high bank of the Hooghly, open to the river front on one side but closed in by houses and huts on the other three sides. The site is well drained by surface masonry drains, but there is an objectionable municipal drain, deep and filthy, which bounds the jail to the south and west: representation should be made to the proper authorities to have this drain lined with masonry and properly levelled so as to prevent any accumulation of fermenting filth in it.

3. The jail area, excluding the portion occupied by the work-sheds, contains 34,809 square yards, giving a superficial area of 76 square yards per prisoner. In the middle of this space the wards for the convicts in association are placed so as to form three sides of a quadrangle, the open side facing the main gate. These barracks are capable of containing, according to the recognized measurements, 357 convicts.

4. A separate ward erected at one end of the east side of the quadrangle, capable of containing 34 prisoners, is devoted to habituels; it is enclosed by a wooden palisading within which class B prisoners work, but they are too numerous to sleep in this ward at night; hence one ward of the quadrangle No. 2 is also occupied by them.

5. The separate accommodation consists of a civil jail quite distinct from the criminal jail, capable of holding 12 prisoners; a bajat capable of holding 14 prisoners placed in one corner and outside the main enclosure.

Separate divisions.

Hospital.

6. The hospital is an excellent building, well kept and provided with half a dozen iron cots. It is capable of containing 53 cases.

7. There are also six solitary cells with yards, which we found very properly occupied by class B prisoners at separate work, there being no men in solitary confinement requiring the cells.

Cells.

8. The specification on which the buildings have been built is unexceptionable; the plan is faulty, because the wards have been built so wide that four rows of berths are laid on the floors instead of two. As long as the jail does not contain its full complement of prisoners, we think it wiser to divide the population fairly among all the wards rather than to fill up some and leave others empty.

Specification of buildings.

On the night previous to our visit, eight wards had their full complement, while one ward had only six prisoners in it, and two were empty. This vacant accommodation ought to have been utilized in relieving all the wards equally. This is all the more necessary from the peculiar construction of the wards. The central rows of berths should, when possible, be left vacant.

9. Generally the wards have good lateral ventilation well controlled by venetian frames. These frames have been badly placed inside the iron gratings so as to be at the command of the prisoners.

Ventilation.

10. The female prisoners, five in number, were confined in a suitable separate enclosure. Here, as elsewhere in the jails of this province, there is no female warder in charge. The women were employed in cleaning grain. The ward is capable of containing nine women. The bathing arrangements in this division are not so perfect as in the common enclosure of the jail. There is no special arrangement by which intimation can be sent to friends of the approaching release of a female prisoner.

Females.

11. The water-supply of the whole jail is pumped up from the Hooghly: the amount required for drinking and cooking is passed through an excellent filtering arrangement, while the unfiltered water is used for bathing. Had it been possible to provide subsidence tanks for a larger body of water, it would have been well to pass the whole of the water used in the jail, both for bathing and drinking, through the filter beds, as it is quite impossible to prevent prisoners from drinking the bathing water.

Water-supply.

Cooking.

12. The arrangements for cooking are capable of improvement.

13. The day latrines are very perfect, except that the floor should be entirely of rammed earth. The nightsoil is trenched carefully and intelligently into the garden.

Latrines.

14. The garden area is limited, but a good deal of attention is bestowed on it, and we saw some excellent crops of cabbages, turnips, knol-kol, beet, &c., on the ground, while younger plants were coming forward.

Garden.

Additional manuring is needed, and finer breaking up of the soil.

Antiscorbutics.

15. There is a considerable number of citron-lime trees, not enough to give a lime tree to each prisoner, but still a considerable number. These are of great value; but if additions are made, they should be of the kaghazi variety of lime, which contains more juice than any of the other varieties.

Vegetable supply.

16. Close attention should be paid to the quality of the antiscorbutics given in the diet, especially from 1st April to 1st November. The cleaning of the tamarind pulp from husk and seeds should be carried out thoroughly before weighing out the allowance of $\frac{1}{4}$ oz., which is small. Effort should be made to secure some maunds of am-chur (dried green mango fruit) in the season, to be given in interchange with tamarind and limes or lime-juice.

Cultivation of jail area.

17. The utilization of ground inside the prison wall as a garden is a wise measure where the jail area is so limited, and where no use is made of sub-soil water in the internal economy of the jail.

18. We examined the prisoners as we found them in the work-sheds, and in the special gangs. We found a considerable number showing undoubted evidences of malarial cachexy: not a few with swollen and spongy gums, and many who did not seem well nourished. We were satisfied with the great care taken by Dr. Cobb and his Hospital Assistant to pick out and place under special treatment and special diet all the worst of the weakly and anæmic cases. The care and attention bestowed on these cases reflects great credit on the management, and we believe that were it not for this individual treatment of cases, the sickness and mortality in this jail would rise to a very much higher figure than has occurred of late years.

General health.

19. But we believe that in some points the health of the men may be improved. The chief labour in the jail is gunny-bag sewing, and the task allotted entails constant steady application at sedentary labour for nine hours. We would suggest that all the prisoners engaged on bag-sewing should have two half-hours walking exercise round the yards at such times as the Superintendent thinks most suitable during the day, any men being exempted at his discretion. Also, as the sheds are all open,

Improvements possible.

and the men have to squat on the damp cold ground, we would recommend low screen-walls (about 3 feet high) to be built between the supports of the shed roofs; and if the cost is not prohibitive, that a narrow low wooden bench of mango or other cheap wooden planks be given to the men to sit on at work. As the prisoners realized Rs. 280 last year by this industry, it is only right and proper that a small amount be spent on the improvement of their health and comfort: we anticipate that the cost will be repaid in improved health.

20. We were surprised at the large number of youths at work together in one of the sheds: they were all lads between 16 and 19, and ought, in any well-ordered jail, to be confined at night in separate cells.

Number of big boys in jail.

It is not understood how so many of this class have been accumulated in this jail, unless it be caused by their employment in large numbers in the neighbouring jute mills, but the matter requires to be taken up. They are just the very class which most requires careful and strict discipline when at work in association and segregation in cubicles or cells at night.

21. We examined into the working of the mark system and into the record of punishments and found it precise and according to rule. The position of punishment and the record of offences has, in this jail as in others, varied very much with the kind of work on which the prisoners are employed and the strictness of the officers charged with their supervision.

Mark system.

22. During the past five years the rate of offences committed by the convicts in this jail has varied each year as recorded below:—

Prison offences.

Year.	Possessing forbidden articles.	Offences connected with work.	Other offences.
	per cent.	per cent.	per cent.
1884	16	241	122
1885	13	201	53
1886	19	106	55
1887	15	82	29
1888	8	161	74

23. The great difference between the discipline of the jail as gauged by offences recorded in 1887 and during the other four years attracts attention at once, and the explanation is given that the prisoners were during 1887 employed on miscellaneous labour connected with the completion of the Hooghly Bridge, and were therefore not so completely under control as to the accomplishment of fixed task-work, while during the other years they have been employed on gunny-bag sewing for the various jute mills round Hooghly, a kind of work which is capable of close supervision and a strict enforcement of task-work. Whether the task given (50 bags a day) is a hard one or not, it is at all events easily measured, and any default is easily brought home to the prisoner. This explanation does not, however, meet the collateral fact that "other offences" against jail discipline diminished in an equally large proportion during 1887 compared with the other years; and we are compelled to conclude that much of the difference between the years is due to the fact that a large number of Superintendents held charge of the jail during 1887, and that the record of offences by the prisoners fell into disuse or disfavour during that year.

Differences explained.

24. We examined the warder guard and found them efficient at drill, and all the arrangements of their duties, both day and night, efficient, without overstraining the men by unnecessarily long periods of watch and ward.

Warder guard.

25. The lists of convict night watchmen, overseers, and warders showed systematic care in the selection of men from class A who had gradually gained a position in the jail by good conduct, and no convict warder had been appointed without having passed through a period of duty successfully as barrack watchman and overseer. We do not think that the system could be worked with more precision and success than we found in this jail.

Convict officials.

26. The inspections of the official visitors are made with punctuality, and frequently remarks are made bearing on the management of the jail. There are no non-official visitors here.

Official visitors.

(5)—BURDWAN.

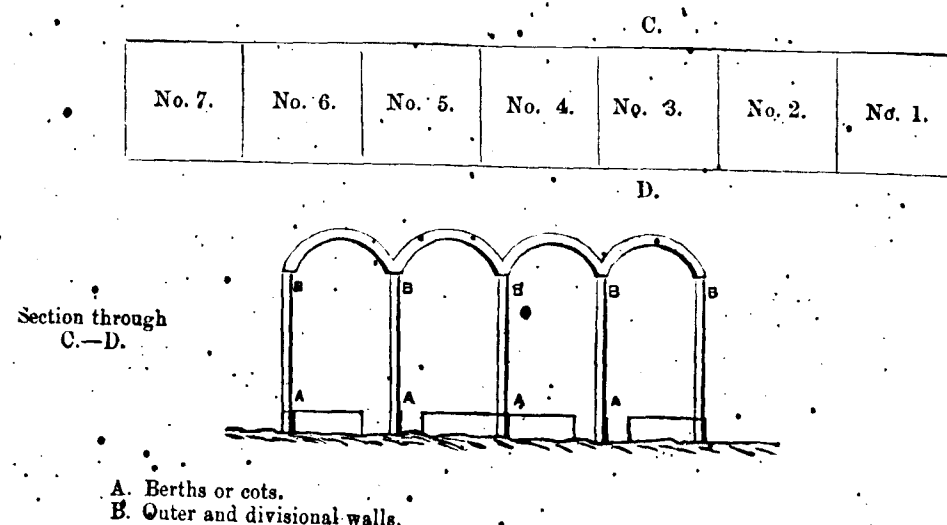
The Commission inspected the Burdwan Jail on the 5th and 6th February, 1889, in company with the Superintendent, Dr. O'Brien.

2. The site of this jail cannot be said to be a good one, being surrounded by lands which are periodically inundated for paddy cultivation: these lands have now been taken up and will be drained and devoted to the cultivation of dry crops.

Site.

3. The total area within the outer jail wall is 30,506 square yards. In this enclosure there is considered to be ward and cell accommodation for 281 prisoners.

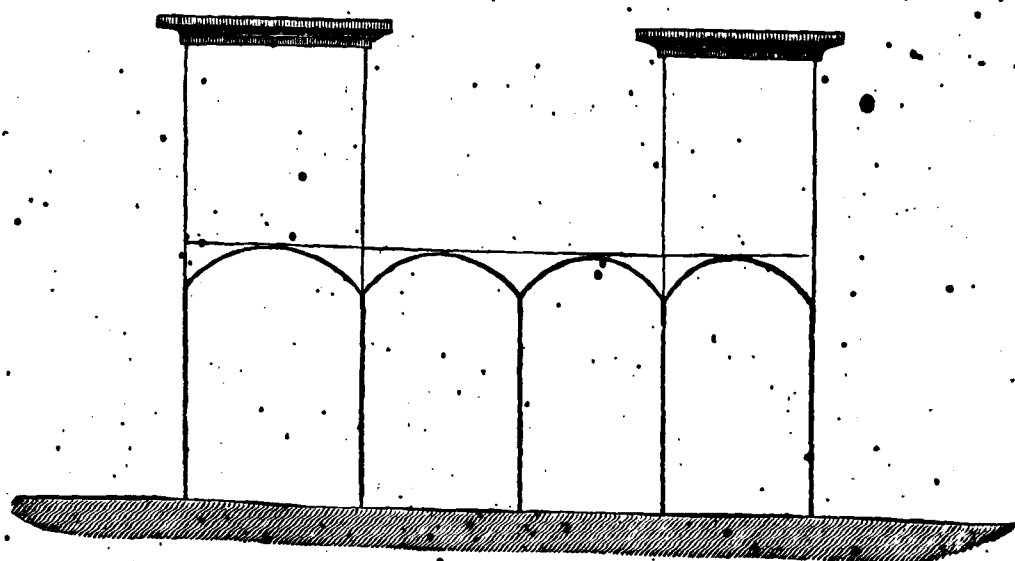
4. The chief amount of ward space is contained in a long range of seven wards of varying lengths but all having the same sectional area. They are solid masonry structures with arched masonry roofs; three divisional walls pierced by arches run the entire length of the block, and on these divisional walls and the two outer walls of the barrack the four arches rest. We give a rough sketch of the arrangement below:—



In this range of seven barracks, 233 out of the 281 prisoners, for whom there is room in the jail, must be accommodated.

5. It will be at once seen that the ventilation afforded by the grated iron doors passes across four rows of cots. It is sufficient in the hot months and rains only for the two outer rows of beds, but quite inadequate for the whole of the ward. Even if the prisoners received into the Burdwan Jail were robust north-country men instead of being in large proportion malaria-stricken and cachectic, barracks erected on the plan of those we are now considering must prove inimical to their health. To say the least, it is unreasonable to expect that weakly cachectic men can recover their health shut up in these wards for 12 out of the 24 hours.

6. We would recommend the ultimate abandonment of these dark, damp, and badly-ventilated lower rooms, or, if occupied at all, that only two outer rows of berths be placed in them, the centre aisles being left empty, and to compensate for the ward space given up, that two rows of upper-storied wards be added above the walls carrying the two outer arched roofs. These new wards can be perfectly ventilated, even although the position demands their being placed *vis à vis*, as per rough sketch annexed:—



7. There are practically no divisional walls in the jail except that which surrounds the block of cells. This wall is far too high, enclosing the narrow area of the cell yards so as quite to preclude air and light. The resolution of the Inspector General, Dr. Lethbridge, to cut down these walls to eight feet in height, is a wise one, and cannot be carried out too soon.

8. The civil jail is contained in a small ward near the main gate, having every facility for interviewing friends.

Civil jail.

9. At the opposite end of the jail frontage wall is the female jail, which is capable of containing 38 women. On the day of our visit there were 15, all, except one woman, in good health and condition. As elsewhere, there is no female warder, only a female convict overseer.

Female prison.

10. The hospital is a small section of the main block of wards called No. 4. Like the others it is dark, damp, and imperfectly ventilated. It is not calculated to aid the recovery of a sick man. The diagnosis of the cases in hospital and their treatment seemed to be efficient.

Hospital.

11. We examined all the prisoners on parade and found a considerable portion of them with malarious cachexy, and not a few with scorbutic gums. Considerable care seemed to be exercised by the medical officer in picking out weakly men at the regular examinations.

General health.

12. The weighments of the prisoners are carried out by the Hospital Assistant and the Assistant Jailor, checked now and again by the Civil Surgeon.

Weighments.

13. The water-supply of the Burdwan Jail for both drinking and bathing is got direct from the municipal mains, and this may doubtless account for the diminished mortality during the past three years.

Water-supply.

Admissions into hospital from bowel complaints, which numbered in

1883	76
1884	69
1885	84
fell in	
1886 to	50
1887 to	35
1888 to	32

14. The area of garden ground is sufficient to supply all the vegetables required, and on our visit the ground was covered with excellent crops of cabbage of several kinds, cauliflowers, turnips, knol-kol, beet, tomatoes, &c. These last required training over low bamboo trellis to prevent loss of the crop. Up to the end of March there need be no fear of an indifferent supply of antiscorbutic vegetables; but it requires constant attention on the part of the Superintendent to prevent useless native kinds of vegetables being issued to the prisoners even in the season of plenty, so as to admit of the finer kinds being sold to the public. On the second morning of our visit we saw brinjals and pumpkins being issued in equal proportions to be cooked in the day's rations, instead of the succulent leaves of the cruciferae that were so abundant in the garden. After March, only brinjals, pumpkins, water-melons, cucumber, karela, turai, ram turai, &c., &c., will be available, all of which are practically useless as antiscorbutics; hence the necessity for giving the men now the most efficient vegetable supply that can be procured, so as to carry them through the many months when we must depend on antiscorbutics.

Garden.

15. More attention should be given to the cultivation of kaghazi limes, tamarind trees, and the common mango (for preparing *am-chur*). The present allowance of antiscorbutic fruit in the diet scale is a minimum, and there is no reason why, in a few years, by the aid of a lime orchard, tamarind and mango trees growing on the jail ground, the jail should not be independent of the bazar for these necessaries and could issue them with a free hand.

Antiscorbutic fruits.

16. The clothing of the prisoners was good and sufficient for the season. As usual it had been supplied by the jails at Bhaugulpore and Alipore. Bhaugulpore had charged

Clothing.

	R	a.	p.
Blanket coats at	1	2	0
Blankets at	1	12	0

and Alipore had charged

Tat beddings at	0	5	10
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17. The classification of the convicts is confined to the distinction of class B from class A, by an iron ring or rings on the left wrist, by segregation at night, and by exclusion from office as convict officials.

Classification.

18. There are only six cells in the jail, sentences to solitary confinement are very few, and we were glad to find that habituals had to sleep in their turn in the cells at night, when they are empty. The cells are good, but will be improved by the lowering of the surrounding wall.

Cells.

19. The drill discipline of the convicts is fairly good for a district jail. On examining the punishment register we found the same inequality or want of uniformity in the discovery of offences and the infliction of punishment as in other jails—an equality which seems clearly to rest on the charac-

Discipline.

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INSPECTION REPORTS ON JAILS.

ter of the officers in executive charge. The statistics of the jail show that the following offences were committed, the percentages being calculated on the daily average strength:—

Year.	Smoking and possessing forbidden articles.	Offences connected with work.	Other offences.
	Per cent.	Per cent.	Per cent.
1885	15	66	43
1886	16	95	79
1887	47	171	89
1888	38	33	62

In the first of these four years there were three officers in charge of the jail; in the second there were six officers consecutively acting as Superintendent; while in 1887 there was one officer, Dr. Cummins, who held charge for 11 months, and one officer for one month; and in 1888 one officer, Dr. O'Brien, has held continuous charge.

There is no evidence that the discipline among the prisoners was worse in 1885 and 1886 than in 1887 or in 1888, but the continuous rule of a single officer ran up the record of offences in 1887 to double the number said to have occurred in 1886, and under similar circumstances in 1888 ran them down again in the same proportion.

20. We found the record of punishments and the registering and accounting for marks very exactly and carefully performed. The usual punishments are inflicted.

21. The cooking of the diet seemed fairly good, but the kitchen is in a transition state.

There are only a few of the prisoners who do not get full rations. There is little really hard labour in the jail, if we except the oil-mill, on which 12 prisoners are employed.

22. The establishment for watch and ward consists of—

Reserve	1 Officer.
Warder establishment	5 Men.
Convict warders	3 Officers.
Convict overseers	13 Men.
Convict night watchmen	5 Men.
	9 Men.
	33 Men.

23. The disposition of the squads for watch and ward is very efficient without being harassing to the men, and the employment of the reserve guard in taking part of the night duty is legitimate and economical. None of the convict officials selected for duty had any previous conviction: they were all class A men.

24. The duty of visiting the jail seems to be performed punctually, and sometimes leads to suggestions which are valuable. During the past year (1888) the jail was visited by—

Official visitors.	
Inspector General of Prisons	1
Commissioner	1
Sessions Judge	2
Magistrate or Joint Magistrate	49
Non-official visitors	15

25. As the upper establishment of the jail complained of excessive writing duty consequent on this jail having been made the receiving jail for

Bancoorah, Beerbhoom, and Manbhoom, we went over the whole of the registers in charge of the Jailor, the Assistant Jailor, and the Hospital Assistant.

26. The result of our enquiries was that the registers and books are quite within the power of the officials to write up without any strain; but that the large number of entries caused by the reception annually of 1,234 prisoners into the jail, and the consequent increase of miscellaneous correspondence, calls for some relief either in the shape of an extra clerk or by the transfer of some suitable convict to aid in copying work.

27. Connected with the cultivation of the jail garden and land as a means of reducing the cost of maintenance of the convicts, it has occurred to us,

both at Burdwan and at Hooghly, to ask why in Lower Bengal systematic and carefully-considered measures should not be taken at the same time for the cultivation of the waters in possession of the several jails? In all jails, more or less, it is found necessary to give meat or fish as an article of diet, and there is nothing whatever to prevent the tanks which exist in and near all the jails of the Gangetic delta being made to yield a supply of fish equal to the wants of the prisoners. The young fry of the carps and labeos must be chosen carefully, in the rains and placed in large numbers in the tanks, and means for supplying them with food must be initiated so as to secure rapid growth. There is no doubt about the success of the proposal, as the same thing is done all over the world, only rules must be laid down to guide those who are ignorant of the habits and necessities of a fish's life and growth.

(6)—RUNGPORE.

The Commission inspected the Rungpore Jail on the 7th and 8th February, 1889, accompanied by the Superintendent, Surgeon-Major Dutt.

2. The history of this jail is an almost continuous record of bad health. The deaths per thousand of the average population have been for the past ten years:—

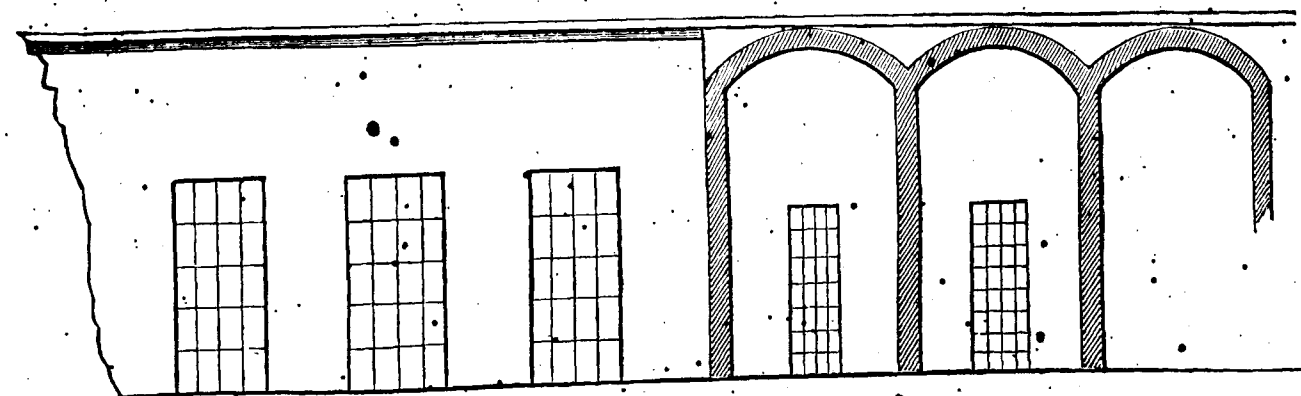
History of jail.			
1879	159	1884	256
1880	103	1885	116
1881	75	1886	62
1882	73	1887	100
1883	183	1888	60

3. The site of the jail is on the edge of the slightly raised ground on which the town of Rungpore stands; formerly it was surrounded by three dhils, two of these have been drained through the exertions of a former Superintendent, Dr. Ghose, and the third is at present the subject of a project for drainage. These measures have aided and will no doubt partially succeed in rendering the jail site healthy. But there are still radical defects in the jail itself which must be remedied before any permanent benefit can be hoped for.

4. It has been determined to make the Rungpore Jail the receiving jail for the excess prisoners from Julpaigori, as well as from one subdivision of Darjeeling. It is therefore essential that the structural defects of the buildings and the narrowness of the jail area be rectified at an early date, if the prisoners, who are mostly received in a cachectic state, are to be expected to remain fairly healthy.

5. The area of the jail, which is calculated to have ward capacity for 345 prisoners, is only 9,026 square yards,—that is, about 26 yards per prisoner. This may be enlarged at a moderate cost by moving back the north and south walls, which hem in the narrow part of the jail, into line with the north and south walls of the jail bounding the space containing the double-storied barracks. This movement will add an area of 3,900 square yards to the prison and will be of great benefit.

6. But a more serious defect exists in the construction of the range of old wards in which we found that 103 out of 232 prisoners were locked up on the night previous to our inspection. The plan of the building is such that during a great part of the year the men confined in it must live on damp floors, in rooms that can only be ventilated in the most imperfect fashion. A longitudinal section of part of the block is roughly given below:—

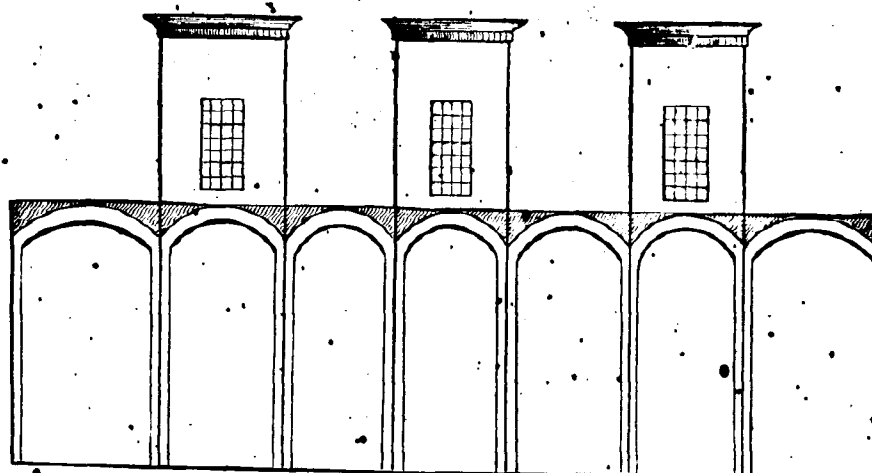


The block of building is about 220 feet long by 44 feet wide, and it is divided transversely at intervals of nine feet by strong masonry walls which carry the masonry arches of the roof. These divisional walls are pierced by arches which throw a varying number of the cross-sections of the block into one ward. The floors are low and damp; the through ventilation is obtained by two grated openings 7' x 4', one at each end of each cross section. In these sections ten prisoners sleep side by side on low bunks raised only 3 inches from the floor. It is therefore impossible, unless a high wind be blowing, for any of these men to get fresh pure air except those few of them who are fortunate enough to have their bunks near the grated openings. We have therefore no hesitation in recording our opinion that the wards at present are not fit for the confinement of any class of prisoners, still less so for the imprisonment of men suffering from malarial cachexy in its most pronounced forms.

7. The obvious remedy is to utilize the strong walls of this block of building to carry a set of upper-storied wards in which the prisoners can sleep, reserving the lower storey for workshops. The construction of the building lends itself admirably to the addition of six rows of wards with an interspace of 9 feet between each pair. A verandah space of 4 feet running along the top of the lower

Remedy.

storey in front will give access to the wards, and each ward may be made to contain ten men. A rough sketch of the arrangement is given below :—



8. It may be prudent to allow a few strong healthy prisoners to occupy the ground floor of the present building, but it is certain to cause mischief if the present system of packing prisoners together in the low, damp, and badly-ventilated ground floor is continued.

9. Making every allowance for the cachectic and anæmic condition in which the prisoners of this and the neighbouring districts come to jail, and admitting to the full the unhealthiness of the site on which Rungpore stands, it must at the same time be conceded that as long as the prisoners are accommodated in this particular style of building, no efforts of the medical staff will succeed in permanently lessening sickness and mortality.

10. A large sum of money has been spent on the erection of a most excellent and complete set of upper-storied wards in this jail, and we have little doubt that on their completion it was intended to give up placing prisoners in the old barracks. But the closing of other jails has converted this jail into a receiving prison for portions of other districts, and it is therefore necessary to protect the large body of prisoners who are now confined in it from the insanitary conditions which apparently determined the erection of the new barracks.

11. In the event of the north wall being thrown back 80 feet, we would strongly recommend that a small enclosure with a small well-raised ward be erected for the female prisoners in the north-east angle of the new enclosure.

The accommodation at present given up to them is a small part of one end of the old arched roof block, which having to be shut in with screen walls is more unhealthy than the rest of the block. They are supervised by the head warder, who superintends all operations connected with their enclosure, such as supplying drinking-water and admitting the male sweepers to remove nightsoil: he also retains the keys of the ward day and night.

12. The civil prisoners are better off than the females, having a small detached ward and courtyard outside the main wall in front of the main gate.

13. Some arrangement must also be made to give the under-trial prisoners better accommodation. At present they are shut up in four cross sections of the ground-floor block next to the female ward.

14. In fact it is our opinion that the use at present made of the ground floor building is in its present damp and badly-ventilated state not justifiable for any class of prisoners.

15. The water-supply of the jail is got from one of several wells situated in the jail area. The subsoil water-level in the cold months stands at 9 feet to 10 feet from the surface. The water itself is not considered bad, but it has been the custom to boil and filter all the drinking-water. This is an excellent measure, but it is of small consequence as a protection from sickness when unboiled and unfiltered water is used for purposes of ablution. If the boiling of the drinking-water is considered desirable, a better system of heating the tank should be devised: at present there is great waste of fuel and it is with much difficulty that the water can be boiled at all.

16. We examined all the prisoners carefully and found the great majority suffering from the effects of malaria: even when fairly nourished, their muddy complexions, yellow conjunctivæ, patches of malarial discoloration, and enlarged spleens showed that their constitutions have been saturated with the malarial poison. From such prisoners full-task work cannot be demanded, and they must be watched individually and carefully for the commencement of the sickness which, if neglected, will assuredly prove fatal.

17. We found 18 men on a weak gang, and 23 others on a special gang receiving special diet and medicines, and being daily brought under the Superintendent's observation.

18. Too much praise cannot be given to Surgeon-Major Dutt for the devotion with which he has performed his duty towards these unhealthy prisoners. He has appreciated a point which is often kept in the background in jails,—namely, that sickly prisoners must be dealt with by a careful regulation of their diet, more than by an empirical exhibition of drugs, and he has done this without any departure from the economy which ought to prevail in jail management, by cultivating the jail garden to a high state of perfection, by careful and varied cooking of the vegetables, thus inducing the prisoners to eat an essential portion of their diet which is often thrown away, by purchasing grains in the harvest season; and by generally not sparing himself or his subordinates trouble to secure really good articles of food from the cheapest markets. We would suggest to the Inspector General of Prisons that, through the aid of Surgeon-Major Dutt, a most useful pamphlet of instructions might be issued indicating the direction in which the cooking of jail diets, especially the vegetable supply, might be varied and the aid of cooking brought in to help medicine and sound sanitation in lessening the sickness and mortality in the jails of unhealthy districts.

19. We were generally satisfied with the drill and discipline of the guard, with the order and discipline of the convicts, with the care and attention paid to the sick in hospital, with the intelligent supervision of the jail garden, with the regularity and correctness of record of offences and punishments of prisoners, with the record of marks, and with the economy exercised in maintaining the convicts.

20. The garden requires the addition of a lime orchard: the jail requires at least half a dozen cells; at present there are none, and a violent lunatic must be received into the jail, and be chained up in the under-trial ward: on this account, if for no other purpose, cells are required.

21. We would also plead for better accommodation for the officials of the jail. At present the upper officials live in bamboo huts on the level of the ground, and the great part of the guard live also on the ground-floor. Thirteen men of the guard have been given an upper-storied room at one end of the old barrack block, part of the prison accommodation, but we think it essential that all of them should be so accommodated. Without exception the men look broken down by malaria; and there is no doubt that an improvement of their quarters will make them more efficient.

22. We examined a site selected by Dr. Dutt as a cholera camp, on which had been erected some well-raised bamboo huts (thatched) for about 100 men. The site is a good one, and there is a second site equally good, about 500 yards distant, on a piece of ground overhanging the bed of the Gangat and not in the neighbourhood of any village. We would suggest that such sites may be secured by an annual payment of a small ground rent, on the conditions that the sites shall only be occupied when epidemic cholera has broken out in the jail; that no cholera cases shall be brought to the camp nor treated in the camp; that the ground shall only be occupied while the camp is pitched, no permanent buildings being erected; and that compensation shall be given for any crop destroyed. As the occurrence of cholera in epidemic form is an event happening in most jails at long intervals, we think the terms offered should be liberal and unobjectionable enough to be accepted; but in the event of their being refused, the ground selected should be simply taken up by Government for a public purpose, and re-let for cultivation under a reserve right of pitching a camp on it when required.

(7)—DINAGEPORE.

The Commission inspected the Dinagepore Jail on the 9th and 10th February, accompanied by the Superintendent, Dr. Mukerji.

Site.

2. The jail site is an open piece of land clear of buildings and jungle, and capable of comparatively easy surface drainage.

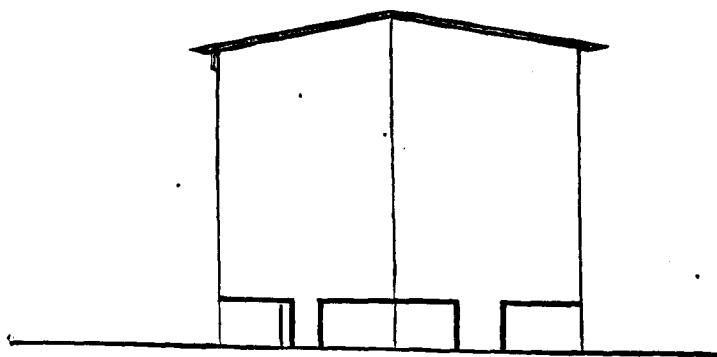
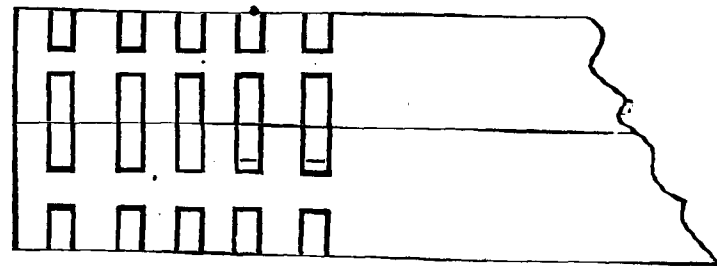
Area.

3. The area of the jail comprises a space of 542' x 400', which, on the calculation of accommodation for 330 prisoners, gives 72 square yards per prisoner. There is no inner wall to the jail, and the outer wall appears to be dangerously low, being only 10 feet high; one man stepping on another's shoulders could scale it at any point.

Buildings.

4. The jail buildings, which receive the whole of the prisoners, are composed of two long blocks of barracks, each 320' x 40' in length, placed one on each side of the jail quadrangle and parallel to the north and south walls. The blocks were originally divided transversely into three wards, each 100' x 36' in interior capacity. There is a wall pierced by arches, which runs the whole length of the middle of the blocks, supports the beams of the roof, and divides the wards into two sections, each 18 feet in width.

5. The plan and section of the wards is roughly as given below :—



They have the same defect in construction as the barracks at Hooghly, Burdwan, and Rungpore Jails, in having the sleeping berths disposed in *four* rows instead of *two*; but the barracks are well raised, 3 feet to 3½ feet above the surface of the ground, and the lateral ventilation is ample, so that the manifest evils of the plan of having four rows of berths in the width of the ward are reduced to a minimum. The barrack floors are laid with flat kiln-burnt bricks.

6. Each of the two full-sized wards (100' x 36') has 84 low berths erected in it, although, on the recognised allowance of space per prisoner, the capacity is fixed at 79, and we found that the night previous to our visit only 73 prisoners had slept in one of them, and 60 in the other. Although, therefore, no mischief is proved to be done by having the extra berths in the wards, it would be better to remove them and to have the actual number which the ward is meant to contain, so distributed as to secure good ventilation without excessive draught.

7. Of the four other original large wards of the jail we found one divided into two wards by a wall, one portion of it being the hospital and the other an ordinary ward into which apparently excess *hajat* prisoners were moved at night. Of the other three, one is in use as a workshop, one is divided into store-rooms, and a small ward for prisoners 50' x 18', and the third is divided into a *hajat* ward, a female ward, a small civil ward, and a store-room.

8. We think that it is of vast importance to prisoners received into a jail from malarious tracts of country that they should have the most perfect sanitary conditions that can be afforded in their place of confinement. It is therefore of great importance to diminish, as far as is practicable, the evils which must result from the error of construction of the barracks in the Dinagepore Jail. This can be done by taking into use wards which are now used irregularly as work-sheds and store-rooms, and by limiting, as far as the accommodation will go, the berthing of prisoners to the outer two lines in the sleeping wards. The erection of a work-shed and a range of store-rooms is an expense quite justified by the object in view, and there is ample room within the jail area for the disposition of these buildings without interference with ventilation. There are a few minor matters which will have to be taken into consideration at the same time, such as the erection of a small civil ward in the jail frontage, the accommodation of the hospital in the end of one of the blocks of wards, with a verandah on two sides, in which the sick can enjoy the fresh air, and a rearrangement of the female and under-trial wards; but none of these proposals demand a large expenditure of money, and each, if carried out, will remove palpable defects in the sanitation of the jail.

9. We have said that the surface drainage of this jail is an easy matter; one point, however, requires attention, which is the completion by masonry channels of the distant portions of the drains which carry off the jail surface, ablution and slop water. Unless this is done, the tendency is to lower the level of the drains after every attempt to clean them, and thus to disturb their levels and render them useless.

10. The conditions of the subsoil in and around this jail are, we think, favourable to the pollution of the well water from surface filtration. The subsoil waterstands at a level of 9 or 10 feet from the surface, and the subsoil itself is composed of sand or clay and sand mixed together.

11. The latrines of the jail are managed on the dry-earth system, but more careful inspection and personal management are necessary to secure perfect results. In the wards also the night urinals are not managed with that care and attention which is desirable. The urinals consist of one or more earthen naunds, very good in themselves, but so bulky as to endanger spilling in movement; a larger number should be allowed, and wherever they are placed they should have a space of the floor covered under and around them with fine dry earth to the depth of 3 inches. By this arrangement pollution of the floor and the inevitable daily clay-washing of which we saw evidence may be avoided; the sewage is utilized in a systematic manner in the jail garden.

12. There are seven wells in the jail enclosure, but only one of them is said to be used to supply drinking and cooking water. The rest are closed by open gratings, so that they are accessible to the prisoners, and the water from at least two of them is used in bathing, washing *dban*, &c.

13. The means of raising the water from the drinking well are very imperfect and must be improved. A suction pump should be supplied, and it should be erected at such a height above the well (which must be closely covered) as to command the tanks of the filtering arrangements. As long as the water has to be carried about the jail in kerosine tins or in *ghurras*, it must be liable to pollution from handling.

14. We found the prisoners on parade to be on the whole in better health than the Rungpore men, but most of them are of very poor physique, very many are suffering from malarious cachexy and enlarged spleen. We did not see much evidence of scurvy. There was a weak gang of 38 men and 3 men were under observation.

15. Our enquiries seemed to prove that the treatment of prisoners in charge of the police on the road to the jail is a serious cause of lowered health. Convicts are sent to Dinagepore Jail from Kishenganj and from Ararea in the Purneah district, distances variously stated by the men to be 50 and 60 *cos*, Kishenganj being five days' journey and Ararea four days'. Four men from Ararea stated that they had got nothing on the road but parched rice (*choora*). No. 1376 was four days on the road and got only parched rice, except on one day when he had boiled rice; No. 1181, an old man, was four days on the road, and received parched rice and a little *gur*; No. 950 was six days on the road, received "*choora*" for three days, and cooked rice for three days; Nos. 1397, 1338, and 1400 from Kishenganj got nothing but "*choora*" on the road; Nos. 1453, 1451, and 1452 were four days on the road, and got nothing but parched rice, being on one occasion *24 hours without food of any kind*.

16. All these men stated that the police guard accompanying them cooked their own meal of "*kicheri*" every day, and it is believed that in all cases bunnias supplying food are ready to give the use of cooking vessels if required. It is, therefore, evident that measures must be taken to bring home to the police guard their duty in this matter, and that prisoners shall be protected from such remediable causes of injury to health.

17. It has to be added that two prisoners, who had been resident in the *hajat* of the District Officer and been sentenced in his court in camp, gave evidence that they had received cooked food, generally *kicheri*.

18. The female prisoners have a ward capable of holding 19 women and a small enclosure: their accommodation can be much improved. They have half a well in their yard from which they are expected to take only bathing-water. They bathe on a small platform surrounding the well. Drinking-water is brought in by the male gang of water-carriers, and is kept in an earthenware *ghurra*. All the arrangements connected with the female prison are kept in the hands of the head warder; there is no female warder attached to the jail.

19. Female prisoners coming from any place at a distance are escorted by the police. One woman had come lately from Kishenganj, five days' journey, in company with male convicts in charge of the police. Such a woman would, according to the custom in this jail, be made over to the police to be escorted back to her home. The relatives of female prisoners are said to be informed through the police of the probable release of a prisoner, and if they do not turn up the released prisoner is made over to the police. It is, therefore, evident that the District Officer has had his attention directed to this grave evil connected with the transfer of female prisoners to jails at a distance from their homes.

20. There are four good cells in this jail, which we found occupied by habitual criminals in separate confinement, there being no prisoner under cell punishment.

21. Lunatics under observation are, if violent, kept in these cells, and if quiet, in the jail hospital.

22. The jail garden is of ample area and contained an excellent supply of English vegetables of the best kinds: there was also a considerable area under potatoes. Little advantage had been taken of the superfluous land outside the garden area: much of it was lying fallow. This is a serious mistake, as there are various field crops, such as *urhur*, which would lend themselves to the economical support of the prisoners. Here, as in some other respects, the want of energy and initiative in the Jailor was apparent.

Fish culture.

23. There are three large tanks in this jail, which would lend themselves admirably to fish cultivation.

24. There are about one hundred citron and kaghazi lime trees in this jail; but more of the latter variety should be put down, and as tamarind fruit is dear, any available open space should have tamarind es planted on it. Mangoes are plentiful, and the manufacture of *am-chur*, at the season the green fruit, should be more systematically carried out. The dried green mango has higher value than tamarind or any other antiscorbutic except lime-juice.

25. We did not find the same intelligent forethought exercised in the purchase of economy in purchase of supplies. supplies for this jail as at Rungpore; and as a consequence, although the staple of rice is generally much cheaper in nagepore, the cost of maintenance per prisoner had within the past three months run up in R1-11 to R2-1 and R2-2, while at Rungpore the increase had been kept down to the difference between R1-9 and R1-13 to R1-15.

26. We were much pleased with the drill and discipline of the reserve warders at this small jail, indicating that by careful selection of the head warder there is no difficulty in maintaining the drill and artness even of a small isolated body of warders.

Convict discipline.

27. The drill discipline of the convicts was fairly good considering their state of health.

28. The punishment and mark registers were carefully and correctly kept. Since 1885 there has been a gradual diminution of the number of recorded offences in this jail. As the same officer has been perintendent during the whole period, the explanation may be varied thus: either the soners have become more amenable to discipline, or the demands made upon them for k-work and punctilious attention to orders have lessened, or the Jailor and Superintendent re ceased to struggle against their persistent and dogged obstinacy, and content themselves h a lower standard of discipline. Whatever explanation is given the figures are suffi- ntly plain.

YEAR.	OFFENCES RECORDED AS PERCENTAGE OF AVERAGE STRENGTH.		
	Smoking and having forbidden articles.	Offences connected with work.	Other offences.
1885	22 per cent.	107 per cent.	48 per cent.
1886	22 "	113 "	45 "
1887	33 "	30 "	58 "
1888	5 "	15 "	51 "

(8)—JALPAIGURI.

The Commission inspected Jalpaiguri Jail on the 11th and 12th February, accompanied by Superintendent, Dr. Ashe.

2. The site of the jail is an open one on a slight rise in the ground, so as to allow of surface drainage into lower ground near at hand.

3. The area of the jail is a quadrangle, 15,425 square yards in extent, surrounded by a wall 14 feet high, in which has been erected a block of double-storied buildings, containing in the upper storey five wards, capable of holding 15 prisoners, and on the ground floor work-sheds with barred gratings. At end of the double-storied block is a small single-storied ward, well raised on arches, capable of holding ten prisoners, and devoted to under-trial prisoners. These two wards have small tyards in front of them.

4. On each side of the double gate in the frontage are the warders' quarters, and behind these the jail offices and store-rooms. At the two angles of the general enclosure on each side of the main gate, and continuing to the ends of the store-rooms, are a small ward for five civil prisoners, a block of five cells, containing only 735 cubic feet, and a small ward for five females.

5. At the farther left-hand corner of the enclosure is placed the cook-house, the latrine, and the well, with filtering apparatus, bathing platform, &c.

6. The sleeping wards for the convicts in the upper storey are defective in not having a verandah on the weather side. The grating windows are lofty and wide, but not more so than is required for purposes ventilation during a great part of the year, but in a part of the country where rain is so inuous and heavy the floors of the wards must be kept wet by the drifting rain for weeks time. Cows of matting have been provided, but these are not enough. The wards have

no berths, and as their weight prevents the erection of earthen bunks, cots of some kind, either bamboo or light angle-iron, should be provided.

7. It has been found necessary to moderate the rush of wind by building up portions of the window openings on both sides of the wards in the cold months, as the venetian doors are not effective for the purpose; but a building of this plan in such a climate requires a verandah at least on the weather side.

8. The wards for under-trial prisoners are good, and except that the courtyards are narrow would be unexceptionable. Cots or berths are here also required.

9. We regret to have to notice the confined area of the courtyards of the female and civil wards. These narrow spaces are enclosed by high walls, which must prevent sun and wind from ever penetrating them, and must condemn them to be persistently damp during the long rainy season. The wards afford sufficient space for five prisoners in each, but they ought to have cots in them.

10. The solitary cells have a similar courtyard in front of them but of larger area, but the capacity of the cells themselves seems to have been miscalculated. Each cell has a capacity of only 735 cubic feet, while, according to the regulations, they ought each to have 1,500 cubic feet. Two cells ought, therefore, to be conjoined to form one. All the sleeping wards should be supplied with berths or cots of some kind.

11. The surface drainage of the jail area has been now made as good as possible by drains which have a free exit through the enclosing wall.

12. The floors of the work-sheds on the ground floor of the main building are even at this season very damp, and we remark that this has been subject of notice and complaint by official visitors since 1885. A portion of the floor space on which the prisoners work has been now provided with a bamboo grating on which they sit, but it is not large enough to accommodate all the prisoners that can be put to work in this work-room. We are strongly of opinion that there could be no more fertile cause of bowel complaints, from which this jail suffered for so many years, than compelling the prisoners to sit all day long at their work on damp ground. We had the floor of this workshop dug up, and found that there was a skin of hard clay, about half an inch to an inch thick, over a bed of small pebbles and sand. We have difficulty in determining the cause of the persistent dampness of the upper crust of clay, but would advise that some measure be adopted to improve matters. A portion of the workshop might have this skin of clay removed, and replaced by three inches of dry river-sand, and the effect observed.

13. The instructions of the Inspector General of Prisons on one of his visits to permit the prisoners to sit in the sun at work in the cold weather should be carried out. Also the grated openings of the work-shed should be bricked up to the height of four feet to check draught on the men at work.

14. One point must be clearly understood, that in our opinion the lower storey of the main building is not fit for occupation by night, and must on no account be regarded as part of the accommodation of the jail. There is room for 75 sentenced convicts in the upper wards, and for 20 under-trial prisoners in the two raised wing wards below, and from this must be deducted the capacity of the hospital contained in one of the upper wards,—that is, accommodation for 15 men. So that the proper capacity statement of this jail ought to be—

No. 1	10 Under-trial,
No. 2	15 Convicts,
No. 3	15 Convicts,
No. 4	15 Convicts,
No. 5	15 Convicts,
No. 6	15 Hospital,
No. 7	10 Under-trial;

that is to say—

Convicts	60
Under-trial	20
Hospital	15

On the night before our visit there were locked up in—

No. 1	8 Under-trial,
No. 2	12 Convicts,
No. 3	12 Convicts,
No. 4	12 Convicts,
No. 5	empty,
No. 6	5 Convicts,
No. 7	empty,

—50 convicts and eight under-trial prisoners.

15. The capacity of the jail is, however, officially recorded to include a portion of the ground floor said to be fit to contain 39 prisoners mentioned in the registers sometimes as "work-sheds" Nos. 11, 12, 13, and 13, and which, we think, ought never to be occupied as sleeping wards. We ground this opinion on the state of health of the prisoners in this jail during the time that these basement wards were occupied as dormitories, compared with its

health since the reduction of numbers has enabled these wards to be given up. These basement wards were occupied by prisoners from March 1883 till the beginning of 1887; the average number locked up in them during each month and the maximum in any one day is recorded in an appendix, the figures being taken from the jail lock-up register, which, however, has ceased to be kept up since January 1888.

16. The subjoined statement gives the average daily population in the jail each year and Average population since 1883, the maximum number on any one day :—

YEARS.	AVERAGE DAILY STRENGTH.		MAXIMUM POPULATION.	
	Convicts.	Under-trial.	Convicts.	Under-trial.
1883	99	14	143	36
1884	92	14	118	35
1885	99	15	152	33
1886	91	17	121	31
1887	59	14	79	42
1888	73	...	not known.	

17. During these years the admissions into hospital from bowel complaints (dysentery and diarrhoea), which are the only serious ailments from which the prisoners here have ever suffered, numbered as under :—

YEARS.	DYSENTERY.		DIARRHOEA.		CHOLERA.	
	Admissions.	Deaths.	Admissions.	Deaths.	Admissions.	Deaths.
1883	100	10	33	...	23	19
1884	57	7	21	3	2	2
1885	85	13	16	4	...	...
1886	9	1	...	...	...	...
1887	3	...	1	...	...	...
1888	5	...	3	1*	...	...

* This one death occurred in an under-trial prisoner who had been ailing and in that state had to attend sessions for many days in heavy rain.

Besides the abandonment of the basement storey of the buildings as sleeping wards, many other improvements have been made in the condition of the prisoners, all of which have had a share in these remarkable results: the checking of cold draught in the wards, by building up portions of the window openings; the use of discretion in the matter of turning out the prisoners at early dawn irrespective of the weather; the erection of low bamboo platforms on which they work in the workshops instead of squatting on the damp ground; greater attention to the diet and the vegetable supply; increase of clothing; and last but not most important, the exercise of greater care in examining and treating each individual prisoner as a man having a constitution of his own, and not as one of a group of convicts.

18. The result of all these measures as we have seen has been most gratifying, and we have little doubt that had the same measures been instituted in 1884 and 1885 the results would have been the same. We remark that in 1885, one of the official visitors, Mr. Staley, commented strongly on the exposure to wind and rain of the convicts in the basement wards and in the workshops, and pointed out that he had not been able to find, through enquiries made while in camp in the most unhealthy parts of the district, that dysentery and diarrhoea were at all fatal diseases among the general population. Thanks to the improvements introduced, they have now become things of the past in the jail also, and it is only necessary to maintain the same conditions of sanitation that now exist to secure that prisoners sent into jail shall not deteriorate but improve in general health.

19. The history of this jail is another illustration of the need to scrutinize narrowly the conditions under which prisoners are living in every jail, and to root out every condition in their lives that possibly can act unfavourably on them, before sitting down with crossed hands to cast the blame of the sickness and mortality on conditions of climate or state of health of the free population.

20. We found the subsoil water-level standing at the time of our visit at 10 feet from the surface. One well placed in one corner of the jail enclosure supplies all the water for drinking and bathing purposes. It requires a new grating, and the arrangements for raising the water much need improvement. A good suction pump, placed sufficiently high to command the masonry reservoir which supplies the filter, should be obtained and used. The water in the well is said to be good; the well itself is very deep, and being constantly drawn from must serve to maintain the purity of the water. All drinking-water is said to be boiled in one of the kitchen coppers: it is then passed through the filter. The utility of this measure is questionable, seeing that unboiled and unfiltered water is used for bathing purposes. The bathing platform is well

planned, and large enough for the wants of the jail. Ablution water runs off by the drainage channels of the jail area.

21. There is one day latrine arranged on a good plan, but sufficient dry earth is not used.

22. The night urinal is placed in a corner of each ward behind a solid masonry or corrugated iron double-screen. The arrangement is unnecessary and far too elaborate. One or two vessels for uring can be placed anywhere in a ward provided sufficient dry earth is put down under and around them to catch all drippings.

23. The cook-house is a good building, but the fire-place and chimney are as bad as possible. The subject is having the attention of the Inspector General.

24. Economy in purchase of grains for the diet has not been much studied. Rice has been bought in quantity when required, without much regard to the market. Dhan has never been stored in the cheap season nor husked by prison labour.

25. The vegetable supply in the garden inside the jail wall is good and sufficient for the number of prisoners. In the outside garden indigenous vegetables and potatoes are largely cultivated. We saw also a good crop of gram, which might have been largely increased. But the first step to be taken is to enclose the garden by a ditch and mound with a hedge of aloe on the top. We saw three or four bullocks and some goats enjoying themselves in the garden, and there can be no security for the crops as long as the ground is left open to depredation. There are a considerable number of citron trees, but few kaghazi limes. The latter should be laid down on a definite system, so as to secure good trees and a full supply of lime-juice.

26. We examined the prisoners on parade and found all, with a few exceptions of men newly come into jail, in good condition and health. We saw no signs of scurvy, and only a few with malarial cachexy.

27. The hospital is located in one of the upper-storey wards and is unexceptionable. There was only one patient under treatment. The arrangement seemed quite satisfactory.

28. The adaptation of the establishment of the jail and of the warder guard seemed to be suitable to the size of the jail, and the tale of work is done without friction and with no pressure on the men. There is only one convict warder, one convict overseer, and eight night watchmen.

29. As far as one could judge from so small a body of convicts, the discipline was not strict, but as the labour-tasks are little more than nominal, there are few offences or punishments. Offences connected with tobacco and other forbidden articles occurred in the following percentages to average strength :—

	Per cent.
1885	12
1886	21
1887	13
1888	22

Similarly offences connected with work stood in	Per cent.
1885 at	57
1886 at	37
1887 at	54
1888 at	37

30. The record of punishments and offences is very exact in the registers: and the same remark is applicable to the carrying out of the details of the mark system. There are seven class B prisoners in the jail, and only four men under the mark system.

31. The official visiting of the jail has been done regularly and carefully for many years back, and some of the remarks and suggestions made show that the subject of the jail, especially the health of the prisoners, had received much attention.

32. The clothing of the prisoners was in good order and of very good quality. A very ample allowance has been made on account of the sickly state of the jail.

33. There were seven under-trial prisoners in hajat; none had been long in confinement and all were receiving full diet. Under-trial prisoners come to this jail from two thannas, 40 and 45 miles distant. Enquiry from some prisoners who had been four days on the road elicited that they had been fed on parched rice alone for two days, on parched rice and gur on one day, and on parched rice and plantains on one day.

Statement showing the daily average and maximum number of prisoners locked up in wards Nos. 11, 12 and 13 during the years from March 1883 to December 1887, month by month, (see paragraph 15).

YEAR AND MONTH.	WARD No. 11.		WARD No. 12.		WARD No. 13.		REMARKS.
	Daily average.	Maximum number locked up.	Daily average.	Maximum number locked up.	Daily average.	Maximum number locked up.	
1883.							
March	18.76	24	16.72	19	...	...	
September	12.00	19	6.16	11	...	...	
October	13.17	19	15.58	20	...	...	
November	11.34	16	13.33	19	1.00	2	
December	14.80	17	14.36	17	1.87	2	
1884.							
January	12.67	14	12.67	14	2.00	2	
February	12.58	16	12.27	13	2.00	2	
March	10.54	16	6.06	12	1.83	2	
April	8.53	11	9.33	12	1.46	2	
May	9.03	12	7.56	12	2.00	2	
June	9.76	12	10.76	14	1.17	2	
July	14.45	16	12.61	15	1.70	2	
August	13.35	18	14.12	16	2.00	2	
September	12.23	16	10.46	16	1.93	2	
October	9.16	14	11.45	16	2.00	2	
November	9.23	14	7.60	12	2.00	2	
December	11.12	14	10.74	14	2.00	2	
1885.							
January	10.05	13	4.80	7	2.00	2	
February	7.20	10	1.00	1	1.75	2	
March	...	...	1.00	1	1.09	2	
April	1.00	1	8.40	15	1.76	2	
May	1.07	2	12.20	18	1.89	2	
June	11.03	15	6.70	15	1.93	2	
July	8.51	15	3.35	8	1.58	4	
August	9.12	14	2.03	8	3.88	4	
September	11.30	15	12.30	18	3.60	4	
October	10.90	19	11.87	13	4.00	4	
November	11.26	14	11.66	13	4.00	4	
December	11.80	14	12.33	13	4.00	4	
1886.							
January	10.35	14	10.00	10	4.00	4	
February	10.42	12	9.88	12	4.00	4	
March	5.06	12	11.25	12	3.87	4	
April	5.31	7	11.30	12	...	...	
May	5.60	8	9.75	10	...	...	
June	9.43	13	10.40	12	4.33	12	
July	10.25	12	8.64	12	6.29	9	
August	9.45	11	9.35	11	3.03	8	
September	4.66	11	4.20	10	6.20	9	
October	9.32	13	10.37	12	5.10	8	
November	4.50	9	7.89	12	...	...	
December	...	...	9.50	11	...	...	
1887.							
January	...	...	7.93	11	3.77	4	
February	...	...	...	...	3.07	4	
March	...	...	...	...	1.00	1	
April	1.00	1	...	...	1.00	1	
May	1.67	3	...	...	1.32	2	
June	4.51	7	...	...	...	...	
July	6.00	6	...	...	...	...	
August	8.00	6	...	...	...	...	
September	4.00	4	...	...	1.70	2	
October	...	...	...	...	...	...	
November	11.00	13	9.00	10	...	...	
December	11.00	15	11.69	15	...	...	

(9)—RAJSHAYE.

The Commission inspected the Rajshaye Jail on the 14th and 15th February, accompanied by the Superintendent, Dr. Russell.

2. The site of the jail appears to be a low one, chiefly on account of the height of the embankment bordering the river in its close vicinity. No doubt in the floods the jail site is below the level of the river, but there appears to be sufficient fall in the ground towards the north to secure good surface drainage to the jail area. Lately, the drainage of the jail area has been much improved, and it is reported that no water now lies on it for any time.

3. The total area included within the jail enclosure is large, but the great part of it is occupied by the work-sheds, the hospital, the female ward, and the under-trial ward. The convicts, as far as their sleeping accommodation is concerned, are confined to the small area of the old jail, a quadrangle comprising 22,162 square yards, the buildings erected on which are calculated to contain 712 prisoners, giving each man a surface area in dormitory and yard of 31 square yards.

4. The buildings used as sleeping wards are of three kinds: *first*, a row of eight low-roofed thatched wards, raised about two feet from the ground on bamboo piles, and having their walls constructed of bamboo matting; *second*, parallel to the ends of the thatched wards runs the "old range," as it is called, a block of solid masonry wards with arched roofs divided into nine sections which no doubt formed the original Rajshaye Jail; *third*, the "new range," two blocks of comparatively new wards, each block divided into four compartments running parallel to the "old range," and tightly closed in by divisional walls.

5. The general objection to these buildings is that they have been planted on far too confined an area, and are erected so close to each other in parallel lines that it is impossible for any one of the series to get thoroughly ventilated unless during a gale of wind.

6. But there is a far more serious objection to be taken to the block of wards called the "old range." These wards are on the same plan as the wards in the Dinagapore Jail, and, referring to our remarks contained in the report on that jail, we may say that nothing can be worse for the health of the men than being compelled to sleep nine or ten in a row, with only two grated openings at each end of the row of beds. During hot still nights in the hot weather and rains, the atmosphere breathed by the men lying in the middle of the row must be poisonous. The situation is aggravated by a divisional wall rising in front only 40 feet from the barrack and by the range of thatched sheds placed at the same distance in the rear. We cannot speak too strongly against the confinement of any large number of men in such wards. They are supposed to be able to contain 297 men, and on the night before our visit 285 convicts slept in them. Only the most grave necessity should be considered a justification for continuing this practice. As this conclusion was arrived at on a mere inspection of the wards, we considered it necessary to examine minutely into the hospital records to obtain evidence, if possible, as to the effect on the health of the convicts sleeping in these wards, as compared with those shut up in the sheds and in the new range.

7. We were met at once by a report from the medical officer, Dr. Russell, that he had treated four cases of undoubted cerebro-spinal fever in December: two of those came from the middle of ward No. 6 in the "old range," one from the middle of thatched shed No. 5, which is erected close long-side the divisional wall, and one came from the juvenile ward.

8. As there had been no mention made of the occurrence of this form of fatal fever by the former Medical Superintendent, Dr. Cameron, we then proceeded to examine his monthly sick and mortality returns. We found the following entries during the past year:—

Cerebro-spinal fever.

Vital statistics for 1888.

The return of sick admitted and the mortality statement did not agree in the nomenclature of the diseases, but one of the cases of so-called ague, æt 30, died the same day as he was admitted to hospital. There was no record of *post-mortem* examination.

January.			
Ague	Admissions.	Deaths.	
	48	4	
February.			
Ague	Admissions.	Deaths.	
	35	0	
March.			
Ague	Admissions.	Deaths.	
	68	2	
April.			
Ague	Admissions.	Deaths.	
Cholera	26	1	
	68	50	

The fatal "ague" case (so-called) died the same day as he came to hospital. The cholera cases will be analyzed further on.

May.

	Admissions.	Deaths.
Ague	38	0

June.

	Admissions.	Deaths.
Ague	51	2

One "ague" case died the same day as he came to hospital: the other fatal case lived for eight days.

July.

	Admissions.	Deaths.
Ague	64	0

August.

	Admissions.	Deaths.
Ague	84	3

One fatal "ague" case died after one day in hospital: one lived for 8 days and one for 12 days.

September.

	Admissions.	Deaths.
Ague	102	1
Remittent fever	1	1

The case of so-called remittent fever died on the same day on which he was admitted.

November.

	Admissions.	Deaths.
Ague	61	2
Remittent fever	2	2

One of the diagnosed "remittent fever" cases died in one day, the second lived for two days. One of the fatal "ague" cases died in five days: the other two had been in hospital for some months.

December.

	Admissions.	Deaths.
Ague	32	0
Remittent fever	2	1
Cerebro-spinal fever	4	3

The remittent fever case, which proved fatal, died in one day: one of the cerebro-spinal fever cases lived for seven days, the other two died each after two days.

With respect to the one case of fatal remittent fever, which occurred in December, Dr. Russell, who assumed charge on the 20th November, states that he believes it was a case of cerebro-spinal-fever, which, being unprepared for, he failed to recognize.

9. We were unable to get any records bearing on these cases of so-called "ague," which died after so short illness: neither bed-head tickets, nor history tickets, nor case-book, nor temperature charts, nor *post-mortem* examinations had been preserved (if they were ever made), from which any information could be derived. We obtained one temperature chart of a case of remittent fever which proved fatal on the 13th November, and an incomplete chart of another which proved fatal on the 7th or 8th November, but no bed-head tickets of these cases could be got. Of the case of remittent fever which Dr. Russell considers ought to be regarded as a case of cerebro-spinal fever, and of the cases of cerebro-spinal fever recognised as such during life by that officer, we found complete records, history tickets, bed-head tickets, and temperature charts, but of the many rapidly fatal cases of fever which occurred during the year previous to November we could not find a single record. But in the absence of these records there can be no doubt in the mind of any professional observer that the greater number, if not the whole, of those rapidly fatal cases of so-called "ague" were cases of cerebro-spinal fever.

10. Unless, therefore, we are to condemn the Superintendent, Dr. Cameron, for incompetence, he must be held to have been guilty of the most serious carelessness in leaving matters of the gravest importance involving the diagnosis and clinical record and treatment of a most fatal form of disease, as well as the performance and record of *post-mortem* examinations to be done by ignorant subordinates, or to be left undone. In the absence of any explanation this must be regarded as a grave dereliction of duty, calculated to raise serious doubts as to Dr. Cameron's fitness to be the medical attendant on any large body of men.

11. Leaving the personal matter we endeavoured to trace out any connection between those cases of rapidly fatal fever and residence in particular wards of the jail with the following results. During the past year twelve prisoners died of a fatal form of fever within 72 hours of admission into hospital: this includes the cases diagnosed by Dr. Russell as cerebro-spinal fever. Of the twelve cases seven came from the "old range" of wards:

four from the "new range," and one from the thatched sheds. As the average number of prisoners locked up (taken from four entries in the register) appears to be—

Old range	269
New range	172
Thatched sheds	158

the incidence of the attacks (so far as these worst cases are concerned) was—

Old range	26 per mille.
New range	22 "
Thatched sheds	6 "

This result is conformable to the conclusion that would be come to on an inspection of the several classes of wards; but from the absence of exact diagnosis of all the cases and the rejection of all that lingered in hospital beyond 72 hours, the deduction is vitiated by the smallness of the numbers.

12. There is, however, another class of cases which is capable of throwing some little light on the sanitary conditions of their lives: we refer to the cholera cases which occurred during the epidemic of April last. When the cholera broke out in the jail on the 6th April there were confined in each set of wards as follow:

Old range	276
New range	184
Thatched sheds	161

The prisoners in the "old range" were attacked in the proportion of 70 per thousand, those in the "new range" in the proportion of 16 per thousand, and those in the sheds in the proportion of 18 per thousand.

It may also be worth noting that of the three cases of cholera which occurred in the second appearance of the disease in December last, one case came from the "old range" of wards and the other two occurred in hospital patients.

13. We had the same particulars ascertained regarding the cholera epidemics of 1884 and 1885: for the latter year we were able to determine both the numbers of prisoners locked up in the three sets of barracks at the time of the outbreak and the number of cases of cholera which occurred in them: for the former year the lock-up register had been destroyed, so that we can only surmise that the numbers locked up in the individual ranges were similar in 1884 to what they were in 1885. Tabulating the results we found that in 1885 cases occurred among the prisoners in the "old range" at the rate of 23 per thousand, in the "kutchra wards" at the rate of 6 per thousand, and in the "new range" no case happened. While on the supposition that the numbers locked up in 1884 were the same as in 1885, on the day of the outbreak we found that the proportion of attacks occurred—

Among prisoners in the "old range"	35 per mille.
Ditto in the "new range"	12.5 "
Ditto in the "kutchra wards"	12.2 "

14. Without, therefore, laying any great stress upon the figures furnished by these sets of cases, we are justified in pointing to them as corroborative of the conclusion (which is supported by the history of other jails) that the "old range" of barracks in the Rajshaye Jail is dangerous to health and ought not to be occupied except by prisoners sleeping in a single line along the ventilated outer walls.

15. If the Rajshaye Jail is to be maintained, there is happily no difficulty, except the provision of funds, in remedying the grave evils which have been at the root of much of its bad health. One side of the work-shed enclosure can be made to carry three or four blocks of double-storied barracks, placed in echelon, without any drawback. But this is a subject with which the Inspector General of Prisons is best able to deal.

16. The water-supply of this jail is a subject of considerable difficulty. There are a number of wells within the jail area, but they all derive their water by immediate surface percolation and cannot be depended on for a supply of pure water. The drinking and cooking water is at present obtained from the Ganges, but it is exposed to many chances of pollution in its course from the river to the prisoners' drinking-cup. The water is drawn from the river at a point opposite to the jail by prisoners who wade into the water and fill kerosine tins, which are then carried in pairs as a banghy-load to a water-cart standing on the top of the embankment. This cart when filled proceeds to the west angle of the prison outside the wall and empties its contents into a masonry water-channel (which is closed until it passes through the outer wall, but is open in the rest of its course) to a masonry reservoir sunk in the ground in the middle of the jail area. This sunk reservoir is called the settling tank: it is, however, far too small for its purpose. From this settling tank the water is again lifted in kerosine tins and poured into a series of boilers in which it is boiled; it is then carried from them to the raised tank in connection with the filter and passes through the sand and charcoal filter before ultimately issuing fit for use.

17. We saw a number of boats lying opposite the point on the river, *in still water*, from which the prisoners were taking the water-supply. This at the outset gives a bad initiatory history to the water. Then, after it passes through the outer jail wall, it has to run about 820 feet in an open channel before it reaches the open settling tank in the middle of the jail. Its subsequent history is also not without suspicion.

18. Under certain circumstances the river water ceases to be used. For example, last year Ganges water, procured as we have described, was supplied to the prisoners, *boiled and filtered*, from the 1st January up to the 20th April, when the epidemic of cholera ceased. Then the boiling of the water was stopped. From July to November tank water was used, and from November to the close of the year Ganges water again was supplied, boiled and filtered. It has to be added that at all times bathing water is drawn from the jail wells, and, as a consequence, is more or less drunk by the prisoners.

19. If, therefore, this jail is to be kept up in its present status, a project must be devised for securing a sufficient supply of pure water for the prisoners. We would suggest for consideration the sinking of a well, 6 feet in diameter, to a depth of 50 feet, at the edge of the sandy bed of the river: the cylinder of the well must be made of the best masonry and be treated inside and outside with Portland cement so as to form a water-tight steining. When the cylinder has been sunk, 15 or 20 feet of its diameter should be filled up with jhama or broken brick so as to keep the sand in place. This will leave over 20 feet of water in the well. The necessary arrangements for pumping the water into a tank or tanks placed on the river embankment, and from them distributing it by pipes to the different parts of the jail, are simple and well understood. Without some such arrangement the water-supply of this jail will always be a source of trouble and not unfrequently of danger.

20. The system of settling the river water in large earthen ghurras sunk in the ground is bad, and should not be permitted. The vessels cannot be thoroughly cleaned out, and the water is constantly liable to pollution from the necessary dipping of vessels into it.

21. On examination of the prisoners individually, stripped of their clothes, we found them fairly nourished, although a number had dull ashy skins indicative of malnutrition. The evidence of the weighments proved that under Dr. Russell's care the weight of the greater number had gone up considerably. Only a few men were found with traces of scurvy. On examination of the prisoners, last November, on his assuming charge of the jail, Dr. Russell found "66 per cent. of them in indifferent health from conditions connected with the state of their nourishment chiefly." Out of 785, 20 showed marked signs of scurvy; there was besides a large prevalence of anæmia and gastric catarrh. The measures taken by Dr. Russell to rectify these conditions indicate an intelligent and thorough appreciation of the points requiring constant supervision in a jail, and his action has already produced an immense effect on the sick and convalescent lists. We have every confidence that if the management of this jail continues to be conducted on the same painstaking and intelligent lines, it will cease to be, as it has been for so many years, an opprobrium to jail management. But to secure full effect for the self-sacrificing work of the Superintendent, it is necessary that the means be placed in his power to remove insanitary conditions such as we have commented on in the sleeping wards and in the water-supply: unless this is done he will struggle in vain to perfect the sanitary condition of the prison.

22. The chief, indeed almost the only, industry carried on in the jail is castor-oil-pressing. A doubt has been expressed as to the effects of this work on the health of the prisoners. The matter can be put to the test of experience by an enquiry as to the health of the free labourers engaged in the castor-oil-pressing works of the East Indian Railway at Manowrie; also as to effect on the health of the prisoners employed on the same industry in the Allahabad Central Prison. We see no reason why the occupation should be otherwise than healthy.

23. It is a kind of labour like that of the printing press at the Presidency Jail which does not lend itself to the imposition of task-work on individuals. The prisoners work in *groups* under the guidance of one of their number from whom the full task of the group is demanded. That this task is not a heavy one may be surmised from the fact that the mean percentage of offences connected with work in this jail for the past four years has been only 36 per cent. of the average strength. This may be compared with the rigid Pharaoh-like exaction of tasks involving offences in the Alipore Jail at 500 and 600 per cent., and at 200 per cent. in the Presidency Jail.

24. There are only six cells in the jail, hence there are few sentences to solitary confinement. Punishments are limited to fetters for a certain number of days, handcuffs for a certain number of hours or during the night, and forfeiture of good-conduct marks. The record of all these punishments and offences is exact, the labour tickets, the mark register and the punishment register all tallying with each other; and although the offences altogether recorded in the registers are

comparatively few, we saw no evidence of lax discipline among the prisoners. The ratio of offences under the different heads for the past four years has been—

YEARS.	RATIO PER CENT. OF AVERAGE STRENGTH.		
	Smoking and having forbidden articles.	Offences connected with work.	Other offences.
	Per cent.	Per cent.	Per cent.
1885	13	44	72
1886	11	45	65
1887	10	26	48
1888	11	30	67

25. The warder establishment is a body of men above the average. The drill of the reserve guard is exceedingly good. The quarters in which the warders have to live are far too crowded, and must be detrimental to the health of the men. The only one of the jail establishment having really good quarters above the main gate is the Jailor: all the other officials live in low damp thatched huts.

26. The female prisoners have a good ward and an enclosure. They come from several surrounding districts and are in every case made over on release to the police at the jail gate for disposal: there is no female paid warder placed over them.

27. We found five big boys in a small ward by themselves in company with an old convict. It would be far better to have boys, who have arrived at puberty, placed in separate cells at night or in cubicles: but these do not exist in this jail.

28. The under-trial prisoners are confined in the rest of the ward of which the juveniles have a part. Both the wards are by this arrangement cut off from through ventilation. There is a small well in the enclosure said to be used only for bathing. We enquired as to the treatment of prisoners in transfer, and found it decidedly better than we had to report of the Dinapore district. Men from the Bogra district said that they were allowed boiled rice, dall, and fish on the road, which they cooked when the constables cooked their own food. The same was reported by men sent from the Pubna district: so that there appears to be no difficulty in securing to the prisoners well-cooked meals while marching in transit.

29. The clothing of all the prisoners was satisfactory. It cannot be said to be clean, but this is due to the occupation of the men. It might be possible to provide them with an old-suit in which to work in the oil-sheds. The spare clothing is kept in boxes in the store-room.

30. The jail garden is of considerable extent and contains at present a good supply of English vegetables. More lime-trees should be put down, as those now in the garden are old and will soon cease to bear fruit; only the kaghazi variety of lime should be cultivated. More dependence should be placed on the dried green mango (*am-chur*) as an antiscorbutic; it should be alternated with good tamarind pulp free from seed and husk.

31. We found that an increased ration of oil is being given in this jail. This we believe to be necessary where the prisoners have lost appetite and cannot eat the vegetable ration, or where it is necessary temporarily to increase the amount of vegetable food to get rid of a scorbutic taint. We directed the Superintendent's attention to the necessity for seeing that the men employed in sedentary work in the factory do not suffer from the change in their mode of life. When required in individual cases, exercise for half an hour twice a day should be ordered.

32. There are three considerable tanks connected with the jail in which we suggest the culture of fish for supply of the prisoners.

(10)—BERHAMPORE.

The Commission inspected the Berhampore Jail on the 17th and 18th February, accompanied by the Superintendent, Dr. E. Sanders.

Site.

2. The site of the jail is presumably the best in the neighbourhood, as it was selected for the European hospital when troops were quartered here.

Area.

3. The outer enclosure wall, which is an excellent pukka masonry one of good height, encloses a quadrangle of 43,846 square yards in extent, the greater portion of which is laid down in grass or cultivated for vegetables. The main block of buildings is of a rectangular form, double-storeyed in the

middle, and forming one side of a smaller quadrangle bounded by a low skin-wall, 500' x 153' in extent.

4. Attached to the double-storeyed portion of the block are two single-storeyed wards, one of which forms the hospital and the other the female jail.

5. The basement floor of the middle portion of the building is used as workshops, and in it all the oil-grinding and most of the other work of the jail is carried on.

6. The upper storey is divided transversely into four wards, two being 57 feet in length and two dividing a length of 81 feet between them. The width and general arrangements of the wards are the same throughout; and except for one serious drawback which may, under certain circumstances, seriously affect health, they are altogether most excellent wards. The drawback to which we refer is the enclosure of the old original verandahs of the hospital in the ward space. The wards were originally 22 feet in width with deep 16-foot verandahs on each side. By the addition of iron gratings to the arches of the verandahs the whole width of verandahs on both sides, as well as the central room, have been included in one ward, and its capacity is broadly stated to be for 67 men. We wish it to be clearly understood that the locking up of 67 men in these wards, entailing, as it must do, their sleeping on the ground in four rows across the building, is attended with risk to their health. Either the verandah rooms only should be occupied by two rows of berths, giving accommodation for 36 men, and leaving the centre room empty; or the centre room only should be occupied by 25 men in two rows, leaving the verandahs free for ventilation.

7. The wards are lofty and well ventilated, and the ventilation is well controlled by venetians. But it is a well-established fact that in this climate, for a great majority of nights in the hot weather and rains, the movement of the air is so slight that men cannot be placed in rows cut off from direct communication with the outer air without risk. The greater the number of rows of berths placed between the ventilating openings, the greater the danger incurred.

8. We therefore advise that the capacity of this jail be recalculated on the following data.

Calculating the capacity of all the wards at 36 square feet of superficial area per prisoner instead of allowing 50 square feet, which, under the peculiar circumstance, we do not think necessary, and ignoring the cubic capacity, as the wards are all so abnormally lofty, we find that the total capacity of each ward and of the whole jail should be altered as noted below:—

Ward.	Present calculation.	Proposed.
No. 1 (Female)	49	36
" 2 (Hajat)	9	12
" 3 (Do.)	9	12
" 4 (Habitual)	67	32
" 5 (A.)	45	40
" 6 (A.)	32	12
" 8 (Juvenile)	9	12
" 9 (Hospital)	58	26
" 10 (Cells)	3	3
" 11 (Do.)	3	3
" 12 (Civil)	11	9
Cell (women)	1	1
Ditto	1	1
Ditto	1	1
Workshop	209	...
TOTAL	574	229

9. It is, we are convinced, a serious mistake which will sooner or later lead to disaster to retain an official record of the capacity of a jail beyond what its circumstances can fully justify. On this ground, besides altering the capacity of the sleeping wards, we have struck out all calculation of the assumed capacity of the workshops or basement storey of the building. By doing so, we are not asserting that, under certain conditions,—for example, should it cease to be used by day as work-sheds, and should it be supplied with cots, &c.,—the lower storey might not be occupied as sleeping wards. But under existing conditions it cannot be so occupied, and therefore it should not appear as part of the available accommodation of the jail in the official capacity statement, any more than the workshops of other jails are shown as available for the accommodation of convicts.

10. The arrangements for segregating the female, civil, under-trial and juvenile prisoners are very suitable, and we were glad to note a more complete separation of class B prisoners at work than we have yet seen in any jail.

11. Female prisoners we found to be released at the jail gate to find their way to their homes as best they can. In only one case lately, where the female was young and of feeble intellect, she was made over to the police for escort to her home. It is matter of grave doubt whether a female is safer in the hands of the police than without escort.

12. There were thirteen under-trial prisoners—five in one case. They had no complaints to make, and on our making special enquiry of men who had come from long distances by road to the jail, all stated that they had been well fed with cooked food by the way.

13. There are two blocks of cells of sufficient capacity and ventilation, but the cell yards are surrounded by far too high a wall. Sunlight and air can never penetrate, and the place must be always damp and unhealthy in the rains. The surrounding walls ought to be cut down at once to 8 feet in height.

14. The day latrine of this jail is unsatisfactory; it is quite uncovered, so that the dry-earth system cannot be carried out at all in wet weather. A new latrine is required.

15. The nightsoil is disposed of by being trenched properly into the garden. We have no fault to find with the method in use, but we strongly recommend that no fresh nightsoil be trenched in the inner garden, in the north-east by east angle of the enclosure. This is the catch area of the single well which has been used for drinking water since 1886, and so many forcible illustrations are on record of the danger of putting nightsoil within the filter area of a shallow subsoil well that nothing can justify running the risk of its pollution. If this part of the inner enclosure is to be cultivated and manured at all, it should be done only with black mould.

16. The water supply previous to June 1886 was taken from the river and was boiled and filtered before use. Since 1886 the water drawn from one well at the east end of the main block of barracks has been used for drinking and cooking purposes. It also used to be boiled before filtration but it is now only filtered. We would recommend that as soon as a plan of a kitchen range has been determined on, a similar plan should be adapted to the boiling of the well water: it is unwise to drop this extra precaution.

17. The system of raising the water (the well is only 17 feet deep, with the surface of the water at 10 feet from ground-level) is very primitive and defective. The frequent lifting and carrying in ghurras and handling by the water-carriers is a fruitful source of pollution; and as the well has been now used for two and a half years, and the supply been found to be unexceptional, it is surely worth while to apply a force-pump to it, and raise the water direct into a tank which should supply the filter reservoirs and the bathing platforms direct through piping.

18. We examined the reserve and warder guard and found them generally a satisfactory body of men. The marching and company drill of the reserve was not up to the high standard we have seen in other jails. Five of the warders were absent on privilege leave, their places being taken by convict warders. We found the convict warders, overseers, and night watchmen to have been carefully selected and in accordance with the rules. The assistant jailor has no quarters at the jail, and some of the warders are housed very indifferently.

19. The drill discipline of the convicts on parade and in the workshops was not so strict as it might be made.

20. We examined all the prisoners on parade and found those who had been for any time in jail well nourished and in good condition. We noticed a few new cases having scorbutic gums, which had not been separated for special diet from the rest of the prisoners. This should be invariably done.

21. The clothing and bedding of the jail is getting old and worn out: the blanket coats more especially require renewal.

22. The chief industries in this jail are oil-pressing and wheat-grinding, and the jail is fortunate in being able readily to dispose of both the oil and the flour. Both of these industries give a fair amount of hard labour, which, when judiciously intermixed with jute-spinning and cane-work, yield fairly proportioned tasks. There is no hard muscular exertion in turning the oil-mill, but there is a larger amount of walking done in a gin-horse round than would at first sight be supposed. We found the men moving round at the rate of seven circles per minute, each circle being 36 feet; that is to say, they had to walk 84 yards per minute, and would thus accomplish 5,040 yards or 2.8 miles within the hour; and as the task of pressing 15 pounds of seed cannot be thoroughly accomplished under four and a half hours' work, the distance walked by the oil-grinders in doing half a day's task must cover over 12 miles. The men are changed after the single half-task is completed and placed on jute-spinning for the rest of the day.

23. We could not trace in the cases of death which have occurred for some years in this jail any peculiar jail influences; but there were a few fatal cases regarding which we should have wished to have more information than is preserved in the hospital records. A prisoner died of pneumonia after being two days in hospital in January 1888. Another died suddenly in June after being only a few hours in hospital, whose death is ascribed to "Thrombus." As we are being constantly brought face to face with types of disease in jails dependent solely on local insanitary influences, it would be well if, in all such cases of acute disease, careful records of the history of the prisoner in jail and of the progress of his case in hospital, with a temperature chart, and a full record of the post-mortem examination, should be preserved, at all events until the Inspector General of Jails has had an opportunity of considering them. These particulars we were not able to obtain regarding the above cases.

24. The punishment and mark registers we found to be carefully kept, and the records Marks and punishments. corresponded closely with the prisoners' tickets.

25. The garden was well cultivated inside the outer wall, and contained a good supply of cold-weather vegetables. The outer garden had been utilized in the production of garden crops. There is a complete

Garden.

absence of lime trees, although there are great facilities for having an excellent lime orchard. The matter should be taken in hand at an early date. We also think that, having regard to the future of the jail, tamarind trees should be put down on suitable spots, also mango trees of the common kinds for the manufacture of *am-chur*. These antiscorbutic fruits must be the sheet-anchors of every jail through the season (April to November), when *no vegetables of real antiscorbutic value are produced*. We remarked that last year two of the non-official visitors of the jail complained in their remarks (one in July and the other in September), that inferior kinds of "sag" were being given in the diet. The matter requires constant attention. It is not enough that the Superintendent should see or be assured daily that "vegetables" are given, but he must use his intelligence and information on the subject, to determine whether the vegetables are of any real value or the reverse; and to make some official of the jail responsible for reporting whether the vegetables are so cooked and presented to the prisoners as not to be rejected.

26. The official visiting of the jail is very carefully and systematically done. We found that the following officers visited the jail during the past two years:—

Official visiting.

	1887.	1888.
Inspector General of Prisons	1	1
Commissioner	1	1
Sessions Judge	2	4
Magistrate, &c.	53	46
Non-officials	0	7

25. The remarks of non-official visitors are likely to be of considerable value in the direction of criticism on the quality and modes of cooking of the diet.

Non-official visiting.

(11)—BHAGULPORE.

The Commission inspected the Bhagulpore Central and District Jails on the 19th and 20th February, in company with the Superintendent, Mr. Leonard, and the Medical Officer, Dr. Beatson.

2. The site of this jail seems remarkably well chosen; it is open and unenclosed, and has a good slope for surface drainage towards the river. The worst feature about the site is the large number of irregular excavations and holes that have been made by the Department Public Works in the process of kunkur-digging and brick-burning and left untrimmed and undrained. An effort should be made to trim these excavations and to drain them one into the other, with the final outfall to the river. The smaller ones should be filled up entirely.

Site.

3. The area round the jail is extensive and was being made use of to grow cereals and pulses for jail purposes. The principal portion of the vegetable supply is inside the walls.

Area.

The space enclosed by the outer wall is diamond-shaped, the two longer sides being 1,160 feet, and the two shorter 1,080 feet in length. The area in square yards is therefore nearly 139,200. In the middle of this area, a circle having a circumference of 2,880 feet has been divided by low divisional walls into eight segments. Six of these contain the sleeping wards of the male convicts living in association, and also much of their workshop accommodation; the remaining two larger segments are vacant, except that a central cook-house for the whole jail has been erected in one of them. The woollen factory, with engine-house and store-room, extends across a space formed out of the eastern angle of the diamond and portion of the central circular area cut off. In the south angle of the diamond-shaped outer enclosure are placed the female jail, the ward for European prisoners and the juvenile prison. In the north angle of the diamond is placed the jail hospital and its subsidiary buildings, while facing the obtuse angle at the east side, but forming part of the boundary of the central area is the range of 20 solitary cells.

4. We think the site area sufficient for the number of men now occupying it. The old buildings, wards and work-sheds are unnecessarily closely packed together, and they are not erected on a plan such as could be approved in the light which has been of late years thrown upon such matters. The two new double-storeyed barracks (one completed and one under process of erection) are good buildings, and, provided the ventilation is directed with skill so as to apportion the draught to the needs of the occupants, they cannot fail to be healthy barracks.

Buildings.

5. Having gone over the calculations of capacity of each ward and being convinced that the prisoners should not have less than 648 feet of cubic capacity, whatever the increase in the superficial area may be above 36 superficial feet, we advise that, apart from the hospital wards, the juvenile wards, and the female and under-trial wards, not more than 920 prisoners should be lodged in the jail.

Capacity.

6. The general hospital is an excellent building, but its roof leaks very much in heavy rain, as we saw. The patients are provided with good iron cots; all the arrangements are good except that for the privy and urinal, which is formed by a hole cut in a plate of metal in the floor of the ward at one end, the droppings being received into a pan in a receptacle communicating with the outside through the barrack plinth.

Hospital.

7. The female jail is very complete. There are two common wards, a small hospital, two workshops and three cells. The last are far too small to be allowed to be occupied for twenty-four hours by any prisoner. We were informed that they were only occupied during the day. There were 38 women locked up, while there is accommodation for 62. On release, female prisoners are accompanied by the old man who acts as warder of their division to the railway station, given a ticket to the station nearest their homes, and allowed to find their way there. No attempt is made to warn relatives through the magistrate. In addition to the old male warder there is a paid female warder, an old convict, who gets Rs12 per mensem for day duty.

Female jail.

8. The ward for juveniles is well isolated, and they are kept steadily at work. With one or two exceptions, the 33 lads in confinement have all arrived at the age of puberty, and ought to be confined in enclosures. Of these there are a few (14) in their ward, but not enough. As the juveniles are kept close at carpet-work—not the most healthy of sedentary occupations—they ought to have half an hour's drill or walking exercise, morning and evening, under the supervision of one of the oldest warders.

Juveniles.

9. The range of twenty solitary cells for males is a very good one. Each man ought to have a bunk or berth to keep him off the ground at night. Wheat-grinding is the occupation given to them, and grinding is done at the rate of 20 seers per man. Judging from the task exacted, the work cannot be carefully done. In the Berhampore Jail, where the flour was ground to be sold to outsiders, the necessities of the market demanded much finer work, and the prisoners could only complete a task of ten seers each. For a large central jail like this, there ought to be provision for more cell accommodation.

Cells.

10. The water-supply of the jail is now as good as it can be expected to be made. Gauges water filtered is laid on by pipes from a large tank to all the bathing platforms.

Water-supply.

11. The surplus water from the bathing—places and from the woollen factory is all carried away by gravitation. The exit for the ablution and slop water from the barracks at the south angle of the jail is not provided for with sufficient care. The masonry channel should be carried at least a hundred yards away, and provision be made for the utilization of the water in the fields or in watering trees.

Drainage.

12. The workshops of the jail are generally airy and well ventilated. In those kinds of work which necessitate continuous squatting on the ground, provision should be made for a bench of wood under the prisoners. The medical officer must also use his discretion in ordering some or all of the prisoners engaged in purely sedentary work an hour's exercise during each day.

Workshops.

13. We examined all the prisoners carefully and found them in good health and condition, except the gang of 77 convalescents and the special gang of 44 men receiving special diet and being under the special observation of the medical officer. There has been lately a great improvement in the health of the prisoners confined here, and we have no difficulty in ascribing it chiefly to the care and attention paid by Dr. Beatson and his hospital assistant to individual cases. Extreme care is exercised in determining the state of health on admission, and this, together with the liberal use made of the special light-labour gang, the vigilance of the jail officers in picking out men showing any signs of weak health, and the early period at which prisoners have been brought under treatment, have all contributed to the remarkable improvement. We were also much impressed with the care taken of the sick while in hospital and their suitable nursing and treatment. We have seen no jail in our tour where the medical officer has taken so much personal interest in the health of his prisoners, and who showed so much knowledge of individual cases. Under such circumstances it is not to be wondered at that the health of the men has improved. In 1886 there were 296 cases of bowel complaints (dysentery and diarrhoea) admitted into hospital, and 15 cases proved fatal; in 1887, 306 cases were admitted and 18 proved fatal; while during the past year only 140 cases have occurred, of which only two have died of chronic diarrhoea and none of dysentery.

General health.

14. The garden of the prison receives considerable attention in respect of the cultivation of ordinary vegetables; but the provision of a good supply of antiscorbutic fruits on jail ground has not yet been taken up. A lime orchard of a thousand trees should be got ready, and tamarind and mango trees of the common kinds put down for the future supply of the jail.

Garden.

15. We found the jail establishment exact and careful in drill and discipline. The jailor put the reserve guard through their company drill, and the men did great credit to their drill instructor. We also saw the whole jail moved to an alarm parade, all the details of which were gone through quickly and with great precision. The parade discipline of the convicts seemed to be very exact, more so than could be well expected in a jail which receives short-term prisoners.

Establishment.

16. We examined the punishment and mark registers, and found them to be carefully kept, and to correspond in all details with the prisoners' history tickets. In looking over the general results of the methods used to enforce discipline, we found evidence of the influence of individual character and disposition in the extent to which resort is had to punishment for offences, and even the extent to which offences are recorded by different superintendents. During 1884 and 1885 one superintendent held charge; during 1886 and 1887 a second was appointed during the former's absence on leave; in 1888 the former officer again held charge of the jail. The periods of charge were not complete years, but they are sufficient to leave the impress of the individual officer's character on the record of offences among the convicts. We could not ascertain that the discipline of the jail was worse or better during any one of these five years. We therefore note below the ratio per cent. of offences and warnings to average strength in each year:—

YEARS.	Daily average strength.	RATIO PER CENT. OF OFFENCES RECORDED FOR			Ratio per cent. of warnings given.
		Smoking and having forbidden articles.	Connected with work.	Other offences.	
1884	962	25	266	257	465
1885	984	14	213	223	414
1886	985	3	77	49	111
1887	905	12	74	68	139
1888	908	25	266	257	180

It is evident, therefore, that the idiosyncrasy of individual officers in charge of jails, coupled with the kind of task-work given to the prisoners, affect largely the record of offences among the prisoners without giving any true indication of the condition of discipline in a jail.

17. Among the convicts in association the only attempt at classification is confined to separating class B from class A at their food and by night.

Classification.

18. Education is not attempted.

Education.

19. The visitation of the jail is done on the whole carefully by the official visitors, although not many appreciative remarks are made. During the past two years the following officers have visited the jail as often as is noted opposite their designations:—

	1887.	1888.
Inspector General of Prisons	1	2
Superintendent of Jail Manufactures	...	3
Commissioner	6	5
Magistrate, &c.	22	12
Sanitary Commissioner with India	...	1
Local visitors (non-official)	...	9

20. There is no attempt made in this jail to check the rates charged by the bunnia who usually supplies grain by occasional importations in bulk from other markets. This surely might be done with some good effect.

Economy on purchases.

21. The cooking of the food is done in a new central cook-house for the whole jail, but there are many defects in the present arrangements. We saw in one choola a huge fire, making the tawa so hot that the cakes thrown on it were instantly browned, turned over, and browned on the other side, while the interior of the cake was left sodden and raw.

Cooking of food.

(12)—MOZUFFERPORE.

The Commission inspected the Mozufferpore jail on the 21st and 22nd February in company with the Superintendent, Dr. Peek.

Site.

2. This jail is well situated, clear of buildings, and has an ample area of ground within the outer wall.

3. The barracks, both new and old, are well raised, well ventilated and with ventilation under control. If not crowded at any time, there is no chance of the convicts suffering from confinement in them.

Buildings.

A large number of the sleeping wards are occupied as store-rooms for castor-oil seed. This is all very proper as long as the numbers in jail are low, but it must be clearly understood that no need for store accommodation must stand in the way of the barracks at once reverting to their proper use if the numbers in jail go on increasing.

4. The hospital is a fine double-storeyed building, but we were surprised to find the basement floor being used as the hospital and the upper storey being used partly for confining class B prisoners, and partly as a

Hospital.

store-room. As men who are in low health or actually suffering from disease require the very best sanitary position which can be given them, we think the upper storey of the hospital should

be reserved for them. The patients are well looked after, and we found bed-head tickets kept up, and all the sick provided with iron cots.

5. The female jail consists of two of the male wards situated in one corner of the main enclosure. The yard is only partially shut off from the main yard, the windows on one side of both the female barracks opening directly into the main enclosure. This should be remedied by continuing a divisional wall from the ends of the two wards till they meet in the jail enclosure; the work will cost little and will make the female jail much more private and suitable for its inmates, who seem to be rather troublesome and difficult to manage. Females on release are escorted by a warder to the railway station and given a ticket to their own district, the Magistrate subsequently being informed of their release; but no attempt is made to secure the attendance of their relatives to receive them. There is no female warder; all the work of the female jail is supervised by the head warder. From the number of offences committed in the ward, the jailor's particular attention should be directed to the system pursued in exacting discipline from them.

Female jail.

6. The civil jail and hajat are both placed in projected enclosures or outworks from the main wall. They are very suitable places of confinement and are carefully managed. The ward for under-trial prisoners seems to be scarcely large enough for the numbers retained in it. Its capacity is for 20, but the night previous to our visit 24 prisoners were locked up in it.

Civil jail and hajat.

7. The one weak point of this jail is its water-supply. There are a number of wells and two fine tanks in the jail enclosure, but the water all rests under suspicion. They all contain water which is the immediate product of surface filtration. We found the water standing at 18 to 20 feet from the surface, but in the rains it rapidly rises to 8 or 10 feet from the surface; it is also brackish. On these grounds the well water is only used for bathing purposes, and Gandak water is brought on wheeled tanks, and, after being filtered through sand and charcoal, is used for drinking and cooking.

Water-supply.

8. The epidemic of cholera which occurred last year, involving 14 seizures and 11 deaths, points to the water-supply as being suspicious. At the time of the outbreak the water was brought from a point of the river where it was liable to greater pollution than higher up stream. Since then the water is brought from some distance up the river, and is believed to be purer: time will show. We consider, however, that on the approach of cholera being signalled from surrounding districts, it would be a wise precaution to boil as well as filter all water used for cooking and drinking.

Cholera.

Unlike the case of the Rajshaye Jail, there is no evidence in the history of the epidemic to indicate that the prisoners living in any special part of the jail suffered more than others.

9. No attempt was made to camp the prisoners out beyond the jail precincts. Actual cases of cholera were treated in the workshop enclosure, but the disease was allowed to wear itself out without any special effort being made to move the prisoners from the infected area. We were informed that there would be no difficulty in securing two sites for refuge camps in the neighbourhood.

Cholera camp.

10. Apart from the cholera cases the health of the prisoners during the past two years has been good. Dysentery and diarrhoea, which in 1885 caused five deaths, and in 1886 four deaths, have not ended fatally in a single case in 1887 and 1888. We examined all the prisoners on parade and found them, except the weak gang (31 in number) in excellent health and condition. We saw no trace of scurvy except in one recent admission. As there are 92 of the men employed in the castor-oil-pressing business, who keep in sound health, the suspicion directed against this industry in the Rajshaye Jail is not confirmed by the results obtained here.

General health.

11. The large day latrine is well managed, on the dry-earth system, without the use of any intermediary vessels. The place was quite free from smell; and had not a trace of tar or carbolic powder near it.

Latrine.

12. The bathing platform is as usual on a good plan and efficient for conducting a bathing parade expeditiously; ablution and slop water find their way outside readily in open masonry channels by gravitation.

Bathing platforms.

13. The largest portion of the vegetable garden is contained in the work-shed enclosure. There were on the ground very fine crops of cabbages, cauliflowers, &c., but one side of the garden is infested by a root parasite, which, if not completely eradicated, will seriously injure its productiveness. The plant was pointed out to the jailor, and instructions given as to how it must be dealt with.

Vegetable supply.

Some attention has been given to the cultivation of antiscorbutic fruits in this garden. There are about 100 trees of citron limes: these should gradually be replaced with kaghazi limes; there are also ten young tamarind trees. As mangoes are plentiful round Mozufferpore, a stock of *am-chur* should be laid in in the season.

14. Much credit is due to the jailor for the excellent use he has made of all the spare ground round the jail in the cultivation of cereals and pulses. He has also in his power the cultivation of fish largely in the two fine tanks belonging to the jail. By systematic stocking with fry in the rains, and feeding the fish, they might take the place of the pulses in the diet scale on many occasions, giving an excellent variety to the food without expense.

Farm.

15. Rice and Indian-corn form the chief cereals in use at present. Considerable care is given to the preparation of the corn-flour, and it forms an excellent diet. The benefit of storing grain would have been

Cereals in use.

felt largely this year on account of the great rise in prices. The jailor is careful in sending out to neighbouring markets to buy when it can be done with profit.

Cook-house.

16. The cook-house of the jail is far too large, and as usual the fire-places and flues are practically useless.

17. The clothing of the prisoners was in good order, but rather dirty on the men employed in the oil-work. Two blankets, one blanket coat and a pair of blanket janghias, are given to each prisoner during the cold months.

Clothing.

18. There are only six cells suitable for separate or solitary confinement. This is far too small a number for so large a jail, as they must be used not only for judicial sentences, but as means of punishing the

convicts and to confine troublesome lunatics under observation. The cells are very good in design and in specification.

19. We found the punishment register, the mark register, and the history tickets of the prisoners all carefully kept up and tallying with each other. The average percentage of offences recorded in the jail during the past five years has been—

Years.	PERCENTAGE OF OFFENCES RECORDED TO AVERAGE STRENGTH.		
	Smoking and forbidden articles.	Connected with work.	Other offences.
1884	4	75	46
1885	1	33	44
1886	11	192	132
1887	11	71	70
1888	13	64	54

The punishments inflicted are the same as in other jails in Bengal. There are 88 class B prisoners who eat and sleep separately from the other prisoners and work in a separate shed.

20. We examined the guard and their duties: they are not overworked and seem contented with their posts. They have very good quarters (as have all the establishment) in the old kacheri in front of the main gate. The drill of the reserve was not up to the high standard noticed in other district jails.

Guard discipline.

Official visitors.

21. Official visitation seems to be done with fair punctuality. During the past two years the visits have been—

	1887.	1888.
Inspector General of Jails	1	2
Commissioner	1	...
Sessions Judge	5	2
Magistrate, &c.	68	40

(13)—MOTIHARI.

The Commission inspected the Motihari Jail on the 23rd February in company with the Superintendent, Dr. Murray.

2. The jail is well placed on a comparatively high site from which surface drainage can be readily secured towards the east. The site is well away from bazars and buildings, having the railway line to the east, and the open plain, used as a race-course, to the west.

Site.

3. The buildings are unexceptionable, and there is no reason connected with the plan and construction of any one of them why the prisoners should not remain in good health, provided ordinary care is taken to treat all weakly and cachectic men as *individual patients*, and provided no crowding is permitted in the wards.

Buildings.

4. One of the worst features in the jail is said to be the water-supply. At present and for some time back drinking and cooking water has been brought on a cart six miles from the Sikrana river. The water is then filtered through sand and charcoal, and finally boiled.

Water-supply.

Water for bathing and washing purposes is obtained from a large well, 10 feet in diameter, sunk in the jail area in front of the hospital building. The cylinder of this well, we were informed, after being sunk 60 feet, was allowed to fill up with sand, so that there is now only 16 feet of water in the well, and the surface of the water is standing at 24 feet from the ground-level. The cylinder of the well has been made of ordinary masonry, no attempt having been made to keep it water-tight: in addition, it has cracked by irregular subsidence, so that surface water may find admission to the well at any part of the cylinder.

We are of opinion that it is possible to improve this well by sinking an inner water-tight cylinder of smaller diameter, which, if carried down to a depth of 50 feet, might have 10 or 15 feet of its capacity filled with "jhama" or broken brick so as to keep the sand down. The water in the well coming from a lower unpolluted stratum might be found good, and the present system of carting from a long distance be put a stop to.

5. The general health of the prisoners is at present very good. There are three men sick in hospital, and 22 on the convalescent and special gang.

General health. Bowel complaints are still too prevalent, but the admissions have fallen, and the death-rate is low. With a daily average of 182 prisoners during last year, the death-rate fell to 19 per thousand: one of the cases being an under-trial prisoner, and a second being a fatal case of meningitis after fracture of the skull.

6. It is unnecessary to go into minute details of the management of the jail where things were found in so satisfactory a condition: it is more important to note points in which improvement is possible.

Suggestions on the improvement of jail health. There is a low-lying piece of land to the left front of the main gate which urgently requires to be filled up or to be drained: the former proceeding would be the best. No doubt this low-lying piece of land affects, by the water which lies on it, the well in its close proximity used by the warders. In this well the water stands now at 10 feet from the surface-level, and it contains only 7 feet of water; so that its contents must be the water filtered off the low ground near it. The warders are very much troubled with fever; they cannot be got to drink the river water from caste prejudices, and it is believed that they suffer in consequence. But they also suffer from having their quarters on the ground floor of a building which is very indifferently ventilated and the floor of which we found moist and sticky under foot. There were too many beds in the men's quarters, which smelt of human exhalations, even with the doors open, and on a cool morning. It would be a great boon to these men if they were given sleeping accommodation on the roof of their present quarters.

7. The solitary cells of the jail are good in themselves, but from the height to which their floors are raised, and the lowness of the screen-wall in front, a prisoner in the cells can see everything which goes on in the jail yard in front. It only requires a wooden venetian three feet wide to be fixed between the pillars of the cell verandah, in such a position that the prisoner can see nothing but the screen-wall below and the blue sky above, to remedy this serious defect.

Solitary cells.

8. The cooking arrangements are defective and must soon be remedied along with those of other jails. The defects which we noticed in cooking the bread were too great thickness of the cakes and too great heat of the tawa, thus burning the outer crust and leaving the inside raw and sodden.

Cooking arrangement.

9. We were much pleased with the drill and smartness of the reserve guard and warders generally. The discipline among the prisoners also seemed to be good, although the register showed a considerable number of offences of the character of insubordination. The record of offences connected with work has increased under the present Superintendent's management from 86 per cent. in 1886, to 162 per cent. in 1887, to 259 per cent. of average daily strength in 1888.

Drill discipline.

10. Official visiting is done carefully and in some instances we remarked notes of value made by the visitors. The non-official visitors have not yet visited the jail.

Official visitations.

(14)—PATNA.

The Jail Commission inspected the Patna Jail on the 24th and 25th February, accompanied by the Superintendent, Dr. Nicholson.

2. The area of this jail, unlike that of most old jails, is sufficiently large for the number of prisoners provided for by the buildings, which are placed in a quadrilateral space of 700 and 400 feet bounded by a high wall. On one side the jail touches the railway bazar, as it is called, but on the other three sides the site is open.

Site.

3. The surface drainage is good and unobstructed, while the subsoil water-level stands at 20 to 30 feet, and is only reached by passing through a deep mass of stiff clay, so hard as to make it possible to work kucha wells continuously.

Drainage.

4. With the exception of one ward, No. 12, which is 22 feet wide, and the hospital ward, which is 32 feet wide, the dormitories are all small buildings of somewhat limited capacity, being about 75 feet in length and 15 feet in width, with a mean height, including the well of the pent roofs, of 12 feet. Segregation has been secured by the simple process of cutting off certain wards from the central enclosure by divisional walls.

Buildings.

5. The wards have well-raised mud berths for the prisoners to sleep on; their numbers should, however, be reduced in each ward to the recognised capacity:—

Berths.

No. 1 from	26 to 22
No. 2 from	30 to 22

and Nos. 3, 5, 6, 7, 8, 9 and 10 from 26 to 22: in all a reduction of 40 berths. The wards are rather low-roofed, but the ventilation is fairly good and is easily controlled.

6. The water-supply of the jail is got from one well in the enclosure: it is raised from this well by an efficient force-pump and passes at once into the tank attached to the filters. The bathing troughs are filled

Water-supply.

from the same well direct without filtration. The water is said to be good, and the only point in the management of the supply, which may be improved, is the closing up of the well entirely, so as to prevent accidental or wilful pollution from articles dropped into it.

Bathing.

7. The bathing and washing arrangements are very good, and ablution and slop water are got rid of by gravitation in masonry channels.

8. The day latrines are on the usual plan, having two vessels in use: the washing trough attached to the latrines is well suited to its purpose. All nightsoil is carried out and trenched properly into the garden:

Latrines.

urine is also carried out, diluted with water and used for liquid manuring.

9. The hospital ward is a good one, but it is not fitted for the accommodation of 39 men, which number is its capacity according to measurement. We found 15 men confined in it, 12 of whom were sick and had

Hospitals.

iron cots: if larger numbers are confined, recourse must be had to the practice of placing more than two rows of beds in the width of the ward (which is 32 feet); this course is to be avoided. The patients seemed to be carefully attended to and their bed-head tickets kept up regularly.

10. There is a gang of 48 convalescent and weak men. This is a large number out of a total strength of 212, but the circumstances of the jail are peculiar in so far as that an unusually large number of prisoners pass through it (last year over 1,400), and as the old and weak are retained, and the strong men are transferred, the proportion required to be kept on the weak gang is large.

Convalescent.

11. In point of fact, on our examination of the main body of the convicts, we were of opinion that the separation of the weak, or such as required special diet and medicine, had hardly been carried far enough.

General health.

We saw a number of men (received chiefly from Monghyr) who were in the stone-breaking gang, who ought to be kept on a special gang until they had recovered from the symptoms of malaria and scurvy from which they are suffering. Such cases should not be lost sight of in the general body of the prisoners even from week to week: they are often the subjects of sudden attacks of disease, which, to be treated successfully, must be recognised at its very earliest inception.

12. We found the chief, indeed the only, industry carried on in the jail to be stone-breaking. The men were at work on a peculiarly hard and tough kind of igneous rock, requiring considerable labour to reduce it to road metal. For men in sound health no labour could be more suitable, and we were glad to see that arrangements had been made to completely separate the class B prisoners from the others, at work as well as at food and in their wards.

Task-work.

Drill discipline.

13. The drill discipline of the convicts was for a district jail very good.

14. As there is at present no economy in feeding the prisoners on Indian-corn, we found that they were getting wheat flour in their diet. We examined the flour and found it very coarsely ground: the

Diet and cooking.

bran should have been re-sifted and ground and re-ground until the flour had reached that degree of fineness which is requisite to secure its full value in nutrition. The cakes also were hurriedly cooked on an excessively heated tawa. This requires looking to, as the interior of the bread remains sodden, raw and undigestible. The records do not show much effort on the part of the jailor to cheapen cost of diet by methods of wholesale purchase.

15. The vegetable supply in the cooking-pots was very good, and on examination we found the garden full of excellent English vegetables, and great attention being paid to its culture generally. There is a considerable number of full-bearing citron trees; the number should be increased to 300; but the kaghazi variety of lime should be used in place of the citron, as it contains more juice and consequently more citric acid. The soil of the garden is excellent, and the manuring is very carefully done.

Garden.

16. The clothing of the prisoners was sufficient and of average quality. Two blankets and one blanket coat are given in the cold months to each ordinary prisoner, and one extra blanket and a pair of jaughias to all weakly men.

Clothing.

17. The history tickets of the prisoners we found carefully kept, and the entries in the punishment and mark registers corresponded with those on the tickets. During the past five years there has been a remarkable uniformity in the percentage of offences connected with the possession of forbidden articles, especially tobacco:—

1884	11 per cent.
1885	14 "
1886	12 "
1887	12 "
1888	13 "

This uniformity emphasizes the evidence of changes in the record of offences connected with work during the same five years, ranging as they do from 92 per cent. to 29 per cent.:—

1884	92 per cent.
1885	39 "
1886	29 "
1887	53 "
1888	57 "

The explanation given of the rise in the number of recorded offences in 1887 and 1888, is that stone-breaking was first introduced in 1887, and that the imposition of fixed task-work on individuals became more easy and more exact. This does not explain the fact that the record of these offences changed from 92 per cent. in 1884 to 39 per cent. in 1885, under the old conditions of miscellaneous work. The punishments awarded are of the usual kind in use in the Bengal jails. One punishment, usually imposed on weakly prisoners,—namely, the wearing of a cap made of "gunny bag",—is new: if found effectual, it might be adopted elsewhere.

18. The warder guard is very well drilled and a smart body of men: we saw nothing but regularity and efficiency in the performance of their duty.

Warders.

19. A weak point in the arrangements of this jail is the want of proper store rooms, and store-racks. The small cells in use are dark and badly ventilated; such rooms become receptacles for all kinds of irregular articles.

Store-rooms.

20. The jail is also badly provided with cell accommodation; there are only three solitary cells which have been carved out of the basement storey of one of the buildings; they open into the hospital enclosure; and in these cells must be confined unmanageable lunatics under observation, condemned criminals, and refractory prisoners, leaving a very small margin indeed for execution of judicial sentences to solitary confinement.

Cells.

21. The under-trial ward is capable of containing 22 men. In it we found two quiet insanes under observation.

Under-trial.

22. The civil ward is well situated in a corner of the jail enclosure, having a grated opening to the outside of the jail for interviews.

Civil.

23. The female jail is suitable, but the provision for bathing is deficient; and the common practice of carrying on the whole economy of the jail through the head warder is, in our opinion, objectionable.

Female jail.

24. The official visiting of the jail seems to be done with regularity. Visits were paid during the past two years by the following officials:—

	1887.	1888.
Inspector General of Jails	2	1
Commissioner	1	1
Sessions Judge	6	8
Magistrate, &c.	48	49
Non-official visitors	...	1

(15)—ARRAH.

The Jail Commission inspected cursorily the Arrah Jail on the 26th February, in company with the Superintendent, Dr. Macrae.

2. This is one of the old jails of Bengal, but luckily when it was built ample site area was given, and the buildings, although with the defect of great width, compelling more than two rows of men to be placed between the windows, yet, from the great height of the wards and the provision of ample ventilation, above as well as below, the evil has been lessened, and the jail is not an unhealthy one.

Site area.

3. It is situated practically in the middle of the town of Arrah, and it is only the large site area which it occupies which prevents it from suffering from the crowding of buildings in its vicinity.

Situation.

4. On the date of our visit there were 8 sick in hospital and 25 on the convalescent list, out of a total population of 160.

Sick and convalescents.

5. The only penal labour was oil-pressing on a few mills, and there was very little hard labour, except durrie-making.

Penal labour.

6. The management of the jail might be pronounced successful for a small district jail: order and discipline were well maintained among the convicts, and the warders, as far as we saw, knew their duty and showed smartness in its performance.

Management of jail.

7. The record of punishments and offences was systematically and correctly made, and the prisoners' history tickets were carefully written up.

Offences and marks.

8. We were much pleased with the condition of the garden, both inside and outside the jail; and altogether the Arrah Jail proved itself to be as carefully worked on the lines laid down by the departmental code as any of the larger jails we have visited.

Garden.

(16)—BUXAR.

The Commission inspected the Buxar Central Jail on the 27th and 28th February and 1st March, in company with the Superintendent, Mr. Beadon, and the Medical Officer, Assistant Surgeon Tarakanath Ganguli.

2. The jail occupies an excellent site on the high bank of the Ganges, the surrounding wall enclosing part of the stables and paddocks of the old Buxar Stud. At one point only on the north-west side are there any houses in objectionable proximity, and the area taken up is ample for the number of men accommodated in the prison, being very nearly 152,300 square yards.

3. The jail has no inner enclosure wall, but there are low skin-walls which enclose a yard in front of each of the main buildings, and thus separate the prisoners into four groups at night and when off work.

4. Sleeping wards Nos. 1, 2, 3 and 4 are formed out of the old stables of the stud. Nos. 1, 2 and 4 are each subdivided by cross walls into six separate wards, while No. 3 is similarly subdivided into five wards. Each block has a verandah on both sides, varying from 8 to 9 feet in depth. The body of the wards in blocks Nos. 1 and 2 is 32 feet wide, and in blocks Nos. 3 and 4, 28 feet wide: so that to take full advantage of the superficial area enclosed, the prisoners have to be disposed in four rows in each ward. This is an unfortunate but irremediable drawback to the otherwise excellent arrangements of the wards. Luckily the disadvantages of the arrangement are not felt in the climate of Buxar, in the same way as at Rungpore and Rajshaye.

5. The hospital is a new building, well planned and well built, if its roof were constructed of better material. Like the sleeping wards it is divided into four wards, evidently with the intention of receiving the sick of each division of the jail into a hospital ward of their own. The building, which is 20 feet wide, has a good verandah along one side. Each of the four wards has a small enclosing wall in front shutting off a separate yard for the patients.

6. Besides the above buildings there is a long range of 40 separate cells, and a small block of ten solitary cells. It is a pity that more of these separate cells had not been adapted for solitary confinement, because the reception of a few men under judicial sentences of solitary confinement (as we saw) fills up the ten cells existing, and leaves none for jail purposes. By a very little additional expenditure one half of the range of separate cells might be converted into cells for solitary confinement and remove this difficulty.

7. Juvenile prisoners are accommodated in an associated ward at one end of block No. 1: there are no means for separating them in cells or in cubicles.

8. At one end of block No. 1 has been erected the double-storeyed weaving-shed, in every way a most suitable structure.

9. The entrance gate is worked on the double-gate system so carefully carried out in all Bengal jails. The quarters for the guard form two wings running out in a crescent shape from the gate, and having their cooking-sheds, &c., in the hollow of the crescent behind. The men suffer much from fever in these quarters, and we found the flooring of their barracks quite damp and slimy.

10. The armoury is a well-arranged and well-managed institution.

11. We saw the warder guard go through various manoeuvres of drill, skirmishing, &c., and consider them a well-trained body of men fit for any duty they may be called upon to perform. We also went unexpectedly over the whole of the jail on the night of the 28th February, and found the system of night watch and ward, both in the barracks and outside, to be precise in its character, and carried out with intelligence and an unmistakable sense of responsibility.

12. The water-supply of the Buxar Jail is a weak point in its sanitation. There are no wells in the inner enclosures; in one well outside the north-east wall we found the subsoil water-level to be standing at 16 feet, in another to the south-east at 17 feet, in a third to the west at 20 feet, and in a fourth to the south at 25 feet from ground-level. Drinking and cooking water is obtained from the River Ganges, which is close at hand to the north of the enclosure wall. The water is at present carried by prisoners from the river to three large settling tanks which have been lately built outside the jail wall. The intention is to allow the water to settle in these tanks for two days, and then to run it by an open channel into the filter tank near the cook-house. From this point it has to be carried by hand to all the divisions of the jail and to each small iron tank in the sleeping wards.

13. These arrangements cannot be said to be satisfactory, and they may at any time demonstrate themselves to be the causes of sickness in the prison. There is no difficulty in elaborating a project by which the river water could be forced up by prison labour to the settling tanks and be thence distributed all over the jail in pipes. Financial considerations may stand in the way at present, but the subject should not be lost sight of; and as long as so wide a rent exists in the protective sanitation of the jail, it cannot be considered perfect.

14. But there is another point connected with the water-supply of this jail which has already once or twice forced attention as a probable cause of fever and their sequelæ among the guard and the prisoners.

It is necessary to obtain a large body of water far beyond the amount which can at present be supplied by hand from the river for three objects: 1st, for the use of the engine which drives the weaving machinery; 2nd, for bathing and washing purposes; 3rd, for irrigating the garden inside the jail wall.

To obtain this water a branch of the canal has been brought from nearly three miles distance into the jail through the wall just to the north of the warders' quarters. The canal is of course unlined: and the water is run inside and allowed to fill up two large excavations each 360' x 102' x 10' (consequently containing over 367,000 cubic feet of water). On our visit the water in these unlined *kutcha* reservoirs was standing at three feet from the ground-level, so that a considerable head of pressure must be always exercised in forcing water into the subsoil. We saw in the visitors' remarks that in 1886 the Inspector General surmised that the presence of these full tanks in the jail area aided in causing fever. We think that the effect of this head of water inside the prison should be carefully watched, more especially during the rains. A few narrow shafts or wells might be sunk at points varying in distance and direction from the tanks, to the depth of 14 feet, and the rise of the water in these shafts should be carefully noted, and in case the subsoil water-level should at any time rise up to 10 feet from the surface, the tanks should be at once emptied. The labour of twenty-four men is employed in raising the water by basket lifts from the store-tanks.

14. As there seems to be some doubt about the capacity of the jail we may say that, on a calculation of 648 cubic feet and 36 square feet superficial area per man, there is room for 1,034 prisoners, of whom 89 must be in hospital. In the ordinary wards and cells there is capacity for 945 convicts.

15. The berths are of the usual Bengal plan, low mud platforms elevated about three to four inches above the surface. The floors of the wards are only slightly raised above ground-level.

16. The lateral ventilation is, as we have said, sufficient, but it is not more than sufficient in wards of so great width, and in which the prisoners sleep in four rows between the windows.

17. The surface drainage of the jail is now said to be good, but it was not so when the great mortality arose from bowel complaints in 1882 and 1883. The fall towards the river and to a neighbouring nalla is very good, so that there is no difficulty in getting rid of ablution and slop water by gravitation.

18. All the hospital arrangements are satisfactory. We found 18 sick and 57 convalescents and infirm. The cases are carefully looked after and the records well kept. On examining the whole of the prisoners on parade we were able to pick out only six or eight men who ought to be on the special gang receiving medicines and special diet to eradicate traces of malarial scurvy. The health of this jail has for some years been good, but in 1882 and 1883 it was scourged by a very intractable form of bowel complaints. In 1882, out of a daily average strength of 904, there were 222 admissions into hospital on account of dysentery, and 235 on account of diarrhoea. Of the former 31, and of the latter 15, proved fatal. During the past year, out of a daily average strength of 997, there only were 77 cases of dysentery and 58 of diarrhoea, three of the former and one of the latter proving fatal.

19. We tried to find out the causes which operated so injuriously on the prisoners during those years and with partial success. The present medical officer took charge in 1882; he noted at the time in his reports the bad drainage of the prison site, and the lodging of water on it; at times he complained of crowding of the wards, also of the badness of the ration grain and the carelessness in cooking it. The type of disease described by him was such as could only result from malnutrition, and no doubt the prisoners were suffering from jail or malarial scurvy. The hospital building also was then quite unfit for its purpose. Acting together, these causes are quite sufficient to account for the prevalence of bowel complaints and for the excessive mortality. The moral to be derived is the same as has been taught by jail after jail—remove causes of insanitation inside the jail, and the prisoners will improve in health, however malaria-stricken they may be on admission. The sick and weakly list may be high, but the mortality rate need not be excessive, if attention be paid to individual cases.

20. The Buxar Jail is much in need of store-rooms. For ordinary jail purposes there are practically no store-rooms. Half a dozen of the cells for separate confinement for prisoners are used as grain stores. No attempt has ever been made to cheapen the cost of diet by buying grain in bulk. The wheat given to the prisoners is exceedingly good, but the grinding of it is not understood.

21. The flour was far too coarse, containing great pieces of husk. The task at the hand-mills should be lowered, and the prisoners be compelled to sift and grind and re-grind the bran, until it is reduced to powder. In this state only can its full nutritive value be secured.

22. In preparing the dough no yeast is used, and the cakes are made too thick, are too quickly cooked, and are left sodden and raw in the interior. The cooking-house is very well arranged, and the fire-places and flues work more satisfactorily than in any other jail we have visited.

23. The vegetable supply of this jail is exceedingly good. The soil is rich, the water sweet, and with good seed, all kinds of vegetables can be reared. There is a considerable number of old lime trees,

still bearing fruit, but soon about to decay; arrangements should be made for an orchard of a thousand kaghazi limes near the tanks in the interior of the jail.

24. The drill discipline of the convicts seemed good, and the record of offences did not show more than ordinary tendency to break through jail rules. We found the solitary cells in this jail for the first time occupied by prisoners under judicial sentences of solitary confinement. This is very uncommon in Bengal: so uncommon is it that the officials of the Buxar Jail considered that they had been badly treated by the Magistrates of Sarun and Chumparun, who had by these sentences deprived them of the use of their cells for refractory prisoners.

25. Fetters are practically little used in this jail for safe custody; they are kept on long-term prisoners for a few weeks on first admission, until their tempers and dispositions are understood. Fetters and handcuffs are used freely as punishment for offences against orders. Habitual prisoners are well isolated both at work and in their barracks.

26. We found the record of punishments and of marks carefully and correctly kept; the mark system is also well understood. The number of offences recorded and punishments awarded calls for little remark. The record of offences connected with work is very similar in amount to that of the Presidency Jail, and far below that at Alipore, where the work is of much the same kind. Thus in 1885, 1886, and 1887 the three Central Jails named recorded the following percentages of offences connected with work as committed by their prisoners:—

	Alipore.	Presidency.	Buxar.
1885	551 per cent.	242	184
1886	555 „	172	142
1887	696 „	149	147

27. As we were not informed that the men failed in this jail to give their full tasks, or that their offences are winked at, and as we saw no evidence of a defective discipline, it must be surmised that the method of apportioning the task and the unbending enforcement of it, especially from beginners, is the chief cause of the high rate of offences in the Alipore Jail.

28. Official visitors do not seem to pay very much attention to this jail. The following inspections occurred in 1887 and 1888:—

	1887.	1888.
Inspector General of Prisons	2	1
Commissioner	...	...
Sessions Judge	...	...
Magistrate and Subsidiary Magistrate	23	17
Civil Surgeon, Shahabad	2	4

W. WALKER.

JAILS OF NORTH-WEST PROVINCES.

(1)—BENARES CENTRAL JAIL.

The Commission visited the Benares Central Jail on the 2nd and 3rd March 1889, accompanied by Dr. Higginson, the Superintendent.

2. The jail occupies a large area surrounded by a fine pucca main wall nearly 16 feet high. The area within the main wall is occupied by two circles, each containing eight barracks with small enclosures round them, and all radiating from a central enclosure in the middle of which is placed the cookshop. Between the two main circles is the enclosure containing three fine hospital barracks and the necessary out buildings. Between the two circles and the main gate, it was intended to place two semi-circular enclosures, each to contain five blocks of cells for habituels. Only one of these enclosures has been built. To the left of the main entrance is a small enclosure containing the workshops for blacksmiths and carpenters. Occupying an angle of the main enclosure there are three godowns for rations, raw materials, and clothing. The whole area is well planted with useful trees, but only a very small part is cultivated as a vegetable garden. The part of the jail in which it was intended to build the second semi-circular enclosure for habituels is occupied by a brick field and Bull's kiln, and also some temporary sheds used for surkhi pounding.

3. The main gate building is a substantial pucca structure two storied high, the upper story being occupied as a show room for manufactured articles and the lower portion as offices. There are two main gates, but the wooden gate is placed outside and the grated iron gate inside. The double gate system is not worked in any regular manner. A convict warder who stands inside the jail enclosure commands the inner gate or rather the wicket of the inner gate. The inner gate itself was not bolted or locked. The offices are capable of much improvement as regards appearance, ventilation, and light, and also as regards the security of the records.

4. There is a suitable armoury outside the main gate, but the quarters for the reserve guard who are supposed to be always present are very limited. Most of the constables live in their barracks. There does not appear to be any means of raising an alarm to call out the guard. This in a jail occupying such a large area is a serious defect.

5. Besides the main entrance the jail has a side entrance controlled by only one door which is in constant use throughout the day for prisoners working in the brick field. This additional entrance is a source of great danger to the jail. It is at present in some measure protected by a detachment of police constables under arms. In our opinion, it is very unsafe to have a second gate to the jail, and we would recommend that the earth required for the brick field should be thrown over the wall by prisoners working over an inclined plane or on steps which can be removed when the work is done. If the brick-making industry is to be a permanent one, some other means of obtaining earth must be devised. It is impossible that the jail can go on making these great excavations just outside the main wall much longer. The Superintendent might, as an experiment, try the plan of carting silt from the river with jail carts and bullocks. The holes made in the bed of the river would in one season be silted up, and be again available for use, whereas the holes now made cannot possibly be filled up. If this suggestion meets with approval, there will be no necessity for having the wicket gate.

6. The semi-circular enclosure set apart for habituels is occupied by five two-storied buildings containing cells and small wards with a corridor down the centre of each story. These buildings are substantial well built structures and the cells large and well ventilated for this season of the year. We have grave doubts, however, as to their fitness for occupation in the hot weather when the temperature inside must be extremely high. The men complain very much of the heat, but the Superintendent has not found it injurious to health. It would be advisable to register the maximum temperature in some of these cells in May and June. To retain these cells for use all the year without any possible injury to health we would advocate the employment of a blower driven by prison labour in the same manner as is now done in other Central Jails in this Province. In some of the blocks the cells are placed alternately with small wards (really three cells knocked into one room) in which seven men are accommodated. The superficial and cubic area of these rooms are 330 square feet and 3,774 cubic feet, respectively. There is no through ventilation, and the area of the ventilating openings is too small for the number of men confined in it. We would recommend that the Superintendent's suggestion to convert each of these rooms into three cells should be carried out so that the available cubic capacity would be shared by three men instead of seven. No beds are provided for the cells or the small room. It is a question whether so many men should be employed in the corridors

of the cells which are to be occupied at night. The task of wheat and barley grinding is 15 seers per prisoner, and, as a rule, the atta is ground fairly fine. There is a range of cells provided with separate yards, but these last have been rendered useless by having the grated doors leading to them permanently closed. The reason for this measure does not appear to be very clear. The cookshop in this semi-circle is too confined and hot to allow the men to work in it with comfort. The washing of dall and of cooking vessels has to be done outside and this may lead to theft of food.

7. The system of controlling the gates leading to circles and enclosures seems to be a good one, but the class of prison officer employed at the outer gates is a low one for such an important duty. The inner gates are controlled by paid warders.

8. There are eight enclosures in each of the two circles and only one barrack in each enclosure. The enclosing walls are unusually high, 12 to 14 feet, and must affect seriously the free circulation of air in hot still nights. We would strongly recommend the removal of four divisional walls in each circle. This can easily be done in the case of those walls which have no workshops attached to them. The four large enclosures that would be formed in each circle, if this suggestion was carried out, would only bring together a maximum number of 152 prisoners. All the different parades could be carried out with more precision and there would be no loss of control.

9. The sleeping barracks are very suitable buildings provided with raised earthen beds and a proper system of lighting at night. There is no means of controlling excessive ventilation through the grated doors and windows. In the wards occupied by the weak convalescent gang purdahs are used for this purpose and the lower portion of the doors and windows are bricked up. It is necessary that similar precautions should be used in the general wards during the colder months. A verandah on one side of each barrack would be a very great addition to these buildings and would give shelter to the prisoners from the sun and rain during the feeding and other parades. The space allowed per prisoner in the sleeping wards is fixed at 39 square feet and 567 cubic feet.

10. The whole of the sleeping accommodation in the B. circle for 584 prisoners is at present unoccupied. With so much accommodation available in the Central Jail, it is certainly worth considering whether the District Jail in this station should be kept up. The District Jail population for the last five years has been as follows:—

351, 320, 262, 316, 305, &c.

It will no doubt interfere to some extent with the work of a Central Jail to have short-term prisoners passing in and out of it daily, but the experience gained in Central Jails in other Provinces goes to show that the inconvenience need not affect the proper management of a Central Jail. This being the case, it will require very strong reasons, of which we are at present unaware, to justify the increased cost now incurred in maintaining the District Jail. The buildings of the District Jail should be kept in thorough repair and the jail ready for immediate occupation should such a step be made necessary by an increase in the jail population.

11. All the workshops in this jail form part of the divisional walls. They are lofty properly protected workrooms. The ventilation in certain seasons must be defective as there is no thorough perfilation of air. They are also rather dark for workshops. This may be an advantage in the very hot weather when the heat and glare is kept out, but it is a disadvantage to the health of the workers.

12. The cooksheds are placed in the centre of each circle. They appear to be well planned but more room might have been given in them to work in. The method of rolling out the dough on stone slabs and then cutting it into chappaties with a stamp, works very well, if the proper weight of bread can be ensured. The weight is rectified after the bread is cooked by adding bits of bread to the ration of five chappaties for each prisoner, or by exchanging thin chappaties for thick ones. This plan is not as accurate as that followed in jails which have the dough for each chappatie weighed before cooking. If the chimneys were higher they would draw the smoke better. In regard to the quantity of fuel required to cook the diet of each prisoner it is found necessary here to supplement the allowance of three chhittaks with leaves, branches of trees, and garden refuse. This is a distinct economy, and the large number of trees grown in the jail enclosure may in a few years make it possible to use only jail-grown wood for fuel. We should like very much to test this standard plan of cookhouse as to its coal-consuming capacity by a trial of both the North-West diet and the Bengal diet which consists of rice for one meal. If it is found to be as economical as some cooking ranges we have seen, it might be recommended for general adoption. The chappaties are made thin and are well cooked. The Superintendent appears to be of opinion that the salt and oil in the jail ration might be increased with advantage. No antiscorbutics are given from November till May. For the remaining five months the supply is very liberal, and consists of limes, amchur, and tama rind. Three chhittaks of vegetables are given daily to each prisoner, and prisoners who do not eat their allowance of vegetables are reported.

13. Two of the principal wells in the jail have properly arranged water lifts and reservoirs from which the water can be distributed to distant parts of the jail. There are, however, five or six small wells

in the enclosures which are also used for all purposes and from which the water is drawn in the usual way by a bucket and a rope. It ought to be easy to connect the reservoirs of the two main wells with the yards by iron pipes and thus do away with the small wells. The water is said to be good and plentiful. No arrangements are provided for boiling or filtering it. The bathing platforms are placed round the wells and the prisoners bathe from three or four taps in a small reservoir. If there was a system of parades introduced into this jail, the bathing parade could not be carried out rapidly with the present means provided for bathing prisoners. As a fact the operation of bathing goes on at any time during the hour that the prisoners are off work. There is a want of uniformity and neatness in the vessels used by the prisoners for drinking purposes. This is due to the fact that most of the prisoners provide their own vessels. The plates also vary in size, shape, and material,—some are of brass, others of tin, and the Burmans have earthen ware.

14. The new arrangement of latrine which is now being introduced has been worked with success in the Central Provinces, and is an excellent arrangement for securing all the advantages of the dry earth system.

The men using the latrine are also separated by low partition walls from each other. No vessels are used. The number of seats though large is perhaps not quite enough for a rapid working of the latrine parades, but when the yards are enlarged by the removal of the divisional walls, each enclosure will have two latrines. The arrangements for having urinals for the workshops and sleeping wards are all that can be desired. The vessel is placed outside the ward and a pipe discharges the urine into it.

15. The clothing in use seemed in most cases good and sufficient, but there were some men who were short of cotton clothing. The new blankets are well made. The Superintendent pointed out that there is great advantage in putting blankets which have been milled into boiling water. No charge is allowed to be made by the factory for the labour employed in making jail clothing. The cost of clothing per prisoner cannot, therefore, with advantage be compared with those jails in which the market rate for clothing made by other jails is allowed. The clothing is issued when it is worn out and not at stated times of the year.

16. We saw the prisoners at a Sunday parade. As a body they looked strong and well nourished. There being no regular fortnightly weighments in this jail and no system of organizing a special gang for men losing weight and showing signs of loss of health, men in this condition were found in small numbers among the general body of the prisoners. We selected three prisoners who were on wheat grinding and other forms of labour but who showed distinct signs of loss of health. In these cases the loss of weight varied from 14lb to 10lb. The Superintendent has recently paid much attention to the subject of weighments. We would advocate the early organization of a special gang, apart from the old and infirm gang, containing all men discharged from hospital and all men showing signs of loss of health. These men should be placed on special diet and fed in the hospital enclosure under the care of the Hospital Assistant. They should be weighed once a week. They should have a midday rest of two or three hours in their barrack at all seasons of the year. They should be worked together on some form of light labour suited to their condition and be given such medicines as may be required. With a gang properly organized it ought to be possible to improve the health of these prisoners to such an extent that instead of ailing continually as they do now, they could be sent back in good health to labour. The Hospital Assistant must take special interest in the care and management of this gang if it is to be managed successfully. A large number of prisoners appear to suffer from small ulcers and abrasions caused by fetters. Most of the men who suffer in this way are employed in the brick field on the kunker-digging gang. Dr. Higginson has introduced the system of iron neck rings for the wooden labels. They answer thoroughly well.

17. The Superintendent having seen a neighbouring Central Jail managed without fetters for safe custody decided on gradually removing fetters for safe custody from the prisoners here. A large number of fetters had been removed and the new plan was working satisfactorily, when Circular No. 11 of 1888 was received from the Inspector General of Prisons laying down strict rules for the guidance of Superintendents in this matter. These orders impose fetters on all prisoners with sentences above two years. All prisoners working outside have one fetter put on besides an iron ring to mark those selected for extramural work. In our opinion it was a mistake not to have allowed this jail to try the experiment of managing prisoners without fetters for safe custody. Indeed, it can be no longer said to be an experiment when fetters for safe custody have for many years been abolished from the jails of one large Province as well as in individual jails of other provinces with no danger to security and no loss of discipline.

18. The record of offences in this jail is incomplete and gives no indication of what happens in the jail. For instance, with an average of 1,300 prisoners in the jail no offence of any description whatever was reported for 23 days in August 1888. In December 1888, there was only one case of forbidden articles (tobacco). In January 1889, there were 32 cases, 15 of these being reported on the 30th and 31st. All these cases were let off with a warning, although some of the men concerned had previous offences recorded against them. In June there were three cases of forbidden articles, in July two, and in August none. To us who have some acquaintance with jail work these figures mean that the prisoners are not regularly searched, or if forbidden articles

are found they are not reported. It should be mentioned that the Superintendent had already been warned by the head office that his statistics compare unfavourably with those of other jails in the Province, not that the offences shown are too few but that they exceeded those shown by other jails. It might also be mentioned that two prisoners being examined by us as to their health had small quantities of tobacco in their possession. The Superintendent punishes prisoners with fetters acting as a Magistrate under the Prisons Act. This seems a doubtful interpretation of Section 49 which empowers a reference of such case only to the Magistrate of the District, or any Magistrate empowered to receive such complaints.

19. The classification laid down in the Jail Manual for these provinces is well carried out. There is no means of permanently distinguishing habituals or indicating the number of their previous convictions.

20. There are 170 Burman prisoners in this jail. They have been gradually trained to eat the ordinary North-Western scale of diet and no distinction is made in their dress. As a body they keep very fair health. There are three points, however, in their treatment to which we desire to draw attention. It is a mistake to keep them all together. It is also a serious mistake not to have them regularly interspersed with the other prisoners and to encourage their learning Hindustani. Burmans who are able to make themselves understood to the authorities are less likely to be moved to commit dangerous acts of insubordination than they would be if they laboured under the impression that their grievances were not understood and therefore not remedied. The third point is in our opinion a serious one. It is the rule here to confine all these transportation prisoners in the habitual cells by night. We have already expressed grave doubts as to the suitability of these cells for the confinement of any prisoners in the extremely hot weather which is experienced in the hot dry months in Benares. To Burmans this confinement in May and June must be absolutely intolerable, and we consider this extra punishment not justified in the case of transportation prisoners who in many cases are sentenced for such offences as waging war against the Queen. If the Burmans are divided between all the sleeping wards of the jail they can be quite safely confined in them. Good use is being made of them in regard to manufactures and some of them are doing excellent work as wood carvers. The question of removing their fetters should also be taken into early consideration. If these men had been sent to the Andamans or to some of the other provinces they would not have been subjected to the rigorous treatment they receive here in the matter of sleeping in cells and wearing fetters.

21. The female prisoners are confined in a jail quite apart from the Central Jail. We found 80 convicts and four under-trials in the jail. The arrangements for their confinement are good. An Eurasian matron is in charge on R50, and there is also a female warder on R8. A police sentry stands at the gate. Every female prisoner in the jails of this division with over six months to serve is sent here. It is a question well worth considering, provided there is accommodation whether women should not be detained in the jails of their own districts irrespective of the length of their sentence. Their labour is of no great value here, and it is a matter of great consideration that their friends and relations should continue to take an interest in them. Being near their friends they are more frequently visited by them and on release are more likely to return to their families than they would be if they had not heard from them or seen them for a number of years. In no Province has more care been taken to see that the women reach their homes on release. The step here recommended would help very materially in gaining this object. In regard to habituals it might be necessary to maintain the present rule, for in these cases, we find that they sleep in cells but no other special measures are in force here which can make jail life more penal than it is in a District Jail. For 73 female prisoners released during 1888, 28 intimations of the date of release were sent to friends, 29 women were actually made over to their friends at the gate and four were escorted to their homes by the female warder, 40 were released unattended.

22. In accordance with recent orders issued by the Local Government the following scale of subsistence and travelling allowance is given to prisoners in these Provinces on release: If the whole distance is over 40 miles, one anna per diem. If under 40 miles six pies per day. Fifteen miles being counted as a day's march when the distance exceeds 40 miles, and 20 miles, when it does not. No railway fare is given to prisoners received from distant parts of the province. It has, however, been allowed in two or three special cases in each year. In our opinion the allowance now fixed is a minimum one, which can only be safely given to able-bodied men released from the jails of the districts in which they were convicted. For many reasons we think that these rules should be modified in the case of Central Jails where prisoners are brought from long distance by train. These men should at least be entitled to a third class ticket to the station nearest their homes. Not the least important point is the police one, that the men should if possible be sent back to the district in which they are known. By a system of pass books arranged with the Railway Companies no cash would be used in paying for their tickets. Under the present rule a bad character who gets 12 annas in cash to take him to Goruckpore might go into the city of Benares and spend that money and have nothing left to take him home if he desired to go there. Under the railway ticket system he would get his ticket and his six pies or one anna for food and the chances of his returning home would be much greater.

23. The establishment maintained for the management of this jail is as follows:—

Establishment.	R
1 Superintendent (including conveyance allowance)	950
1 Jailer (European)	250
1 Assistant Jailer	150
1 European Warder	125
1 Eurasian Matron	50
1 Head clerk	50
1 Second clerk	30
1 Daroga	75
1 First grade naib daroga	25
1 Second „	20
1 First moharrir	15
1 Second „	12
1 Third „	10
1 Vernacular teacher	16
1 Prisoner moharrir	4
1 „ writer	50
2 Hospital Assistants at R25	10
1 Compounder	25
1 Jemadar	20
1 First class Duffadar	15
1 „ „ at R12	24
2 Second „ „ at R10	20
2 Third „ „ at R10	60
6 Head night watchmen at R10 each	54
6 First class turnkeys at R9 each	40
5 Second „ „ at R8	7
1 Probationer turnkey	8
1 Female warder	144
36 First class prisoner warders at R4 each	135
45 Second „ „ at R3	135
Total	2,398
Cost of Police	437
GRAND TOTAL	2,835

In our opinion the cost of this establishment could be greatly reduced if jail warders were substituted for the police and if the system of paying convict warders and writers was abolished. With the substitution of English registers for the vernacular ones now in use, the office establishment could also be much reduced. If our recommendations receive the approval of Government the cost of the establishment for this Central Jail would stand as follows:—

	R	R
1 Superintendent (with conveyance allowance)	225	950
Jailer	50	275
Deputy Jailer	40	60
2 Assistant Jailors	40 to 50	and 80 to 100
1 Hospital Assistant		25
Deferred pay		20*
1 Compounder	12	to 16
Matron (native)	12	to 15
Chief Head Warder	20	to 25
1 Second grade Head Warder	15	to 20
2 Third grade Head Warders	12 to 15	and 24 to 30
6 First grade Warders at R10 each		60
12 Second „ „ at R9		108
18 Third „ „ at R8		144
2 Orderlies at R6 each		12
1 Reserve Head Warder	15	to 20
2 First grade Warders at R10 each		20
5 Second „ „ at R9		45
8 Third „ „ at R8		64
GRAND TOTAL	1,911	to 2,009

To this should be added the cost of uniforms for the warders. It may be advisable to add an Assistant Jailer to act as Store-keeper for the factory on R40 to 50. It would also be necessary, if the jail population exceeded 1,400, to add the head warder on R12 to 15 and 8 or 10 warders to the strength of the warder guard. If the juveniles were brought to this jail the vernacular teacher on R16 would be required. At present he is charged to the Central Jail and employed in the District Jail. There are two other items to be charged to the proposed establishment, viz., R54 monthly for warders' uniforms, and R135 for diet of convict officials. Supposing that the closing of the District Jail raised the jail population to 1,600 prisoners, the total cost of the proposed establishment would be R2,237 rising to R2,348 as against the present cost of the two establishments of R3,255, thus showing a saving of about R11,545 annually.

* NOTE.—Under the new organization the Hospital Assistant would not be allowed private practice outside the jail, as appears to be the case now.

24. Under the present system of day guarding the turnkeys and day convict warders are on duty for 12 hours from the opening of the jail to the lock up, with the exception of one hour in the middle of the day when their posts are taken by the night watchmen. The night duties are arranged by dividing the night watchmen and convict warders for night duty into two squads and bringing each squad on duty continually for six hours. In our opinion, the day warders who have 12 hours' duty are overworked and the night warders who do six hours' continuous patrol duty cannot possibly do it as efficiently as men who have only two or three hours' duty at night. The proposed establishment would only have six hours' day duty and two or at the utmost three hours' night duty with long intervals for rest and food. This system will be found most popular with the guard as the work will not be such a severe strain on the men at any time. No warder is allowed leave unless he furnishes a substitute. Under the proposed organization, he would have a month's privilege each year on full pay. The police guard furnishes eight sentries by day and eight sentries by night for the purpose of guarding the walls. In our opinion, beyond the armed sentry at the main gate, no other sentry is required. The enclosure wall ought to guard itself.

25. The warders are housed in proper quarters on jail premises, and there is a full accommodation for both married and single men.

26. On the day of our visit the factory prisoners were employed in the following manner:—

Manufactures.		
Kunker digging	.	85
Brick field	.	217
Munj matting	.	46
Weaving	.	7
Durries	.	43
Pottery	.	17
Dai	.	11
Rug factory	.	12
Dye shop	.	7
Twisting munj	.	12
Twisting shop	.	3
Blacksmiths and carpenters	.	12
Ditto ditto	.	35
Shoemaker	.	1
TOTAL		508

Besides the above there were employed for jail purposes—

Blanket making	.	105
Oil pressing	.	7
Grinding flour	.	43
Gardeners, &c.	.	46

From the above statement it will be seen that the jail has no fixed industry in which the majority of the prisoners can be employed. Brick making is good work, but as it only lasts during the dry months there is considerable difficulty in finding work for the men when it is finished. It is, moreover, only suited for short-term men. If it is to be continued some better system of obtaining the clay must be adopted. The net earnings last year amounted only to about Rs15,000 and most of this was from bricks.

27. The death-rate for the past year has been high,—35.55 per mille. This is a much higher rate than that of any period since 1853, and is due chiefly to 21 deaths from cholera. The disease appeared in the jail on the 17th July and ceased on the 28th August. There were a total number of 32 cases. The infected barracks were vacated, and some prisoners put into tents within the jail walls, but the whole jail was not moved into camp, there being only tents for 200 men.

28. This jail is fortunate in having a large area of excellent land outside the walls for gardening and farm purposes, and we found most of the land under cultivation. There was also a large supply of cold weather vegetables. There are a very large number of excellent lime trees in the garden. The vegetable seeds are partly obtained from Saharanpore and partly from the Calcutta Horticultural Society to which the jail is a subscriber. The arrangement for obtaining English vegetable seeds direct from England should be introduced. The proceeds from some of the land now leased to ryots is credited in the manufactory department and does not go to reduce the cost of diet as it would do if the land was cultivated in cereals for jail use.

29. A very large number of convict officers are maintained in this jail. There are 37 warders on R4 and 45 warders on R3, besides 24 lumberdars. The men with one exception appear to be properly selected. The money rewards must be considerable when it is possible for a prisoner to save as much as Rs68. The convict warders have their food cooked for them in a separate cook-house. They are not allowed any indulgences such as tobacco, but many of them purchase milk from their pay.

30. When the work of building the jail was in progress no less than Rs4,200 were given to officials and prisoners in one year as commission for the work done on jail buildings. The system of giving commis-

sion will, we hope, be abolished if the pay of the establishment is increased. Giving commission to prisoners no doubt helps to keep down offences against work.

31. It is hoped that new registers in English will be adopted so as to lessen the clerical work. There would be no difficulty in introducing these at once in this jail, as with the exception of the Daroga, all the office staff of this jail have passed the anglo-vernacular examination and no writers or moharrirs are now admitted into the Jail Department who have not passed this test.

32. Sixty-eight lanterns are in use for the whole jail and its sleeping wards. They might be so made as to give better light below. The total quantity of oil allowed daily is 2 seers 11 chhittaks.

(2)—BENARES DISTRICT JAIL.

The Jail Commission visited the Benares District Jail in company with Dr. Higginson on the 4th and 5th March.

2. The jail covers a large area which is surrounded by bazars and houses on all sides. The main enclosure contains six large sleeping wards. The divisional walls which separated these wards have very properly been dismantled, as they must have interfered very much with the ventilation and movement of air. The sleeping wards are all that could be wished, except as regards the control of excessive ventilation during the cold weather. There are no shutters to the grated openings. The central space is occupied by the cookshop, which has the same defect as that noticed in Central Jail cookshops, namely, want of space and air for the prisoners working in it. There are separate enclosures containing workshops for prisoners of the two classes, for juveniles, under-trial prisoners and civil prisoners.

3. The main entrance is guarded by a single wooden gate. On the upper story is the godown for manufactured articles and below it the office rooms. This part of the jail is capable of much improvement in safety, general appearance, and in the arrangement of the office and the records.

4. The old lunatic asylum enclosure with its two ranges of cells form the juvenile jail and answers the purpose well. On the morning of our visit there were seven boys under trial and 20 convicts, many of them for such short terms as 15 days and a month. The convicting Magistrates do not appear to give effect to the wishes of Government in regard to the sentencing of small boys to short terms of imprisonment in jails. There is a difference in the scale of food allowed to the bigger boys who get 12 chhittaks of flour, while the smaller ones get only ten. We are not in favour of this distinction which must in a large number of cases be an arbitrary one. We did not think the boys looked as healthy as they should do, but as most of them are recent admissions, their appearance cannot be due to any cause of unhealthiness in the jail. Each boy is locked up in a cell at night. A vernacular teacher who is paid from the Central Jail is entertained to teach the boys.

5. The civil prisoners in this jail are confined inside the main walls of the criminal jail and are unable to see their friends except on a written petition being put in and the interview sanctioned. Rule 494 of the Jail Code which limits the interviews to three days in the week must be a hardship to men who are supposed to be allowed all reasonable indulgences so long as their bodies are kept in custody. The rule above referred to provides for all interviews with lawyers and agents at any time that may be considered necessary. There were 11 civil prisoners in confinement.

6. There are no less than 104 prisoners in Benares awaiting trial: 24 of these have been committed to the Session, 5 are females in the Central Jail, 7 juveniles, and 68 males with cases pending before Magistrates. This is the largest number in hawalat we have yet seen in any jail in India. It does not appear to be an unusual number for this jail. With such a large number in a comparatively unsafe jail the Superintendent is obliged to keep them continually locked up in their wards. There was no means of ascertaining how long the prisoners had been in hawalat, without reference to their warrants. The periods given by the prisoners themselves varied from three months to a few days. The men are moved at night from the day wards in the hawalat enclosure to two of the sleeping barracks for convicts for better security, and to prevent overcrowding. The non-labouring scale of diet is given irrespective of the length of sentence passed in jail. In the sleeping wards occupied by these men there is no system of watch and ward as convict watchmen are not allowed into them. The result of this has been that extraordinary precautions, which in our opinion are ineffectual, have had to be taken to prevent escapes through the roof, and the prisoners are very unmanageable at night. In a recent disturbance in the under-trial ward one man's arm was fractured and not long ago another man had his thigh fractured. Surely it is better to place these wards at night under the control of specially selected prisoner officers, and to maintain some discipline among the men, many of whom are habituals and ruffians of the worst description. The well disposed and orderly prisoners are entitled to some protection from such characters even if their protectors are convicts sentenced for minor offences.

7. There are three sheds for ordinary prisoners to work in, and two very wide old barracks for habituels. The majority (50) of the prisoners are employed extramurally in digging kunker for the Public Works Department, 19 are twisting munj fibre, 24 are grinding barley and gram, and the rest in small numbers are on weaving durry, tailoring, &c.

8. The water supply is from seven ordinary small wells in the jail enclosure. The water is raised in the usual way by means of a rope and bucket. There are special means for storing drinking water, and the reservoirs in use contain both drinking and bathing water. The bathing arrangements are defective, 150 men being expected to bathe from two taps attached to a reservoir.

9. The system of dry earth conservancy without vessels is being introduced here and will answer well.

Establishment.		
1 Daroga		R 50
1 Naib Daroga		25
1 Moharrir		15
1 English writer		30
1 Hospital Assistant		35
1 Head warder		10
1 " "		8
10 Warders at R7 each		70
2 Head night watchmen at R10 each		20
6 Watchmen at R7 each		42
	Total	327
Add Police guard		93
	GRAND TOTAL	420

10. We give a list in the margin of the jail establishment. The total cost to Government is Rs420 per mensem. The worst feature in this organization is the low rate of pay. As a body from the daroga downwards they are not up to the standard either of efficiency or smartness that should be looked for in a District Jail.

11. There is a large walled garden round two sides of the jail. Most of the winter crops have been used. The soil seems poor and unproductive. We saw vegetables being dried for use in the hot weather. It ought to be possible with a proper series of sowings to get the different varieties of cruciferae to grow here well into April. There are a large number of fine lime trees in the jail garden.

12. An examination of the punishment register showed that the daroga is very spasmodic in his reports. There are long intervals without any reports and then a few days with a large number. For instance, there was no report of a single offence between the 25th February and the 4th April 1888, when later on, there were 16 cases of short work reported in one day. No offences were reported in January and November 1887. All this shows that there is no systematic noticing or recording of faults against the jail rules.

13. The jail visiting is done only by the Judge who paid four visits and the Magistrate who paid two visits during the whole of 1888. This does not appear to us to be sufficient.

14. The arrangements for executing prisoners are good, and only a limited number of persons are admitted into the special enclosure to witness the execution.

15. We would here refer to our remarks on the Central Jail in regard to the suggestion that this jail should be closed. If the suggestion that female prisoners should be kept in the jails of their own districts was approved, at least two of the barracks of the female jail which is a part of the Central Jail could be partitioned off for the confinement of under-trial prisoners and debtors. These prisoners would, therefore, not be taken into the criminal jail. Having given this subject our best consideration we are certainly of opinion, on the grounds of both efficiency and economy, that this jail should be abolished. The jail should, at least for some years, be kept in repair and ready for occupation in case there was an increase in the jail population of the Province.

(3)—MIRZAPORE.

The Mirzapore Jail was visited on the 5th March in company with Dr. Sykes, the Superintendent.

2. The jail is a very old one situated in the native city of Mirzapore. It is bounded on the west by a public road, on the north by a large excavation which the Superintendent is having filled up. To the east there are some fields under cultivation, and to the south native huts. The area enclosed within the jail walls is very limited and the whole site is a cramped and most unsuitable one.

3. The jailor and moharrir are housed in very insufficient quarters across the road, and there is a small barrack in which six warders are accommodated. The Hospital Assistant, English writer and eight warders all live in the bazar near the jail in their own houses.

4. The police guard, which consists of one head constable and six constables, occupy a low badly ventilated barrack opposite the main gate. Besides these men there is an extra guard employed for the purpose of watching a condemned prisoner.

5. The main entrance to the jail is protected by a single wooden gate, and there is nothing to prevent a rush of prisoners through it. The offices being inside the jail, any outsiders having business transactions with the jail authorities must pass within the jail and mix with the prisoners.

6. The main enclosure has within it another enclosure containing the sleeping wards, hospital and the female ward. Adjoining the main enclosure to the east is a subsidiary enclosure in which there is a small garden and suitable arrangements for the gallows. The main wall which is a pucca one is too low to be secure. Between the main wall and the inner enclosure wall is placed the garden, the lime orchard, the brick field and the workshops. The space is too limited for all these purposes.

7. On the outer wall of the inner enclosure are the offices, and the godowns are built against this wall. The godowns are badly ventilated, but otherwise answer their purpose. The blacksmith's shop, which is one of these godowns, is protected by iron plates bored with small holes. These precautions are useless in a well managed jail and they must make the workshop unbearably hot and unhealthy. There are two grain pits, which, after having been unused for some years, were again brought into use last year. The account as to the saving which has resulted has not been made out, but the Superintendent thinks that when ready they will show a saving of about two seers in the rupee. These pits are well made and answer their purpose very efficiently.

8. The area occupied by the jail garden is a very limited one, too limited for a jail of this size which has been unhealthy for a long series of years. Most of the cold weather vegetables have been finished, and the prisoners are now receiving brinjals and beans of no real antiscorbutic value. The night soil is being buried between the lime trees in the orchard. It is a question whether this is as good as trenching in open fields which can be brought under rapid cultivation with crops. The ground available for trenching is too small, and this may possibly be a source of unhealthiness in the rains when the largest number of admission from dysentery and diarrhoea take place. If the jail is to be maintained here the adjoining fields should certainly be taken up and brought under cultivation. The Superintendent has adopted the wise precaution of giving antiscorbutics all the year round, and doubling the quantity in the rains. There is an excellent lime orchard in the jail.

9. The sleeping barracks of this jail are old pucca structures built on the worst possible plan. The prisoners sleep in four rows: the floors are in most cases on a level with the ground. The roofs are low and not ventilated. The grated openings are not provided with means for controlling the excessive ventilation during the cold weather. In the hot weather these wards, surrounded as they are by walls close to them, must be extremely hot. In connection with this subject it might be mentioned that three prisoners died of heat apoplexy last year. There is no means of improving such buildings as these, but more air and space would be available if the whole of the inner enclosure wall was removed. The female enclosure wall should also be removed, and the female ward occupied by male prisoners. Ward No. XI and its enclosure would be a better place for female prisoners. By throwing down the whole of the walls and the old godowns something might be done to improve the healthiness of the barracks. The doors at the entrance to the wards are old batten ones and do not look very safe. The locks in use require to be renewed. There are small rooms attached to the sleeping wards in which adolescent prisoners are confined. Prisoners are allowed to use vessels in the night latrines at their own convenience. The urine is passed into a vessel outside the barrack by means of a pipe. The wards are supplied with proper raised beds, and the space allowed per prisoner is 36 square feet and 648 cubic feet; whichever measurement admits the least number of prisoners is adopted. The cubic space is taken here as the roofs are low. The bedding might be better arranged on the beds. Summing up the whole conditions of the Mirzapore Jail, it is evident at a glance that the resolution which in 1855 had been arrived at to erect a new jail was a wise one. It is impossible to make the present jail sound in its sanitation, or a justifiable place of confinement for a body of prisoners.

10. There is one cookhouse in the inner enclosure where as a rule there are no prisoners working. It seems unnecessary, therefore, to make the cook-room so stuffy by closing up the openings with such fine gauze netting. Under the peculiar circumstances, it might be found possible to work the cook-shop without these extraordinary precautions. The jail authorities here find it quite possible to cook the whole ration with 3 chhittaks of wood per prisoner. There seems to be no difference in the plan of the cooking places from those in use in the Benares Jail where this quantity of wood is found hardly sufficient. The food looked good and the flour properly ground. Of the 217 prisoners in the jail 150 were on the 1st or 14 chhittaks scale, 31 on the 12 chhittaks scale and 36 on the 10-chhittak scale. Vegetables are given only three times a week. The plan adopted in Benares of giving three chhittaks daily might be tried with advantage in a jail where the prisoners have for years been so unhealthy.

11. The water supply is obtained from four or five wells in the jail enclosure. The source of supply cannot be a pure one considering that these wells are sunk in soil which has been built over for years and that they are now liable to pollution from holes and hollows adjoining the jail. No special care

is taken to boil or filter the drinking water and it is obtained from all the wells indiscriminately. It is also raised in a way which is liable to pollution. Great improvement was effected in the supply of water from the larger wells by sinking an iron pipe for a considerable distance down the centre of each well. We are informed that this remedy for increasing the water supply and tapping a lower water-bearing stratum in shallow wells is now largely used under the advice of the Agricultural Department. It might be possible to apply this system to jail wells all over India. No chemical analysis has been made of the water from these wells. We are therefore unable to say whether it is fit for use. Considering the great unhealthiness of this jail at the season when the water rises in the wells we would recommend that Ganges water should be brought to the jail for six months beginning with June. The water should be taken from the river above the city and should be allowed to settle with a small addition of powdered alum before use. It might also be filtered with advantage. This proceeding has done much to improve the health of the prisoners in certain Bengal jails, where the water supply had been obtained, as at Mirzapore, from wells in a polluted site area. There is a large bathing platform and reservoir, and prisoners are bathed daily.

12. The day latrines are on the standard plan and well suited for the purpose. The plan of placing the vessels close to each other, without any partition walls between the prisoners using them, does not appear decent and should be abandoned. If a proper plan was wanted for the purpose of carrying out the dry earth system, we would recommend that recently introduced into the Benares Jail. There is a large saving in the cost of earthen vessels and the labour and tar necessary for cleaning them. The latrines are provided with proper washing places.

13. The supply of clothing and blanketing is not what it should be. A large proportion of the prisoners were in rags and the blanket coats of no use as a protection against cold. The Superintendent is of opinion that the cloth made in small local jails does not wear well and is more expensive. It certainly would be better to supply every jail where the factories are so backward with cloth and blankets prepared in a Central Jail. The arrangements for storing the clothes are good.

14. A considerable proportion of the prisoners were without their wooden tickets. The most permanent and the neatest method of ensuring their being kept on is to attach them by means of a galvanized wire neck ring as is now done at Benares and some other jails in these Provinces. Since all the native subordinates know English figures, it seems unnecessary to continue printing Urdu figures on these tickets in addition to the English ones.

15. There were 13 infirm and four convalescents in the infirm gang. This gang, however, only exists in name as the prisoners composing it work in different parts of the jail and no difference is made in their treatment except that they have light and nominal labour. Two men get rice, two milk, and one ghee; beyond this no special diet is allowed. Since this gang largely contributed to the jail mortality last year, some special measures should be taken with the prisoners in it if they are to be kept alive. The following are the measures which we think absolutely necessary: (1) proper segregation from all other prisoners both by day and by night; (2) special diet suited to their requirements; (3) a midday rest in their sleeping wards of two or three hours; (4) medicines suited to their ailments; (5) oil to rub on their bodies; (6) extra clothing and warm trousers: this extra clothing should not be taken from them in the rains; (7) very light work under shelter; (8) a weekly weighment to note the progress of each case; (9) if possible a larger amount of cubic space in the ward in which they are confined; (10) the drinking water for the whole of the jail is not boiled and filtered, this should at least be done for these men.

16. The usual rules for the confinement of prisoners in fetters for safe custody are in force here. In addition to this a prisoner with seven years to serve, an under-trial prisoner and a condemned prisoner are also attached by heavy chains to staples in the wall. Whatever may have been the necessity for these precautions in former years, they are certainly no longer necessary in any well ordered jail and nothing can justify the chaining of under-trial or long-term prisoners as if they were unmanageable creatures.

17. There are no ordinary cells in this jail. Four condemned cells of an obsolete pattern have long existed overlooking the female ward. These are used for ordinary prisoners when necessary. We found one condemned cell occupied by a prisoner sentenced to death. This prisoner is under the observation of a police sentry, but the door of the cell being a batten one, it cannot be closed without removing the prisoner from the observation of the sentry. The police guard stationed here commands a full view of the whole of the female enclosure including the bathing platform and latrine.

18. Habituals and adolescents are kept in separate wards at night, but they are worked with the rest of the prisoners by day. Caps to distinguish them are in use, but there is no means of ascertaining the number of times a prisoner has been previously convicted without a reference to the warrant.

19. The history tickets are always kept in the office and only given out for the Sunday parade. The marks seem to be recorded well on them, but offences seldom find any record. For instance, two prisoners were shown by their task ticket to have done short work on the 19th February. This fact

found no entry in the history ticket, although one of the men who was on the mark system was punished by loss of marks.

20. The hospital is one of the ordinary wards. There were only four sick on the date of our inspection, and no cases of dysentery and diarrhoea. There are tents for moving 100 prisoners into camp, but some of these are now used as extra workshops for weaving durries, &c. This should not be allowed. There was only one death from cholera last year.

21. We have already noticed that the female enclosure is completely overlooked by a police guard over whom the jail officials have little or no control. There is accommodation for 20 females and we found 16 in the jail. The female warder gets only Rs 6 per mensem: when absent on escort duty her place is taken by a woman temporarily employed. The platform round the well in this enclosure slopes towards the well. This requires to be remedied.

22. There is only one under-trial prisoner in this jail. All the others are confined in a special hawalat two miles from the jail, but near the kutcheries and the police lines. This hawalat is managed by a special establishment consisting of one head constable and ten constables, a paid sweeper on Rs 6, and a paid matron who gets three annas a day when females are in hajat. We visited this hawalat, and found it to be a large well arranged barrack divided into four compartments and surrounded by a high enclosure wall. There were 29 men and 2 women under trial. Some of the men, according to their own statements, had been over two months under trial. No tickets showing date of admission and dates of remand are given to these men. They are supplied by a bunia with uncooked rations on the non-labouring scale and allowed to cook their own food. When not employed in cooking they are kept locked up in their sleeping wards.

23. The civil prisoners are confined in a separate enclosure inside the criminal jail. This part of the jail used to be much overcrowded until the recent alterations in the Civil Procedure Code came into force. We would advocate the complete isolation of debtors from other prisoners by closing the present entrance, and opening one in the wall which faces the public road. If a grated door was placed here these prisoners could communicate with their friends at any time in the day.

24. The record of offences in this jail is very incomplete. For instance, only one offence was recorded between the 29th January and the 14th March 1888, and that was on the 24th February. Between the 19th November and the 21st December there was only one offence. Offences connected with work when punished with loss of marks are not shown as offences. In one case where more than one prisoner was employed on a carpet and short work was done the prisoner on the mark system was punished with loss of marks. It is not shown what was done with the other prisoners as there was no record of this short work. The fact itself could not have been detected if it had not been for one prisoner losing his marks for the offence. Although the record of offences is manifestly incomplete in this jail, we find that the Inspector General of Jails addressed the Superintendent in his letter No. 5779, dated 6th August 1888, in these terms:—

"I have the honour to call your attention to the very large proportion of offences to population as exhibited in Annual Return No. 6 of 1887. As this is a point that must be commented on in this Annual Report, I desire to draw your attention to it in order that you may look into the matter and be able, when submitting your annual papers, to explain clearly the reasons why offences are so much more numerous in your jail than in most others."

There can be only one result when such instructions are issued from the head office. As this subject will be considered at length in our general report, it is not necessary to discuss it further here.

25. Since the carpet-weaving industry was abolished in obedience to the orders of Government, there has been considerable difficulty in obtaining employment for the prisoners. A large number of industries are being worked in a petty way, but there is no profit from them. Brick and lime burning are being tried.

26. The scale of establishment sanctioned for this jail is the following:—

Establishment.	R
1 Superintendent (Civil Surgeon)	75
1 Daroga	30
1 English writer	15
1 Moharrir	20
1 Hospital Assistant	10
1 Head warder	42
6 Day warders at Rs 7 each	6
1 Female warder	20
2 Head night watchmen at Rs 10 each	28
4 Night watchmen at Rs 7 each	4
1 Prisoner warder	6
2 " warders at Rs 3 each	
Total	306
Add police guard, about	60
GRAND TOTAL	366

If the jail establishment was reorganized on the lines recommended by the Commission, it would be as follows:—

	R	R
1 Superintendent		75
1 Jailer	75 to 100	
1 Assistant Jailer	40 to 50	
1 Hospital Assistant		20
Deferred pay for ditto		10
1 Matron (native)		10
1 Chief Head warder	15 to 20	
1 2nd grade ditto	12 to 15	
2 1st grade warders, R10 each		20
5 2nd ditto, R9		45
8 3rd ditto, R8		64
<i>Reserve guard.</i>		
1 Head warder	12 to 15	
1 1st grade warder		10
1 2nd ditto		9
3 3rd grade warders, R8 each		24
GRAND TOTAL		411 to 457

To the above should be added R18 per mensem for warders and head warders' uniforms and R5 the present cost of three convict warders.

It will be seen that there is an initial increase of R104 and a possible maximum increase of R150. We propose to meet this by suggesting the amalgamation of the hawalat with the jail, when a new jail is built in the civil lines as we feel sure it must sooner or later be if the health of the prisoners is to be improved. The hawalat establishment at present costs about R90 per mensem. This would be saved and the proposed establishment would be well able to do all the duties now done by the hawalat and jail establishments. Pending the erection of a new jail and the amalgamation of the hawalat with it, any extra expenditure involved in the re-modelling the jail establishments will be met by general savings from the other provincial jails.

27. The reasons which have influenced us in recommending the proposed establishment are given fully in our general report. It is only necessary here to indicate the great improvement which would result.

The Jailer who fills a most responsible post would be given a salary in some measure adequate to his responsibilities and education. The Assistant Jailer would have a maximum pay equal to that now enjoyed by the Jailer or daroga. The Hospital Assistant would receive a deferred personal allowance of R10, a matter of considerable importance as we have explained elsewhere. In an unhealthy jail like this the extra allowance will help materially to improve the care of the sick and convalescent, and reduce the mortality. The discipline of the jail would be much improved by having three head warders on good pay instead of one on R10, who virtually does nothing but gate work for 14 hours a day. The pay of the warders would be increased from R7, to R8, R9, and R10 for the three grades, and the jail service will be able to recruit the best men for these responsible posts. Under the present system all the men are on the day duty work from 5 A.M. to 6 P.M. with an interval of one hour for food. Under the proposed system no warder would be required to do more than six hours' work by day and two or three hours by night. No leave is now granted unless a substitute is furnished. The new proposal would allow each warder a month's leave on full pay. All these advantages would help in a marked manner to improve the jail service in all its branches and to increase the deterrent effects of imprisonment. This vast improvement can be obtained without any increased cost, if the hawalat is made a part of the jail.

28. We cannot conclude our report on this jail without again giving it as our opinion that a new jail on a better site near the court-houses is urgently required for Mirzapore. The present buildings being near the Railway Station may be sold and the proceeds applied to building the new jail with convict labour.

(4)—ALLAHABAD DISTRICT JAIL.

The Jail Commission visited the Allahabad District Jail in company with Dr. Cameron, the Superintendent.

2. The jail consists of an enclosure containing six sleeping barracks which formed the old jail. This has been surrounded by a fine enclosing wall, inside of which has been built an additional enclosure containing five sleeping wards and two blocks of 20 cells each, all radiating from a central space in which is situated the cookhouse. In addition to this there are new main gate buildings flanked on either side by enclosures for civil and under-trial prisoners and a separate jail for female prisoners.

3. On each side of the main entrance which is protected by a wooden gate there are the offices of the Superintendent and the subordinate establishment. Much could be done to improve these offices by having proper doors and windows for them and protecting them from the dust, &c., of the main

gate passage. The appearance of these offices might also be much improved by better furniture and a more complete arrangement of the jail records. To one side of the Superintendent's Office is a long well arranged godown containing manufactured articles. Leading from the main gate there is a passage 200 feet long protected at the further end by a wooden gate in charge of a convict officer. Opening into this passage are the entrances of the female, civil and under-trial enclosures.

4. The Civil Jail to the left is a large commodious enclosure containing a very substantial building divided into a number of compartments and a cook room and latrine. The main building is well built, but the heavy masonry verandah was evidently a mistake and must make the sleeping wards very hot at night in the hot weather. The building is now also too large for the number of civil prisoners likely to be confined in it. Here, as in the other jails visited, the debtors are placed at a disadvantage in not being able to communicate fully with their friends. We would advocate the removal of these prisoners to a ward outside the jail if the numbers confined continue to be as small as they are now. If this was done the present civil enclosure might be given over to the Magistrate's hawalat, which is now not a part of the jail. The distance to the kutcheries is said to be two miles. This is not too great a distance for the daily escorting of prisoners to the courts. Our views on the subject of hawalats at head-quarters of districts as separate institutions will be found in the body of the report. A two-mile walk morning and evening to men kept in close confinement while under trial so far from being a hardship would be an advantage from a sanitary point of view. If the number of prisoners in the hawalat is large, a prison van similar to that in use in England but drawn by bullocks might save the cost of escort. We visited the hawalat and were struck with the large amount of suitable accommodation available in it. In the interests of economy, however, our proposal to close this institution might be considered. The European vagrants would be better placed in the Central Jail where the European warder and jailor could look after them. If the females were removed from the Central Jail one or two of their barracks might be given up to the vagrants. The Sessions under-trial prisoners are accommodated in this jail. We found seven in confinement,—one man had been ten months and one nine months under trial; three others had been two months.

5. The unoccupied enclosure containing barrack No. 15, which is not a safe place to confine prisoners in, might be converted into two sets of quarters for the Assistant Jailer and Hospital Assistant, the walls marked A and B being either removed or reduced in height to allow more air to the quarters. At present this excellent building is occupied as a godown.

6. The female jail is a large enclosure containing two barracks capable of accommodating 88 prisoners. There were on the day of our visit 23 women in this part of the jail. The daily average number of female prisoners of all classes for the past year was only 24. The daily average number confined in the Central Jail during 1888 was 62: this number could be much reduced by allowing first conviction women to remain in the jails of their districts irrespective of the length of their sentence provided there was accommodation for them. Our views on this subject have been given in the report on the Benares Central Jail. With so much accommodation available it is a pity not to have one female jail in Allahabad. This jail from its position would appear to be the most convenient one for the purpose. The establishment entertained for the management of female prisoners consists of an old Eurasian matron on R20 and a native female warder on R6. This woman escorts young prisoners to their homes. Only two such women were escorted to their homes last year.

7. Proper cells in a separate enclosure are provided for lunatics under observation. We found one cell occupied, and the man was under the care of a convict officer. In our general report we have expressed our decided opinion that lunatics under observation should not be admitted to jails, cells for their observation should be provided near dispensaries or outside lunatic asylums where the Civil Surgeon can examine them daily and have them cared for by the Hospital or Asylum staff.

8. The workshops of this jail are very suitable buildings and properly protected to prevent the prisoners from wandering about. The blacksmith's shop is a lofty well ventilated room, and the special precautions taken for shutting it up are therefore not likely to prove injurious to health. Two workshops with arched pucca roofs have recently been built at a cost of a little over R2,000 each. These are excellent buildings, and the work is well and cheaply done. The only defect is a want of ventilation in the upper part of the roof. This, however, can be easily supplied. The iron gratings are perhaps too strong and too expensive for the purpose for which they are required. There is a tread mill on which about 25 prisoners are employed. The power developed is used for turning two flour mills. Some flour grinding is also done on the regular raised hand-mill. The task is fixed at 15 seers, but the use of the fine sieve makes it difficult for a prisoner to prepare more than about 7 seers of fine flour. We saw a Bull's kiln in use in the outer garden. The brick industry would be an excellent one for the short-term prisoners of this jail if the earth required could be carted to the jail at a reasonable rate or by jail carts. No digging of holes in the neighbourhood of the jail should be permitted.

9. The sleeping wards are on the usual plan. They are constructed to hold 40 prisoners each, in two rows. There are no shutters to the grated openings, but gunny purdahs are in use for one side of each ward. The lights for use in the wards are of a very inferior pattern and not removed from within the reach of the prisoners. There are no rules regulating the use of the night privy by prisoners; as

a fact five or six prisoners in each ward use them every night. In those latrines which are placed outside the wards the nuisance caused by this may not be evident. In a well watched ward it should be the rule to prohibit the use of the night latrines. If a prisoner is obliged from illness or other cause to use them he should be placed under observation the next day by the Hospital Assistant to ascertain whether he is suffering from any bowel complaint.

10. There is a well planned central cookhouse which is more airy and better arranged than some of those we have seen. The allowance of 3 chittaks of wood has to be supplemented with leaves and scraps. To economize fuel the cast-iron pot in which the dall and vegetables are cooked is buried in the fire place. It is not removed to be cleaned, but is cleaned in its place. This no doubt helps to reduce the cost of wood and saves the great trouble of moving these heavy utensils, but it is a question whether they can be kept perfectly clean and it is difficult to inspect them on the spot when empty. Being of cast iron the danger from their not being clean is perhaps not so great as it would be if copper or brass vessels were in use. We notice a want of uniformity in the kind of vessels used in the cookhouses of jails in this Province. If the Inspector General decided which was the most suitable material to use in making these vessels and the shape which gave the best results, a standard pattern might be fixed for all jails and one or two of the Central Jails be employed in making cooking pots for all the neighbouring jails. In some other Provinces wrought-iron pots, with shoulders high up the circumference of the pot, are found most convenient. These shoulders or projections rest on the fire plates and allow the lower portion of the pot to be completely surrounded by the flame and heat. If two stout iron rings are attached to each pot, they can be easily moved about by passing a bamboo through the rings and having them lifted by two or four prisoners. The chappatis are thin and very well cooked, and they are thin enough to allow as many as seven and eight to each prisoner. The weighing of the ration is done after it is cooked.

11. There are 40 cells for habituals; they are on the ordinary standard plan with a covered corridor down the centre.

Cells for habituals.

12. The hospital is an excellent ward and is provided with well made iron beds covered with newar. The beds are said to have cost R10 without the newar. On the day of our visit there were 16 sick who were being well looked after. Unlike other jails the supply of European medicines is received by a direct indent on the medical depôt. The death-rate in this jail has for some years been low; the highest death-rate was in 1887 when it reached 40 per mille and there were no less than 11 deaths from lung disease out of a total of 20. The number of admissions from dysentery show a marked increase during 1888. There has been no case of cholera for many years.

13. The day latrines are on the standard plan for this Province. It would be a distinct advantage to adopt the plan of having separate compartments for prisoners using the latrine instead of making them all sit together without any shelter.

Latrines.

14. The water supply is obtained from wells within the jail enclosure. The water is raised in leather bags by chains which wind round a cylinder. There is no objection to this system of raising if care is taken to see that the capstan has a check on it to prevent accidents. These capstans should be covered over to protect the prisoners working them from the sun. We should like to see the water distributed throughout the jail and to the sleeping wards by pipes. At present there is a masonry reservoir attached to each ward which is filled with water by hand for night use. These reservoirs are not altogether protected from pollution and the water in them gets very hot and undrinkable in the hot weather.

Water supply.

15. The jail garden which occupies a large area between the old and new main walls is well cultivated, and we found good crops of cabbages in it ready for use. There are also a very large number of lime trees in full bearing. In some fields we saw excellent crops of cereals. The proceeds from these crops go to the manufactory and not towards reducing the cost of diet. It is natural that the jail establishment should wish to increase the profits from manufactures from which their commissions are paid. The system of supplying English seeds for jail gardens is capable of much improvement. There were nine bullocks belonging to the jail, some of them too old to be of any use. No cows are kept here.

Garden.

16. The record of offences in this jail is very incomplete. We are forced to this conclusion from the fact that there were no offences against work recorded during the whole of 1885. A cursory examination of the task and mark tickets showed that prisoners had been cut marks for short work without the offences being recorded in the punishment register. The case of 3369 Ganga Chamar is one which illustrates what we mean. This man received only 36 marks in November and December 1888, the remainder being forfeited for short work, but there is no record of this. See again the case of 3591 Binda Pershad to the same effect. This man was also punished for having tobacco, and the offence recorded, but he was still allowed full marks for the month. The mark registers for January and February 1889 have not been written up.

Record of offences.

17. The gate-keeper who is on duty for 11 hours in the day keeps a pencil note book in which he is supposed to record all that happens at the gate. If this record is to be of any use it must be kept in ink in two proper registers, one for articles passing in and out and another for officials and prisoners.

Gate register.

The entries should all be made as they occur one after the other so as to prevent any alteration or addition after the notes have once been made. The exact time at which entry is made should also be noted.

18. The jail is visited very rarely by official visitors. In 1887, the Magistrate or his Deputy came five times and the Commissioner twice. In 1888 the Magistrate only visited three times and the Commissioner once. No judicial officer has visited this jail for two years.

Jail visitors.

19. The clothing worn by the prisoners was of very fair quality and suited to the requirements of the season. There was, however, no stock of clothing in the godown.

Clothing.

Establishment.

20. The cost of the present establishment is as follows:—

	R
1 Daroga or Jailor	100
1 Clerk	40
1 Naib Daroga	25
1 Matron	20
1 Moharrir	15
3 Prisoner warders at R4 each	12
2 Head night watchmen at R10 each	20
7 Night watchmen at R7 each	49
4 Prisoner warders at R4 each	16
6 Ditto R3 each	18
1 Head warder	10
1 Warder	8
15 Warders at R7 each	105
1 Female warder	6
2 Extra warders at R7 each	14
1 Hospital Assistant	35
TOTAL	643
Cost of Police guard	133
GRAND TOTAL	776

21. We would propose the following establishment for this institution:—

	R		R
1 Jailor	100	to	125
1 Assistant Jailor	40	to	50
1 Hospital Assistant			35
Deferred allowance			10
1 Matron			8
1 Chief head warder	15	to	20
1 2nd grade head warder	12	to	15
2 1st grade warders, R10 each			20
7 2nd ditto R 9 "			63
10 3rd ditto R 8 "			80
Reserve guard.			
Head warder	12	to	15
1 1st grade warder			10
2 2nd grade warders, R9 each			18
3 Third grade warders, R8 each			24
GRAND TOTAL	447	rising to	493

To the above must be added the cost of uniform which will come to R12-10-10 for each head warder and R9-4 for each warder annually. This will cost about R22 monthly. To show the exact saving to Government the cost of rations and clothing for the 13 convict warders now receiving salaries from the establishment must be shown as an additional cost to Government if the new scheme is adopted. Taking the cost of rations at R17 and clothing at R3 per annum we find that the monthly cost for 13 men will be about R22 per mensem. Adding these two items to the proposed establishment there will be a net saving to Government of R255 to R239, giving a mean annual saving of about R3,000.

22. Prisoners having sentences up to three years are confined in this jail, and the usual jail industries are in progress here. In our opinion every prisoner having an original sentence of one year or over should be transferred to the Central Jail. The profits for the past year are returned at R4,972, but in this is included R1,965 for prison labour employed on jail buildings, R689 for vegetables supplied to the jail, and R294 for labour employed in making up jail clothing.

Manufactures.

(5)—ALLAHABAD CENTRAL JAIL.

The Jail Commission visited the Allahabad Central Jail on the 7th and 9th March 1889, accompanied by Dr. Hall, the Superintendent.

2. The jail is situated across the river Jumna not far from the Naini station of the East Indian Railway. It occupies a large area which is surrounded by a good pucca wall. The main buildings inside the jail are

Site and area buildings.

arranged on the standard plan for these Provinces, viz., in two circles containing the sleeping barracks and worksheds with the hospital enclosure between the circles. There are besides these, two semi-circles each containing seven blocks of cells. Immediately behind the front wall of the jail and between it and the semi-circles is a long narrow enclosure which is sub-divided into the following separate minor enclosures: the female jail, workshops for blacksmiths, carpenters and potters; grain godowns, solitary cells, quarantine enclosure and juvenile jail. All these minor enclosures occupy a limited area confined between two high walls. If the female jail is removed to the District Jail there ought to be no difficulty in reducing the height of the inner wall to 8 or 9 feet and thus allowing more air into this part of the jail. The large space between the main wall and the circles and enclosures is occupied by the jail garden. There is much left to be done in this jail to improve its appearance in regard to neatness and order. The drainage of the jail is not good, but it is now being improved by the construction of shallow saucer drains. This should not be undertaken without a previous survey of levels.

3. There are two circles each containing eight sleeping barracks and four workshops with a cookhouse occupying the central point. By removing four divisional walls the number of enclosures has been reduced from eight to four and the ventilation and movement of air been much improved thereby. The enclosures are surrounded by high walls which, while they make them very secure, must all affect the ventilation in the hot weather. The barracks which are on the standard plan have recently been re-roofed. There is no permanent means of controlling the ventilation during the cold weather and we saw no evidence of any attempt to lessen the draughts through the buildings by the temporary expedient of building up the grated openings partially. Proper raised beds are provided in each barrack, and the night light is placed out of the reach of the prisoners by means of a pulley worked from outside. Prisoners are allowed to use the latrines at night. The wards are watched at night by the prisoners of the barrack taking it in turn to give one watch. If the worksheds are removed from these enclosures it would be very advisable with the material available to build a verandah on one side of each barrack to afford shelter from the sun and rain when the prisoners are assembled in their enclosures for the different parades. The Burmans are particularly sensitive to the sun in the very hot weather. Three of the worksheds of each circle are good lofty buildings and well suited for the purpose. They are properly protected to prevent wandering about. The fourth workshed in each circle is a low lean to structure badly ventilated and sub-divided into small compartments $12\frac{1}{2} \times 10'$ with four or five men in each. The amount of superficial space per prisoner in each of those containing five men was therefore only 24 square feet. As some of the men in the rooms were in indifferent health and on light labour, the confinement in these close rooms must be very injurious to their health. In the new standard plan for these Provinces the worksheds which now rather crowd up these circles are very properly placed in a separate enclosure altogether away from the sleeping wards. It might be possible to do this here if the juvenile and female jails were adapted as work enclosures, the females being removed to the District Jail and the juveniles who are very few in number being accommodated in the enclosure which now has the solitary cells, quarantine and boys' workshed. It is a grave mistake when the prisoners are in indifferent health not to make use of the whole available sleeping accommodation of the jail and to thin out the numbers confined in each ward. On the night previous to our visit seven out of eight of the barracks of No. 1 circle were empty, while the barracks of No. 2 circle had their full complement of prisoners. It was explained that the wards of one circle had recently been under repair, but we saw no reason why they were not occupied as the repairs had evidently been finished.

4. Each semi-circle contains seven blocks of cells. These have the cells opening into lofty corridors that run the whole length of the building. These corridors are in some cases occupied by day by large bodies of men working the flour mills. The cells of the corridor put to this use were not occupied at night. A flour mill which could be placed in the corridor and worked from the cell would be an admirable arrangement for working habituals and keeping the flour out of the reach of the men, and thus preventing the eating of the grain and the mixture of earth to make up the loss in weight. At Dr. Walker's suggestion, such a mill is now being devised in the Alipore Jail, and it is hoped will be a success. The cells in the first semi-circle which have no openings into the cell enclosure are absolutely uninhabitable in the hot weather. While those in the second circle which are occupied in the hot weather have openings looking on to the plots between the blocks, but these openings are unnecessarily restricted. With such excellent means for the complete segregation of habituals it is a great pity that they are not made available for occupation throughout the year. We would advocate the immediate provision of an iron grated opening having an area of not less than 15 square feet for each cell with batten doors to protect the men in the cold weather. The iron bars should not be more than $3\frac{1}{2}$ inches apart,—those now fixed will permit the escape of any small-boned man. As the enclosures between two blocks are unoccupied these openings will not render the cells less solitary. With about 600 habituals in the jail, we only found 346 confined in the two semi-circles which are capable of holding 442. There are also a large number of adolescent prisoners at present mixed up with grown-up men who would be better placed in these cells. Small fly shuttle looms on the Jubbulpore and Nagpore patterns might be introduced into the better ventilated cells for the employment of the longer term habituals whom it was considered necessary to work in separation. With this would of course have to be arranged a plan for exercising the men morning and evening in the centre of the semi-circle.

5. One of the blocks of cells in semi-circle No. 1 is occupied by European prisoners. These cells are well arranged with a bath room attached to each. The lateral and roof ventilation is good, and a "punka" is provided in the very hot weather. We found 14 European prisoners in the jail on the day of our visit. They seem to keep very fair health.

6. The hospital enclosure lies between the two circles, and has a high surrounding wall which separates it from the garden. The gate leading to the hospital enclosure is left open and is not guarded even by a convict officer. This in our opinion is a source of weakness and discounts the presence of the high surrounding wall. One of the hospital barracks has been properly segregated for the confinement of lepers. This jail receives all the long-term leper prisoners in the Province and the arrangement for their separation is very complete. The two wards retained for ordinary patients are good buildings provided with commodious verandahs. The beds for the sick are ordinary wooden charpays infested with bugs. We would recommend the supply of iron beds for all hospitals. A sample of those in use in the Alipore Jail may be tried. There are also good iron and newar beds in the District Jail of Allahabad, but these are somewhat too expensive for general adoption throughout the Province. There were 16 sick in hospital and 42 convalescent and infirm, besides 21 in what is known as the "ulcer gang."

7. We noticed with surprise a custom in this jail of keeping out of hospital, under treatment, a large number of cases of ulcer. On the day of our visit we saw 21 cases thus being treated: they were called the "ulcer gang," and many of them showed that they had been cases of sloughing ulcer of a severe type, one patient having his leg still on a splint. The practice of keeping prisoners having slight abrasions on their lower extremities on a special gang doing light labour is well recognized in jails; but the custom which we saw in force in the Allahabad Central Prison is something very different, for it amounts to keeping out of the hospital records every case of ulcer up to a point at which it is likely to terminate fatally. As the frequent occurrence of ulcers, especially of a phagedenic or sloughing type, is one of the most certain indications of lowered vitality and mal-nutrition amongst a body of men, the result of this system of not recording in the sick returns ulcer cases is to give a false impression of the condition of the health of the prisoners in the jail. As mentioned above, we found 21 cases of ulcer under treatment in the hospital and yet during the whole of the past year only five cases of ulcer were reported as admitted into hospital, and neither in January nor February of the current year was a single case registered. Still more extraordinary is the fact that although we saw that a number of the ulcer cases under treatment were cases that had recovered after extensive sloughing of the tissues, there is not one case of sloughing ulcer entered in the annual return of sick prisoners for the past year submitted to the Sanitary Commissioner with the Government of India; nor is there one case of sloughing ulcer returned in the monthly sick returns of the jail for January and February 1889. It is scarcely necessary to enlarge on the direct evils flowing from such a system of keeping up the records of a hospital—if a special "ulcer gang" may be kept under treatment in hospital, and not be shown in the hospital records, we see no reason why there should not be a special "dysentery" or "pneumonia" gang. We were at the trouble of tracing one case which may be found entered in the casualty roll of the prison for September 1888 (No. 2 Dukhu). The cause of death is entered as "sloughing ulcer of leg and foot." The remarks made on the case are as follow:—

"This man was admitted into hospital on the 25th March 1888 with a large ulcer on the back of his right leg and on the top of the right foot. The parts in these regions had sloughed completely away, and some of the bones of the tarsus were exposed. By degrees his leg got so well that he was put into the 'ulcer gang' on the 27th June 1888."

Now if a reference be made to the monthly sick return for March 1888, it will be seen that there is not a single case of ulcer or of sloughing ulcer shown as admitted into the hospital, but at the bottom of the entries "local" appears a case of "contusion with laceration of foot." This is the case of Dukhu described above in the clearest terms by Dr. Emerson as a case of phagedæna or sloughing ulcer. The case appears in each month's return till June when he is shown as discharged "cured." In point of fact he was only transferred to another part of the hospital "where" (the September's report continues) "he remained for about two months, his general health improving and his leg healing up." Suddenly on the 27th August the old ulcer broke out into sloughing again: he was then admitted into hospital as a case of "sloughing ulcer" and died on the 10th September. The tendency in this prison is to keep prisoners out of hospital, so as to repress the sick list by increasing the numbers on various gangs of men, styled infirm, weak, or ulcer cases. We believe that the high percentage of mortality has been partly due to this practice. We saw a gang of old and weak habitual prisoners engaged on surkhi pounding, and on expressing astonishment we were told that they were not expected to work more than they pleased. From a considerable experience of such prisoners we are of opinion, that nothing short of making them *de facto* inmates of the hospital will keep them alive through any period of sickness. At the same time while men having no active disease preying on them may be kept on the "infirm gang" and be dealt with especially there, every prisoner suffering from any active disease should become an inmate of the hospital and thus be protected from oversight and neglect.

8. The supply of European medicines is obtained by direct indent. The stock seemed scanty and the dispensary might be much improved in neatness and appearance.

9. The juvenile jail, which consists of three large blocks of buildings in one enclosure besides a workshop, is now too large for the requirements of this prison. The habitual offenders are sent to the Agra Jail, and the construction of the Reformatory School at Bareilly will still further reduce the number. This enclosure might therefore well be given up for workshops. It may be possible by removing the front of the cells and building arches across to convert the three blocks of cells into fine lofty workshops.

10. The female jail has accommodation for 150 prisoners. At present 92 are confined in it, of whom 32 are habituals. The daily average number in 1885 was only 62. The jail is managed by a European matron on Rs 50 and a female warder on Rs 3. This woman escorted ten prisoners to their homes last year. Instead of the usual warm koortha, a blanket cloak is provided for each woman. A young life prisoner, 6842, Bhagwanti, who has been here since 1884, looks a fit case for transportation to Port Blair. No female prisoner has been punished: this is remarkable, seeing that half of them are habituals and usually give much trouble in other jails.

11. We cannot too strongly condemn the plan on which the solitary cells in this jail have been constructed. The Superintendent has tried to improve them by making ventilating holes in the walls, but even now these cells are quite unfit for the confinement of prisoners at any season of the year. The barrack in which these cells are placed should be gutted out.

12. The arrangements for storing grain are all that could be wished. There are six large pits for storing cereals. Four thousand maunds were stored last year. The ration godowns for current use are well arranged and have a system of marks in each compartment to show the quantity in store. The quantities brought into store are also sufficiently large to allow of a proper check being kept of the receipts. The godown keeper's book showing issues of grain to the mill and the return of flour to the godown instead of being used for the purpose for which it was devised, is now written up after the transactions are completed, and certainly can give the Superintendent no idea of the quantity of short work done in the mills nor of the loss of grain from cleaning and separation of bran. For instance, 20 maunds of wheat are issued to the mills, 15 maunds are returned at the end of the day as flour and bran and 5 maunds as unground grain. These facts instead of being returned in the columns provided in the register are altered to represent that only 15 maunds of wheat were given out and that no unground grain was returned. There is nothing short of intentional deception in keeping this register in the way it is kept here.

13. Ordinary tin oil vessels placed in large lanterns are in use throughout the jail. The amount of oil issued daily is 7 seers. This compares unfavourably with the amount issued in the Benares Central Jail containing the same number of prisoners, which was only 2 seers and 11 chhittaks.

14. There are four cookshops in the jail. They are sufficiently large for the purpose. The fire places required five chhittaks of wood per prisoner. The brass vessels in which the dahl and vegetables are cooked are buried in earth over the fire place. They are taken out once in two or three days to be cleaned and to have the under surface covered with clay and prevent the metal being damaged by fire. The cleaning of these vessels should be supervised with great care, and if possible iron pots recommended in our report on the Allahabad District Jail brought into use; these can be lifted out after each meal and washed. The cooks are dressed in caps similar to those used by French bakers. In our opinion, no departure from the regulation pattern of jail clothing should be allowed. The bread looked very well cooked. The flour is not fine enough, and this is due to there not being any proper sieves in use.

15. Our previous remarks on the standard plan of latrines and the improvements that should be made to secure decency and cheaper working of the dry earth system would apply to this jail.

16. The water supply which is obtained from wells inside the jail enclosure and raised by a treble action pump and also by a proper system of leather bags, iron chains and capstans are all that could be wished. In most cases the water is distributed to the various enclosures by pipes. There is no arrangement for filtering or boiling the drinking water on occasions when there is any increased sickness.

17. The supply of clothing seems good and sufficient for the season of the year. A considerable proportion of the blanketing is not very serviceable. The untidy practice of allowing prisoners to tie their spare clothing round their heads should be discouraged. We have also referred to the objectionable practice of devising special changes in the uniforms. The clothing and bedding might be arranged in the wards with more attention to neatness.

18. The classification into the different classes is fairly well observed, the habituals being entirely separated from those convicted for the first time. More attention should be paid to the segregation of adolescents. Those having bad reputations are confined in cells. All of them would be better accommodated in cells, and these would be less likely to become habituals if kept apart from

the older prisoners. Females and boys are carefully segregated. Habituals are marked with an iron wrist ring. This is a distinct advance towards the recognition and segregation of this class. The number of previous convictions might be shown by deeply cut marks on these rings. We are glad to see that it is proposed to follow the example of the Agra and Benares Jails and to have galvanized iron neck rings for the wooden labels. We were struck with the fact that the Jail authorities were not acquainted with the individual jail history of the prisoners. For instance, a prisoner, who had been eleven years in Jail, was supposed both by the Superintendent and the Jailor to be a recent admission. They did not know on what work he was employed.

19. There are 240 Burmans in this jail and they seem to be managed without difficulty. A considerable proportion of these transportation prisoners are in indifferent health, and in some cases their present condition can be traced to the time when they were placed on reduced diet for three months last year. It is in our opinion a dangerous practice to meddle with the diet scale allowed to these long-termed foreigners. The deterioration once caused in their health is not easily remedied. We notice with surprise that although the weight test was in use at the time the reduced diet was being given, no action whatever was taken in the case of men who showed as much loss of weight as 12 to 18 lb. As a rule the Burmese prisoner has no spare flesh to lose and every pound of weight lost means deterioration in health. As an instance, we quote the case of No. 7773 in whose case the short diet was begun when his weight was 1 maund 18 seers: when it was left off in October his weight had gradually fallen to 1 maund 9 seers, that is to say, he lost 18 lb in three months and is, even now after four months on full diet, a wreck, in bad health. Some of the men are being taught to read Hindi. It would be better if all the younger men were divided among the Hindustani prisoners and taught to speak the language. At present a very small proportion of those confined in this jail can communicate with the jail authorities without an interpreter. In other Provinces where a sustained effort is made to teach them the language of the country, the progress made is very satisfactory and the prisoners are more contented and more easily managed. The practice of working and sleeping them together should be discouraged.

20. Fetters for safe custody are in comparatively little use in this jail and no inconvenience has been experienced from their removal from even long-term prisoners. Since the receipt of the recent circular from the head office the Superintendent has had to revert to the practice of fettering prisoners under those rules. It is a great pity that the advance made in this direction should have been so suddenly stopped. With such a great tendency to abrasions and ulcers about the legs and a previous history in this jail of so much sickness caused by sloughing ulcers, we think that all fetters for safe custody should be discouraged here.

21. It is only necessary to state the following facts to show what is done here in regard to the recording of jail offences. In the first six months of 1888, with a daily average of 1,400 prisoners there was only one prisoner reported for having possession of forbidden articles: this was on the 1st May. Between the 20th September and 1st October, that is, for 10 days, no offence of any description is recorded. In the whole month of October there were only two offences. During the 12 months of 1887, 274 offences of all kinds were recorded. In the 12 months of 1888 there were 233. In the first two months of the current year we found 225 offences recorded. But even this extraordinary increase does not give a complete record, for, on a casual examination, we find Kishna, No. 8034, reported on the 26th February for short work, and this fact not recorded in the register.

22. In 1887 the Magistrate and the Commissioner visited the jail only once each. In 1888, the Magistrate paid two visits, the Judge one, and the Commissioner one. To have this jail properly visited some special rules will be required as it is nearly five miles from the civil station and necessitates a special journey for the purpose.

23. There is a large area inside the jail for a garden. In our opinion the supply of cold weather vegetables is too limited for such a large jail. Much more could also be done to cultivate cereals with the object of cheapening the cost of diet. The growing of potatoes for the supply of vegetables in the unhealthy months should receive great attention in this jail where the tendency to deterioration in health is so marked in July, August, and September. The plan of having jail cows for the supply of milk has been introduced with marked success. Although it was only introduced in December 1887 the purchase money has been repaid, and the jail now possesses cows and calves valued at nearly Rs 400. More of the jail milk should be used for the prisoners and the sale to the officials restricted so long as so many prisoners are in indifferent health.

24. Every prisoner was paraded for inspection. We regret to say that an unusually large proportion of the prisoners are in indifferent and bad health. We are unable for want of time to write as fully as we could wish on what appears to be the progressive deterioration in the health of the prisoners in this jail which has set in since 1884. The following are, however, facts worth recording. The death-rate in 1883 and 1884 was 15.4 and 17.7 per mille. In 1885 it rose to 24.49. In 1886

there was a further rise to 38.66. In 1887 there was a considerable decrease, 22.37, but the Jubilee releases no doubt helped to get rid of a large number of the weak and old. In 1888 the death-rate was the worst of any of the years we are comparing, *viz.*, 35.9. The very unfavourable features in the medical statistics are the increasing number of deaths from dysentery, debility, and lung diseases (probably pneumonia). In connection with this subject should be read Circular No. 45 of 1888 in which the diet scales of all classes of prisoners was reduced for the months of July, August, and September, the most unhealthy months of the year, when no proper vegetables can be obtained. A few examples of men now in the jail will show with what injurious effect this reduction in diet has been worked in this jail for 1888. No. 8175 Baddal weighed on admission to jail 1 maund 12 seers, his weight at the end of the three months of short diet was 1 maund 4 seers. Loss 16lb, and the man is now in bad health. No. 7253 Serba began the short diet weighing 1 maund 15 seers, and after three months weighed 1 maund 7 seers. Loss 16lb, and now in bad health. No. 7773 Burman prisoner began the short diet in July weighing 1 maund 18 seers. At the end weighed 1 maund 9 seers. Loss 18lb, and this man is now a wreck. No. 8735 Burman began the short diet weighing 1 maund 20 seers and at the end of three months weighed 1 maund 16 seers. Loss 8lb, and now in bad health. No. 6174 Baboo Lal, weight on admission 1 maund 15 seers. He began the short diet when he had already lost 2lb and ended 1 maund 11 seers. Loss 8lb, and now in bad health. No. 7279 Burman began the short diet 1 maund 15 seers and ended 1 maund 11 seers. Loss 8lb, and now in bad health. No. 7820 Burman began the short diet weighing 1 maund 15 seers 9 chittaks and ended 1 maund 9 seers. Loss 13lb, and now in bad health. No. 7818 Burman began the short diet weighing 1 maund 12 seers and ended 1 maund 9 seers. Loss 6lb, and now in bad health. No. 8024 began weighing 1 maund 20 seers, ended 1 maund 14 seers 8 chittaks. Loss 10½lb, and now in indifferent health. No. 7380 began 1 maund 12 seers and ended 1 maund 7 seers. Loss 16lb, and now in bad health. We have given the figures relating to 10 men casually picked out; there are undoubtedly a very large number of men now in the jail who have suffered in the same way. Here then we have clear evidence of the effect of injudiciously reducing the diet from a fixed scale. The worst feature of these cases is the fact that the men were weighed periodically and the weights recorded in red ink on their tickets, but no steps were taken to remedy matters when each recurring weightment showed progressive loss of weight. When it is considered for a moment that no native of the class from which the jail population is principally recruited can lose 2 or 3lb in weight without a distinct deterioration in health, there is only one conclusion to be arrived at from an inspection of these tickets which recorded a rapid and alarming loss of weight during the whole time that the short diet was continued.

25. The object and importance of having special gangs for the segregation and special

Special gangs for infirm prisoners. treatment of the weak, convalescent and infirm is not thoroughly understood here. We would refer to our remarks on the Mirzapore Jail to show what must be done if a high death-rate is to be avoided. About 200 men will have to be placed at once in these gangs. The Superintendent proposes to give the weak and convalescents ghee instead of mustard oil and wheat flour in the place of the inferior grains. It might be advisable to try one meal of rice as a change, but this must be accompanied with vegetable curry and dall of sufficiently good flavour to induce the men to eat their food, and the diet must be designed with a special knowledge of the requirements of the men and not in a haphazard expectation that one species of grain can be substituted for another indifferently.

26. It has been the practice in the jails of this Province to give only two meals a day, the

Hours of meals. morning meal at 11 A. M. and the evening meal at 5 P. M. This arrangement no doubt corresponds with the habits of the free population and has not been followed by any evil effects in those jails where the majority of the prisoners have been in robust health. Looking at the question from a medical point of view, it is not advisable to give all the food within six hours and let the prisoners be without anything for 18 hours, especially when if after a fast of 12 hours six hours have to be spent at hard labour. In dealing with men in indifferent health nothing is so important as the more or less equal distribution of food over the 24 hours. On these grounds and on the known fact that in the most unhealthy Province in India it has resulted in a marked improvement in the general health, we advocate the giving of an early morning meal before the prisoners are sent to labour. This is actually done in the Benares Central Jail, but it should in our opinion be introduced into all jails where the prisoners are in any considerable proportion unhealthy. Indeed we would go further and advocate its introduction into all jails, as a means of keeping the prisoners in good health.

27. The prisoners are employed in miscellaneous intramural industries giving a very

Employment of prisoners. small profit for such a large body of men. The total profit for 1888 was Rs17,932. Out of this has to be deducted Rs7,631 the estimated earnings of prisoners on jail buildings. In 1887 the profits amounted to Rs12,545, of which Rs2,753 were estimated earnings for prisoners employed on jail buildings in that year, Rs900 was sanctioned as commission. Of this sum Rs195 were divided among the prisoners and the rest among the officials, the Jailor receiving Rs112. We are of opinion that if the jail establishment is reorganized all commission should be abolished. The question of rewarding prisoners with money rewards is one which will be considered in our report. We might however here state that for long-term prisoners the increased remissions of sentence now earned under the mark system ought to be sufficient inducement to industry and good conduct.

28. The establishment now entertained is as follows:—

Establishment.	R
1 Jailor (European)	200
1 Assistant Jailor (European)	175
1 European warder	100
Matron (wife of the European warder)	50
Head clerk	55
2nd clerk	35
1 Daroga	53
1 Naib Daroga	25
1 Moharrir	20
1 Ditto	15
1 Ditto	12
1 Ditto	10
1 Ditto	20
1 Teacher	25
1 Jemadar	20
1 1st Duffadar	15
1 2nd ditto	24
2 3rd Duffadars, Rs12 each	20
2 4th ditto, Rs10 "	70
7 Head night watchmen, Rs10 each	45
5 Turnkeys Rs9 "	48
6 Ditto Rs8 "	8
1 Female warder	144
36 Convict warders, Rs4 each	105
35 Ditto ditto, Rs3 "	16
2 Warders over Burmese, Rs8 each	55
1 Hospital Assistant	25
1 Ditto ditto	10
1 Compounder	10
TOTAL	1,397
Add cost of Police guard	343
GRAND TOTAL	1,740

29. The establishment we would propose for this prison would be as follows:—

Proposed establishment.	R	R
1 Jailor (according to grade), say	175 to	225
1 European warder (for the European prisoners)	50 to	100
1 Deputy Jailor (native)	120 to	150
3 Assistant jailors (") 40 to 50		55
1 Hospital Assistant		20
Deferred allowance to do.	12 to	16
1 Compounder	12 to	15
Native matron	20 to	25
1 Chief Head warder	15 to	20
1 2nd grade Head warder	24 to	30
2 3rd do. do. warders, Rs12 to 15		60
6 1st do. warders, Rs10 each		108
12 2nd do. do. Rs9 "		144
18 3rd do. do. Rs8 "		
Reserve Guard.	15 to	20
1 Head warder		20
2 2nd grade warders, Rs10 each		45
5 2nd do. 9 "		64
8 3rd do. Rs8 "		12
2 Orderlies, Rs6 each		
GRAND TOTAL	1,071 to	1,189

To get the exact saving it will be necessary to add to the above Rs12-10-10 for uniform for each head warder and Rs9-4 for each warder per annum. This would come with the establishment above mentioned to about Rs45 per mensem. Here should also be added 2 or 3 rupees, the pay of the 9 or 10 new convict warders. The total cost of the new establishment would, therefore, including warders' uniforms, &c., stand at Rs1,119 rising to Rs1,237. It is not known whether the Rs343 charged by the Police Department includes the cost of the Reserve which must be maintained to supply over 50 efficient men to the jail. Putting this aside, however, the actual saving to Government will be from Rs621 to Rs503. But from this must be deducted the cost of the food and clothing of 71 of the present convict warders who pay for their rations and clothes from their salaries. Putting this at an average cost of Rs20 per annum, the monthly deduction to be made from the above saving would be Rs118, leaving a net monthly saving of Rs503 to 385 or about Rs5,000 a year.

(6)—CAWNPORE.

The Jail Commission visited the Cawnpore Jail on the 11th March, accompanied by Dr. Condon, the Superintendent.

2. The jail is well situated on the Ganges and in close proximity to the police lines and the court-houses. Outside the jail walls are suitable quarters for the police and jail guards and the higher jail subordinates.

Area and buildings. All jail officers are obliged to live on jail premises. It would be well to prevent the warders cooking their food in the guard rooms, as it tends to keep these places untidy and the uniforms are soiled with smoke. The outer garden is well cultivated, and there are a large number of lime trees growing in it. The night soil we found being buried in the outer garden in trenches which are a little too deep and somewhat too narrow. The whole jail is surrounded by a high pucca main wall. The entrance to the jail enclosure is protected by a single wooden gate, but a grated iron gate could be added without any difficulty, if the double gate system was adopted. No gate register is kept. On either side of the main gate are the jail office and the godown containing prisoners' private clothing. Just inside the main gate is the blacksmith's shop. The jail, when it was originally constructed, consisted of six enclosures, radiating from a central enclosure in the middle of which is the cookshop. As the numbers in jail increased, an additional enclosure containing two barracks and one workshed had to be added towards the river and a further addition of two enclosures was made to the south for the under-trial ward and solitary cells. We found the whole jail enclosure clean and well kept.

3. For a jail containing short-term prisoners, the inner walls sub-dividing the different enclosures and surrounding the wards are much too high and might, with the exception of those of the female jail, be reduced to 6 feet. One wall dividing two of the radiating enclosures has already been removed with remarkably good effect on the ventilation and with no diminution of security. Something more might be done in this direction, provided a separate enclosure for habituals is maintained.

4. The under-trial enclosure, which is entered without passing into the criminal portion of the jail, contains an excellent sleeping barrack protected in the usual unnecessary manner to prevent escapes through the roofs. There are no sleeping berths and no plan for hanging the night lights. The grated openings are also unprotected by shutters. In this enclosure are also two condemned cells in which we found one prisoner confined. One prisoner had been executed this morning on the gallows erected here. In the enclosure were encamped in tents four constables and a Head constable, who are specially entertained for the duty of guarding the condemned prisoners. A well and a day latrine are provided for this enclosure.

5. On the day of our visit, we found 42 under-trial prisoners. Three of them stated that they had been over one month in confinement. Bagwan Singh stated that he had for two months been on tour with the Deputy Magistrate and during the time had been fed on nothing but parched gram and goor. It appears to be the rule for the police to give one anna a day for each under-trial prisoner in thanna hawalats, and the prisoner is expected to feed himself for this sum without any reference to the price of cereals prevailing at the time. It is only necessary to call attention to this arrangement to show that, in years of scarcity, the health of men, who in many cases have suffered from want of food before arrest, is still further injured by having insufficient food in hawalat. This would, no doubt, help to increase the high death-rate which always prevails in jails after years of scarcity. Without exception, all under-trial prisoners receive non-labouring diet in the jail. All under-trial prisoners, who are committed to sessions for murder or dacoity, are fettered for safe custody. This seems to us an unnecessary procedure, if the arrangements for guarding the jail are good.

6. The solitary cell enclosure contains a range of 12 cells. There is a verandah along the entrances to the cells and a separate yard attached to each cell behind. These are, however, not available now for any purpose as they have for some years been shut out by fastening up the grated door. The prisoner cannot get into the yard either for work or for the purposes of nature and bathing. The front door is made of iron and is satisfactory in every respect except that it shuts out the air at night. All these cells could be made more habitable, if, besides the present door, a grated door was provided to be closed at night. The prisoners could thus be kept in close solitary confinement by day and at night the grated door would allow a free circulation of air and make it possible to keep prisoners in these cells at all seasons of the year without risk to health. In our opinion it was a serious mistake to shut out the open yards. There is no danger of escape if the jail establishment is properly organized and trained.

7. There is one general cookshop for the jail. Dried cowdung (oopla) is used for fuel and the allowance per prisoner fixed at six chhittaks. The chimney does not draw and the cookhouse was full of smoke.

8. All the sleeping barracks and worksheds are lofty well ventilated structures, but there is no permanent means of controlling the excessive ventilation in cold weather. Proper berths are provided and the lighting is good; everything is kept clean by clay washing. The dry earth system of conservancy is well carried out, but no attempt is made to shelter the prisoners from each other while using the latrines.

9. The water supply is obtained from seven wells inside the jail. The water is good. It would be better to use only one large well and to distribute the water through pipes all over the jail. A proper lift and

reservoir should be provided for the purpose. The bathing arrangements are defective; no reservoirs are provided and no proper platforms except those round the wells.

10. The female jail is divided into two enclosures, one for under-trials and the other for convicts. This inflicts unnecessary hardship on the women when the number of under-trial prisoners is so small as it is here. Last year there was an average of less than one. It would be better if two or three cells were provided in the general female enclosure and under-trial prisoners given the option of occupying them if they desired it. There is accommodation for 26 female convicts and we found 23 in confinement. Out of 71 women released, 4 were escorted to their homes by the female warder, and most of the others made over to friends at the gate.

11. There are three debtors in this jail confined in an enclosure of the criminal jail. We have already referred to the hardship and injustice of this practice in our other reports.

12. The godowns are properly arranged and the prisoners' private clothing very neatly stored. No grain pits can be used here as the sub-soil is very sandy. It is proposed to store grain in the ration godown.

13. The hospital contains sufficient accommodation for the requirements of the jail, but we would recommend that the present raised earthen beds should be replaced by iron beds.

14. The jail which was remarkably healthy showing only 12 and 18 deaths per mille in 1884 and 1885 has since then shown a steadily increasing death-rate, viz., in 1886 35, 1887 47 and 1888 54, per mille. At first sight, it is difficult to account for this increasing death-rate in years uninfluenced by epidemic disease or scarcity of food. Diseases of malarious origin which here might influence the health were in the last three years less prevalent as shown by the number of admissions for malarious fever. Having given this subject our careful consideration, we are of opinion that the death-rate has been much influenced by the indiscriminate manner in which the orders regarding reduced scales of diet have been carried out. We shall make this subject more clear by mentioning that in this Province, there are three scales of diet for convicts known as the 14, 12 and 10-chhittak scale, the figures indicating the weight of cereals in each scale. All male prisoners having sentences of more than three months are allowed the 14-chhittak scale. All male prisoners having sentences above three months get the 12-chhittak scale. All male prisoners sentenced to rigorous imprisonment for terms not exceeding one month, and all females sentenced to less than three months are given the 10-chhittak scale. The object with which these scales were fixed is clear. It was desired that jail life should, for the short-term prisoner, be made deterrent. It may be granted that the lower scale of diets, if applied to healthy men on light labour, cannot, for the short period, do much harm if they are properly watched. But we find in practice that the 12 and even the 10-chhittak scale is given without discrimination for three of the most unhealthy months of the year to prisoners who are stated on their tickets to have been in bad health on admission. Take the case of Lalwa, No. 245, admitted into jail on the 27th February 1889 in bad health and sentenced to 15 days: he is placed on the 10-chhittak scale. If he had been admitted into jail in July, August or September he would have had 2 chhittaks taken from his 10-chhittak diet under the new rules and would, in his bad state of health, have to subsist on 8 chhittaks. There were a number of other cases of men admitted in indifferent health who got 10 chhittaks or 12 chhittaks according to length of sentence who would in the rains have had their diet reduced by 2 chhittaks. We have already in our report on the Allahabad Central Jail referred to the rules which were introduced in 1885 and which regulate the decrease of diet from the 15th July to the 15th October. Those regulations are in force here as in other jails. Some of the cases to which these rules were applied last year are the following:—

5436, Sectal Pershad, admitted to jail on the 14th November 1887, weighing 38 seers in very bad health and put into the infirm gang at once. He went to hospital and was discharged from it on the 25th May when his weight was only 39 seers; he was nevertheless placed in July on the reduced scale when he again went down to 38 seers. This man is now in hospital. It should be mentioned that from our examination of the register of weights which is kept up for the purpose of checking the giving of this short diet we were obliged to come to the conclusion that, it did not give the actual weights of the prisoners at the time and was written up in the office without any weighments having been taken.

Take the following case—5047, Kandhai,—admitted to jail on the 27th July 1887. Health on admission marked bad, weight 1 maund 7 seers. The weight register, for short diets, shows that he was placed on short diet on the 27th July, that is, the day of his admission to jail, and was removed from the short diet on the 15th October weighing 1 maund 10 seers, that is to say, in about 3 months on short diet he gained 6lb. Looking at the prisoner's ticket, we do not find this great improvement in weight borne out by his history; as a fact he was admitted in hospital on the 28th July, the day after he came to jail, and was discharged to light labour on the 10th August. He was admitted to the convalescent gang on 17th December and died on the 4th March 1888 of dysentery

- 5045, Gangoa, admitted on the 26th July 1887 in "bad health" weighing 1 maund 7 seers, is reported in the weight register to have gained 4lb in 2½ months on the short diet. He was admitted to hospital on the 30th December 1887 and died 6 days afterwards.
- 518, Babu Din Singh, admitted in "bad health" on the 6th October weighing 1 maund 10 seers, is placed on the short diet scale for 5 days during which time he is recorded as having gained 2lb in weight. He was admitted to hospital on the 17th November, a month after the short diet is stopped, and died in four days.
- 629, Chadean, sentenced to six months, health on admission "good," weight 1 maund 13 seers. Admitted on the 6th August and placed at once on short diet. The fortnightly weighments in this case are given as 1 maund 12 seers, 1 maund 9 seers and 1 maund 7 seers on the 16th September, that is to say, he lost 12lb in weight on this diet from the 6th August to the 16th September; on the 1st October he is admitted to hospital with diarrhoea and died on 20th October.

15. It will be seen from the above cases that under the regular diet scales and the short diet rules, prisoners in bad and in indifferent health were placed indiscriminately on the lower diets by the Daroga without reference to their state of health. It is not to be expected that a subordinate whose reputation for economical management depends almost entirely on the cost of diet will miss any chance of using the diet scale which costs the least money and brings him most credit as a careful manager. The temptation is too great to be avoided and the check of the weight test as it is applied here is useless to prevent this. The cases here and those recorded on our inspection of the Allahabad and Aligarh Jails, all lead to the one conclusion, *viz.*, that there should be a fixed scale for all labouring prisoners for which no departure in the way of reduction should be allowed. Under the peculiar conditions of Indian jails it is very doubtful whether it is prudent to provide a separate diet scale for short-term prisoners: our observations prove that sooner or later such a diet will be applied to the weak and the unhealthy and thus endanger their lives after release,—a punishment in addition to imprisonment which was not contemplated for the minor offence for which the short sentence was awarded.

16. The record of jail offences is incomplete, as will be seen from the fact that no offence of any description was recorded in January, and for two months, from the 16th March to the 8th May, there was no offence. In attempting to check the offences recorded against work with the results of the mill register, we found that this register affords no information on the point and is evidently not a true record of what it is supposed to be, namely, a check on the issues of grain to the mills and the weight of flour and bran received from them.

17. The jail was, in 1888, visited twice each by the Commissioner and the Judge, and three times by the Magistrate. The Commissioner in his remarks draws the attention of the Magistrate to the small number of visits paid by him in the previous year.

18. The cost of the present establishment is R373 per mensem, including the police.

19. The following is the establishment we would propose for this jail:—

	R	R
1 Jailor	75 to	100
1 Assistant Jailor	40 to	50
1 Hospital Assistant		25
Deferred allowance		10
1 Chief Head warder	15 to	20
1 2nd Head warder	12 to	15
2 1st grade warders, 10 each		20
5 2nd do. do. 9 "		45
8 3rd do. do. 8 "		64
TOTAL	301 to	349

Reserve Guard.

1 Head warder	12 to	15
1 1st grade warder		10
1 2nd do. do.		9
3 3rd do. warders, 8 each		24
Female warder		8
TOTAL	355 to	415
Add for uniforms		18
Add for the food and clothing of five prisoner warders		9
TOTAL	382 to	442

This shows an excess cost of R132 per annum over the present cost, but the pay of every official is considerably increased in the hope of getting a better class of jail subordinates

(7)—LUCKNOW DISTRICT JAIL.

The Commission visited the District Jail at Lucknow on the 13th March 1889, accompanied by Dr. Holmes, the Superintendent.

2. This jail, which has accommodation for 858 prisoners, is one of the largest District Jails in India, and is situated in close proximity to the Central Prison. The space between the two jails has been converted into a very fine walled garden which is as secure as the jail itself. Within the main wall, which is made of sun-dried bricks set in mud mortar, there is a large circle containing no less than nine sleeping barracks, one block of solitary cells and a hospital. The workshops are placed in five blocks in the main enclosure occupying chiefly the corners. The only defect which is noticed in this plan is that referred to in our report on the Cawnpore Jail, namely, the unnecessarily high walls inside the jail which shut out the air. For this jail an 8-foot wall is quite sufficient for the circle and for the divisional walls. The present walls are nearly 14 feet high.

3. The sleeping barracks of this jail have the same defect as that noticed by us in the Central Jail, *viz.*, that the number of grated openings on each side are too few. It will not be possible to fill these barracks with cubicles without making more grated openings. There are no berths down the centre of each barrack, which is an improvement over the arrangement in the Central Jail. The ventilation during the cold weather has been properly controlled by bricking up the grated openings for half their height. The raised beds of solid mud masonry take up more cubic and space than those built on arches.

4. The workshops are good well ventilated buildings in most cases protected so as to prevent wandering about. Being situated outside the enclosures containing the sleeping barracks the effect from a sanitary point of view is excellent.

5. The arrangements for segregating habituals both by day and by night are all that can be desired. They do not mix with the other prisoners at any time of the day.

6. A fine range of condemned cells have been recently built in this jail, but we were surprised to find that these prisoners are still placed on the bel chain from the date of their sentence to the day of execution. This is quite unnecessary where the cells are so well constructed. The gallows in use here are of a better pattern than those used in most other jails, but we do not think that they are as good as those recently constructed in the Punjab. The arrangements for admitting a few of the public to witness the execution are good.

7. The arrangements for the supply of water to all parts of the jail are as nearly perfect as possible. The water is raised from a central well by means of a double action pump and distributed to all parts of the jail by means of pipes and subsidiary reservoirs. The water is of good quality and there is a plentiful supply of it. The bathing platforms must be increased very considerably if the bathing parade is to be properly done.

8. The dry earth system of conservancy is thoroughly well carried out here. More seats placed in partitions are required if time is to be saved in carrying out the latrine parade.

9. The central cookhouse is on the usual standard plan, and the vessel employed in cooking the dall and vegetables is a moveable one. The fire places are much cracked and broken up, and the smoke does not ascend the chimney. The practice of selling fuel from the garden to the jail while it increases the profits increases also the cost of diet.

10. It seems unnecessary to maintain two female prisons within a few yards of each other. We have shown how the female enclosure in the Central Jail could be enlarged to accommodate a larger number of women.

11. The jail establishment is as follows:—

	R
1 Daroga	95
1 Naib Daroga	25
1 Moharrir	15
1 Clerk	40
1 Head day warder	10
1 2nd Head warder	8
15 Warders at R7 each	105
1 Head night watchman	10
1 2nd do. do.	8
8 Watchmen at R7 each	56
Female warder	6
Hospital Assistant	25
7 Convict warders at R4 each	28
TOTAL	431
Police guard	155
GRAND TOTAL	586

Proposed establishment.

12. If our recommendations are accepted, the cost of the jail establishment would be as follows:—

1 Jailor	R	R
1 Assistant Jailor	100	125
1 Hospital Assistant	40	50
Deferred personal allowance	...	25
1 Chief Head warder	...	10
1 2nd grade Head warder	15	20
2 1st grade warders at R10 each	12	15
7 2nd do. do. at R9 do.	...	20
10 3rd do. do. at R8 do.	...	60
	...	80
<i>Reserve Guard.</i>		
1 Head warder	...	15
1 1st grade warder	12	10
2 2nd grade warders at R9 each	...	18
3 3rd do. do. at R8 do.	...	24
	...	24
<i>Total</i>		
Add cost of uniforms	420	rising to 475
Add cost of food and clothing for 7 convict officers	...	23
	...	12
GRAND TOTAL	454	to 510

It will be seen that every official in the jail has his pay considerably increased and yet there is a saving of about Rs1,200 per annum.

13. The reserve guard would furnish one sentry for the gate. From the general guard consisting of 19 warders and 2 head warders would be taken one warder who would be employed as an orderly, the remainder being divided into two squads of one head warder and nine warders. The first squad would come on duty at 6 and the second at 12. The posts to be furnished by each squad would be—

1 Main gate-keeper.	1 Jail garden.
1 Circle and cookshop.	1 Superintendent's garden.
1 Blanket factory.	1 Carpet and durrie factory.
1 Dye and pottery shops.	1 Brick kiln.
1 Sweeper gang.	1 Jail repairs gang.

14. Dividing the whole warder establishment into five watches for the night, it will be possible to have four watchmen on duty at the same time and one patrolling officer. This is the exact number arranged for with the present establishment.

Watches.	Men to be on watch.	Patrolling off. etc.
6 P.M. to 9 P.M.	4 warders	Reserve head warder.
9 P.M. to 11 P.M.	4 do.	A gate-keeper.
11 P.M. to 1 A.M.	4 do.	Head warder.
1 A.M. to 3 A.M.	4 do.	Gate-keeper.
3 A.M. to 6 A.M.	4 warders of the Reserve.	A head warder.

Instead of the men having six hours' duty at night they will have three hours for the easy watches and only two hours for the other night watches. The whole jail will under this arrangement be counted five times every night.

15. Our remark on the imperfect record of offences in the Central Jail would apply to this. In no other way is it possible to explain how there were only five offences for work in the whole of 1888 in a jail having a daily average of over 600 prisoners.

16. The general health has been remarkably good for some years, and the prisoners look well cared for. We would, however, draw attention to the special measures that should be taken in the treatment of the weak and convalescent gang.

17. The jail garden occupies a very large area, and is thoroughly well cultivated.

18. When the subject of providing double gates is taken up, it would be advisable to re-arrange the position of the jail office.

19. We have to notice the remarkable fact that this District Jail has not been once visited by any district or judicial officer during the last two years and the first two months of this year.

(8)—LUCKNOW CENTRAL JAIL.

The Commission visited the Lucknow Central Jail on the 12th and 14th March, accompanied by Dr. Holmes, the Superintendent.

2. The general plan of the jail is the same as that of the other Central Jails visited by us in these provinces, that is to say, the main body of the prisoners are confined in two circles in which are situated the

sleeping wards and workshops, and between the two circles are the hospital wards. Unlike other jails there is no hospital enclosure and the prisoners in this part of the jail have direct access to the main wall. The other workshops and blocks of cells outside the two circles are also unprotected by enclosure walls. With few exceptions the jail walls and buildings are built of sun-dried bricks set in mud mortar.

3. It is very unsafe to allow a large number of prisoners to approach the main wall in all directions as is possible here, and the security of the jail is further endangered by having a wicket gate in the main wall just near the hospital. This great insecurity may explain the reason for the continued use of the bel chain here when it has as a rule disappeared from other jails. Nothing short of some great necessity can justify the placing of sick prisoners on the bel chain by day or night as we saw was the case with four men in hospital. The hospital should in our opinion be surrounded by a special enclosure wall of its own and the entrance leading to it should be kept under the charge of a trustworthy officer. The wicket gate which is now in use for the bringing of earth for the brick field and the removal of night soil from the jail should be closed at once. Earth for the brick field could be thrown over the wall without endangering the security of the jail. The night soil should be removed through the main gate as is done in every Central Jail. To do this without creating a nuisance at the main entrance, a conservancy depot should be formed inside the jail in which should be collected all the excreta from every part of the jail. When the whole jail has been cleaned the night soil should be placed in carts and baskets carefully protected with a layer of dry earth and the whole run out at once from the jail. There is no chance of there being any smell about the main gate if this is done carefully and the night soil carts only allowed to pass out of the jail twice a day. With regard to the workshops and godowns situated in the four corners of the jail it ought to be possible to separate them from the main wall by an inner skin wall which can easily be provided by bricking up the space between the different sheds. In this way it should be possible to prevent approach to the main wall by any prisoner except those specially selected to work in the main enclosure. A further source of insecurity is the opening of all the gates leading to the circle enclosures four times a day and practically making it possible for the whole of the 650 prisoners to come together at those times if they determined to do so. This procedure entirely neutralizes the safety obtained by having separate enclosures in each circle and thus sub-dividing the jail population into small bodies which can be easily dealt with in the event of an outbreak. In our opinion the four divisional walls of each circle which have no workshops on them should be removed. This will give each circle four enclosures containing 164 men and having two barracks and two workshops to each enclosure. When this is done it should be the rule to make the prisoners sleep in the enclosures in which they are employed as much as possible. No two gates leading to these enclosures should under any circumstances ever be open at the same time. While on the one hand more air is secured for the sleeping wards by the removal of these unnecessary divisional walls, it will also be possible at the same time to keep the prisoners more in their respective enclosures at all times.

4. The amount of space allowed to each prisoner in the sleeping wards is as near as possible that fixed in the Code. But there is a serious defect in the arrangement of the grated openings of these barracks.

These are about a third less in number than they should be, and this has necessitated the sleeping of 17 prisoners down the centre of each barrack in addition to the two rows which are usually provided in other jails. It will also be found impossible to fit cubicles for these barracks, if it was decided to introduce them. Much of the lower cubic space of each ward is taken up by having the raised beds made solid instead of in open arches. We are of opinion that the use of the bel chain at night is not justified in these wards which are fairly secure and well guarded, and no exception should be made in the case of transportation prisoners who can be properly guarded without them. There are no wooden shutters, but the excessive ventilation has been well controlled by filling up the grated openings to half of their height with kutcha bricks. It is possible to arrange the bedding in wards in a more uniform method. There are no restrictions to the use of the night latrines. A good verandah on the weather side of each barrack is urgently wanted to shelter the prisoners from the sun and rain while at parade and at their meals, &c.

5. The two workshops on either side of each of the passages leading to the circles are in our opinion not fit for use as workshops. The other workshops are lofty buildings, well protected to prevent prisoners wandering about and altogether well suited for their purpose, except that the ventilation might be much improved by having grated openings in the upper part of what is now a dead wall on one side of each shed. The new factory recently constructed by the Superintendent is a substantial well built structure and a great credit to the department.

6. There are four different plans of cells in this jail, all of them having the serious defect of being too hot in hot weather. It would be interesting to know what is the maximum temperature registered in these cells in the hottest weather, and which is the plan which gives best results as regards coolness and ventilation. As in the other jails visited the airing yards have been shut off and the prisoners work in the cells even at noon, the result being that it is impossible to keep these cells clean and tidy. One range of cells is more on the plan we saw in the close prisons of the Madras Presidency with the great improvement, however, that there is verandah along the whole length of the block.

7. The day latrines are on the standard plan. There are no divisions for privacy and no rules regulating the use of the latrines out of hours. Dry earth conservancy is thoroughly well done.

Latrines.

8. The central cookhouses which are situated in the ground floor of each central tower are on the standard plan. It is possible here to place a sentry on each tower who can command the circle and at the same time shut himself off from attack by the prisoners. The allowance of 3 chittaks of wood per diet is found insufficient and has to be supplemented with dry leaves and twigs.

Central Towers.

9. The most serious defect in the jail is the want of proper drainage. With the exception of a large pucca drain which is connected with a well near the blacksmith's shop and which discharges itself into an excavation outside the jail, all the other drains in the jail are kutcha ones with no attempt at a proper outfall. The result is that the water has to be moved along these drains by artificial means. The whole area occupied by the two jails should be carefully levelled by the Public Works Department to discover the best direction for an outfall. This having been done, pucca saucer-drains should be constructed to drain every part of the two jails in the direction of the outfall.

Drainage.

10. The two hospital barracks are good wide buildings provided with verandahs all round them. As a rule the sick are provided with raised earthen beds of a wider pattern than those in the ordinary wards. For serious cases ordinary charpoyas are used. The effect of substituting a special bed for the worst cases instead of being an advantage is very often a serious disadvantage. This will be understood when it is considered that nearly all the prisoners who die spend their last few days on a charpoy. The mere idea of giving a sick prisoner a charpoy makes him think that his case is a hopeless one. The nervous depression that results often seriously prejudices the chances of recovery. We would strongly advocate an iron bed for every prisoner in the hospital. These do not cost much, and are very easily disinfected by fire and a simple coat of tar afterwards makes them thoroughly clean and fit for use. The bed-chain for hospital patients should be discontinued altogether, and we hope that when the jail establishment is improved it will be found possible to have no fetters for safe custody on sick prisoners. The medicines and instruments in store were well kept. There are some cells attached to the hospital for the observation of lunatics.

Hospital.

11. The water supply is obtained from numerous wells in the jail enclosure and is raised in the usual manner with a rope and iron bucket. The bathing platforms are each provided with six circular reservoirs. Since the divisional walls are on one side of these reservoirs the space for carrying on the bathing parade is very limited. Nothing short of long platforms sufficient to bathe 50 prisoners at one time in each enlarged enclosure will answer, if time is to be economized and a proper bathing parade introduced. We also pointed out the other uses to which a bathing platform should be put in regard to the minor washing operations on the opening of the jail and after the day's work is finished. The water appears to be of excellent quality.

Water-supply.

Food.

12. Cereals were stored with good results last year and it is proposed to lay in a stock during the current year. The grain supplied is of good quality and the flour properly ground. A tread-mill is in use for this purpose.

Garden.

13. The jail garden occupies a large area which is well cultivated and supplies a sufficient quantity of vegetables for the prisoners, besides giving a large profit to the factory.

Cows.

14. This jail has been very successful in keeping cows for the supply of milk to the prisoners and for sale to the jail subordinates.

15. It is clear from the treatment of recovered criminal lunatics in this jail that the subject has not received the consideration it deserves. Out of 7 men now in the jail 4 are in fetters, and it is not contemplated to ameliorate their condition in any way. The ordinary life-prisoner who committed murder and knew what he was doing at the time has the mark system and remissions and promotions to look to as a means of shortening his commuted sentence of 20 years. The recovered criminal lunatic, on the other hand, who is supposed to have committed murder while insane, has on recovery nothing to look forward to but perpetual imprisonment in fetters. The injustice of this system led the Bengal Government, after much consideration and in consultation with specialists, to introduce a plan by which the lot of these unfortunate men could be ameliorated and their eventual release arranged without risk to the general public. The papers on this subject can be obtained from the Government of India. One member of our Commission who has had the practical working of this scheme in more than 100 cases can testify to its complete success, and further states that there has been no misadventure of any description since this system was introduced. It would be well to circulate these papers for the information of all Superintendents of jails, and to remind them that in England and other civilised countries, the perpetual confinement of recovered criminal lunatics is unknown. It should be mentioned that the selection of some of the recovered lunatics sent to this jail has not always been wise. For instance, there are at least 2 out of the 7 men now in jail who are clearly of unsound mind or weak intellect. None but those who have absolutely recovered their reason should be sent to a jail. Some releases of recovered lunatics have been

made from this jail, but except that they are made over to friends, no precautions have been taken to see that they are not likely to be dangerous to the public.

16. The establishment for this jail is fixed on the following scale:—

Establishment: present scale.

	R
1 Jailor (European)	225
1 Assistant Jailor (European)	150
1 European warder	100
1 Matron	50
1 Head Clerk	50
1 Second Clerk	30
1 Daroga	50
1 Naib Daroga	20
1 Second Moharrir	20
1 Third "	15
1 Fourth "	12
1 Fifth "	19
1 Vernacular Teacher	20
1 Hospital Assistant	55
1 Ditto ditto	25
1 Compounder	10
1 Jemadar	25
1 First Class Duffadar	20
1 Ditto ditto	15
2 Second class Duffadars, 12 each	24
2 Third class Duffadars, at 10 each	20
6 First class Turnkeys, at 9 each	54
6 Second class Turnkeys, at 8 each	48
1 Female warder	8
25 First class prisoner warders, at 4 each	100
25 Second class prisoner warders, at 3 each	75
1 Female prisoner warder	3
6 Head night watchmen, at 10 each	60
10 First grade prisoner night watchmen, at 4 each	40
22 Second grade prisoner night watchmen, at 3 each	66
TOTAL	1,400
Add cost of Police guard	500
GRAND TOTAL	1,900

17. If our recommendations regarding jail establishments are approved, the following would be the scale fixed for this jail:—

Proposed scale.

	R	R
1 Jailor	225 rising to	275
1 Deputy Jailor	50 to	60
2 Assistant Jailors	40 to 50, 80 to	100
1 Hospital Assistant		55
Deferred personal allowance		20
1 Compounder		12 to 16
1 Matron		12 to 15
1 Chief Head warder		20 to 25
1 Second grade Head warder		15 to 20
2 Third grade Head warders	12 to 15, 24 to	30
6 First grade warders at 10 each (gate keeper)		60
12 Second grade warders at 9 each		108
18 Third grade warders at 8 each		144
Reserve Guard.		
1 Head warder		15 to 20
2 First grade warders, at 10 each		20
5 Second grade warders, at 9 each		45
8 Third grade warders, at 8 each		64
2 Orderlies, at 6 each		12
GRAND TOTAL	. 975 to	1,089

Seeing that the jail contains over 1,400 prisoners and is situated at some distance from the town, it will be necessary to supplement the above establishment which is for an ordinary 1st class central jail containing 1,400 prisoners with the following:—

	R	R
1 Assistant Jailor for the manufactory work	40 to	50
1 Head warder	12 to	15
2 Warders, at 10 each		20
3 Ditto at 9 each		27
5 Ditto at 8 each		40
2 Extra orderlies to do the factory work, delivering goods, &c., at 7 each		14
	153 to	166

To the above must also be added cost of uniforms for 6 head and 61 warders which comes to about R54 per mensem. Also there must be added the cost of feeding and clothing 83 prisoner warders who are now charged to the paid establishment and who support themselves on their salaries. Taking the average cost of food and clothing to be R20 per annum, the monthly cost will be R133. The grand total cost of the proposed establishment including everything would be R1,315 rising to R1,442, which, compared with the present cost, shows a saving of R585 to 455 per mensem, or a mean annual saving of about R6,900 a year. In this calculation the cost of the police has been given as R500 per mensem, but a reference to the Report for 1887 will show that the actual cost is R595, and it is not known whether the proportion of the reserve for the 60 men on duty is included in this account as it should be if the exact saving to Government is to be determined.

18. The following is a rough sketch of the guarding arrangements that will be found best suited for the requirements of this jail. The reserve guard of 15 warders will furnish 3 armed sentries, 1 at the main gate and 1 for each tower of the two circles (the latter only during the day). These men should be relieved every two hours, the same rule in the towers being made available for all the sentries. These sentries should have the power of locking themselves in to prevent their being overpowered by prisoners. The armed sentry at the main gate should also be placed in charge of the armoury which should be a pucca structure in front of the main gate. The general guard consisting of 5 head warders and 46 warders should be divided into two squads consisting of 2 head warders and 23 warders in each squad. The chief head warder should have special duties allotted to him for the first half of the day and at lock-up. The first squad will come on duty at the opening of the jail at 6 A.M. one head warder will have the general supervision of the two circles and the other head warder of all the gangs, barracks and workshops outside the two circles. The 3 first grade warders in each squad will be appointed gatekeepers of the main gate and of the 1st and 2nd circles, respectively. These are extremely responsible posts, and should be entrusted only to 1st grade warders who can read and write and who are qualifying for promotion to the grade of head warders. Each of these gatekeepers should be given a prisoner assistant and should be made to keep notes of all that passes in or out through the gates which they control. No two gates should ever be found open at the same time. Having provided for three gatekeepers, there are still 20 men to be disposed of. It will be most convenient to distribute them as follows:—

4. Warders to the two circles, each having two of the enlarged enclosures.
1. Blacksmith's shop and adjoining workshops.
1. Solitary cells.
1. Temporary barracks.
1. Hospital barracks and cells.
1. Brick field and workshops adjoining.
1. Tread millshed and workshops.
1. European ward and dye shop.
1. Boys' ward.
1. New cells.
1. Office yard.
2. Garden gangs.
2. Conservancy gangs.
2. Available for any special work.

From 12 to 6, the second squad consisting of 2 head warders and 23 warders will come on duty and relieve those posted as above. It will be seen from this that no warder or head warder has more than six hours' day duty and each man of the reserve guard has only a little over two hours' sentry duty. To each warder should be given a convict overseer as an assistant, but the circle warders should have two convict overseers each. All convict overseers will be on duty for the whole day.

19. In arranging for the night guarding, the whole of the warder establishment should be divided into five watches, each watch being under the charge of a head warder who would patrol the jail and have his visits to the different posts recorded by the tell-tale clock. Each watch should be composed of 12 warders and 1 head warder, and the posts should be as follows:—4 to each circle, 1 solitary cells, 1 hospital, 1 tread mill corner and 1 juvenile jail. The eight warders in the circle may each have one convict overseer to help him: this insures there being one man patrolling outside each barrack and the warder will be responsible for the overseer's safe custody and for his being on the alert. The following are the watches:—

Watch.	Men to be on the watch.	Patrolling Officer.
6 P.M. to 9 P.M.	10 of the warders	Reserve
9 to 11	2 of the Reserve	Head warder.
11 P.M. to 1 A.M.	12 of the warder force	A Head warder.
1 to 3 A.M.	12 ditto	ditto.
3 to 6 A.M.	12 ditto	ditto.
	12 of the Reserve force	ditto.

Besides the above the reserve guard will furnish one armed sentry, who, for security from attack both from within and without the jail, will be placed between the two main gates. It

the outer gate is a grated one he will have full command of the armoury. The night guarding within the barracks will be done, as now, by prisoner watchmen, but these instead of being ordinary prisoners will be convict officers of the lowest grade, and the whole jail will be counted at each change of guard, the head warder taking his men round to each enclosure and in the presence of the relieved head warder changing the men.

20. The jail is fairly well provided with quarters for the warders and subordinate officials. We would however strongly recommend the removal of the kutcha quarters in the garden and the building of suitable

ones nearer the main gate. The seven sets of quarters now being built at a cost of R500 each, are very substantial and suitable structures, but the rooms want to be better ventilated and a small verandah will have to be provided for each set of quarters. These quarters are well suited for married head warders and senior warders. Some cheaper ones should be provided for the general body of the warders, and in all cases, except those of the reserve guard, the men should be encouraged to bring their families to live on jail premises. The present quarters of the police guard should be given up to the female jail and the accommodation for female prisoners increased so as to do away with the female enclosure of the District Jail. It is not advisable to have two institutions of this kind within a few yards of each other.

21. We would recommend the introduction of an alarm parade for both the jails. On the alarm bell sounding in one jail, all the warders of the neighbouring institution who are off duty should take part in the parade. It might also be possible to have communication by telephone with the main guard of the nearest regiment, the regiment to be only summoned on the occurrence of an actual outbreak. To insure the immediate attendance of the regimental guard, a flag might be hoisted in a prominent place which can be seen by the guard after the message for aid has been despatched.

22. No visit of any executive or judicial officer was recorded in the visitors' book of the jail during the past year.

23. The writing of appeals for prisoners and the time now taken in disposing of them should be taken up as a general question influencing the work of all jail establishments. In our opinion, no prisoner except those condemned to death should be allowed to appeal through the jail authorities more than once, and that only to the next higher court. The period allowed for appeal should be fixed in accordance with the provisions of Act XV of 1877. The jail officials should not be required to draw up the appeals if there is a prisoner in the jail who can do this. An endeavour should be made to dispose of criminal appeals within a reasonable time. The higher courts of this Province must be much overburdened with work when it is a common occurrence to have appeals pending for 6, 8 or 12 months. The following is a hard case. A female life prisoner, 185, "Kunka" sentenced on the 9th March 1888, has not had her appeal decided up to date; the result is that she will be nearly two years in this jail before transfer to Port Blair. There is another case of 711, Radah, sentenced to transportation for life on the 13th August 1888, who is detained here pending the result of her appeal. The transportation season having closed, she will be detained for nine months more in this jail.

24. It appears to be the practice in the jails of the North-Western Provinces to detain prisoners one day longer than is the case in Bengal, and this is due to the fact that the day of conviction and the day of release are not counted as whole days of the period of sentence. The practice in force here appears to us to be illegal. A ruling will, it is hoped, be obtained from the Government of India on this point.

25. All offences, which are punished with loss of marks for the day or change of work or ordinary warnings, are not entered as offences. It is also not usual to enter ordinary cases of short work. This accounts for the extremely small number of offences recorded. The more serious cases in which the Jailor draws up a formal charge are the only ones which find a record. In regard to these cases the procedure is elaborate and the Superintendent keeps a register in his own handwriting.

26. Much has been done by Dr. Holmes to carry out certain parades for inspection by which the prisoners move and act under orders. It only requires increased bathing and latrine accommodation to enable him to carry out the latrine, bathing, feeding and lock-up parades with precision and smartness.

27. The general health of the prisoners of this jail is excellent and the mortality has for some years been very low. Last year it was 16.3 per mille. Dr. Holmes is not in favour of giving reduced diet in the rains.

28. The prisoners are almost entirely employed in intramural industries, such as weaving, moonj matting, cotton durries and woollen carpets. The quality of the work done is excellent. There is also a good printing department in which the work of the medical and jail departments is done free of cost to Government. Brick and tile making should be reserved as industries for the short-term district jail prisoners. The total amount paid in commission in 1887 was R1,758, of which the Jailor received R215, the Assistant Jailor R129 and the European warder R85, the matron R57, the daroga R86, &c. The commission to the prisoners is given in articles of extra diet, such as dahi and ghee.

29. Marks are given monthly, and the rule requiring that they shall be converted into quarterly remissions in days is not observed. The monthly awarding of marks without a proper record of minor offences results in most prisoners getting full marks, and as a fact the proportion of remission earned by the prisoners is high. The red-letter date is found useful, but it has to be changed on the promotion of a prisoner to the grade of convict officer. Lists of prisoners about to be released under the remission rules are sent to the Inspector General, Prisons, and his sanction to their release is obtained without the intervention of Government. The history ticket is not kept with the prisoners or their overseers and is therefore not available for reference when wanted. It also does not contain the state of health on admission or the weighments made when the prisoner was on short diet.

30. There ought to be no difficulty in working the double gate system in this jail if the batten gate was moved to the inner of the two archways and an iron barred gate provided for the outer archway. The jail offices are capable of some improvement in neatness and appearance. A pucca armoury should be built opposite the main gate and one key of this armoury should be with the sentry at the gate and the other with the reserve head warder.

(9)—REFORMATORY SCHOOL, BAREILLY.

The new buildings about to be occupied as a Reformatory School for these Provinces were inspected by the Jail Commission on the 16th March in company with Dr. Mair, the Superintendent.

2. The buildings were originally intended for a female prison. They are well situated near the Central Jail, but the main entrance will have to be moved to a position facing the public road. The school consists of a large enclosure surrounded by a high pucca wall and sub-divided into three compartments, each containing a block of cells and general workshop. Two of these blocks of cells, which were originally ordinary sleeping barracks on the standard plan, have now been fitted for the separate confinement of each inmate at night. The grated iron door at the entrance to each cell is somewhat too exposed and likely to render the cells damp in the rains. A verandah on the weather side would be a great addition to these buildings and would allow the boys to be fed under shelter while protecting the cells from rain. This would also be found a very useful addition as a class room when the workshops are filled up with materials and tools. The roof ventilation is good, but the through ventilation might be improved. Some means must also be adopted for controlling the ventilation in the winter. The third block is built on the general plan of solitary cell blocks, with a corridor down the centre of the block. Here also the ventilation of the cells will be found defective in the hot weather as the sheet iron doors shut out the air too much. It would be better in these cells to replace these doors with grated iron doors and to take the precaution not to admit the warder on night duty into the corridor. For this block the corridor would answer very well as a class room.

3. There is an excellent well from which the whole of the water supply is raised by a Burgess and Key's water lift. A long bathing platform with a narrow reservoir down the whole length should be provided for each enclosure.

4. The divisional walls need not be more than 8 feet high if their junctions with the main wall are properly protected. Indeed, considering the small area within the high outer wall it would perhaps be better to remove them altogether.

5. We are glad to hear that it is proposed to cultivate a large extent of the adjoining land with the help of the boys. 6. The school will be opened on the 1st of April, and there is every reason to believe that it will be worked with success. The greatest care must be taken to exclude boys who have been in jail more than once, and it is usually not much good to admit boys over 12 or 13 years of age.

(10)—BAREILLY CENTRAL JAIL.

The Commission visited the Bareilly Central Jail on the 16th and 17th March, accompanied by Dr. Mair, the Superintendent.

2. This is the largest central jail in area and accommodation yet visited by the Commission. Besides the usual plan of two circles, two semi-circles and a hospital enclosure, two additional semi-circles have been added and the jail has now accommodation for 2,300 convicts. Considering the great length of time taken in building the jail, nearly 30 years, it is not surprising to find that the plans and styles of the buildings first constructed and those now completed vary very considerably and represent changes of opinion in those who have directed and supervised the work. It is unnecessary here to describe minutely the numerous changes of plans and the defects and advantages of the different designs, but we should like to make a few suggestions in regard to some of them. The airing yards of the cells having been permanently closed, it is an important question whether they should not all or some of them be now removed. They only help to obstruct

the ventilation and make the cells uninhabitable in the hot weather. If they were removed, the solitary nature of the confinement would not be influenced as the cells would open on to enclosures from which prisoners could be excluded. The steps leading to the top of the main wall of these airing yards has completely negated the benefit obtained by having the barracks and blocks in a circle surrounded by an enclosure wall. There is nothing to prevent all the prisoners who are not locked up in their cells escaping from the circle at a given signal. Whatever else is done, these steps must be removed if the jail is to be considered secure. The new barracks have a smaller number of grated openings than we should like to see in the sleeping wards. These wards cannot, under the present circumstances, be fitted with cubicles if it was desired to put all the prisoners in cubicles. Two of the barracks containing 96 prisoners each have low special beds to suit the application of the bel chain at night. It might be an improvement to have two sleeping wards in each barrack instead of the three comparatively small ones. The guarding at night by prisoner officials could be done more easily.

3. The workshops in this jail were designed originally for sleeping barracks. They are well protected by iron gratings. The moving of large bodies of prisoners from the semi-circles to the circles for food is a dangerous operation which should not be encouraged to any great extent. It would be much better if the prisoners could be bathed and fed in the workyards, and while they are being moved to their sleeping wards, the guard should be under arms. Some system might also be organized by which only a small body of men should be passed from the semi-circle to the circle. The corridors used for grinding cereals not being as high and well ventilated as those in other jails are here rather stuffy and close. If possible this labour should be performed in a separate workshop.

4. The water is obtained from excellent very deep wells in the jail enclosure. The special method of treating deep wells, which are liable to be filled with sand, with plugs of 10 or 12 feet of broken kupker brick and jama, has been applied with great success in these wells. They are provided with the best lifts and pumps for raising water, and the water is distributed to the different enclosures. The capstans on which the water gangs are employed should all be covered over to afford shelter to the men. The bathing arrangements are defective in the extreme. It is impossible to conceive how 116 prisoners can be bathed from a single tap. Before the question of providing bathing reservoirs and platforms is settled the plan about to be recommended by the Commission should be examined. It will enable the Superintendent to have the bathing parades carried on with precision and great saving of time.

5. The cookshops are on a different plan to those found in other jails. The fire places, however, which are on the standard design, have to be constantly repaired to keep them in working order. The allowance of wood is four chhittaks, but this is not quite sufficient. The food given is of excellent quality, and the proportion of prisoners receiving the 12 and 10-chhittaks scales is smaller than we have yet found in any jail. Dr. Mair has obtained special sanction to the retention of all prisoners on public works on the full 14-chhittak scale, and during the three months of short diet in the rains the full scale was given to more than half the prisoners in the jail. This, in our opinion, was a wise precaution seeing that the jail receives unhealthy prisoners from such districts as Meerut, Aligarh and Muthura. If the prisoners were bathed and fed in the semi-circles in which they work, it would save the labour of carrying the food considerable distances to the sleeping enclosures.

6. The dry earth system of conservancy is carried out with great care, but partitions should be provided in the latrines for decency. Night soil is buried in the jail garden; the trenching should be supervised with more care.

7. The special feature of this and some of the other jails of the Province which attracted our attention most is the very large use made of fetters for safe custody, and the employment of the bel chain and cross fetters by night as well as by day. It is clear that the authorities here have no confidence in the usual means employed in other Provinces of guarding prisoners. This can only be attributed to the want of a proper establishment of warders, and a properly organized system of guarding. The Burmans numbering 100 are in fetters; a large proportion have in addition to this cross fetters, and all of them are put on the bel chain at night even if they are in hospital. We saw 11 life and long-term prisoners confined in a secure barrack working by day on the bel chain having besides this the usual heavy fetters and the cross fetters. These men complained of the great hardship they were subjected to in this matter of fettering for safe custody. The jail had a number of escapes previous to 1887, but this cannot be held as sufficient reason for the employment of such means of security as we have referred to above. Indeed there seems to us to be urgent reason for considering very fully the whole question of watch and ward of the jails of these Provinces. Of this we are satisfied that nothing can be done without a reorganization of the establishment which will give Superintendents a larger and better trained staff.

8. There are certain grave dangers to the security of this jail which must be remedied before the jail can be said to be secure:—

Dangers to security.

(a) The wicket gate must be closed leaving only one entrance to the jail, that is the main entrance. For brick field purposes the earth should be thrown over the wall by means of a moveable stage.

- (b) The main entrance should be protected by double gates, the outer gate being the barred one and the inner the wooden batten gate. The double gate system should be worked as thoroughly and completely as possible.
- (c) An armed sentry with the means of raising the alarm should be posted on the main-gate building, and some special means should be adopted of signalling from the circles and semi-circles to this sentry.
- (d) A properly organized alarm parade should be organized to let each prisoner and each official know what he is expected to do on a given signal.
- (e) A sustained effort should be made to divide the jail completely into two halves, and the prisoners of one half should not be allowed to communicate with the other. If this is done successfully the danger of having such a large central jail in an isolated position would be considerably minimised. The prisoners of one half the jail would not know the others and therefore would not be influenced by them. The hospital and the cells will be a difficulty, but even in these it ought to be possible to separate the two divisions.
- (f) It is absolutely necessary that the wicket gates in the sub-divisional walls should be either closed altogether or protected by doors, the keys of which should be only in the possession of the Superintendent and the Jailor.
- (g) The control of the gates leading to the various enclosures should be in the hands of a first grade warder, and no two gates should be allowed to be opened at the same time. No prisoners should be paraded in the inner circle or brought together there for any purpose.
- (h) The system of passing prisoners from the circles to the semi-circle should be so carefully organized that no more than 50 prisoners are allowed out at a time.
- (i) The Burmans instead of being kept together should be distributed over the jail and encouraged in every way to speak Hindustani; they will be less dangerous if they can make their wants understood.
- (j) Every prisoner in the jail must be made over to a paid warder and a convict officer who shall both be held responsible for his safe custody, his work and his conduct.

9. The system of night watching now in force is as follows:—The prisoners having been locked up for the night the jail is placed in charge of three night watchmen who are on duty from 6 to 12, when they make over charge to three other night watchmen. One of these is in charge of each circle, and the third patrols with the control watch the different posts that are fixed for this purpose. Besides these paid night watchmen there are 16 prisoner night watchmen who are distributed as follows:—

- 8 to the large circle.
- 4 to the night circle.
- 2 to the hospitals.
- 2 to the night semi circles over the prisoner warder's barrack.

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These are on duty for six hours and during the day for an hour. The night guarding inside the wards is done by prisoners taken in turn from the ward; they are not special prisoner officers, but ordinary prisoners of the ward. Care is taken to exclude dangerous men or men of bad conduct. The prisoners selected act for a month and are rewarded with two chhittaks of goor on Sundays. This is charged to commission. All the prisoners inside are awake at 12 and made to sit in file in the centre of their ward during the time the whole jail is counted. The prisoner watchmen are kept awake by being made to shout the number of their barracks and prisoners every few minutes. Besides the above one of the European officials pays a visit to the jail every night at an uncertain hour and has the prisoners counted.

10. The following appear to be the weak points in the system now in force for guarding the jail at night. Three paid officials are utterly insufficient for the night duties of such a large jail. The jail is almost entirely in the hands of convict warders. The method of appointing night watchmen for the interior of the wards is not as good as it would be if prisoner officers of a recognized grade performed this duty. The reward for the proper performance of this very important duty is not sufficient and certainly not equal to the giving of an extra mark. The prisoner watchmen inside the ward instead of patrolling up and down the ward stand at the doors ready to shout in reply to the challenge. The uproar that results from this shouting continues all night, and must seriously disturb the sleep of the prisoners. There seems to be no justification for the extraordinary order issued from the head office, which requires that every man shall at 12 o'clock get out of bed and file in the middle of his barrack to be counted. We explained to the Superintendent how this counting could be done five times during the night, viz., during the relief of the five watches. The counting at these times need not awake a single prisoner, and yet is more likely to be correct as it is done by a prisoner officer who is to relieve the last watch, and take over the full complement. If to the continuous noise and the midnight waking we add the hardships of fetters, cross fetters and the bel chain, the life of a long-term prisoner in this jail must be absolutely intolerable. In our opinion something must be done without delay remedy this state of affairs.

11. Before any change can be made, the jail must be manned with a larger number of paid warders than it at present possesses, and this cannot be done unless a warder guard is substituted for the police. The present cost of the establishment may be stated to be Rs 1,713 per mensem. If slight modifications as to the grade of the Jailor and the Hospital Assistant were made the establishment recommended for Lucknow would be adequate for the management of the jail. Deducting Rs 50 from the pay of Jailor and Rs 30 from a lower grade Hospital Assistant, and allowing only for the diet clothing expenses of 60 prisoner warders instead of 83, the number at Lucknow, the cost of the proposed establishment here would be Rs 1,195 rising to Rs 1,322, or a mean annual saving of about Rs 5,400. The details of the proposed establishment, and the new system of day and night guarding which we would recommend for this jail will be found in our remarks on the Lucknow Jail. These details were discussed with Dr. Mair, the Superintendent, and every difficulty likely to arise was explained.

12. We examined minutely each register in use in these Provinces. There are 47 registers in use. To these should be added the following manuscript registers, (1) Visitors' book; (2) Jailor's Report Book; (3) Superintendent's minute book; (4) Gate registers; (5) Medical Officer's minute book; (6) Daroga's Roznamcha; (7) Appeal register; (8) The gate keeper's book. Register No. 41 (letters received and despatched) is in reality two registers. So also is No. 33 when used as a credit ledger. We have therefore a total number 57 registers and as 10 are kept in both Vernacular and English, we have a grand total of 67 registers. Of these some are used only for public works accounts and should not therefore find a place in jails where the works are done through the Public Works Department. When public works are undertaken by jails and the clerical work thus materially increased, it would be advisable in future to entertain a writer for the special duty and thus relieve the regular jail staff who, if our recommendations are carried out, will be found to have enough work to do. To reduce the clerical work and make it possible at the same time to have a smaller number of better paid officials we are about to recommend that the following registers should be kept:—

1. Jailor's Report book.
2. Superintendent's minute book.
3. Visitor's minute book.
4. Medical Officer's minute book.
5. Register of convicts admitted.
6. Ditto of under-trial prisoners.
7. Ditto of civil prisoners.
8. Release diary.
9. Lock-up register.
10. Daily abstract.
11. Distribution register.
12. Mark register.
13. Punishment register.
14. Register of letters received.
15. Ditto ditto despatched.
16. Clothing register.
17. Hospital register and register of deaths.
18. Hospital register of sick diet, bazar medicines, &c.
19. Cash book.
20. Stock book of provisions and stores and dead stock.
21. Diet rolls.
22. Cash ledger and register of contingent charges (where considered necessary).
23. Pay bill and acquittance roll.
24. Warder's service register.
25. Gate register.
26. Alphabetical index of convicts admitted.
27. Solitary confinement register (for Provinces in which prisoners are sentenced to solitary confinement) with a ticket.
28. Security deposit register.

Factory Books.

29. Cash book.
30. Day book of raw materials.
31. Store and sale book of manufactured articles.
32. Ledger of raw materials.
33. Ditto of manufactured articles.
34. Ditto of credit sales.

In addition to the above we propose that a history ticket should be kept for each prisoner and that it should not be retained in the office, but be always with the convict overseer of the gang and available for immediate reference. After much consideration we have decided to recommend that it should be kept in the form of a continuous diary of every detail connected with a prisoner's life in jail.

13. The prisoners were paraded for inspection as a body; they are not in as robust health as they should be. The habituels especially looked as if the brick field and building work was telling on their health. A large proportion of the men from Meerut, Aligarh, and Muthura show marked indications of having suffered from malarious fever. It would be well to begin at once to give these men the two hours midday rest. We do not think the prisoners of the jail should get the short diet in the rains. An early morning meal of two chhittaks of parched gram to be taken from

General health.

as against the present cost of Rs 561. This shows a mean annual saving of about Rs 660. The system of guarding would be the same as that described for the Lucknow District Jail.

16. Very few offences are recorded. For instance, there was only one offence for the whole of February. The Daroga in explanation stated that it is not the custom to record all offences.

Recording of offences.

(12)—ALIGARH.

The Commission visited the Aligarh Jail on the 27th and 28th March accompanied by Dr. Moriarty, the Superintendent.

2. The site of the jail is a good one, away from the native quarter of the town. The area within the main enclosing wall is ample for all purposes, but the enclosure containing the sleeping wards is too confined between high walls and much overcrowded with buildings. It is a great pity that so much money has been lately spent in providing pucca roofs for buildings so badly placed. Much has been done by Dr. Moriarty to improve the ventilation by removing cross walls and the walls of the solitary cell enclosures, but more must be done in this direction before this part of the jail can be considered fit to accommodate the main body of the prisoners. In the main enclosure there are nine barracks which provide accommodation for 270 prisoners. There appears to be no reason why all the partition walls in this part of the jail should not be removed and the whole made into one enclosure for male convicts who are not habituals. The enclosure wall should also be either removed altogether or reduced to a uniform height of 6 feet. If the guarding arrangements are organised on a proper system, the lowering of this wall cannot possibly affect the security of the jail, because, as a fact, all the prisoners are outside this enclosure by day, and at night they are locked up in very secure barracks. Separate and suitable enclosures and barracks are provided for the habituals—females, under-trials, and hospital. We do not see the necessity for having a separate enclosure for female under-trial prisoners when the daily average of this class is for the whole year less than one. One or two cells might be provided in the general female jail for under-trial prisoners, and they may be allowed to sleep in these cells away from convicts if they desired to do so. The enclosure for under-trial females should be made the civil jail. It is at present occupied as such. As all the subsidiary enclosures have a large area within the partition walls, it may not be necessary to lessen the height of these walls.

3. The chief sleeping barracks, which have been recently re-roofed, are, in our opinion, insufficiently provided with lateral ventilation, and to this insanitary condition must be attributed the prevalence of such diseases as ulcers of phagedenic type, pneumonia and meningitis. In his medical report for September last Dr. Moriarty draws attention to this fact in the following words. "A disagreeable smell remains in the arched-roof barracks for some hours after the prisoners are turned out in the morning." We are of opinion that at least eight more large grated openings will be required for each of the large barracks before the defects in ventilation can be remedied. It would also be advisable in such an unhealthy jail to increase the superficial area for each prisoner in the sleeping wards from 36 square feet to 50 square feet. Some of the wards contained more earthen beds than the number of prisoners they were calculated to accommodate; these extra beds should be removed at once, those which remain being spread over the length of the wards at equidistant intervals. The arrangements for hanging the night lights in the wards are defective. These lights are within the reach of the prisoners. To facilitate the guarding at night, the partition wall in the main habitual barrack should be removed. The floors of some of the large barracks are actually below the level of the ground outside; this defect should be remedied. The under-trial and habitual barracks were overcrowded during some months of the last year. Excessive ventilation is controlled by building up the grated openings with kutchra masonry. Dr. Moriarty hopes to do more in this direction next year. It must not be supposed that because during the cold months ventilation has thus to be modified and controlled, the necessity for providing ample lateral ventilation in the hot months is lessened.

4. The workshops are all situated in the main enclosure away from the sleeping barracks. The mill-room is in a bad sanitary condition, the ventilation is defective, and the room is too crowded with men performing hard physical labour. Several fatal cases were admitted into hospital from this workshop. All the workshops are properly closed in to prevent the prisoners wandering about.

5. The old solitary cells have had their airing yards removed to improve the ventilation. The cells themselves which are not required for condemned prisoners will have to be removed to lessen the site-crowding of this part of the jail. The new cells are pucca substantial structures suitable for the cold weather, but quite unfit for occupation in the hot weather. They are too low and not sufficiently provided with cross ventilation to make them habitable when the temperature is high. It would be interesting to have the maximum temperature in these cells recorded in the extremely hot weather.

6. The new cookshop is on a different plan to that generally adopted in this province. It does not seem to answer as well, and the chimney does not draw the smoke properly.

Cookshop.

7. The whole of the jail area requires to be provided with proper pucca drains for carrying off the surface water. This should be done after proper levels have been taken.

8. The water-supply is obtained from numerous wells in the jail enclosure, and one of these is provided with a proper pump. Bathing platforms with circular reservoirs for holding the water are attached to most of the wells. These platforms require to be much enlarged if bathing paradises are to be introduced.

9. The clothing appears good and sufficient for the season of the year; but we would strongly recommend that each prisoner should be given three blankets in the cold weather. This is absolutely necessary for men suffering from malarial cachexia and anæmia when exposed to a low temperature in the large jail wards at night.

Clothing.

Latrines.

Present establishment.

10. The dry earth system of conservancy is carefully carried out.

11. The jail establishment is as follows:—

	R
Darogah	100
English clerk	40
Naib darogah	25
Mohurrir	15
Hospital Assistant	55
1 Head warder	10
1 Ditto	8
11 Warders, at Rs 7 each	77
Female warder	6
2 Head night watchmen, at Rs 10 each	20
8 Night watchmen, at Rs 7 each	56
2 Prisoner warders, at Rs 4 "	8
4 Ditto ditto, at Rs 3 "	12
	432
Police guard for (1889)	105
Total Cost	537

12. If our proposals for reorganising the jail service of these provinces be accepted, the establishment for this jail would be as follows:—

Proposed establishment.

	R	R
Jailor	100 to 125	
1 Assistant jailor	40 to 50	
1 Hospital assistant	55	
Deferred personal allowance (unhealthy jail)	15	
Matron	10	
1 Chief head warder	15 to 20	
1 Second grade warder	12 to 15	
2 First grade warders, at Rs 10 each	20	
7 Second ditto, at Rs 9 "	63	
10 Third grade warders, at Rs 8 "	80	
Reserve guard.		
1 Head warder	12 to 15	
1 First grade warder	10	
2 Second grade warders, at Rs 9 each	18	
3 Third ditto, at Rs 8 "	24	
	474 to 520	
Add—Cost of uniforms	23	
Add—Keep of 6 convict warders	10	
	507 to 553	

This would give a mean annual cost of something very near the present cost of the establishment, but a glance at the proposed pay of the different subordinates will show how great is the improvement in regard to emoluments. With pay given on this scale, it is proposed to abolish commission, so that there would be a direct saving to Government under this head.

13. The arrangements for guarding the jail, both by day and by night, would be those recommended for the Lucknow District Jail. Here also it will be noticed how much the work expected of the warder establishment has been reduced.

14. There is a single wooden gate at the main entrance to the jail. If the double-gate system is to be carried out, and it is in our opinion essential for the safety of the jail, two gates on the standard plan with offices on either side will have to be provided. The present office is not a suitable building and is badly placed inside the jail. To show the necessity for having a better system of

guarding for the main entrance it may be mentioned that a prisoner escaped not long ago from the jail by walking out of the main gate. This would have been impossible with the double gates which are specially designed and worked to prevent escapes of this kind.

15. The most important question which we had to consider in connection with this jail is the deterioration in the general health and the increasing death-rate. It must be allowed that the district from which the prisoners are received is an unhealthy one and that the general population suffers severely from malarious fever and its sequelae. The general conditions which have caused this unhealthiness have been in existence more or less severely for a number of years; but the death-rate in the jail which in 1883 was 18.3 and in 1884 26.8 has since risen to 37 in 1885, 65.4 in 1886, 66.8 in 1887, and 57.5 in 1888. Apart from the insanitary conditions of site-crowding and want of proper ventilation which have been in existence for many years, there is only one important change which has been made since 1885, which in our opinion can, to some extent, explain this serious increase in the death-rate. We refer to the rules introduced in 1885 for reducing the diet of all prisoners during the three months from the 15th July to the 15th October. These rules require the fortnightly weighing of all prisoners placed on this reduced diet; but in this jail those who receive short diet for less than three months are not weighed and there is no means of ascertaining how the lowered scale of diet is affecting them.

16. We examined the register of weighments of prisoners placed on reduced diet last year during the three months, 15th July to 15th October. It has to be kept in view that the reduction referred to affects all classes of prisoners in jail, not only the men who have been receiving a full 14-chittak diet scale, but the men whose sentences are for three months and under receiving a 12-chittak diet, and the convicts whose sentences are for one month who receive only a 10-chittak scale. Each class loses uniformly four ounces of dry flour daily,—that is to say, during those three months men on 14 chittaks receive 12; men on 12 chittaks receive 10; and men on 10 chittaks receive 8. We found from the annual report of the Superintendent of the Jail, Dr. Moriarty, that the results of the three months' reduced diet as gauged by the fortnightly weighments of the prisoners is thus stated: "214 prisoners were on the reduced diet scale from the 15th July to the 15th October with a net result of a gain of a quarter of a chittak (half an ounce) per prisoner." Small as this result in favour of the reduced diet scale is, we were compelled from a detailed examination of the register of weighments to doubt its correctness. There is distinct evidence in this jail, as at Cawnpore, of the weighments having been made with a purpose. Not in one but in many cases we found that the weights of the prisoners were recorded as having steadily lessened until the last, or the next to the last weighment at the close of the three months, when the weights increased so as to bring the prisoners' weight up to, or even beyond, the amount recorded at the commencement of the three months. We quote a few illustrations from the register:—

Register Number.	Weight on 15th July.	Weight on 29th July.	Weight on 12th August.	Weight on 26th August.	Weight on 9th September.	Weight on 23rd September.	Weight on 15th October.
	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.	M. S. C.
4250	1 13 0	1 13 2	1 12 4	1 12 4	1 12 0	1 12 0	1 13 12
4355	1 14 4	1 13 0	1 13 0	1 13 12	1 13 12	1 14 0	1 15 4
4584	1 11 4	1 8 8	1 8 2	1 8 12	1 9 12	1 10 0	1 11 12
4598	1 16 12	1 14 12	1 15 12	1 15 0	1 15 4	1 15 0	1 16 8
4599	1 8 8	1 6 12	1 7 8	1 7 4	1 7 4	1 7 8	1 8 0
4690	1 24 0	1 23 0	1 22 4	1 20 0	1 20 0	1 27 12	1 27 8
4699	1 8 12	1 8 4	1 8 8	1 8 8	1 7 8	1 19 0	1 19 12
4705	1 12 4	1 11 8		1 11 0	1 11 4	1 14 0	1 14 8
4766	1 24 4	1 24 8	1 23 4	1 22 8	1 23 0	1 23 4	1 24 8
4768	1 15 0	1 14 8	1 13 12	1 12 8	1 13 4	1 14 0	1 14 12
4782	1 15 4	1 14 8	1 14 8	1 13 12	1 14 8	1 15 8	1 16 4
4827	1 15 4	1 14 8	1 14 4	1 14 12	1 16 0	1 16 0	1 15 12
4850	1 12 12	1 13 4		1 11 4	1 11 12	1 13 0	1 13 8
4879	1 5 4	1 5 0	1 5 4	1 4 4	1 5 0	1 6 0	1 7 4
4961	1 14 4	1 13 8	1 13 1	1 13 0	1 12 8	1 12 12	1 14 8
4997	1 12 4	1 11 4	1 10 0	1 8 8	1 8 4	1 19 0	1 11 0
4999	1 15 0	1 14 4	1 14 12	1 13 12	1 14 0	1 14 0	1 15 0
5021	1 14 12	1 13 8	1 13 8	1 12 12	1 13 8	1 14 0	1 15 0
5088	1 15 12	1 13 8	1 14 12	1 14 4	1 15 8	1 16 4	1 17 0

In the above examples we have a series of fortnightly weighments of the same men made during the period on which they were placed on short diet. The weighments during the first eight weeks indicate with almost perfect uniformity a *loss of weight*, then with equal uniformity on the ninth and tenth weeks the weighments begin to go up and reach or pass beyond the original weights on the last weighment of the series made at the end of the twelfth week. The Superintendent could give us no explanation of this curious result, but he admitted that it gave a colour to the conclusion that the weighments had not been made with truthful accuracy, but with a view to give a favourable view of the results of the reduced dietary experiment. We cannot but protest strongly against basing a most important change in the prison diet of a whole province upon statistics collected in such a manner, and by agents so unworthy of trust; and we strongly advise that the experiment which has no justification in the analysis of the reduced diet should be at once put a stop to. We have been unable to get any proof that the prisoners cannot eat the full ration *as a rule* during the rains: individual prisoners may on occasions reject part of a meal, but this is no ground upon which to base a general

reduction of diet, rather it is an indication that the prisoners who are not able to eat their food require to be kept under the observation of the medical officer. The effect which this three months' reduction of diet may have had on the increased mortality of the jails of the North-Western Provinces and Oudh since 1885 can be only matter of surmise.

The Supreme Government in comparing the cost per prisoner for rations for the different provinces will have to take into consideration the fact that economy in these jails has been obtained to a large extent by the simple process of reducing the amount of food given to the prisoners. One example will be sufficient to show what is meant. In the month of August 1888, there was not a single prisoner on the full scale of diet. Out of 10,665 prisoners fed in that month, 8,461 received the 12-chittak scale, 1,340 the 10-chittak scale, and 844 the 8-chittak scale. This shows a saving of 42½ maunds of flour as compared with the amount that would have been issued if all the prisoners as in Bengal received the 14-chittak scale. If this reduction of the diet during the most unhealthy months of the year could be justified by the improved condition and health of the prisoners, something might be said in favour of its introduction, but all the facts we have observed prove the contrary. We have satisfied ourselves that the economy, such as it is, has been purchased dearly by a dangerous tampering with the health of the convicts. The only reasonable defence to be urged for special reductions of prisoners' diet, such as giving less diet to prisoners sentenced for one week than to those sentenced for one month, less to the convict of one month's term than to the man sentenced to three months, is that the labour exacted from the men is in accordance with their diet and that they do not lose health or condition by reason of the reduction. In addition to the reduction of diet sanctioned for short-term prisoners in these provinces and the further reduction carried out during the three autumn months, all habitual prisoners receive non-labouring diet on Sundays and non-labouring diet for the last three months of their sentences. When this last measure was introduced, the then Inspector General of Prisons was careful to point out that during those three months of short diet the convicts should be kept at sedentary work, and that careful weighments should be made. These necessary precautions have been abandoned while the reduction of diet is maintained, and since the carrying out of these routine orders is left practically with the Darogah, who is directly interested in showing a low cost for diet, it is to be feared that much risk is encountered by men in indifferent health, who, while placed on non-labouring diet, are expected to perform hard or medium labour. The worst feature of this rule is the fact that the prisoners being released, it is impossible to say what injury to health has been done by this reduction in diet. Even in the case of habituals the Government is not justified in sending them out in worse health than they were received, and it must lead to a reconsideration of this subject if there is the least suspicion that the men are sent out in a condition which unfits them to maintain themselves by hard manual labour. The effect of all such measures as reduction of diet on the economy of jail maintenance should be kept in view when any general comparison of the cost of diet is made. In the case of Bengal, for example, where it has been concluded that the state of health of the prisoners precludes any reduction of diet to any class and necessitates the issue of full labouring rations to all under-trial prisoners, comparisons with the average cost per prisoner in other provinces must be vitiated. This subject will be noticed in our general report.

17. All the prisoners were examined at a general parade. On the whole the first-conviction men were found in fair health, but a considerable proportion of the habituals were men who were in indifferent health. We would strongly urge on the Superintendent the necessity for forming a special gang of those men who are in indifferent health. Our remarks on this subject in the report on the Mirzapore Jail should be considered in connection with this subject.

18. The hospital is a fine, large building, provided with verandahs on both sides. There were only two charpoys in use for the worst cases; the rest of the patients sleep on raised earthen beds. In our opinion the earthen beds should be gradually removed and the hospital supplied with iron beds as funds become available. The recent rule limiting the yearly cost for European medicines for district jails to Rs50 requires to be carefully examined. No such hard-and-fast rule can be laid down for all jails. In this jail, where a large proportion of the prisoners suffer from malarious fever and spleen, the expenditure of such drugs as quinine, cinchona febrifuge and iron, must be much larger than in the jails of healthy districts where malarious fever in its worst form is unknown.

19. We would remark that the subordinate staff in this jail seems to us to be a weak one. With improved pay and prospects, it is hoped that it will be possible to select better men for the different posts.

Selection of subordinates.

20. There has been some improvement in the record of offences since the present Superintendent took charge. We note that from the 12th September 1887 to the 5th December 1887, no offence of any kind was recorded, and there were only 5 offences in the first three months of 1888.

Record of offences.

21. During the last two years this jail has only been visited once a year by the Judge and once during each year by the Magistrate, and no remarks of any consequence were recorded on these visits.

Official visitors.

(14)—DELHI. (See note to page xlvii).

The Commission inspected the Delhi Jail on the 29th and 30th March in company with the Superintendent, Dr. Bate.

Site.

2. The site of this jail is apparently a good one, unenclosed by buildings and having a good surface slope for drainage.

3. The jail has been formed out of an old pucca serai; the quadrangle of which encloses an area of 14,647 square yards. The wards or cells are arranged round the wall, and in their former condition of badly-ventilated cubicles, they must have been a fruitful cause of sickness. Round the closed quadrangle of the serai has been erected a substantial outer wall at a varying distance of 50' to 70' and between the serai and this outer wall have been erected a long range of seven sleeping wards, each 60' x 16', three blocks of solitary cells and a small ward for juveniles.

4. In the middle of the quadrangle there have been erected two hospitals, one consisting of two wards each 47' x 16' and the other of one ward 50' x 16'. Four condemned cells have also been built in rear of one of the hospitals, and a ward for long-term prisoners 34' x 20' in rear of the other. These four buildings occupy the middle of the open quadrangle of the serai.

5. A description of one cell or cubicle surrounding the quadrangle will answer for all. Each cell is composed of an ante-chamber and an inner room: the former contains about 596 cubic feet and the latter 1,258 cubic feet of space. Up to the present these cells have each been separate, but now they are being joined by narrow arched openings, thus giving through communication between a varying number of cells forming one ward. As far as ventilation is concerned, the cells remain as they were, only large cubicles or cells; the narrow arched opening through the side walls can have no effect in providing through ventilation for the inner rooms. Up to the present the ante-room has been an open verandah or porch; now it is being closed up with a masonry wall in which is set a large grated door. In the back wall of each cubicle has been inserted a grated window; altogether we think that everything is now being done to make the cells habitable with safety during the cold and the dry hot months, but we are exceedingly doubtful whether the prisoners can maintain sound health shut up in these cubicles during the close stagnant nights of the rains. We found the lateral ventilation in these cubicles to be equal to 14 square feet per prisoner. In front of the cells which surround the quadrangle we found a high screen wall dividing off a yard for each barrack in which prisoners used to sleep in the hot weather. Except in the case of habitual prisoners (and these can apparently be disposed of in the new wards outside the quadrangle) these screen walls are not required, and in the interests of the ventilation of the cubicles already so much impaired, they should be removed.

6. The two hospital buildings are very low roofed, and the lateral ventilation is much impeded by there being no grated doors, so that when the wooden batten doors are closed for security, it is likely that the sick suffer from impeded ventilation. We were informed by the Superintendent that in seasons of great heat the sick are allowed to sleep out of doors; this of course turns the difficulty of ventilation into a difficulty of watch and ward.

7. The seven new wards erected between the outer and inner wall are very good buildings, capable of containing each 22 prisoners.

8. The solitary cells, of which there are three blocks each containing 20 cells, have been built on a bad plan. The cells are placed back to back with no through ventilation; and we are of opinion that prisoners cannot be kept in them in the hot weather and rains without danger, unless the cell doors are kept open and the men are allowed to sleep in the cell-yards at night. There is a separate block of condemned cells. They are well designed and thoroughly well suited for the purpose.

9. The juvenile ward is a good small ward for 19 prisoners in association, but it is not suited for the confinement of nine lads such as we saw in the yard. Surrounded as the barrack is by a screen wall the place may become a pandemonium at night without any one being aware of what is going on. There is no alternative to shutting up all these big boys in separate cells or cubicles.

10. Connected with a large city, such as Delhi, in which professional thieves and burglars abound, the jail requires to be specially deterrent in its effects. Even if the extension of central prison accommodation in the province serves to draw away all the long-term habituals from Delhi, still it will be necessary to give the Superintendent the means of making imprisonment more penal, and this can best be done by taking up a portion of the garden, and erecting a block or blocks of fifty to one hundred cells (on a sound plan) in which habituals, juveniles and others may be segregated at night.

11. The arrangements for the water-supply of the jail are being gradually perfected on sound lines. The water is drawn from one well outside the jail; it is said to be fairly good. At present it is lifted by a "churas" to a large tank which commands the whole jail and from which pipes are laid on to standards in the jail enclosure. A pump is required and is being supplied, so that chance pollution of the well may be guarded against; then more standards and hydrants are required inside the jail and especially more bathing platforms. At present the prisoners bathe with difficulty and in very small gangs at one platform erected in one of the workshop yards.

12. The situation of the female ward and enclosure is not satisfactory. It comprises a section of the north-west angle of the quadrangle containing 8 cells and a bastion. As the entrance to the female jail is from the quadrangle, female prisoners must be passed in and out through the quadrangle and their yard is exposed to view every time the door is opened. We would suggest that the entrance to the female prison should be made through the bastion from the outer jail enclosure.

The outer angle of the bastion might then be used for the reception of all work materials, food, &c., brought by male prisoners, and could also be used by the females as the dépôt in which their nightsoil reservoirs should be placed for removal by the male sweepers. By this arrangement the wicket into the jail might be closed and no communication ever be permitted with the interior of the jail. Bathing arrangements with a hydrant are being now supplied to the female division.

13. The Civil Jail is composed of a series of ten cells erected in front of the jail, but quite apart from it, and having a distinct enclosure forming a courtyard in front of the cells. The entrance to this courtyard is at present shut by a batten door. We recommend that an iron grating door be substituted, so that the civil prisoner may be able to speak to his friends and legal adviser at any time they may come to see him. On our visit there was only one prisoner in confinement, and from the existing arrangements he is practically undergoing solitary confinement. If the number of civil prisoners continues small, some of the spare cells might be made over as residences for the warders.

14. The quarantine section of the jail which, as usual, does not satisfy the requirements of quarantine in any thorough manner, contained 24 prisoners. The larger proportion of them were men who had been suffering from malaria and scurvy for some time, and we were much pleased with the careful and systematic manner in which Dr. Bate, the Superintendent, had classified and marked those whom he considered unfit to mingle with the general body of the prisoners, but required special treatment and special diet. This careful individual treatment of the prisoner has in this jail produced the same results as we remarked in other jails (see Appendix A, page 168, paragraph 13).

15. With a larger percentage of admissions into hospital the death-rate has fallen remarkably—

General health.	Daily sick per mille.	Deaths per mille.
1887	34.4	42.5
1888	42.5	21.2

Such results can only be obtained in a jail which receives prisoners largely from unhealthy tracts of country and lodges them under conditions not in themselves favourable to sound health, by the most careful observation and indefatigable treatment of individual cases.

16. We examined the cookhouse and the grain stores. The flour was very well ground and carefully sifted: the oven-cooked bread was made thin and was consequently thoroughly cooked. We saw the morning meal distributed and noted that the cook distributing the bread weighed out each man's portion in a small beam scale. The prisoners are allowed three meals a day and no reduced scale of diet is given in this jail.

17. The workshops are exceedingly good buildings, erected in separate enclosures and having sufficient area in their yards as well as inside. They require to be enclosed with some form of cheap grating to prevent the prisoners from wandering. In breaking off from work and preparing for their morning meal the prisoners did not show any pervading sense of discipline; this cannot be expected with the present under-paid establishments.

18. If discipline can be gauged by the number of offences recorded against the prisoners in the jail register, the condition of the Delhi Jail might be pronounced very good. Since the present Superintendent assumed charge of the jail the record of offences has increased steadily from 5.9 per cent. of average strength to 14.2 per cent. The figures under the official classification are—

YEAR.	PERCENTAGE OF OFFENCES TO DAILY AVERAGE STRENGTH.			
	Smoking and having forbidden articles.	Offences relating to work.	Other offences.	Total.
1884	0.9	3.7	1.1	5.9
1885	2.3	43	5.2	50
1886	2.0	165	34	201
1887	13.2	95	57	166
1888	18	74	49	142

This jail is one of four jails in the Punjab which show a large record of offences; the Superintendent explains that he insists upon a report and record of the most trivial offences, and that he is justified in this by the reiterated orders of the Inspector General. Dr. Bate also urges that in his opinion, although the record of offences might be infinitely lessened, the offences would still occur, and that it is inconsistent with jail life to imagine that it can be otherwise. With this statement of facts and views the subject must be left for fuller discussion in another place.

19. We examined the jail garden and found it large in area, composed of good land well and carefully cultivated. There is said to be a want of water for irrigation, but much water is at present lost by the

Garden.

channels being unlined with masonry. There was a good supply of English vegetables on the ground and a considerable portion of the garden is taken up with orchards of pomegranate trees. A lime orchard has been laid out, which in four years ought to be bearing fruit, but sufficient care had not been taken to give the trees a good artificial bed of soil in which to grow. Some land at present covered with useless trees should be planted out with common mango and tamarind. It is proposed to get canal water for the garden: this will add much to its productiveness and can do no harm if the water is *lifted* and not allowed to *flow over* the garden.

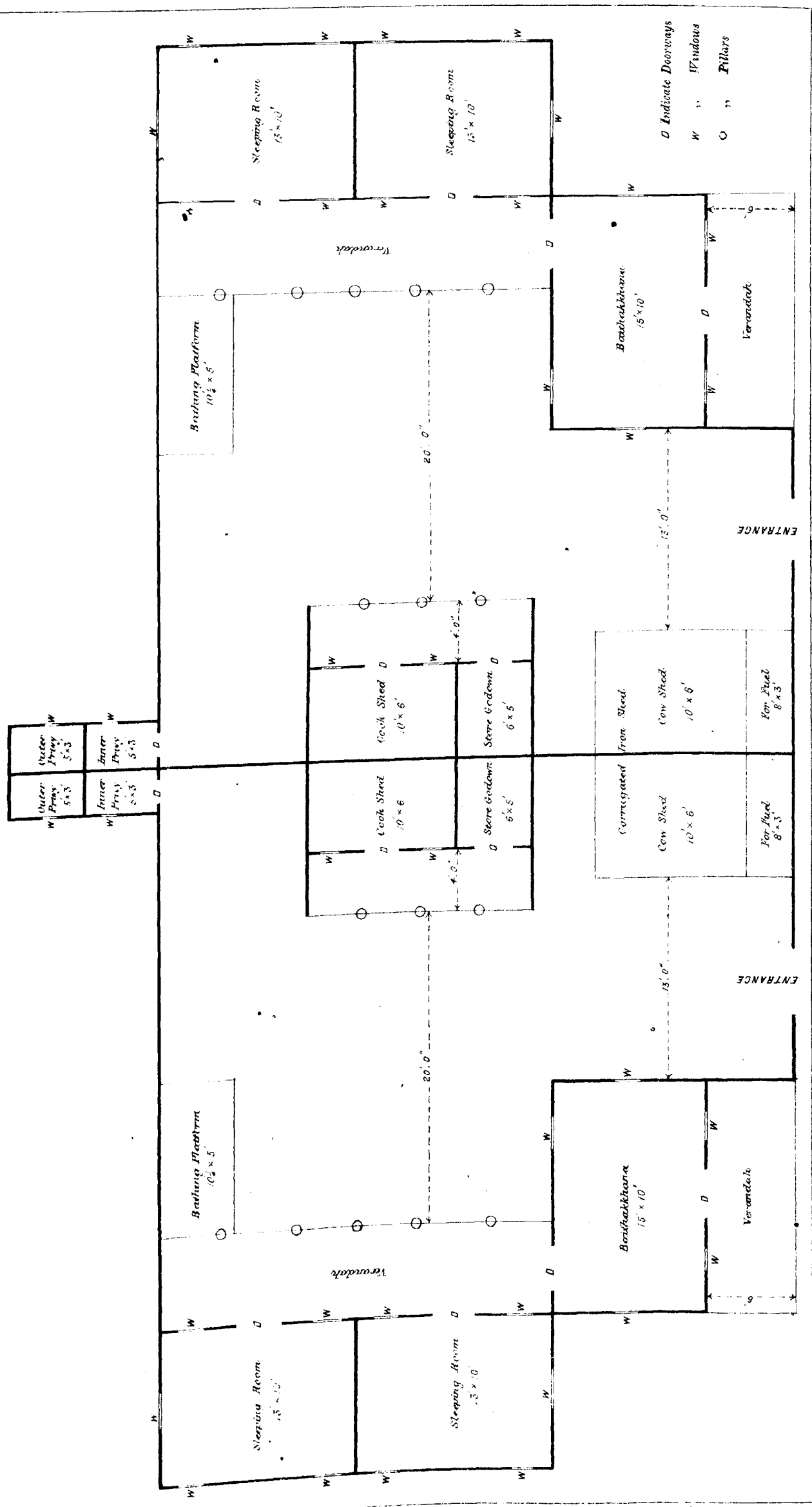
20. With the large opportunities of cultivating fodder and root crops, economy would be served if cows were kept for the supply of milk to the hospital.
Milk-supply.
21. We examined the prisoners on parade and found the men whose health was not injured by malaria to be in good condition. Dr. Bate has wisely placed all cases of enlarged spleen and of men requiring special orders regarding their work or food in a special gang, apart from the other prisoners. The health of the prisoners as indicated by the death-rate has improved of late, but we are convinced that any relaxation of the minute care and attention now given to individual prisoners will at once raise the mortality of this jail to its old bad pre-eminence.
Examination on parade.
22. The clothing of the prisoners is ample and of good quality.
Clothing.
23. The drill discipline and general system of going through parades shows that much improvement may be expected from a reorganized establishment.
Drill discipline.
24. The construction of a proper double gate will add to the security of the jail. Gate registers are already kept up, but the working of the double-gate system cannot be perfected until the jail offices are included within the two gates.
Double-gate system.
25. The manufactures of carpets and moonj mats have been worked with great success and the jail earned as much as Rs. 5,000 last year. The commission allowed to prisoners is given in money on release and not in extra diet during imprisonment.
Manufactures.
26. Prisoners having sentences up to ten years are confined in this jail. Considering this fact, the proportion of prisoners in fetters is smaller than in most Punjab jails.
Fetters.
27. The procedure in regard to the confinement of lunatics under observation in this jail is different to that which prevails elsewhere. They are sent to the neighbouring asylum. There are no special instructions regarding the treatment and disposal of criminal lunatics.
Lunatics.
28. The wards are watched at night by prisoners, but no selection is made of the night watchmen beyond taking care to see that escaped prisoners and men of particularly bad character are not selected.
Night guarding.
29. The godowns are particularly well arranged and fitted with angle-iron racks. It is a disadvantage to have them scattered about the jail.
Godowns.
30. There were no under-trial prisoners in the jail. The hawalat near the *kutcheries* contains all the prisoners of this class.
Hawalat.
31. This jail has been visited fifteen times by the Deputy Commissioner, once by the Commissioner, and on numerous occasions by other Judicial and Executive authorities.
Official visitors.

APPENDIX B.

STANDARD PLANS REFERRED TO IN GENERAL REPORT.

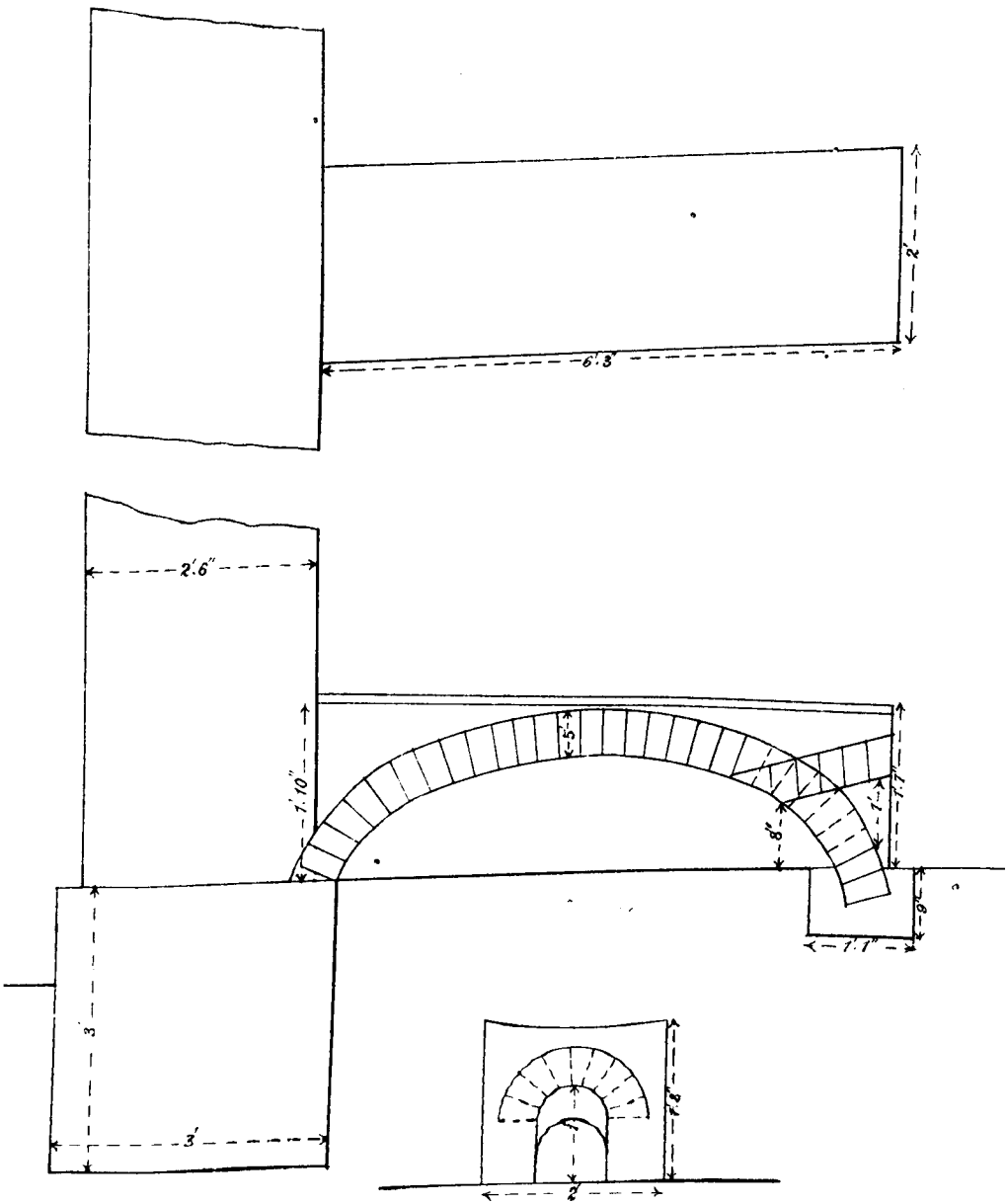
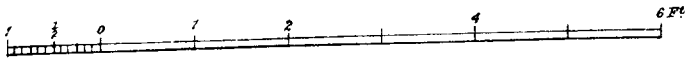
QUARTERS FOR 2 JAIL SUBORDINATES.

Scale 1 Inch = 8 Feet.



N. W. P.
PLAN OF
MASONRY BERTH FOR PRISONERS.

Scale 1 Inch = 2 Feet.



No. 3.

JAIL KITCHENS, NORTH-WESTERN PROVINCES AND OUDH.

Extract from Circular No. 79 of 1881.

IV.—I shall now describe briefly the arrangements with reference to the plan which accompanies.

V.—Directing attention to the circular or multilateral plan (which is most common in jails), it will be seen that access is had to the kitchen by two doors marked A, one to admit the cooks, the other to admit the officials for inspection; that all the other openings for light and ventilation are windows 3 feet square. The door and window frames should all be covered with wire gauge sufficiently fine to keep out flies.

VI.—At one side of the cook-house, the fire-grates and “tawas” are arranged in a semi-circle, being built into solid masonry of sun-dried bricks set in mud. From each fire-grate a flue converges on the chimney shaft which should be built of pucca masonry behind the choolas, and in front of the chimney shaft is an opening over which is set the caldron or “batlae” for cooking the vegetables, and through which all the waste heat and smoke passing from the fire-grates to the chimney must find its way.

VII.—The fire-grates are 1' 6" x 7" as in the plan. The “tawas” ought to be 2' x 2' made of wrought-iron $\frac{1}{4}$ of an inch thick. The Superintendent, Rurki Workshops, offers to supply these fire-plates at R4 each.

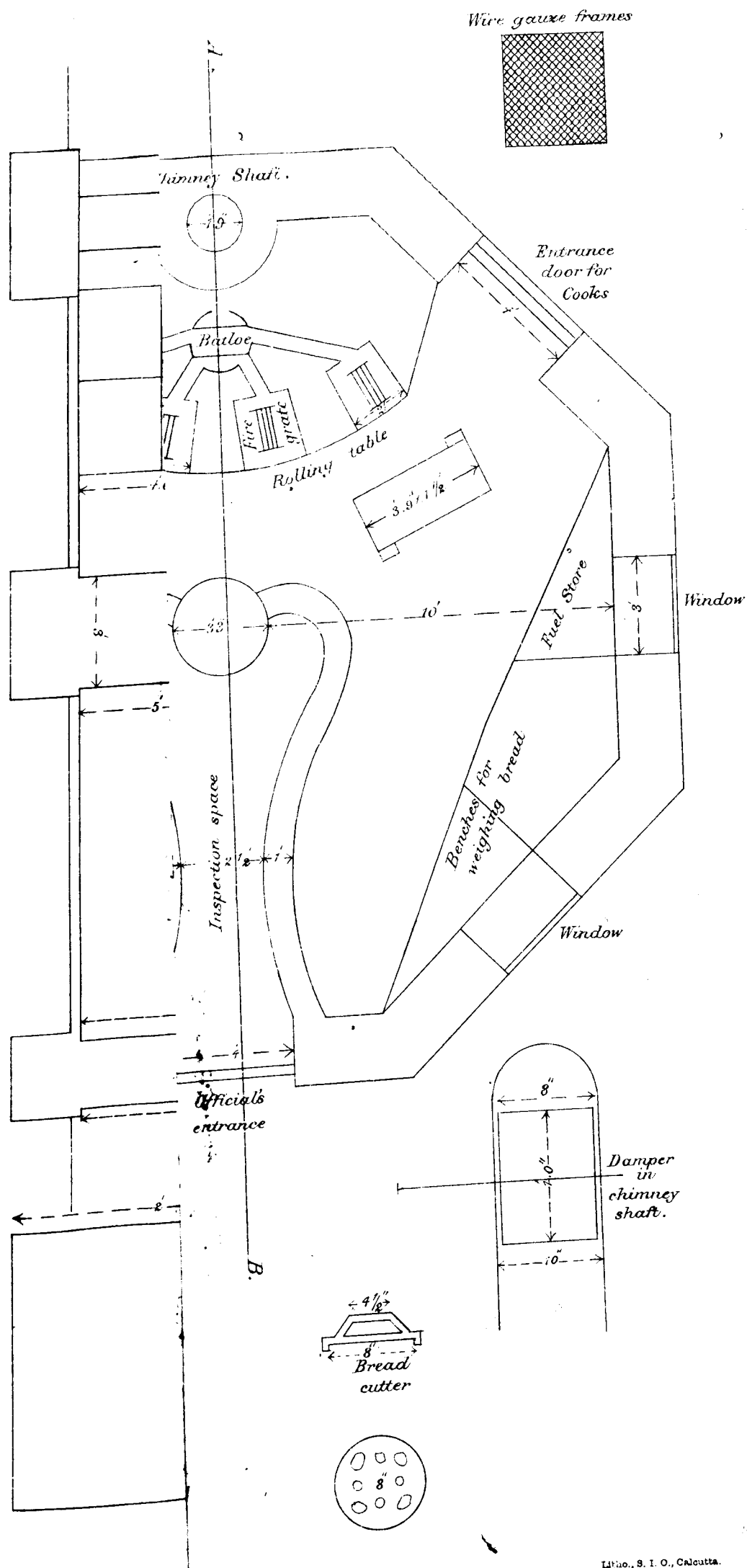
VIII.—In front of the choolas are placed two rolling tables. The dough having been got ready in the kneading trough is divided into lumps of a pretty even size by a mould something like a brick mould; these lumps are placed on the rolling table, and by a few strokes of the rolling-pin are rolled out into a thin sheet, and the chuppattees are then stamped out by the “Bread-cutter” and transferred to the “tawa” by the iron shovel. The use of the mould and the bread-cutter ensures almost perfect uniformity in the size and weight of the cakes. Each meal will consist of four cakes, each 5" or 6" in diameter and about $\frac{5}{16}$ of an inch in thickness.

IX.—From the rapidity with which the cakes are prepared the “tawa” is never kept unemployed, and once heated, the insertion of a few chips of wood will keep the temperature up to the required standard.

X.—To moderate the draught in the chimney, a “damper” should be inserted, made of sheet iron, as shown on the plan.

XI.—The rest of the arrangements in the kitchen tend to the same end, order, and cleanliness; they explain themselves, and only re-assert the motto which should govern every portion of a jail—“a place for everything and everything in its place”

XII.—I shall be ready to sanction the expenditure necessary to build the choolas, chimney shaft, &c., in your jail kitchen on a Public Works estimate including the cost of wrought-iron “tawas,” and request the favour of your sending up the estimate at an early date.



No. 7.

CHOLERA DEJECTA.

INCINERATOR.

Extract from a letter No. 629, dated the 15th March 1889, from the Superintendent of the Alipore Jail, to the Inspector General of Jails, Bengal.

"The vessel might more appropriately be called a 'boiler,' rather than a 'burner,' since the contents, being chiefly fluid, are boiled away, and escape in steam.

"The idea being to keep the *dejecta* as short a time as possible in the pans or vessels in which they are received direct from the patients, and to consume or boil them away as they are produced, an indicator is provided, which shows the fireman the quantity remaining in the vessel, and warns him when it becomes necessary to introduce fresh *dejecta*, or in their place, should such not then be forthcoming, pure water, a supply of which should stand ready at hand for the purpose.

"Should the contents be allowed to become exhausted while the vessel is yet hot, and that cool matter is then thrown in the vessel, being composed of cast-iron, would probably break.

"At the close of the epidemic, should any solid matter be found at the bottom, the vessel may then be used solely as a 'cinerator,' and fire kept under it, till the contents are reduced to ashes."

CAST IRON CHOLERA INCINERATOR

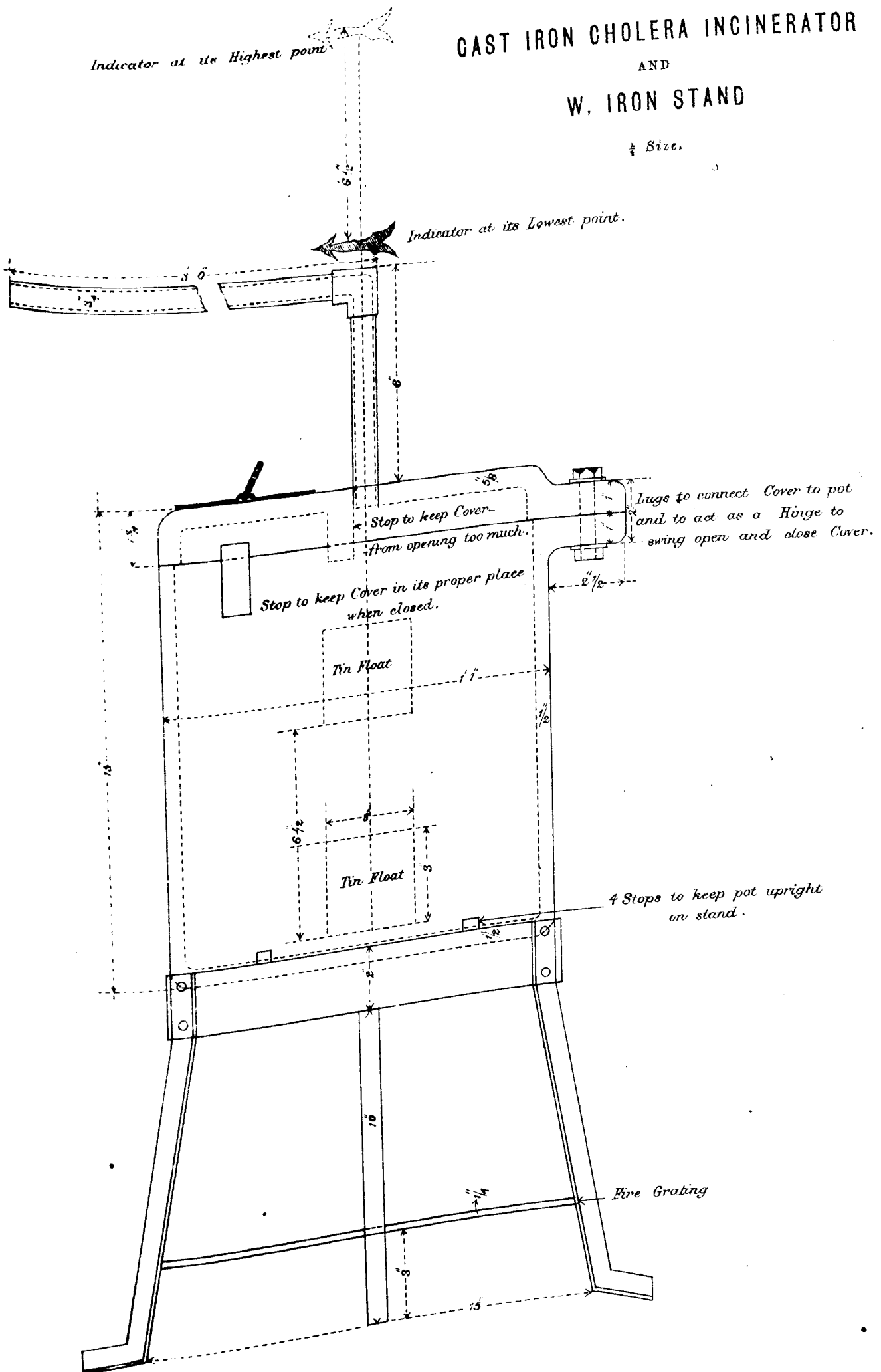
AND

W. IRON STAND

$\frac{1}{2}$ Size.

Indicator at its Highest point.

Indicator at its Lowest point.



16th March 1889

GRAIN STORAGE IN NORTH-WESTERN PROVINCES AND OUDH.

No. 42 of 1879.

Having had personal experience of the saving which frequently results from storing grain in pits at Allahabad, and having seen the same system carried out successfully by Drs. Grant and Jameson at Fatehgarh, and by others elsewhere, I have asked Dr. Jameson to draw up a description of the grain-pits in use at Fatehgarh, their size and mode of construction, and the method of packing the grain in the pits. This description with sketch plan of a pit which will contain 450 to 500 maunds is attached to this letter.

2. The essential points which determine the possibility of constructing these pits and of retaining grain in them sound for many months are —

- I—that the spring level does not rise above 20 feet from the surface;
- II—that the soil in which the pits are dug be good hard stiff clay;
- III—that the inside of the pit be thoroughly well baked before storing the grain.

3. It is not essential to have the mouths of the pits lined with masonry and covered by a trap-door with a padlock, unless the pit is intended to be opened at intervals. If you have a tolerably large grain godown, it is best to empty the contents of a pit once opened into the grain bins in the store-room. The advantages of this are that risk of damp getting at the grain in a half-empty pit is avoided, and also the risk of fermentation and the production of carbonic acid gas in the pit, a condition which has given rise to fatal accidents in removing the grain on many occasions.

4. Neither is it essential to have the pits covered by any expensive shed or 'chapper': it is an extra safeguard to have a roof over them, but it is not essential, and is never employed by the natives.

5. I have also found that when bhusa is scarce, a mixture of bhusa and dry mango-leaves forms a most efficient and cheap enveloping layer for the grain. With ordinary care in making the pits and in packing the grain no loss can ever accrue, and the difference in weight of the grain between the time of its storing in April or May and the date of issue is quite sufficient to meet any expenditure incurred in storing, even should grain not rise in value.

6. I wish you therefore to have the matter taken into consideration: trial pits dug to ascertain the state of the soil, the best locality being selected inside the outer wall of the Jail—a locality, if possible, that is always under observation of the Jail officials, so that before the end of the year the pits can be prepared and thoroughly baked and be ready to receive grain next April.

7. Should you find that conditions of soil or spring level prevent you carrying out this system of storage, I have to request the favour of your communicating with me on the subject for farther instructions.

W. WALKER, M.D.

SPECIFICATION.

The grain pits used in the Jails at Fatehgarh are nearly semi-circular excavations, the open being 4 feet below the surface of the ground and they are 20 feet in diameter at the bottom and 12 feet in depth (see accompanying diagram).

In making these pits a square shaft is dug 2 feet in diameter to the depth of 4 feet; at the bottom of this shaft the excavation begins, and hence the bottom of the shaft is the mouth of the pit. The pits may be complete semi-circles, but those here are not quite so, the depth being 12 feet, while the diameter at the bottom is 20 feet. Each pit holds 450 maunds of grain. When the pit has been excavated, describe a square 4 feet in diameter on the surface of the ground, with the opening of the shaft as its centre. Dig out the earth to the depth of 2' 6", build in this around the shaft a pucca wall one foot thick. In the upper course fix a door-frame, and to this a trap-door. The entrance to the pit is thus 2 feet square and it is closed by a trap-door. The masonry wall rests at its inner edge on solid earth 18 inches thick.

When completed, the pit is dried by burning leaves and rubbish until the sides are well baked. In some of the pits charcoal was made, and this plan was very effectual in baking the sides of the pit; but most of the pits have been dried simply by burning rubbish.

In storing grain 2 feet of bhusa is spread on the bottom. In the centre of this the grain is thrown, and as it accumulates at the sides, bhusa to the thickness of one foot is placed around the sides.

Care should be taken in this matter, as on it depends the safety of the grain. Grain which is left in immediate contact with the sides of the pit becomes milled and rots.

Grain is thus poured in till it is within a foot of the mouth of the pit (C. of the diagram). Bhusa covers all and fills the shaft.

The mouth of the shaft is secured by inverting a well-baked naund over it and securing the edges of the naund with good mortar. This is enough to keep out rain and damp, but a 'chapper' over all makes the pit doubly safe.

From the naund the ground is sloped to run off rain-water, and it may be advantageous if no 'chapper' be used, to make this pukka, though not absolutely necessary. Some of the pits here have the ground over them made pukka, others not.

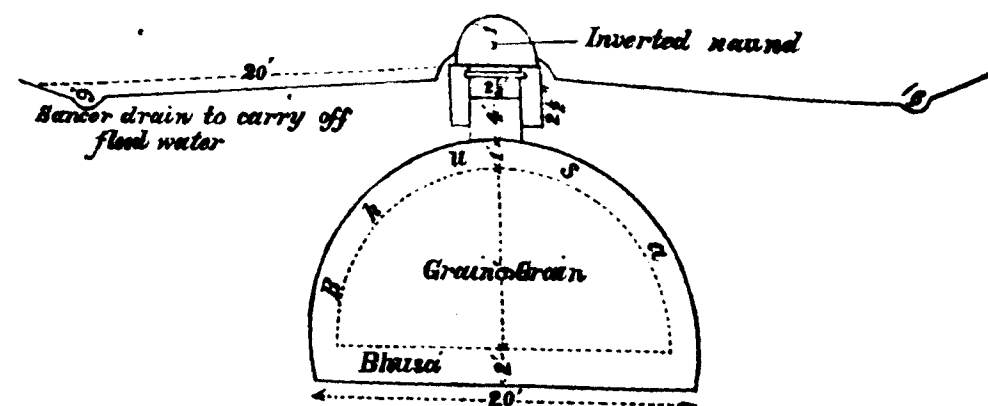
The accompanying diagram should make this description clear.

The pits have been in use for several years here and no grain has yet been spoiled. The advantage in a pecuniary view of storing grain is in some years great, in some not much; but as the grain increases in weight, in the pits no loss ever occurs.

FATEHGARH CENTRAL PRISON,
The 2nd April 1879.

R. JAMESON,
Superintendent.

Section of Grain pit to hold 450 Maunds.



W. WALKER,
Inspector-General of Prisons,
N.-W. P. and Oudh.

No. 9.

FORM OF
CONVICTS' WOODEN TICKET.

8508
457
9 9
3 3
77 83

APPENDIX C.

JAIL REGISTERS, FORMS, &C.

CRIMINAL LUNATICS.

Principles on which the Local Government should act in disposing of the cases of criminal lunatics sent up for orders under sections 466, 471, 474, and 475 of Act X of 1882.

- I.—Medical history sheet to be called for in every case. 1. Final orders should not be issued unless the lunatic's papers are accompanied by the medical history sheet as suggested in Appendix I.

A.—Recovered criminal lunatics.

II.—Crime. *Offence against person.*
Cause. Ganja, &c.
Type. Acute or chronic mania.

2. If the crime be against the person, the cause ganja or other intoxicant, and the type of insanity acute or chronic mania, a period of three years should be spent in an asylum free from all signs of insanity before any action is taken.

(a) Age under 40 years.

(a) At the end of that time, if under 40 years of age and in good physical health, he should be transferred to the nearest central or other jail, there to undergo a period of probation of six years, of which three had better be in the grade of paid warder.

(b) Age over 40 years.

(b) If over 40 years of age, or in poor physical health, the period of probation in jail may be shortened according to circumstances of crime and nature of security offered.

In any case security should, if possible, be taken on the expiry of his period of probation in jail.

III.—Crime. *Offence against person.*
Cause. Not ganja, &c.
Type. Acute or chronic mania.

3. If the crime be an offence against the person, the type of insanity acute or chronic mania, and the alleged cause not ganja or other intoxicant, a period of at least four years of complete freedom from insanity should be spent in an asylum before action is taken.

(a) Age under 40 years.

(a) At the end of that time, if under 40 years of age and in good physical health, he may be transferred to a jail, there to undergo a probation of four years, of which two should be in the grade of paid warder.

(b) Age over 40 years.

(b) If over 40 years of age, the period of probation in jail might be shortened, according to circumstances of health and surety. Security should, if possible, be taken before his final release from jail supervision.

IV.—Crime. *Not offence against person, but mental attitude aggressive.*
Type. Acute or chronic mania.

4. If the crime be not an offence against the person, but the lunatic have at any time exhibited dangerous or violent tendencies, and the type of insanity is acute or chronic mania, he should be treated exactly as above, except that the period of probation in jail may be shortened in accordance with the kind and degree of violence exhibited; always provided that in ganja cases the period spent as paid warder should be three years, and in non-ganja cases two years. In all, security should, if possible, be taken on final release.

V.—Crime. Not offence against the person, or, if so, trivial in its nature; mental attitude not aggressive.

5. If the crime be not an offence against the person and there be no history that the lunatic was at any time aggressive, he may generally be treated much as if he were a non-criminal lunatic.

As has been stated in rule 7 for the guidance of executive officers, the Local Government will generally be guided in such cases by the recommendations of the Visitors and of the Superintendent of the Asylum in which the lunatic has been confined.

6. If the type of insanity be melancholia, a period of at least six years' complete freedom from insanity should be passed in an asylum before action is taken. During the last year of this period the recovered criminal may be allowed access to the bazar under certain regulations.

(a) If at the end of that period he is still under 40 years of age, he should not be released except on excellent security.

(b) If over 40 years of age, security should, if possible, be obtained.

7. If the crime be attempt to commit suicide, and not murder, the type melancholia, and if he has not exhibited any violent tendencies while under observation, some relaxations of the rules may be permitted according to circumstances of age, period of detention, &c.

Cases of melancholia should not be sent to pass a period of probation in jail.

B.—Unrecovered criminal lunatics.

VIII.—Crime. *Offence against person.*
Type. Irritable chronic mania.

(b) Type. Charomania.

8. If the crime be an offence against the person, the type chronic mania of the irritable aggressive kind, it will seldom be possible to release the lunatic during the continuance of insanity, except in advanced age and on exceptional security.

If the crime be an offence against the person, the type of insanity chronic mania of the amiable kind, a lunatic may be released after passing six to ten years in that condition, but only on security.

If below 40 years of age, detention should generally be ten years; if over 40 years of age, six years may suffice.

9. If the crime be not an offence against the person, or, if an offence against the person, of a trivial nature, and the lunatic has never exhibited aggressive symptoms, he may generally be treated much as if he were a non-criminal lunatic, and the Local Government, when dealing with his case under section 474, will be guided chiefly by the recorded opinion of the Superintendent of the Asylum as to the propriety of releasing him, and by the recommendations of the Visitors.

(a) If his mental attitude be chronic mania, characterised by good humour, cheerfulness, and amiability, and he is able to earn a livelihood, he may generally be released with or without security.

(b) If it be chronic dementia or imbecility of slight degree, he may be released on similar conditions.

(c) If he be suffering from chronic mania of the irritable mischievous type or chronic dementia of a more pronounced character, he may still be released, but only on satisfactory security that he will be properly cared for and prevented from doing injury to himself or others.

(d) If the chronic mania be of inveterate type, or the dementia or imbecility of the last degree, the lunatic can only be safely and humanely treated in an asylum.

IX.—Crime. Not offence against the person, or, if so, trivial in its nature; mental attitude not aggressive.

(a) Type. Charomania.

(b) Type. Slight chronic dementia.

(c) Type. Irritable chronic mania or pronounced dementia.

(d) Type. Worst degrees of chronic mania, dementia or imbecility.

Rules for the guidance of Executive and Judicial Officers in dealing with criminal lunatics.

Whenever the papers of a criminal lunatic are sent up to Government for orders, they should be accompanied by a medical history sheet (Appendix I) containing the following particulars, without which a safe decision cannot be arrived at:—

1. Name and sex.
2. Crime.
3. Present age.
4. Physical state.
5. Probable cause of insanity.
6. Type of insanity.
7. Duration of insanity and has it been continuous, giving dates?
8. Has he at any time shown aggressive symptoms?
9. If so, when and of what kind?
10. If reported sane, how long since last manifestation of insanity?
11. Is he subject to relapses? If so, give dates.
12. Is he capable (a) of taking care of himself; (b) of earning a livelihood?
13. How has he been employed while in asylum?
14. If security is obtainable, its nature and the social position and character of the sureties.

1. In every case the medical history sheet should be accompanied by an abstract from the asylum case-book, detailing the chief events in his history, recorded opinions, with dates, regarding his mental attitude while under observation in the asylum, together with the opinion of the Superintendent of the Asylum on the safety of the proposed procedure.

2. When a remand to jail under section 31 of this Act is recommended, the Superintendent of the Asylum will give specific reasons for thinking that this procedure is a safe one, having due regard to the medical history and length of unexpired sentence to run before final release from jail.

3. When further detained under Act XXXVI of 1858, and the case is brought before the Visitors under section IX or the Magistrate under section X of that Act, it will be the duty of the Superintendent of the Asylum to furnish in writing all the details required in Appendix I for the information of the said Visitors or Magistrate, together with his own opinion of the safety of releasing the lunatic.

4. In the event of the lunatic having at any time exhibited a tendency to violence, it will be the duty of the Visitors or Magistrate, as the case may be, to satisfy themselves that a sufficient length of time has elapsed since such manifestation to render a recurrence improbable, and that the sureties are in a position to control the actions of the lunatic should it recur.

5. If the crime of which such person is accused be an offence against the person, or if there is reason to believe that he has at any time been aggressive, the Magistrate or Court of Sessions should consult the Civil Surgeon under whose observation the lunatic has been detained, and he should have before him the information detailed in Appendix I, as far as possible, before accepting bail.

I.—When the lunatic has been confined in a Lunatic Asylum under Act V of 1871 (Prisoners' Act) (as amended by Act X of 1886).

II. Release of an accused lunatic pending investigation or trial under section 466 of Act X of 1882.

III.—Procedure when lunatic prisoner is reported capable of making his defence under section 473 of Act X of 1892.

6. The Magistrate or Court of Sessions should keep in mind that, unless the opinion of the Visitors of an Asylum that the accused is capable of making his defence, is accompanied by a medical history of the lunatic, detailing especially the type and cause of insanity, his mental attitude while under observation, and his liability to relapses, there is generally not sufficient ground before them for making any recommendation to the Local Government for the disposal of such person under section 471. It shall therefore be the duty of the Superintendent of the Asylum to forward with every lunatic sent to stand his trial his medical history sheet carefully filled in, together with an abstract from the case-book, detailing the chief events of his history, with recorded opinions of his case, for the information of the Magistrate or Court, and for transmission to the Local Government.

IV.—Procedure under section 474 when a criminal lunatic is harmless and his crime not an offence against the person, or if so, of a trivial nature.

7. When a criminal lunatic has never exhibited any tendency to violence, and his crime has not been an offence against the person, or, if so, if it was of a trivial nature and not evincing a decided homicidal tendency, the Local Government will be mainly guided in passing orders under section 474 by the recommendations of the Visitors and of the Superintendent of the Asylum, with whom therefore the responsibility of releasing or detaining the lunatic will practically rest.

V.—Procedure when a recovered lunatic is transferred to a jail.

8. When a recovered criminal lunatic is transferred from an asylum to a jail, the Superintendent of the Asylum will forward to the Superintendent of the Jail a copy of the lunatic's medical history sheet, together with a statement showing the manner in which he has been employed in the asylum up to the time of his transfer.

9. Recovered criminal lunatics shall, in the first instance, be transferred to the jail of the district in which the asylum is situated. In these receiving jails the recovered lunatic shall serve the probationary period to be passed in the grade of convict overseer, after which he may be transferred to serve as convict and paid warder in the jail nearest his home.

VI.—Procedure when a lunatic, who is undergoing probation in jail, relapses.

10. When a recovered criminal lunatic undergoing probation in a jail has a relapse of insanity, he should be immediately returned to the asylum from which he came under Rule 20 of the Rules for the management of Lunatic Asylums, in anticipation of the orders of Government.

VII.—Miscellaneous provisions.

11. In those cases in which it is impossible, for reasons of physical or mental infirmity, to promote a recovered criminal lunatic confined in a jail to the higher grades of the jail service, the Inspector General of Jails is authorized to sanction a monthly allowance of Rs2 in addition to the jail scale of diet, which allowance the recovered lunatic may spend in the bazar for his private use.

12. Recovered female criminal lunatics will not in any case be transferred to jails, but may be promoted at the discretion of the Superintendent of the Lunatic Asylum to the post of keeper, receiving after a period of probation of at least two years, a monthly allowance of Rs2, and may be eventually released on conditions similar to those laid down for recovered male lunatics transferred to jails.

APPENDICES.

Form of Medical History Sheet to be sent to the Local Government with the Visitors' recommendations regarding criminal lunatics, or to the Superintendent of a Jail on the transfer of a lunatic.

1—13 to be filled in by the Superintendent of the Asylum in which the lunatic has been confined; 14 to be filled in by the Magistrate of the district to which the lunatic belongs.

1. Name and sex.

2. Crime.

3. Present age.

4. Physical health.

5. Probable cause of insanity.

6. Type of insanity.

7. Duration of insanity, and has it been continuous, giving dates?

8. Has he at any time shown aggressive symptoms?

9. If so, when and of what kind?

10. If reported safe, how long since last manifestation of insanity?

11. Is he subject to relapses? If so, give dates.

12. Is he capable (a) of taking care of himself; (b) of earning a livelihood?

13. How has he been employed while in Asylum?

14. If security is obtainable, its nature, and the social position and character of sureties.

LIST OF PROPOSED JAIL REGISTERS, &c.

REGISTER No. 1.

Jailor's Report Book for the Jail.

Date. The Superintendent should record his orders after each entry by the Jailor.

REGISTER No. 2.

Minute Book of the Superintendent of the Jail.

Date. The action taken by the Jailor or other officer concerned should be recorded under each entry by the Superintendent.

REGISTER No. 3.

Visitors' Book of the Jail at
PAGE 2. Observations of Jail Officer. for the year 18 . PAGE 1. Minutes of Visitors.

REGISTER No. 4.

Medical Officer's Minute Book of the Jail at for the year 18 .

Date of visit. Minutes of Medical Officer. Reports and observations on Medical Officer's Minutes.

REGISTER No. 5.

Register of Convicted Prisoners admitted into the Jail during the year 18

1. Date of admission.
2. Prison number and class.
3. Name of prisoner, and his father's or her husband's name.

Description of prisoner.

4. Age and sex.
5. Race, religion, and caste.
6. Previous occupation and state of education on admission.
7. (Residence) Village, Police-station, Zillah.
8. Height, complexion, and personal appearance or peculiarities.

Particulars of sentence, &c.

9. Number in under-trial Register if transferred from under-trial wards.
10. Crime established on conviction, with section of Penal Code.
11. Sentencing authority.
12. Date of sentence.
13. Nature of sentence (stating the amount of fine and alternative imprisonment or whipping if awarded). The payment of fine or portion of it, and consequent reduction of alternative imprisonment should be recorded here.
14. (Period) Years. Month. Date.
15. Date on which to be released.
16. If appealed, result and date of receipt of intimation thereof.
17. Date when whipped, if whipping is awarded.

If received by transfer from other Jail or subsidiary Jail.

18. From what Jail or subsidiary Jail.
19. Why transferred.
20. Serial number in register of former Jail. (Character.) (Previous convictions as far as ascertained.) Date. Offence. Sentence. By whom sentenced and what district. By whom identified. Previous character. Conduct in jail prison. Sentence.
22. Health and weight on admission; whether vaccinated, inoculated, or had small-pox.
23. How disposed of—released, transferred, or died. Give date. Remission granted if any, and authority therefor to be entered at time of release.
24. Initials of Superintendent and Jailor.

REGISTER No. 6.

*Alphabetical Register of Convicted Prisoners.*Register No. and class of prisoner. Name of prisoner. Name of father or husband.
Date of sentence. (Period of sentence.) Year. Month. Date. (Previous convictions.)
Date. Crime. (Period of sentence.) Year. Month. Date. Sentencing officer.

REGISTER No. 7.

(For the larger Jails only in which it may be found useful. For smaller Jails a record on the warrant is sufficient.)
Register of property received with convicted prisoners in the Jail.

Prisoners who will be released during the year.
Register number. Name of prisoner, and father's name. Date of expiration of sentence.
(Property received) cash R a. p. . Other property (How disposed of). Date. Signature
or mark of prisoner if delivered to him or his friend, or number and date of forwarding letter if
sent to Police or elsewhere.

NOTE.—A sufficient number of pages should be set apart for each year; the prisoners' names and property should
be entered under the year on which they will be released; but in order as they happen to be admitted.
As each page becomes filled up the cash column should be totalled and the total be carried forward
to the next page.

REGISTER No. 8.

Register of under-trial Prisoners in the Jail at for the year 18 .

1. Register number of prisoner.
2. Date of admission.
3. Name of prisoner with father's or husband's name.
4. Sex and age.
5. Race, religion, and caste.
6. Residence (village, police station, zillah.)
7. Height, personal peculiarities, and marks.
8. If received by transfer, jail or district from which received, and cause of transfer.
9. By whom committed for trial and offence charged, with Act and section thereof.
10. Number and date of warrant of commitment.
11. Date on which prisoner is to be produced; also subsequent dates to which remanded.
12. (Health and weight) on admission; on discharge.
13. Authority for and cause of discharge.
14. Date of discharge.
15. (Duration of imprisonment in under-trial wards.) Month. Date.
16. Serial number in Admission Register of convicted prisoners, if transferred to convicted prisoners' department, with number of register and page thereof in which entered.
17. Private property received with the prisoner.
18. Initials of Jailor certifying correctness of entry.
19. Initials of Superintendent of Jail establishing correctness of the register.
20. General Remarks.

REGISTER No. 9.

Register of Civil Prisoners admitted into and discharged from the Civil Jail at during the year 18 .

1. Register number of prisoner.
2. Date of admission.
3. Name of prisoner with father's or husband's name.
4. Sex and age.
5. Religion and caste.
6. Occupation prior to imprisonment, and state of education.
7. Residence, village, police station, and district.
8. Height, personal peculiarities, and marks.
9. Name of detaining creditor or prosecutor and amount of claim.
10. Number and date of warrant. Period for which to be imprisoned.
11. Sentencing authority.
12. Date of expiration of period of imprisonment ordered and actual date of release.
13. Authority for and cause of release (C).
14. (Duration of imprisonment.) Month. Date.
15. Health and weight on admission (D).
16. Accounts of diet-money received and disbursed (received). Date of receipt. Receipt number. Miscellaneous form. Amount R a. p. . (Disbursed each month as per cash book. If any balance after prisoner's release, note here amount and disposed of.) Amount disbursed R a. p. .
17. Initials of Jailor certifying correctness of entries.
18. Initials of Superintendent of Jail establishing correctness of this Register.

REGISTER No. 10.

Release Diary of Convicted and Civil Prisoners in the Jail at
Prisoners to be released on the day of 18 .
Prisoners to be released on the day of 18 .

NOTE.—Each Diary should be for the Calendar Year from 1st January to 31st December.

Serial number for release this day. Register number of prisoner in the Register of
Admissions, and number of register. Name of prisoner, with father's or husband's name.
Date of imprisonment. Period of imprisonment. Cause of discharge: if transferred, the jail
or subsidiary jail to which transferred, and the cause of transfer to be noted; if remission is
granted, the amount; if sentence is enhanced, the extent and date to which entry is transferred.

REGISTER No. 11.

Number in the wards each day. Date.

REGISTER No. 12.

(Civil Prisoners.)

(Under-trial Prisoners.)

(Convicted prisoners.)

Of whom in hospital included above. Non-criminal lunatics under observation by order of Magistrate not included above. Recovered criminal lunatics detained during the pleasure of Government not included above. Children received with mothers not included above. Initials of Jailor. Initials of Superintendent.

REGISTER No. 18.

Days of the month.

Male convicts.

service. Total of Jail servants. Gardening. Employed in preparing articles for use or consumption in Jail, on hard labour, on medium or light labour. Jail repairs. (On Jail buildings.) Additions and alterations. Under Superintendent. By Public Works Department. Building new Jail. Under Superintendent. By Public Works Department. (On manufactures.) (On hard labour.) Total on hard labour. (On medium labour). Total on medium labour. Grand total on manufactures. Public works in camp. Hired out to Municipalities, private individuals, or departments other than the Public Works Department. Total number of male convicts under sentence of labour in working days. Total number of male convicts present on Sundays and holidays, including those in hospital and infirm. Grand total male convicts. Deduct prisoners included above released in the afternoon. Total of male convicts to agree with abstract Register No. 12 after deducting simple-imprisonment prisoners.

Female Convicts.

Female Convicts.

Female Convicts.

(Female convicts employed on working days.) Unemployed of those sentenced to labour. Sick in hospital. Convalescent and infirm under observation in hospital or cell. Sent to Court for re-trial or to give evidence, and received back same day. On unremunerative labour. Admitted after distribution of labour. Convalescents or special gang on light or untasked work. Convict overseers. (On prison duties.) (Jail servants.) Sweepers and melters on miscellaneous Jail service. Total of Jail servants. Gardening. Employed in preparing articles for use or consumption in Jail. On hard labour, on medium or light labour. Jail repairs. (On manufactures.) (On hard labour.) Total on hard labour. (On medium labour.) Total on medium labour. Grand total on manufactures. Total number of female convicts under sentence of labour in working days. Total number of female convicts present on Sundays and holidays, including those in hospital and infirm. Grand total female convicts. Deduct prisoners included above released in the afternoon. Total of female convicts to agree with abstract of Jailor. Initials of Superintendent.

REGISTER No. 14.

for the year 18 .

Mark Register of the Jail at

Mark Register of the Jail at

Serial number of year in red ink. Admission register number in black ink. Name of prisoner and dates of appointment to or removal from office of Jail servant, night watchman, overseer or warder. (Specification of sentence.) Date of sentence. Period of sentence (Y. M. D.) Date of expiry. (Marks earned previously.) Old system (years, marks), new system (years, marks). (Particulars.) Total marks brought forward. (Marks given each month.) Good conduct. Industry and good work. Special service. Totals of above monthly marks. Forfeited, net total for month. Grand total of marks earned. Remission earned under old system. Remission earned under new system. Total remission earned at end of each quarter. Marks over from calculating remission (new system) at 24 = 1 day. (For the year 18) each month. Total. Special remission, if any, with number or date of order. Date of submission of Remission Roll. Date of release, transfer, &c. Remarks as to reason for grant of extra marks for special service or extra work.

— No. 15 —

REGISTER No. 15.

Jail during the year 18 .

Register of Punishments inflicted on Prisoners in the

Register of Punishments inflicted on Prisoners in the

Serial number for the month of prisoners punished. Register number of prisoner in Admission Register. Name of prisoner. Age and sex. Nature of offence. Evidence of the offence. How many previous offences, quoting the date of last offence or serial number. If warned only. Punishments awarded. Full details should be given of the nature of the punishment and the term for which ordered, or, in case of flogging, the number of stripes. Judicial punishments should be noted in red ink. Certificate of Medical Officer if corporal punishment or separate confinement is awarded, showing present health of prisoner, his physical condition and fitness for bearing the punishment awarded. (To be recorded by the Medical Officer himself.) Before whom corporal punishment was inflicted. Initials of Jailor. Initials of Superintendent of Jail.

REGISTER No. 16.

REGISTER No. 16.

during the year 18 .

Register of letters received in the Jail of
in this Register. Date

Register of letters received in the Jail of _____ during the year 18____.

Consecutive number in this Register. Date of receipt. From whom received. Number of the letter in the despatching office. Date. Subject. How classified in correspondence almirahs. Subject and number of bundle. (Number and date of reply or other mode of disposal.) Number. Date. Remarks.

REGISTER No. 17.

REGISTER No. 17.

during the year 18 .

Register of letters despatched from the Jail at
 Number. Date. To whom addressed. Number of sheets.

Register of letters despatched from the Jail at

Consecutive number. Date. To whom addressed. Subject. How classified in correspondence admirals. Subject and number of sub-bundle. (Number and date of reply.)

Number. Date. Remarks.

6

INSPECTION REPORTS ON JAILS

REGISTER No. 18.

Register of letters despatched by post or peon. (Dák book.)

Number.	Date.	To whom addressed.	Contents.	If by post—postage.	Signature.
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REGISTER No. 19.

Clothing Stock Book.

(Receipts.) 1. Date. 2. Balance in stock of previous day. 3. Received from factory or other Jail. 4. Received from released or dead prisoners. 5. Total in stock. (Issues.) 6. Issued to prisoners. 7. Declared unserviceable by Superintendent. 8. Total accounted for. (In use.) 9. Balance in stock, difference between columns 5 and 8. Number with prisoners.

NOTE.—The abstract of clothing Stock Statement for each month should be given in the Stock Book of Provisions and Stores and Dead Stock No.

REGISTER No. 20.

Register of Solitary Confinement.

1. Serial number. 2. Date of Admission into Jail. 3. Jail number. 4. Male or female. 5. Name of prisoner, father's name and caste. 6. Period to which sentenced (Y. M. D.) 7. Period to which sentenced to solitary confinement. 8. Duration of imprisonment in Jail.—Commencing from To. Number of days (Repeat for 12 weeks). 9. Date of release from Jail. 10. Signature of officer in charge.

REGISTER No. 21.

Gate Register of persons to be written by the Gate Warder in charge at the time.
(See Code.)

Hour and minute of opening gate. Person entering the Jail. Person leaving the Jail.

REGISTER No. 22.

Gate Register of articles to be written by the Gate Warder in charge at the time of the Jail.

Date and hour. Articles received into the Jail. (Issues.) Date and hour. Articles taken out of the Jail.

REGISTER No. 23.

Warder's Service Register of the Jail.

Warder's name and father's name. (Residence) Village, Thana, District. Police report as to character. Personal description. Year of birth. Age. Caste or religion. Education. Previous employ under Government if any. Previous occupation. District in which recruited. Date of first appointment. (Dates of service.) Dates of appointments. Jails in which employed. (Grade) Substantive. Acting. Particulars of transfers, leave, promotions, &c., with dates of leaving and joining. Offences. Punishments. Issues of uniform—quantity and date.

REGISTER No. 24.

Hospital Register and Register of Deaths. Jail at _____ *for the year 18* _____

Serial number of admission into hospital. Date of admission into hospital. Name of prisoner and his number in Admission Register. District in which convicted. Class of prisoner, whether civil, under-trial, or convicted. Sex, age, and caste. [Disease for which admitted into hospital. (In accordance with the new nomenclature of diseases.)] Class. Number. Specific disease. Result of treatment: whether discharged cured, remanded to jail, placed in convalescent gang, released (with cause of release), or died: if placed in convalescent gang, order of Medical Officer in regard to diet, employment, &c., and on discharge from the gang (along with each record above indicated, the date should be noted).

Period in hospital (Y. M. D.) Period in convalescent gang (Y. M. D.) [Employment during imprisonment (if sentenced to labour).] Date. Description. (Particulars if prisoner dies.) Period to which sentenced and duration of imprisonment on date of decease. Date of admission into this Jail and period of sentence (Y. M. D.) State of health on admission. (To be copied from Admission Register.) (Ailment in Jail previous to decease, and duration thereof.) Date. (Diseases, in accordance with the new nomenclature of diseases.) Class. Number. Specific disease. Period (Y. M. D.) Disease as indicated by *post mortem* examination and general remarks. Initials of Medical Officer.

REGISTER No. 25.

Hospital Roll of Sick Diet, Extras, Bazar Medicines, and miscellaneous articles of the Jail
at for the month of 18 .

Part I.—(Prisoners in hospital every day) Civil prisoners. Hajat prisoners. (Convicts) Simple imprisonment. Rigorous imprisonment. Total. Prisoners under observation in hospital and cubicles. Prisoners (not in hospital) getting extra diet by Medical Officer's orders.

Total receiving hospital diets and extras. (Diets issued to the above prisoners. Number of prisoners dieted in each scale.)

(Details of diets.)

Sago diet (hospital). Sago diet (observation). Sick diet, scale 1. Sick diet, scale 2. Sick diet, scale 3. Total morning meal.

Full diet. Non-labouring diet. Europe medicines expended, and miscellaneous articles.

diet, scale 1. Sick diet, scale 2. Sick diet, scale 3. Total morning meal.

Europe medicines expended, and miscellaneous articles.

Remarks.

diet, scale 1. Sick diet, scale 1.
 Daily extras, important bazar and Europe medicines expended, and
 Rate. Value. Initials of Hospital Assistant. Initials of Medical Officer. Remarks.
 1855. Monthly Stock Account of the purchase and expenditure of bazar medicines,

Part II.—Monthly Stock Account of the Jail.
miscellaneous articles, and sick diet and extras.
Bazar medicines. Miscellaneous articles. Sick diet and extras, as per details above,
exclusive of articles supplied from the Jail. Initials of the Native Doctor. Initials of the
Medical Officer.

REGISTER No. 26.

REGISTER No. 26.

Jail for the month.

Cash Book (exclusive of manufactory transactions) of the
of 18 .

Cr.

Dr. R a. p. R a. p.

Page 1.—Date. Receipts

Page 2.—Date. Disbursements

REGISTER No. 27.

REGISTER No. 27.
Stock Book of Provisions, Stores, and Dead Stock other than those belonging to the Manufacture Department of the Jail.
 Description of Stock. Measured Quantity. Rate.

Stock Book.		Description of Stock.		Whence obtained.	Quantity.	Rate.
Date.	(Purchased or brought into store this day.)	Quantity for Jail.	Quantity for Hospital.			
Value (£ s. p.)	(Disbursed this day.)	Quantity for	Total quantity disposed of.			
		Quantity for				

When ordered unserviceable, it should be entered in one of the blank columns, and a note of

NOTE.—If any stock is rendered unserviceable, it should be entered in one of the blank columns, and a note of the cause should be made.

REGISTER No. 28 A.

(NOTE.—Each province should design its own diet roll to suit the diet scales in use.)

Diet Roll of Native Prisoners.

Part I.—Statistics of the number messed. (Number remaining yesterday. (Convicts and under-trial prisoners.) (Number remaining yesterday. (Convicts and under-trial prisoners.)

Days (totals of the day). Who got both meals. Who got one meal. Who got no meal. (Balance.) Who got both meals. (Number admitted this day.) Who got both meals. Who got one meal. Who got no meal. Civil prisoners (revenue defaulters) getting Government rations. Total number of meals issued, Columns 3 and 7, plus twice Columns 2, 5, 6, and 9. (Number of meals issued of each diet scale.) (Scale No. 2, Labouring.) Number of morning meals, Columns 2, 3, 5, 6, and 9. Number of evening meals, Columns 2, 5, 6, 7, and 9. (Scale No 1, labouring.) Total number of meals, morning and evening, Columns 3 and 7, plus twice Columns 2, 5, 6, and 9. (Scale No. 2, Non-labouring.) Number of morning meals, Columns 2, 3, 5, 6, and 9. Number of evening meals, Columns 2, 5, 6, 7, and 9. (Scale No. 1, Non-labouring.) Total number of meals, morning and evening, Columns 3 and 7, plus twice Columns 2, 5, 6, and 9. On penal diet. Dined on Hospital scales, including those under observation and on sago diet. Special diet scales ordered by Medical Officer. Total of the foregoing columns to agree with Column 10. Total number who received early morning meal (excluding those in hospital and under-trial prisoners). (Number of prisoners who received animal food) meat, fish, dahi, milk.

(Number of prisoners who received animal food) meat, fish, dahi, milk. Initials of Superintendent. Names of articles. (Scale No. 1, Labouring.) Scale per prisoner for each article. (Number messed.)

the foregoing columns to give details of the food received by each prisoner during the day.
meal (excluding those in hospital and under medical treatment). Names of articles. (Scale No. I, Labour-received animal food) meat, fish, dahi, milk.

Initials of Jailor. Initials of Superintendent. Names of articles. (Scale No. I, Labour-received animal food). (Number messed.) Scale per prisoner for each

ing.) Total of meals (received animal food). (Number messed.) Scale per prisoner for each meal. Total quantity (Mds. S. C.)

Total of meals. Received
Total of meals. Received
Evening meals. Evening meals.
Scale No. I.

ing.) Total of meals (received animal food.) Total quantity (Mds. S. C.)

meal. Total quantity (Mds. S. C.)

Part II.—Calculation of the quantity of provisions consumed.

(Scale No. 2, Labouring.) (Morning meals. Evening meals. Total of meals. Received animal food.) Scale per prisoner for each meal. Total quantity (Mds. S. C.) (Scale No. 1, Non-labouring.) (Total of meals. Received animal food. Number messes.) (Scale per prisoner for each meal. Total quantity (Mds. S. C.) (Scale No. 2, Non-labouring.) (Morning meals. Evening meals. Total of meals. Received animal food. Number messes.) (Scale per prisoner for each meal. Total quantity (Mds. S. C.) (On penal diet.) (Number messes.) Scale per prisoner for each meal. Total quantity (Mds. S. C.) (Special diet scales ordered by Medical Officer.) On which scale dieted as noted below.) (Number of meals.) Scale rate of each meal. (No. of meals.) Scale rate of each meal.

b 2

meal. (No. of meals) Scale rate of each meal. Total quantity (Mds. S. C.) (Early morning meal.) (Early morning meal. Number messsed.) Scale per prisoner for each meal. Total quantity (Mds. S. C.) Grand Total on all scales, excluding hospital, for which see Hospital Roll of sick diet, &c.) (One meal. Both meals. Total of meals. Received animal food.) Total of quantities in the foregoing columns (Mds. S. C.) (Number messsed. Labouring.) Non-Labouring. Total. Charge rate. Total cost (R a. p.).

REGISTER No. 28B.

Diet Roll of European Prisoners as required for each Province.

REGISTER No. 29.

Register of Contingent charges of the Jail for the year 18 .

Budget grant. (Detailed heads of Budget and subdivision or detailed heads.) Extra or temporary establishment, or repairs of the 2nd class. Transfer charges. Service postage stamps. Service telegrams. Municipal tax. Conservancy and washing. (General contingencies. Other miscellaneous charges.) Water-supply and culinary utensils. Disciplinary. Garden seeds and implements. Stationery and office expenses. Furniture. Ground-rents. Subsistence to released prisoners. Expenses of prisoners with Magistrate's police. Uniforms of warders. Other miscellaneous expenses. Other mixed charges. (Diets) ordinary, extra or special. (Hospital expenses.) Diet, medicines, clothing. Grand total of contingent bill. Fixed establishment. Travelling allowance. Date of submission of detailed bill with initial of controlling or disbursing officer. Remarks.

REGISTER No. 30.

Pay List and Acquittance Roll of the Fixed and Extra Establishments attached to the Jail and Manufacture Department of the Jail, for the month of 18 .

Names. Rank. Salary per mensem (R a. p.). Deducted pie income tax, &c. as explained below (R a. p.). Net amount paid, being salary drawn (R a. p.). Date of payment. Signature in acknowledgment of receipt of salary.

REGISTER No. 31.

Register of Security Deposits of the Jail Establishment at of 18 . Jail for the month

Number. Names of officials who have deposited money. Rank of officials. Total security required. Monthly deductions required. Amount deposited to the end of last month. Amount deposited during the current month. Total amount sent to Savings Bank. Remarks.

REGISTER No. 32.

Cash Book of Manufactory transactions of the Jail for the month of 18 .

PAGE 1.—Date. Nature of receipt. From whom. Items (R a. p.) Total (R a. p.) Date. Number of sub-voucher.

PAGE 2.—Nature of disbursement. To whom paid. Items (R a. p.) Total (R a. p.)

REGISTER No. 33.

Day Book of Raw Material, Dead and Live Stock, belonging to the Manufacture Department, Jail.

(Receipts.) Date. Nature of article. Quantity. Price. Value (R a. p.) From whom purchased (in regard to dead stock, note for what department purchased). Date of payment. Page of Stock Ledger in which entered

(Disbursements.) Date. Nature and quantity of article issued, sold, lost, or destroyed. Quantity. To what department issued. To whom sold, how lost or destroyed or otherwise disposed of. If sold, enter amount for which sold and whether (for cash or credit). If sold on credit, page of Credit Ledger. Page of Stock Ledger of raw materials.

NOTE.—Issues to the General Department or supplies to other jails should be entered in red ink. Explanation should be given in regard to the loss or destruction of any materials or stock.

REGISTER No. 34.

Store and Sale Book of Manufactured Articles in the Jail for the year 18 .

(Receipts.) Date. Name of article received into store. Number or quantity. Rate. Value (R a. p.) Page of Ledger No. 30. Description of articles sold, supplied to the jail or to other jails or departments, used in the process of other manufactures, lost or destroyed.

Number or quantity. To whom sold, or to what officer supplied, or for what other processes of manufacture issued, or how lost or destroyed.

(Disbursements.) Prices at which sold or valued. Amount at which valued for supplies to jail or other departments, issues for other manufactures or loss. (Amount for which sold in case of actual sale) for cash (R a. p.), on credit (R a. p.). If on credit, number of page in Credit Ledger. Difference from estimated value as per Ledger. (Excess R a. p.) (Deficit R a. p.). (In regard to supplies to other jails and departments, dates when bills are sent for countersignature and returned.) No. of bill. Date of despatch. Date of return. Page of Ledger No. 30.

NOTE.—Packing and despatching charges should be entered in the column for description of articles disposed of and for value immediately below the articles and their values to which they relate.

REGISTER No. 35.

Stock Ledger of Raw Materials, Dead and Live Stock, in the Jail.

(Receipts.) Date. Quantity. Rate. Value (R a. p.).

(Disbursements.) Date. Quantity. Rate. Value (R a. p.). If sold, amount for which sold (R a. p.). For what manufacture or how disposed of. If lost, destroyed or unserviceable, the cause. If sold, state whether for cash or credit.

NOTE.—Articles supplied for the general purposes of the jail, or to other jails or departments, should be entered in red ink.

REGISTER No. 36.

Ledger of Manufactured Articles of the Jail for the Year 18 .

Description of stock. (Received.) Date of receipt. Quantity. Rate. Value (R a. p.). (Disposed of.) Date. Quantity disposed of. To whom, or how disposed of, or, if lost or rendered unserviceable, the cause. (Amount for which sold or disposed of.) Sold for cash (R a. p.) Sold on credit. Supplied to the jail. Supplied to other jails. Supplied to other departments. Used in process of other manufactures. Lost or rendered unserviceable. Supplied to the departments or agencies. Total. (Difference from estimated value.) Excess. Deficit.

NOTE.—The Column total should be used only for the total of all entries at the close of each month preparatory to striking the monthly balance.

REGISTER No. 37.

Credit Ledger of the Jail.

Name. Date of sale. Description of the articles sold (R a. p.) Date of payment (R a. p.).

The treasury pass-book obtained from the Accountant General and to be filled in entirely by the treasury officers. It should be sent to the treasury with each abstract bill or remittance. Every transaction with the treasury should be entered in it.

MISCELLANEOUS FORMS.

1. Roll of prisoners sentenced to transportation.
2. List to accompany prisoners under sentence of transportation.
3. Magistrate's statement of previous history and crime of transportation prisoners.
4. Descriptive roll of prisoners for transfer.
5. Ditto ditto for general use.
6. Ditto of criminal lunatic for transfer to a lunatic asylum.
7. Certificate of fitness for transfer to an asylum.
8. Certificate of insanity.
9. Roll of prisoners recommended for remission.
10. List of prisoners released by the Superintendent on dates later than those sanctioned by Government on account of failure to earn the stipulated number of marks (to be submitted quarterly with the remission roll).
11. Roll of prisoners released by the Superintendent on account of sickness or bodily infirmity.
12. Roll of prisoners recommended for release on account of bodily infirmities.
13. Roll of prisoners recommended for appointment as convict overseers where special sanction is necessary.
14. Roll of prisoners recommended for appointment as convict warders.
15. Report of prisoner executed.
16. Report of escape of prisoner.
17. Report of recapture of prisoner.
18. Indent for clothing for prisoners, &c., for warders' uniforms.
19. Estimate of cost of Public Works, 2nd class.

20. Estimate of cost of 1st class works.
21. Vouchers for cash payments in English and Vernacular and of two sizes.
22. Sale voucher.
23. Treasury remittance voucher.
24. Proposition statement.
25. Penalty bond of Jailor, Deputy Jailor, and Assistant Jailor.
26. Security bond of Jailor, Deputy Jailor, and Assistant Jailor.
27. Inventory of articles made over and received on change of Jailors.
28. No-demand certificate.
29. Notice of release of prisoners.
30. Certificate of release on expiry of sentence.
31. Certificate of release when part of the sentence has been remitted.
32. Hospital bed-head ticket.
33. List of fortnightly price currents.
34. History tickets of prisoners.
35. Ticket for under-trial prisoners.
36. Petition by prisoner for copy of judgment.
37. Petition of appeal in English and Vernacular.
38. Lock-up report.
39. Bill for articles supplied by one jail to another.
40. Bill for jail manufactures supplied to the public.
41. Voucher for articles sold.
42. Cash memo.
43. Form of agreement for contracts.
44. Envelopes addressed to various officers.
45. Docket slip for letters received.
46. Docket or draft form for letter despatched.
47. Report and register of prisoners died of cholera in jail.
48. Indent for ammunition.
49. Workshed labour form for work done by each prisoner.
50. Letter forms to various officers.
51. Letter from Superintendent, Jail, forwarding petition of appeal.
52. Receipt for civil prisoners' diet-money (counterfoil book).
53. Indent for Jail Code forms.
54. Note-book for day and night duty for head warders and warders.
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57. Form forwarding copy of visitors' remarks to Inspector General, Jails.
58. Verification roll of warders.
59. Invoice of goods despatched.
60. Statement showing the description and quantity of articles in store in the jail on Monday.
61. General reminder form (counterfoil book).
62. Certificate of fitness of prisoners for transfer.
63. List of under-trial prisoners who have been in confinement more than a fortnight for submission to Magistrate of district.
64. Daily cholera report.
65. Morning report of sick in hospital.

Penalty Bond of Jailor, Deputy or Assistant Jailor.

No.

I, _____, residing at _____ in the district _____, do hereby covenant for myself, my heirs, executors and assigns with the Inspector-General of Jails for the time being, that I will obediently, faithfully, and diligently and to the best of my ability, fulfil all the duties of the said office: that I will adhere strictly to such rules as may from time to time be enjoined by due authority, or by the Superintendent of the Jail in which I am for the time employed, or other persons duly authorised, for my guidance: that I will hold myself bound to produce at all times, on the requisition of the Superintendent of the Jail in which I am for the time employed, all moneys, property, stores, and the like that may be placed or may come into my hands, or into the hands of any agent of mine, by or on behalf of Government, and also all accounts, books, papers, and the like connected with the disposition of any moneys, property, stores, and the like belonging to Government: that if I fail to produce any of the moneys, property, stores and the like, or any of the accounts, books, papers, and the like, that I am bound as above to produce; or if I falsify or make away with any of the above accounts, books, papers, and the like; or if I embezzle, steal, or misappropriate any of the above moneys, property, stores, and the like; or if, through any carelessness or negligence of mine or otherwise, such moneys, property, stores, and the like, or accounts,

books, papers, and the like, are embezzled, stolen, misappropriated, or otherwise made away with out of my custody and charge; or if through any neglect of my duties the Government is subjected to any loss in any way, or injury is caused to any person or persons for which the Government is held liable for damages or compensation, or the like: or if from my office of _____ I derive, or endeavour to derive, any advantage other than the pay or other allowances authorized by Government to me, then, if it shall appear to the said Inspector-General of Jails that I have been guilty of a breach of any one or more of the above conditions, I further covenant that as a penalty for such breach or breaches the whole of the money hereby pledged by me and enumerated in the Schedule annexed to this Bond shall be forfeit; and that not only to the extent of the damage done and the loss sustained, but absolutely, and so as to be at the entire disposal of the Government on simple declaration of forfeiture made by the Inspector-General of Jails. I further covenant that if I leave or resign my appointment of _____ in the Jail service without giving three clear months' notice, the whole of the money hereby pledged by me and enumerated in the Schedule annexed to this Bond I will not, either myself or by others, sell, pledge, give away, or in any way otherwise dispose of the above money in the above Schedule, and that any such disposal shall be held absolutely void; and in case the money pledged should be found insufficient to cover any loss or damage or the like incurred by Government through me, in contravention of this Bond, I hereby further covenant that it shall be lawful for the Inspector-General of Jails above mentioned to attach and appropriate by sale or otherwise any pay, moneys, or other property of any kind of which I may be possessed, or to which I am, or may be, or may become at any time and in any way entitled, in further satisfaction of such loss, damage, and the like. And I further covenant that this Bond shall commence to have effect from the date on which it is signed by me, and shall continue in force until I have received a formal discharge of all liabilities under the seal and signature of the said Inspector-General of Jails, and have also received back this Bond duly cancelled under the signature of the said Inspector-General of Jails.

[Foolscap folio.]

Security Bond of Jailor, Deputy or Assistant Jailor.

No.

Whereas I, _____, have been appointed to, and now hold the office of _____, and receive the emoluments, pay, and allowances of the said office, and have entered into a penalty bond No. _____ of date _____ for the due performance of the duties of the said office; and whereas I, _____, have been required to produce further surety in addition to the bond aforesaid for the due performance of the duties aforesaid. Now, therefore, I, _____, residing at _____, do hereby covenant for myself, my heirs, executors, representatives and assigns with the Inspector-General of Jails, or the General of Jails that I, _____, have been guilty of a breach of any one or more of the conditions of the Penalty Bond above mentioned, then it shall be lawful for the said Inspector-General of Jails to declare the whole or any part of the money hereby pledged by me to the said Inspector-General of Jails as by Schedule annexed, to be absolutely forfeited, and at once to attach and appropriate it by sale or otherwise. And I hereby further covenant that during the continuance of this Bond I will not either myself or by others sell, pledge, give away, or in any way otherwise dispose of the above money specified in the above-mentioned Schedule, and that any such disposal shall be held absolutely void. And I further covenant that this bond shall commence to have effect from the date on which I, _____, sign the Penalty Bond aforesaid, and continue in force until I have received my formal discharge of all liabilities under the seal and signature of the said Inspector-General of Jails, and have also received back my Penalty Bond duly cancelled under the signature of the said Inspector-General of Jails.

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(2)—BENARES DISTRICT JAIL.

Area and buildings	2	Latrine	9
Main entrance	3	Establishment	10
Juveniles	4	Garden	11
Civil prisoners	5	Offences and punishments	12
Under-trial prisoners	6	Jail visitors	13
Workshops	7	Executions	14
Water-supply	8	Abolition of the Jail	15

(3)—MIRZAPORE.

Site	2	Fetters for safe custody	16
Quarters for subordinates	3	Cells	17
Police guard	4	Classification	18
Main entrance	5	History tickets	19
Enclosures	6	Hospital	20
Godowns	7	Female enclosure	21
Garden	8	Under-trials and hawalat	22
Sleeping barracks	9	Civil Jail	23
Food and cooking	10	Record of offences	24
Water	11	Employment	25
Day latrines	12	Establishment	26
Clothing	13	Advantages of the proposed establishment	27
Wooden tickets	14	A new Jail required	28
Convalescent and infirm gang	15		

(4)—ALLAHABAD DISTRICT JAIL.

Area and plan	2	Latrines	13
Main gate buildings	3	Water-supply	14
Civil Jail and hawalat	4	Garden	15
Subordinates' quarters	5	Record of offences	16
Female Jail	6	Gate register	17
Lunatics under observation	7	Jail visitors	18
Worksheds	8	Clothing	19
Sleeping wards	9	Establishment	20
Cookhouse	10	Proposed establishment	21
Cells for habituels	11	Manufactures	22
Hospital	12		

(5)—ALLAHABAD CENTRAL JAIL.

Site and area buildings	2	Semi-circles	4
Circles	3	European prisoners	5

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	PARA.		PARA.
Hospital	6	Classification	18
Ulcer gang	7	Burmans	19
Medicines	8	Letters for safe custody	20
Juvenile Jail	9	Record of offences and punishments	21
Female Jail	10	Official visitors	22
Solitary cells	11	Garden and Farm	23
Godowns	12	General health	24
Oil for lighting	13	Special gangs for infirm prisoners	25
Cookshops	14	Hours of meals	26
Latrines	15	Employment of prisoners	27
Water-supply	16	Establishment	28
Clothing	17	Proposed establishment	29

(6) -CAWNPORR.

Area and buildings	2	Civil prisoners	11
Defect of high divisional walls	3	Godowns	12
Under-trial ward	4	Hospital	13
Under-trial prisoners	5	General health	14
Solitary cells	6	Special danger in short diets	15
Cookshop	7	Record of offences	16
Barracks, workshops, and latrines	8	Jail visitors	17
Water-supply	9	Present establishment	18
Female Jail	10	Proposed establishment	19

(7)—LUCKNOW DISTRICT JAIL.

Site and area	2	Present establishment	11
Sleeping barracks	3	Proposed establishment	12
Workshops	4	Day guarding	13
Habituals	5	Night guarding	14
Condemned cells	6	Record of offences	15
Water-supply	7	General health	16
Latrines	8	Jail garden	17
Cookhouse	9	Double gates and offices	18
Female Jail	10	Jail visitors	19

(8)—LUCKNOW CENTRAL JAIL.

General plan and area	2	Establishment { present scale	16
Insecurity	3	Proposed scale	17
Sleeping barracks	4	Guarding arrangements by day	18
Worksheds	5	Night guarding	19
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Latrines	7	Alarm parades	21
Central Towers	8	Jail visitors	22
Drainage	9	Appeals	23
Hospital	10	Date of release	24
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Garden	13	General health	27
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(9)—REFORMATORY SCHOOL, BARRILLY.

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(10)—BABEILLY CENTRAL JAIL.

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Petters for safe custody and the bel-chain .	7	Record of offences	15
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(11)—BARRILLY DISTRICT JAIL.

	PABA.	PABA.	PABA.
Jail buildings	2	Garden	10
Worksheds	3	Drainage	11
Condemned cells	4	Manufactures	12
Solitary cells	5	General health	13
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(12)—ALIGARH.

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Workshops	4	Double gate system	14
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Cookshop	6	Effects of reduced diet	16
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Water-supply	8	Hospital	18
Clothing	9	Selection of subordinates	19
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(14)—DELHI.

Site	2	Workshops	17
Arrangement of buildings	3	Record of offences	18
Hospitals	4	Garden	19
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APPENDIX B.

Standard plans referred to in General Report.

APPENDIX C.

Jail Registers, Forms, &c.



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