

PAPERS RELATING TO THE JAIL DEPART-
MENT, 1912.

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Memorandum prepared in the Home Department of the Government of India, with respect to the Jail Department.

1. The Public Service Commission of 1886-87 dealt with the Jail Department in paragraphs 104 and 105 of their report. Their recommendation was that, when Superintendents of Jails, Central or District, were not medical officers, more opportunity might properly be given to natives of India to show their fitness. Shortly afterwards the Government of India appointed a Committee to inquire into the whole prison system, and in Home Department Resolution* No. 10-Jails-610-623, dated the 9th November 1892, passed general orders in the matter. The effect of these was to create a small specialised service of Indian Medical Service officers for the charge of the big Central Jails with their long-term prisoners, and for the Inspector-Generalships of Prisons† in each province, and to leave the smaller district jails, with their short-term and under-trial prisoners, as collateral charges to the civil surgeons of the districts concerned under a system of allowances‡ based on the average number of prisoners incarcerated each year. The only exceptions to this arrangement in the case of the Central Jails are to be found in Madras, where 5 out of the 9 prisons of this standing are still managed by Superintendents, who do not belong to the Indian Medical Service, and who are not medical officers, and in the Central Provinces where one charge (Raipur) is reserved for military assistant surgeons. There are also nine district jails, viz., three in Madras, three in Bombay, one in Bengal and two in Assam, which are managed by non-medical superintendents, whilst there are three similar institutions in Bombay which, though they have Medical Superintendents, are not controlled by the civil surgeon of the district. The position of the civil surgeons in collateral charge of district jails will be dealt with in the memorandum relating to the Indian Medical Service. The present memorandum will be concerned only with the specialised Department which controls the central jails and provides the personnel for inspection purposes.

*This has not been reprinted but a copy together with a copy of the Report has been supplied with this memorandum.

†These appointments are not expressly reserved for Indian Medical Service officers in the Jail Department, but in practice are always filled by them.

2. There are altogether 38 posts in the Jail Department to fill which 46 officers are recruited, so as to provide a reserve of eight for leave and other vacancies. The posts are as follows:—

	Inspector-General of Prisons.	Superintendent, 1st class, Central jail.	Superintendent, 2nd class, Central jail.	Total.
Madras ...	1	3	1	5
Bombay ...	1	2	1	4
Bengal (a) ...	1	4	...	5
United Provinces ...	1	6	...	7
Punjab ...	1	4	...	5
Burma ...	1	2	1	4
Bihar and Orissa (a) ...	1	2	...	3
Central provinces ...	1	2	...	3
Assam (b) ...	...	...	...	...
Andaman Islands (c) ...	1	1	...	2
Total ...	9	26	3	38

‡ The allowances* now given everywhere, except in parts of Bengal, are as follows:—
(1) 1st class district jails, i.e., with a daily average population of 500 or more prisoners ... Rs. 150 a month.
(2) 2nd class district jails, i.e., with a daily average population of 300 and not more than 499 prisoners ... " 100 "
(3) 3rd class district jails, i.e., with a daily average population of 150 and not more than 299 prisoners ... " 75 "
(4) 4th class district jails, i.e., with a daily average population of more than 50 and less than 150 prisoners ... " 50 "
It has been proposed in the Government of India's despatch no. 245, dated the 29th August 1912 to extend the above rates to those parts of Bengal which have hitherto been under a different system.
(a) The figures for Bengal and Bihar and Orissa are as provisionally sanctioned pending final orders on the re-arrangement of the staffs necessitated by the recent territorial re-adjustments.
(b) The appointment of Inspector General of Jails is held as a collateral charge with the Inspector-Generalship of Civil Hospitals.
(c) The Senior Medical Officer is in charge of the Jail Department.

To fill these appointments recruits are obtained from volunteers from the body of the Indian Medical Service. Their salaries and the conditions of their service are set out in a circular No. 3-C., issued by the Director General, Indian Medical Service on the 16th October 1908, and to this attention is invited. Generally speaking, however, it may be said that any officer joining the service is liable to be sent to any part of India, including Burma and the Andaman Islands, but that ordinarily he will not be compelled to leave the province in which he has been confirmed. He will be on probation for two years in the first instance, and until confirmed will be paid certain allowances over and above the pay of his rank, and on confirmation will be entitled, in addition to a free house or an allowance in lieu thereof, to draw salary, in accordance with his military rank, ranging from Rs 550 per mensem in the case of a Lieutenant, holding charge of a 2nd class central jail, to Rs. 1,550 per mensem in the case of a specially selected Lieutenant-Colonel in charge of a central jail of the 1st class. Finally, if selected for an Inspector-Generalship of Prisons, he will receive in the Central Provinces Rs. 1,500, in the Punjab, and Bihar and Orissa Rs. 1,800, and in the other Provinces, if the proposals of the Government of India contained in their Despatches No. 252 and 254, dated 5th September 1912, are accepted, for Bengal and Burma, Rs. 1,800 rising to Rs. 2,000 per mensem.

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3. To all these posts Indians, who are members of the Indian Medical Service, can be appointed equally with Europeans. The following such officers are at present serving in the Department :—

Lieutenant-Colonel B. J. Singh, M.B., I.M.S., Inspector-General of Prisons, Bihar and Orissa.

Captain P. K. Tarapore, I.M.S., Superintendent, Central Jail, Mandalay.

Captain S. J. Bhathena, I.M.S., Superintendent, Hyderabad Central Jail (Officiating).

4. The conditions of leave and pension are the same as sanctioned for the I.M.S. generally and need not be discussed here.

5. The present incumbents of the five posts in Madras, held by officers Non-medical Superintendents of Central Jails not belonging to the Indian Medical Services, are :—

- (1) Mr. E. H. Gadsden, Superintendent, 1st class Central Jail, Coimbatore, on a pay of Rs. 1,000 a month. He belonged to the Police Department and was an Assistant Superintendent of Police in the Madras Presidency before his appointment to the Jail Department in April 1886.
- (2) Mr. R. L. Shubrick, Superintendent, 1st class Central Jail, Trichinopoly, on a pay of Rs. 1,000 a month. He was appointed to the Madras Jail Department in October 1890.
- (3) Mr. J. E. Young, Superintendent, 1st class Central Jail, Vellore, on a pay of Rs. 1,000 a month. He was an Assistant Superintendent of Police in the Madras Presidency before his appointment to the Jail Department in 1892.
- (4) Mr. W. Chamier, Superintendent, 2nd class Central Jail, Bellary, on a pay of Rs. 600 a month (now officiating as Superintendent, 1st class Central Jail, Rajamundry). He belonged to the police Department before his appointment to the Jail Department in December 1905.
- (5) Mr. W. E. Mitchell, Superintendent, 2nd class Central Jail, Salem (now officiating at Bellary) on a pay of Rs. 510 (his grade being Rs. 450—30—600) a month. He served first as a clerk in the office of the Inspector-General of Prisons, Madras, and then as a

jailor before his permanent appointment to the charge of a District Jail in 1906.

6. There are also in the Jail Department a few special appointments on special rates of pay for officers, called Special appointments of Deputy Superintendents, etc. ordinarily Deputy Superintendents, to superintend special factory operations in certain jails. So far as is known to the Government of India they are as follows :—

			Rs.
Bombay	...	1 Superintendent, Yaraoda Central Prison Press	350—30—500
Bengal	...	1 Superintendent, Jail Manufactures	700—40—900
		1 Mill Manager, Alipore Central Jail	320—16—400
		2 Mill Foremen, Alipore Central Jail	240—12—300
		1 Deputy Superintendent	500—40—700
		1 Deputy Superintendent	400—20—600
Punjab	...	1 Deputy Superintendent	240
Bihar and Orissa	...	2 Deputy Superintendents	350—30—500
Central Provinces	...	2 Deputy Superintendents	250—20—350

7. Finally it may be noticed that there is also a subordinate service of jailors. The following statement, which does not, however, profess to be up to date, will give a general idea of the emoluments enjoyed by officers of this class :—

	Madras.	Bombay.	Bengal.	United Provin- ces.	Punjab.	Burma.	Bihar and Orissa.	Central Provin- ces.	North-West Frontier Pro- vince.	Assam.	REMARKS.
1st grade jailor	1 on Rs. 200- 10-250.	1 on Rs. 200- 10-250.	1 on Rs. 275- 15-350.	1 on Rs. 250 ..	1 on Rs. 225- 10-275.	2 on Rs. 250- 30-400 each.	1 on Rs. 280- 15-355.	2 on Rs. 250- 10-300.	.....	.....	
2nd grade jailor	3 on Rs. 150- 10-200 each.	1 on Rs. 150- 5-200.	2 on Rs. 250 each.	1 on Rs. 200 ..	2 on Rs. 175- 10-225 each.	4 on Rs. 240 each.	1 on Rs. 270 ..	4 on Rs. 150- 10-200 each.	.....	.....	
3rd grade jailor	5 on Rs. 125- 5-150 each.	2 on Rs. 150- 5-175 each.	1 on Rs. 220 and 3 on Rs. 200 each.	2 on Rs. 175 each.	3 on Rs. 125- 10-175 each.	6 on Rs. 150 each.	2 on Rs. 220 each.	6 on Rs. 125- 5-150 each.	1 on Rs. 150- 10-200.	.....	
4th grade jailor	3 on Rs. 100- 5-125 each.	3 on Rs. 125- 5-150 each.	3 on Rs. 170 each and 3 on Rs. 150 each.	2 on Rs. 150 each.	7 on Rs. 100- 5-125 each.	14 on Rs. 155 each.	4 on Rs. 170 each.	7 on Rs. 100- 5-125 each.	1 on Rs. 140 ..	2 on Rs. 150 each.	
5th grade jailor	2 on Rs. 75- 5-100 each.	2 on Rs. 100- 5-125 each.	2 on Rs. 125 each and 3 on Rs. 120 each.	4 on Rs. 125 each.	11 on Rs. 75- 5-100 each.	22 on Rs. 125 each.	7 on Rs. 120 each.	5 on Rs. 75- 5-100 each.	1 on Rs. 110 ..	2 on Rs. 125 each.	
6th grade jailor	1 on Rs. 75 ..	5 on Rs. 75- 5-100 each.	6 on Rs. 100 each.	10 on Rs. 100 each.	4 on Rs. 60-3- 75 each.	23 on Rs. 100 each.	7 on Rs. 100 each.	.....	2 on Rs. 75 each.	.....	
7th grade jailor	.....	.....	.....	15 on Rs. 75 each.	.....	25 on Rs. 70 each.	.....	.....	.....	.....	
8th grade jailor	.....	.....	.....	15 on Rs. 50 each.	.....	.....	.....	.....	.....	.....	
Total number	15	14	24	50	28	112	22	27	5	4	

COLLECTION OF PAPERS REFERRED TO IN THE MEMORANDUM.

No. 582.594 (Jails).

Resolution of the Government of India in the Home Department
dated Simla, the 28th August 1889.

READ again—

Home Department Resolution No. 2—218-31, dated the 5th April 1889, laying down
a modified scale of remuneration for the administrative charge of District Jails.

RESOLUTION.

IN supersession of the orders contained in the Resolution cited in the preamble, the Governor General in Council is pleased to direct that the following scale of remuneration for the administrative charge of District Jails shall for the present be observed in all provinces, except Bengal, until further orders :—

Class.	Mean daily average of prisoners.				Remuneration.
					Rs.
1st Class Jails	...	500 or more	...	...	150
2nd „ „	...	300 and not more than 499	...	...	100
3rd „ „	...	150 and not more than 299	...	...	75
4th „ „	...	More than 50 and less than 150	...	...	50

It is not intended that the allowances shall be strictly regulated with reference to the actual mean average of prisoners in any month, or that a monthly certificate shall be required by the Account Department from the officer in administrative charge of a jail. The ordinary average shall be used in the first instance as a guide by the Local Governments and Administrations as to the class under which each jail shall be placed ; and to prevent this classification from becoming stereotyped, they will fix, in the month of April of each year, the class of each jail for observance during the following year according to the average of the preceding year.

ORDER.—Ordered that a copy of the above Resolution be forwarded to the Local Governments and Administrations (except Bengal), for information and guidance, and to the Foreign, Military and Finance Departments, for information.

(True extract.)

C. J. LYALL,

Offg. Secretary to the Government of India.

Circular No. 3-C.

OFFICE OF THE DIRECTOR-GENERAL, INDIAN MEDICAL SERVICE.

Dated Simla, the 16th October 1908.

In supersession of this office Circular No. 10-C—31-A., dated the 3rd August 1894, the following particulars regarding the emoluments and conditions of employment as medical superintendents of first and second class central jails in the Indian Jail Department, which have been approved and sanctioned by the Government of India, are published for the information of officers of the Indian Medical Service desirous of joining the Jail Department.

2. The following scale of consolidated pay has been sanctioned for officers of the Indian Medical Service employed permanently in the Jail Department :—

				Rs.	
(a) Inspector-General of Prisons, Madras				...	1,800—50—2,000
" " " Bombay				...	1,800—50—2,000
" " " Bengal				...	2,000
" " " United Provinces				...	1,800—50—2,000
" " " Punjab				...	1,800
" " " Burma				...	1,800
" " " Eastern Bengal and Assam				...	1,800
" " " Central Provinces and Berar				...	1,500

Rank.					Superintendent, 1st class Central jail.	Superintendent, 2nd class Central jail.
					Rs.	Rs.
Lieutenant-Colonel (specially selected for increased pay)	...	...	...	...	1,550	1,450
Lieutenant-Colonel after 25 years' service	...	...	...	...	1,450	1,350
Lieutenant-Colonel	...	...	...	...	1,400	1,300
Major after 3 years' service	...	...	...	...	1,050	950
Major	...	...	...	...	950	850
Captain after 10 years' service	...	...	...	...	850	750
Captain after 7 years' service	...	...	...	...	800	700
Captain after 5 years' service	...	...	...	...	750	650
Captain	...	...	...	...	700	600
Lieutenant	...	...	...	...	650	550

(b) Officers without a permanent regimental appointment who are appointed to officiate as superintendents of first and second class central jails will receive a minimum staff pay of Rs. 225 and Rs. 175 a month, respectively, in addition to grade pay of rank, thus placing them on the same footing as officers with a permanent regimental appointment.

(c) The staff pay of officers with permanent military or civil appointments while officiating in the Jail Department will be calculated in accordance with the rule in article 116 of the Civil Service Regulations, *viz.*, half the staff pay of their permanent appointment *plus* half the staff pay of the jail appointment. The latter is the difference between grade pay and the consolidated pay of the jail appointment.

3. In all cases a free house will be provided, or an allowance in lieu calculated on the local rates of rents current. In the latter case the superintendent must provide himself with a residence within a distance convenient for the purpose of his duties at the jail and approved by the Inspector-General of Jails of the province.

4. Application for employment in the Indian Jail Department should be submitted, through the prescribed channel, to the Director-General, Indian Medical Service, Simla.

5. The Jail Department being an Imperial Department officers joining it are liable for service in any part of India, Burma and Port Blair, but an endeavour will be made to post a candidate to the area of his choice, so far as this may be possible.

6. Priority of claims either to the officiating or permanent charge of a central jail shall be determined by an officer's merit and standing in the Jail Department.

7. An officer appointed to the Jail Department has the option of reverting from it within two years of his appointment thereto. He will ordinarily revert to the duty, military or civil, on which he was employed previous to his appointment to a jail. If he was in civil employ, he will go to the bottom of the provincial list, but if only a candidate for civil employment, he will have to wait his turn for such employment in the usual way.

8. In the interests of the public service medical superintendents will be liable to transfer from one central jail to another of corresponding or higher class, and from one province to another in any part of India, Burma or Port Blair.

9. Superintendents will be allowed private practice whenever, and to such an extent as, the local Government may consider that this concession can be made without detriment to the performance of their duties with jails. And on the same conditions, whenever the exigencies of the public service demand it, they may be placed in the additional medical charge of the civil stations at which their jails are situated.

10. They will also have a substantial, though not an absolute, claim to the posts of provincial Inspectors-General of Jails either in their own or other provinces, in cases where these appointments are not combined with the administration of other duties of a non-medical nature.

G. BOMFORD, M.D., *Surgeon-General,*

Director-General, Indian Medical Service.

No. 35-47.

GOVERNMENT OF INDIA.

HOME DEPARTMENT.

JAILS.

Calcutta, the 30th January 1908.

RESOLUTION.

IN the Home Department letter Nos. 160—168, dated the 27th July 1907, the Government of India consulted local Governments and Administrations on a proposal made by the Government of Bombay that, for the purposes of article 309 of the Civil Service Regulations, officers of the Indian Medical Service belonging to the Jail Department should be excluded from the provincial lists of covenanted medical officers in civil employ. The reason put forward for this suggestion was that leave vacancies in the Jail Department are not as a rule filled by the appointment of officers in civil employ, but by obtaining from the Government of India an officer who is a candidate for the Jail Department. It was also represented that the present arrangement has been found inconvenient in practice.

The effect of this proposal will be that, for purposes of calculating the number of officers of the Indian Medical Service that may be simultaneously on leave from a province, the number of officers of that service holding jail appointments will be excluded from the total number of Indian Medical Service officers holding sanctioned appointments in that province; and that the number of officers holding jail appointments that may be granted leave at one time will be calculated with reference to the total number of officers of the Indian Medical Service holding jail appointments in the whole of India.

2. The proposal has been generally accepted by local Governments and Administrations and the Government of India are pleased to direct that it shall now be carried into effect. They do not intend however to disturb the arrangement in force in Burma under which the Civil Surgeon holds collateral charge of certain jails; vacancies in these will be filled as heretofore from the provincial cadre of officers in civil employ.

ORDER.—Ordered that a copy of this resolution be forwarded to local

† Government of Madras.—1587-Judl., dated the 9th September 1907.
Government of Bombay.—3186, dated the 28th May 1907.
Government of Bengal.—913-Medl., dated the 16th November 1907.
Government of the United Provinces.—9503-Medl., dated the 7th October 1907.
Government of the Punjab.—2350-S., dated the 13th September 1907.
Government of Burma.—936—16J.-76, dated the 24th October 1907.
Government of Eastern Bengal and Assam.—3897-J., dated the 6th September 1907.
Chief Commissioner, Central Provinces.—2119—1-7-8, dated the 11th October 1907.
Chief Commissioner, Coorg.—1289, dated the 8th August 1907.
Chief Commissioner, North-West Frontier Province.—791-N., dated the 12th August 1907.

Governments and Administrations and the Director-General, Indian Medical Service, for information [with reference to *(the correspondence ending with) ^{their} _{its} letter No.†] ‡[and guidance] and to the Department of Military Supply for information.

H. H. RISLEY,

Secretary to the Government of India.

No. 300—308, dated the 19th August 1910.

From—The Government of India, Home Department,

To—All local Governments, the Chief Commissioner, Central Provinces, and the Superintendent, Port Blair.

I am directed to address you on the subject of the grant of leave to officers of the Jail Department of the Indian Medical Service serving in—. In their Home Department Resolution No. 35-47, dated the 30th January 1908, the Government of India after consulting local Governments decided that the number of officers in jail employ on leave at any one time should be calculated at a certain percentage of the total number of officers holding such appointments throughout India. The total sanctioned number of these appointments is at the present time 38, and, calculated on the percentage of 20 accepted for the Indian Medical Service, the leave reserve admissible on this total is 7 or 8. It has however been brought to the notice of the Government of India that the indiscriminate grant of leave by local Governments to their jail officers when they have themselves no accepted candidate available as a substitute has led to this figure being consistently and very considerably exceeded, with the result that the Director-General, Indian Medical Service, has been forced to make demands for officers to take the place of the absentees upon the military authorities, which have resulted in serious inconvenience. A reference to current list of officers at present holding jail appointments in the various provinces will show that at the present date 10 of the permanent incumbents of posts sanctioned for commissioned medical officers are on leave, which, if the two appointments of this nature in the Madras Presidency, at present held by non-medical incumbents, are excluded from the total, represents a percentage of over 28 upon the number of appointments actually held.

2. I am therefore to invite ^{the} your serious attention (of ^{the Governor in Council} His Honour the Lieut.-Govr.) to this matter, and to say that the Government of India earnestly hope that in future the number of officers on leave at one time will be restricted as closely as possible to 20 per cent of the total number of Indian Medical Service officers in permanent jail employ. Should this be exceeded, the Government of India cannot guarantee that it will be always possible to provide substitutes in place of officers granted leave in excess of this percentage. The Government of India feel sure that in this matter they may count upon ^{the} your co-operation [of the ^{Government} etc.] in exercising a careful scrutiny of request for leave.

3. I am to add that the task of arranging for substitutes would be much facilitated if the Inspector-General of Prisons in each province were to submit to the Director-General, Indian Medical Service, as early as possible in the calendar year his proposals (if any) for the grant of leave during the year to commissioned medical officers in jail employ, and I am to request that (with the permission of ^{the Governor in Council} His Honour the Lieut.-Govr.) this procedure may be followed in future.

No. 245.

GOVERNMENT OF INDIA.

FINANCE DEPARTMENT.

SALARIES, ESTABLISHMENTS, ETC.
Law and Justice.

To

THE MOST HONOURABLE THE MARQUIS OF CREWE, K.G.,

His Majesty's Secretary of State for India.

Simla, the 29th August 1912.

MY LORD MARQUIS,

WE have the honour to refer to the correspondence ending with Lord Morley's Public despatch No. 129, dated the 30th August 1907, and to submit for your Lordship's consideration a copy of a letter from the Government of Bengal on the subject of the allowances to be paid to medical officers for the administrative charge of district jails in the Bengal Presidency as recently constituted.

2. In the despatch above referred to, Lord Morley approved the application to the jails in Eastern Bengal of the scale of allowances admissible to medical officers for the administrative charge of district jails in provinces other than Bengal.

3. The scales of allowances and the classification of jails in force in Bengal and elsewhere are as follows:—

In Bengal as previously constituted:—

	Rs.
1. For jails containing not less than 300 prisoners ...	100 a month.
2. For jails containing not less than 150 prisoners ...	75 "
3. For jails containing less than 150 prisoners ...	50 "

In other provinces, and for the Eastern districts of Bengal, as at present constituted:—

	Rs.
1. For 1st class jails with an average population of 500 or more prisoners ...	150 a month.
2. For 2nd class jails with an average population of 300 and not more than 499 prisoners ...	100 "
3. For 3rd class jails with an average population of 150 and not more than 299 prisoners ...	75 "
4. For 4th class jails with an average population of more than 50 and less than 150 prisoners ...	50 "

4. It is clearly desirable that the jails of the Bengal Presidency should be on a uniform footing in this matter, and the local Government propose that the rates of allowances for the charge of the jails, and the classification of the jails in the Western part of the Presidency, should be regulated in the manner sanctioned for Eastern Bengal jails in the despatch referred to. As shown in the statement enclosed with the Bengal Government's letter the proposal involves no present extra cost and will entail increased expenditure only in the improbable event of an increase in the population of any jail to an average of 500 or more prisoners.

5. We beg to support the local Government's proposal for your Lordship's acceptance, and, should you approve it, we propose to direct the issue of a rule in the following terms, in place of that suggested by the local Government :—

"An allowance may be drawn by a Medical Officer for the administrative charge of a district jail. For the purpose of determining this allowance, district jails will be divided into four classes according to the mean daily average of the prisoners under confinement during the previous year, *viz.* :—

"1st class district jails—Those which contained during the previous year a mean daily average of 500 or more prisoners.

"2nd class district jails—Those which contained during the previous year a mean daily average of not less than 300 and not more than 499 prisoners.

"3rd class district jails—Those which contained during the previous year a mean daily average of not less than 150 and not more than 299 prisoners.

"4th class district jails—Those which contained during the previous year a mean daily average of more than 50 and less than 150 prisoners.

"The class of each jail will not necessarily be constant, but will be determined each year in the month of April by the Inspector-General, in accordance with the average of the preceding calendar year, for observance during the current financial year. Whenever the status of a district jail is altered under this rule from a lower to a higher class, the Inspector-General is empowered to sanction the entertainment of the additional staff of warders necessitated by such alteration, provided that the financial grant under the head "Establishment" is not thereby exceeded."

We have the honour to be,

MY LORD MARQUIS,

Your Lordship's most obedient, humble Servants,

(Signed) HARDINGE OF PENSHURST.

" O'M. CREAGH.

" R. W. CARLYLE.

" S. A. IMAM.

" W. H. CLARK.

" R. H. CRADDOCK.

" R. W. GILLAN.

NO. 252.

GOVERNMENT OF INDIA,

FINANCE DEPARTMENT.

SALARIES, ESTABLISHMENTS, &c.
Law and Justice.

To

THE MOST HONOURABLE THE MARQUIS OF CREWE, K.G.

His Majesty's Secretary of State for India.

Simla, the 5th September 1912.

MY LORD MARQUIS,

We have the honour to forward for your Lordship's orders a memorial from Lieutenant-Colonel G. J. H. Bell, I.M.S., Inspector-General of Prisons, Burma, praying that the pay of his appointment may be raised from Rs. 1,800 to Rs. 2,000 a month.

2. Lieutenant-Colonel Bell has recently submitted two similar memorials through the Government of Burma, the first addressed to your Lordship, and the second to His Excellency the Viceroy. The first of these we withheld under the powers given to us by the memorial rules, on the ground that he had not previously memorialised the Government of India: the second memorial we rejected. On both occasions we were influenced by the assurance of the local Government conveyed in its letter No. 997, dated the 4th July 1911, of which we enclose a copy, that the financial condition of the province would not permit of the raising of salaries. On receipt of the present memorial we inquired further into the validity of this assurance as a ground for rejecting a single request, which appeared to us to be inherently reasonable, and we invite your Lordship's attention to our Home Department letter No. 198, dated the 7th June 1912, and to the local Government's reply dated the 5th July 1912. In view of this communication, and of the support given to the request on other grounds by the local Government on several previous occasions, we now feel justified in considering it on its merits.

3. The following table will show your Lordship the rates of pay obtaining in the various provinces and the number of jails to be supervised and inspected in each. The figure for Bihar and Orissa has not yet, however, received your Lordship's sanction, whilst in connection with the recent redistribution of administrative areas we are proposing a reduction of the salary paid in Bengal from Rs. 2,000 to Rs. 1,800—50—2,000 per mensem.

Province.	Central jails.	District jails.	Total* daily average population in 1910.	Inspector-General's pay.
Madras	9	5	12,996	Rs. 1,800—50—2,000.
Bombay	3	15	9,559	1,800—50—2,000.
Bengal	5	24	13,072	2,000 present scale, 1,800—2,000 about to be proposed.
United Provinces	6	45	25,364	1,800—50—2,000.
Punjab	3	21	12,392	1,800.
Bihar and Orissa	3	19	7,937	1,800 about to be proposed.
Burma	7	23	14,773	1,800.
Central Provinces	3	18	4,003	1,500.

*Including subsidiary jails.

4. From this it will be seen that, whether regard be paid to the number of its Central and District jails, or to its daily average jail population, the work in Burma is harder than in any other province except the United Provinces, whilst the expenses of living there are also greater, and the difficulties, due to indifferent communications, more pronounced. Moreover in Burma it falls to the lot of the Inspector-General of Prisons to assist the Inspector-General of Civil Hospitals by inspecting medical institutions, a duty which is imposed on no other Inspector-General of Prisons. We therefore support the prayer contained in the memorial to this extent that we think that the salary of the Inspector-General of Prisons, Burma, should be raised to Rs. 1,800—50—2,000, and should thus be placed on a level with the rate prevailing in Madras, Bombay and the United Provinces and, if your Lordship accepts our proposals, when submitted, Bengal The average extra cost involved is Rs. 146-10-8 a month, without exchange compensation allowance, or Rs. 1,870 a year inclusive of it.

We have the honour to be,

MY LORD MARQUIS,

Your Lordship's most obedient, humble Servants,

(Signed) HARDINGE OF PENSHURST.

„ O'M. CREAGH.

„ R. W. CARLYLE.

„ HARCOURT BUTLER.

„ SYED ALI IMAM.

„ W. H. CLARK.

„ R. H. CRADDOCK.

„ R. W. GILLAN.

Schedule of papers.

1. Letter from the Government of Burma, No. 997-M-6-J.-88, dated the 4th July 1911.
2. Letter from the Government of Burma, No. 112-M-12-J.-8-S., dated the 12th April 1912, and enclosure in original.
3. Letter to the Government of Burma, No. 198, dated the 7th June 1912.
4. Letter from the Government of Burma, No. 164-12-J.-8., dated the 5th July 1912.

[The enclosures have not been re-printed.]

GOVERNMENT OF INDIA.
FINANCE DEPARTMENT.

SALARIES, ESTABLISHMENTS, ETC.
Medical.

To

THE MOST HONOURABLE THE MARQUESS OF CREWE, K.G.,

His Majesty's Secretary of State for India.

Simla, the 5th September 1912.

MY LORD MARQUESS,

We have the honour to forward for your Lordship's consideration a copy of correspondence with the Governments of Bengal and Bihar and Orissa regarding the appointments of Inspector-General of Prisons in those provinces.

2. It will be observed that we have provisionally sanctioned for Bihar and Orissa an appointment on Rs. 1,800 a month. This was the rate of salary which was attached to the corresponding post in Eastern Bengal and Assam, and a comparison of statistics shows that the Inspector-General of Prisons in Bihar and Orissa will have approximately the same volume of work to perform as in the former province. We considered therefore that the same rate of pay should be granted; and trust that you Lordship will confirm our orders, which the Local Government have accepted as suitable.

3. The pay of the corresponding appointment in Bengal was fixed in 1867 at Rs. 2,000 a month, while the sanctioned rates of pay in other provinces are as follows:—

	Rs.
Madras, Bombay and United Provinces...	1,800—50—2,000
Punjab and Burma	1,800
Central Provinces	1,500

These rates were sanctioned by your Lordship's predecessor in accordance with the proposals made in paragraph 9 of the despatch from Lord Ampthill's Government No. 348-Medical, dated the 22nd September 1904. At the time when the Bengal rate was fixed, the Inspector-General in that province was also *ex-officio* Deputy Sanitary Commissioner and Inspector of Civil Hospitals and Dispensaries, an arrangement which continued in force until 1907, when his functions were confined to the superintendence of the Jail Department. We consider that sufficient justification for the higher rate has for some time ceased to exist and we propose that, on the termination of the appointment of the present incumbent, the pay of the post in the Bengal Presidency should be put on an equality with that of the corresponding appointment in Madras, Bombay and the United provinces. In making this suggestion we have given full consideration to the arguments to the contrary contained in the Bengal Government's letter No. 757-P.D., dated the 14th May 1912, but we hold that special allowance

has already been made for the expensiveness of Calcutta by including this appointment within the scope of the House Allowance scheme, and the essential comparison should be made with the rates of pay obtaining in the Jail Department in this and other provinces, and not with those prevailing in other services. Further we cannot regard climatic considerations as an argument affecting the remuneration of one particular appointment, while, finally, a comparison of the average mortality statistics of jails in Bengal and Eastern Bengal and Assam for the years 1906-1908 and 1909 does not support the markedly greater unhealthiness of the latter which the Local Government urges, relying apparently upon the figures for 1907, 1910 and 1911.

4. You will observe that we have also sanctioned provisionally an office establishment for the Inspector-General of Prisons, Bihar and Orissa costing Rs. 16,994 a year. In Bengal, as constituted prior to the first April 1912, sanction existed for an office establishment for the Inspector-General of Prisons at a cost of Rs. 25,076 a year. The sanctioned cost of the corresponding office in Eastern Bengal and Assam was Rs. 15,735 a year. We trust that your Lordship will accord formal approval to the scale of establishment which we have permitted in Bihar and Orissa, and to the continuance of the sanctioned scale in Bengal.

We may add that we have decided that the duties of Inspector-General of Prisons in Assam should be combined with those of Inspector-General of Civil Hospitals. Our proposals for this appointment will be submitted for sanction in due course in connection with the other medical appointments in the three new provinces.

We have the honour to be,

MY LORD MARQUIS,

Your Lordship's most obedient, humble Servants,

(Signed) HARDINGE OF PENSHURST.

„ O'M. CREAGH.

„ R. W. CARLYLE.

„ HARCOURT BUTLER.

„ SAYID ALI IMAM.

„ W. H. CLARK.

„ R. H. CRADDOCK.

„ R. W. GILLAN.

Schedule of papers.

1. Letter to the Government of Bengal, No. 165-Dl., dated the 29th February 1912.
2. Letter to the Government of Bengal, No. 311, dated the 25th March 1912.
3. Letter from the Government of Bengal, No. 757-P.D., dated the 14th May 1912.
4. Letter to the Government of Bihar and Orissa, No. 166-Dl., dated the 29th February 1912.
5. Letter from the Government of Eastern Bengal and Assam, No. 263-J.G., dated the 18th March 1912.
6. Letter No. 309, dated the 25th March 1912, to the Government of Bihar and Orissa.
7. Letter from the Government of Bihar and Orissa, No. 121-F., dated the 23rd April 1912.
8. Letter to the Government of Bihar and Orissa, No. 208, dated the 22nd June 1912.

[The enclosures have not been re-printed.]

GOVERNMENT OF INDIA.

FINANCE AND COMMERCE DEPARTMENT.

SALARIES, ESTABLISHMENTS, ETC.
Medical.

To

THE RIGHT HON'BLE LORD GEORGE FRANCIS HAMILTON, G.C.S.I.,
His Majesty's Secretary of State for India.

Simla, the 16th July 1903.

MY LORD,

WE have the honour to propose to Your Lordship a revision of the rates of allowances granted to medical officers for the executive charge of District Jails.

2. The existing scale of allowances, which has undergone only slight modification since it was originally fixed in 1868, is as follows:—

In Bengal and Assam.		In other provinces.	
	Rs. per mensem.		Rs. per mensem.
1st Class District Jails, containing 300 or more prisoners.	100	1st Class District Jails, containing 500 or more prisoners.	150
2nd Class District Jails, containing less than 300 and more than 100 prisoners.	75	2nd Class District Jails, containing 300 and not more than 499 prisoners.	100
3rd Class District Jails, containing not more than 100 prisoners.	50	3rd Class District Jails, containing 150 and not more than 299 prisoners.	75
		4th Class District Jails containing more than 50 and not more than 149 prisoners.	50

3. In July 1901 the Government of the Punjab brought to our notice that there was a general feeling among medical officers that the work imposed upon them by the charge of District Jails was inadequately remunerated. It was represented that since the formation of a separate Jail Department had deprived Civil Surgeons of any expectation of succeeding to the post of the Inspector-General, the monthly allowance drawn by these officers for the executive charge of the jail was now the only compensation given for uncongenial work and onerous responsibilities lying outside the normal duties of their profession. In this view the Lieutenant-Governor examined the question whether the accepted scale of allowances did in fact adequately remunerate Civil Surgeons for their jail work: and expressed a strong opinion that it did not. In January 1902 we obtained the views of other Local Governments upon the Punjab Government's representation. The tenour of the replies left us in some doubt whether the real issues had been correctly apprehended, and before determining to address Your Lordship we laid before Local Governments a clearer statement of

the points referred to them, and suggested that a more moderate enhancement of the allowances than the Punjab Government had proposed might meet the requirements of the case.

4. We have now considered the further replies of Local Governments, and are constrained to accept their practically unanimous opinion that in the interests of jail administration it is desirable to improve the existing scale of allowances. The executive, as distinguished from the medical charge of a jail, includes responsibility for the whole of its discipline and internal economy, the apportionment of tasks suited to the physical capacity of the prisoners, the hearing of complaints, the award of punishments for jail offences, the provision of food and clothing, vegetables and miscellaneous supplies, the application of jail labour so as to carry out penal discipline and secure financial efficiency without interfering with private enterprise, the enforcement of special punishments included in the sentence, and the training and supervision of the jail staff. In particular the changes introduced on the recommendation of the Jail Committee of 1889, which make the irksomeness of jail life depend mainly upon the observation of rigorous system in the minutest matters of daily routine, have greatly increased the close attention to details which is required from the officer in charge. We are clearly of opinion that the combination of the medical and the executive charge of a jail in the same officer makes for increased efficiency, alike from the pecuniary, the sanitary, and the disciplinary point of view. The medical charge is a part of the Civil Surgeon's ordinary duties. But by giving a separate allowance for the executive charge, we have recognised that this duty does not fall within the ordinary scope of his functions, but should be paid for separately; and the question is whether the existing allowances afford reasonable remuneration for a tedious and irksome duty. We find clear indications in the correspondence that the medical service as a whole is dissatisfied with these allowances, and that the expedient proposed in our letter of 25th October, which would affect only the larger jails, would fail to remove the general grievance complained of. For these reasons we accept the almost unanimous opinion of the Local Governments that the allowances fixed in 1868 are no longer adequate to the far more exacting conditions of jail administration that prevail at the present day.

5. After a consideration of the various suggestions, which have been made to us, we regard the scale stated below as affording suitable remuneration for the duties in question:—

		Rs.	
For 1st class jails containing	700 or more prisoners	250	per mensem.
" 2nd	" " 500 to 699	" 200	" "
" 3rd	" " 300 to 499	" 150	" "
" 4th	" " 150 to 299	" 100	" "
" 5th	" " 50 to 149	" 75	" "
" 6th	" " less than 50	" 25	" "

Certain points in these proposals call for particular justification. Hitherto there has been no graduation of allowances for jails containing upwards of 500 inmates. In explanation of the allowances which we now suggest for 1st and 2nd class jails, we would remark that in some provinces it has not hitherto been found possible to provide a complete system of Central Jails and thus to adopt the recommendation made by the Committee of 1889 that all long-term prisoners should be concentrated in Central Jails. The anticipation of Lord Lansdowne's Government that there would be few District Jails containing more than 500 prisoners has not in these cases been fulfilled. Where such a condition of things obtains, large District Jails practically discharge all the functions of Central Prisons, while their administration is further complicated by the heavy routine work resulting from the continual receipt and discharge of short-term prisoners who find no place in a Central Jail. It is true that these reasons do not apply equally to all provinces, but we are impressed by the fact that the demand for increased allowances is urged with no less persistence from provinces which have a complete system of Central Jails, and we think that in any case the scale should be uniform throughout British India. Your Lordship will see that in proposing to give allowances of Rs. 200 a month for jails containing from 500 to 699

prisoners and Rs. 250 for jails holding 700 or more prisoners, we are proposing to concede much less than was originally asked for by the Governments of the United Provinces and the Punjab. Regarding jails of the 6th class, we would remark that previous to 1889, an allowance of Rs. 50 a month was admitted for the charge of District Jails with a population of less than 50 prisoners. The allowance was discontinued in that year, because it was considered that such charges did not make serious demands on the time or labour of the Superintendent. On a reconsideration of the question, however, we accept the representations recently made to us that the responsibility which the charge entails should be recognized by some small addition to the emoluments of the officer on whom it rests; and we propose accordingly to admit a small allowance of Rs. 25 a month for the charge of jails of this class.

6. Under the present procedure the classification of District Jails for the purposes of determining the allowances admissible is fixed in April of each year on the average daily population of the year preceding. In not infrequent instances, however, this method of calculation has been found to work unfairly: inasmuch as a rise in the population does not affect the allowance until the year following that in which it occurred, when it may happen that another officer holds charge of the jail and draws the allowances earned by his predecessor, although as a matter of fact the population of the jail may have subsided during his own incumbency. After considering various alternative suggestions, we think that the fairest method of determining the allowance for the charge of each jail will be by arranging that a certificate of the daily average population during the month for which the allowance is drawn should be furnished at the close of the month by the Jail Superintendent to the Accounts Officer who passes his salary bills.

7. We request Your Lordship's sanction to the scheme described in the foregoing paragraphs of this Despatch. The excess expenditure which it involves amounts to about Rs. 77,100 per annum.

We have the honour to be,

MY LORD,

Your Lordship's most obedient, humble Servants,

(Signed) CURZON,

" KITCHENER.

" T. RALEIGH.

" E. FG. LAW.

" E. R. ELLES.

" A. T. ARUNDEL.

" DENZIL IBBETSON.

India Office, London,
3rd February 1905.

Public,
No. 20.

To His Excellency the Right Honourable the Governor General of
India in Council.

MY LORD,

I HAVE considered in Council your Government's Financial letter No. 348, dated the 22nd September last, submitting proposals regarding an increase in the present emoluments of Indian Medical Service officers in civil employment. I have also had under my consideration, in connection with this matter, the letter of the same date, No. 342, relative to the salaries of commissioned medical officers in charge of first and second class central jails and the letter from the Government of India, No. 212 of the 16th July 1903, relative to the allowances of medical officers for the executive charge of district jails, the disposal of which had been postponed pending the formulation of the general scheme now submitted.

2. The proposals regarding medical officers in civil employment are supplementary to those sanctioned for medical officers in military employment in my predecessor's despatch No. 120 of 2nd October 1903, and the delay in submitting them has been due to the more complicated nature of the question of the emoluments of civil officers. The present scheme is the outcome of long and careful consideration in consultation with the local Governments, and I share the hope of the Government of India that it will result in ensuring a contented and efficient staff of officers. The general principle upon which it is based is the maintenance of the relation between military and civil pay, which, so far as the larger proportion of civil medical appointments are concerned, has existed since 1867. I approve the proposal to retain this principle and apply it to the higher standard of pay sanctioned by my predecessor's Despatch. As regards the general body of the civil medical service, the effect will be to allow civil and agency surgeons of the first and second classes respectively to draw Rs. 50 more or Rs. 50 less than the consolidated salary for the charge of a native regiment.

3. It is not necessary for me to refer in detail to the various items of the complex scheme submitted by your predecessor in Council. It will be sufficient for me to advert to those matters regarding which I do not quite agree with the proposals.

4. To dispose first of the letter from the Government of India, No. 212 of the 16th July 1903, it does not appear to me that, in view of the higher pay proposed under the present scheme, any revision of the allowances granted to medical officers for executive charge of district jails is necessary.

5. With regard to the question of the salaries of Superintendents of central jails dealt with in the correspondence ending with your predecessor's Financial Despatch No. 342 of the 22nd September last, it appears to me that in lieu of the scales proposed in paragraphs 4 and 5 of the letter from the Government of India, No. 326 of the 6th November 1902, and now again recommended, it would be preferable to adopt, as in other Departments, a scale of pay fixed in relation to consolidated military pay. The fact that "accelerated promotion" has recently been sanctioned* as a reward for serious study in any officer's particular branch of work is an additional

*Military Despatch no. 145, dated 11th November 1904.

reason why scales of pay should, as far as possible, bear some relation to military

rank. I am of opinion that consolidated pay Rs. 100 and Rs. 50 higher than that drawn by a medical officer in charge of a native regiment would be suitable for officers in charge of first and second class central jails respectively. Should these rates not prove high enough to attract efficient officers to the Department, a scale slightly higher, but fixed in relation to consolidated military pay, might be allowed.

6. Your Excellency's predecessor in Council proposes that the Sanitary Commissioner for Bengal should receive pay at the rate of Rs. 1,500, rising by increments of Rs. 100 to Rs. 2,000, while the other Sanitary Commissioners should receive pay at the rate of Rs. 1,500, rising by increments of Rs. 60 to Rs. 1,800. I am unable to agree that there is any good reason arising from the exceptional expense of living in Calcutta for making this distinction, and I am of opinion that the pay of all the five Sanitary Commissioners alike should be fixed at the latter rate.

7. The staff allowance of Rs. 200 a month proposed for Deputy Sanitary Commissioners appears to me to be unnecessarily high. It will, I think, be sufficient to fix it at Rs. 100 in addition to consolidated military pay.

8. The proposal with regard to the Calcutta Port Health Officer, namely that he should receive the pay of a first-class Civil Surgeon *plus* a staff allowance of Rs. 300, goes far to bring the post to the level of that of the Port Health Officer at Bombay of which the duties are understood to be more arduous. I think it will be sufficient to adopt for Calcutta an allowance fixed at Rs. 100 for an officer of less than ten years' standing, Rs. 200 for ten and under fifteen years, and Rs. 300 for 15 years and over, or, if you think fit, the mean, Rs. 200, might be adopted.

9. Subject to the foregoing comments, I give my sanction to the proposals of your predecessor in Council. I have carefully considered the request that the new rates of pay should come into operation retrospectively from the same date as the new rates came into effect for military medical officers, namely, the 13th August 1903. I regret that I am unable to accede to this request in its entirety. Concessions to one branch of a service often lead to concessions to another branch, and it seems undesirable to admit the principle that all such concessions should have effect from the same date. In view, however, of the circumstances of the case, the long though unavoidable delay in settling the scheme, and the expectations that have naturally been raised, I sanction the new rates of pay coming into effect from the 1st April 1904.

I have the honour to be,

MY LORD,

Your Lordship's most obedient, humble Servant,

ST. JOHN BRODRICK.

