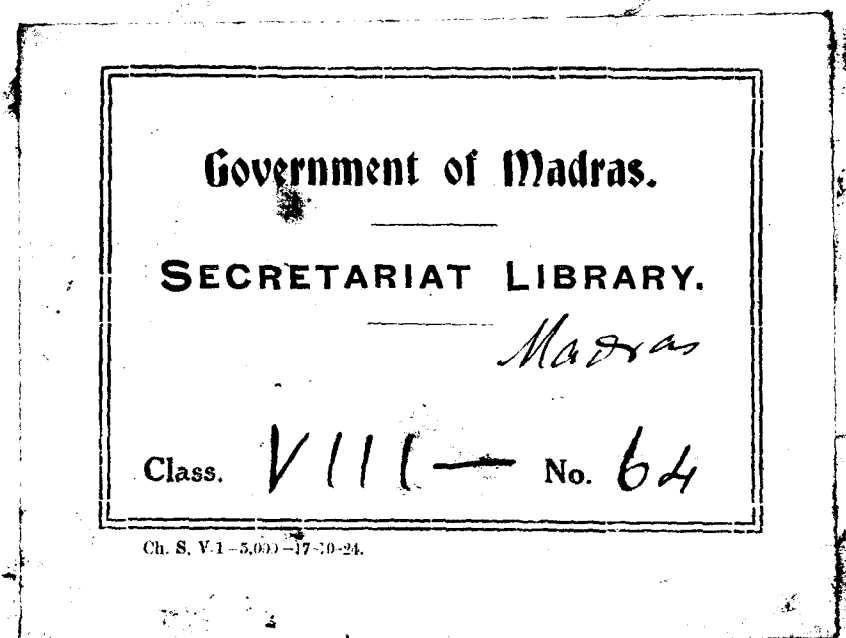




**The Principles of Borstal Treatment
as applied to Indian Prisoners.**

2567/8

VIII
64

**The Principles of Borstal Treatment as
applied to Indian Prisoners.**

By

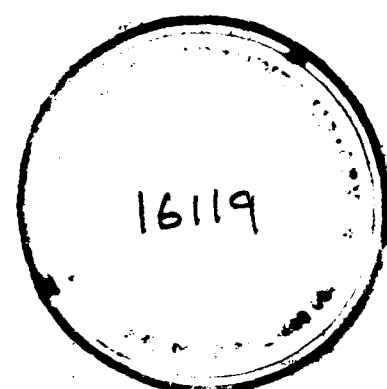
Captain F. A. Barker, B.A., M.B., B.C., I.M.S.,

Superintendent, Borstal Central Jail, Lahore.



Lahore:

**PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRINTING, PUNJAB,
1918.**



CONTENTS.

	Pages.
<i>Chapter I.</i> —Borstal institutions : Their inception, development and present position. Definition of a Borstal Institution.	1
<i>Chapter II.</i> —The Borstal system : General considerations of principle and practice. Suitability for India.	3
<i>Chapter III.</i> —The classification of juvenile-adults or adolescents—	
(a) Before admission	7
(b) After admission	9
<i>Chapter IV.</i> —Methods of reform	11
<i>Chapter V.</i> —The employment of inmates	14
<i>Chapter VI.</i> —Offences, punishments and rewards	17
<i>Chapter VII.</i> —The establishment	20
<i>Chapter VIII.</i> —Hygiene, buildings, clothing, dietary, medical and sanitary.	22
<i>Chapter IX.</i> —Financial aspects of the Borstal System	24
<i>Chapter X.</i> —The after-care of released prisoners	26
<i>Chapter XI.</i> —Results—	
(a) In England	33
(b) In India	36
<i>Appendices.</i> — I.—The Prevention of Crime Act, Part I	i
II.—Time-tables of employment of prisoners	iii
III.—Suggested courses of instruction in certain trades	iv
IV.—Suggested addresses to be used on admission and discharge.	v
V.—A form of card suggested for recording histories of inmates on the Card index system.	vii
VI.—Schedule for license of conditional release	viii
VII.—Forms for use by Borstal Committees	xi
VIII.—Sample Rules and Regulations for a Released Prisoners' Aid Society.	xvii

INTRODUCTION.

THE aim of this small Manual is not so much to lay down hard-and-fast rules for the conduct of Borstal jails or similar institutions in India, but rather to describe or suggest general principles which may serve as a guide for their conduct, not only in the Punjab but throughout India and its dependencies.

Details will no doubt require modification according to the varying conditions in the different Provinces, but it is intended that such details should be left to the option of the Inspector-General of Prisons, or the Superintendent of the jail. For instance, the winter time-table for the Punjab would be unsuited for the Madras Presidency and the diet in the former would vary greatly from, say, that of Burma.

In drawing up the Manual, the writer has freely consulted the various publications referring to the reformation of the juvenile-adult or adolescent, issued from time to time. He is also indebted to Dr. Quinton's book on "The Modern Prison Curriculum", to Lieutenant-Colonel Mulvaney's Report on the administration of English prisons, to Captain Finlayson's report on the Borstal system as carried out at Borstal, Kent, and to Jailor Mithan Lal's account of the Juvenile Jail, Bareilly.

For the rest, the proposals suggested in the Manual are mainly the result of the experience gained while organising the Borstal Central Jail at Lahore, and in this he is deeply indebted to the present Inspector-General of Prisons, Lieutenant-Colonel G. F. W. Braide, I.M.S., who, by his experience and ever-ready sympathy, has helped the writer greatly in avoiding pitfalls and in establishing the principles of the system.

F. A. B.

September 1914.

Note.—Throughout the Manual, the terms "Juvenile-Adult" and "Adolescent" are considered as synonymous.

THE PRINCIPLES OF BORSTAL TREATMENT AS APPLIED TO INDIAN PRISONERS.

CHAPTER I.

BORSTAL INSTITUTIONS: THEIR INCEPTION, DEVELOPMENT AND PRESENT POSITION.

Definition of a Borstal Institution.

DURING the latter part of the 19th Century and the first years of the 20th, private philanthropy in England had gradually provided in that country some 40 reformatories, where at the present time over 5,000 children, committed by magistrates before their 16th year, are housed and taught. Before 1909, however, there was no separate place of detention, save prison, for that large and important class of young offenders, the "juvenile-adult" or "adolescent", convicted after their 16th year.

But for 15 years or so before 1909, experiments dealing with this class had been in progress. In 1895 the Paris Congress had raised the dividing line between the juvenile and the adult to 18 years of age: in the United States the maximum age for reformatory treatment was raised to 30. Startling experiments were made under the "Elmira" system in the reformation of young adults, and still more startling results were claimed.

In England, the advance was more slow, but the Prison Commissioners, under the able chairmanship of Sir Evelyn Ruggles-Brise, K. C. B., continued to make progressive experiments in the direction of reformatory treatment of young offenders committed to prison before their 21st year.

The Prison Committee of 1894 had recommended "that a determined effort should be made by Government to lay hold of the incipient criminal at that age when he is too old for the treatment of the reformatory school and still too young to be allowed to drift hopelessly down the current of crime without a serious attempt at rescue, through a succession of short sentences in ordinary prisons".—(*Mulvany*).

The Commissioners began their experiments in Bedford Prison, and then allotted a wing of the Chatham Prison in Kent to a trial of the special reformatory methods which were apparently so successful in America. To these methods, which were started in England in 1902, was given the name "The Borstal system," from the village of Borstal, near Chatham, where the methods were tried and developed, and where, at the present time, is situated the institution which has become so well-known by all those interested in Criminology, especially that branch of it called by Commissioner Booth-Tucker, of the Salvation Army, "Criminocurology".

The experiments carried out during these early years demonstrated the following facts:—

- (1) The specialization and individual attention essential in dealing with young criminals cannot be obtained in ordinary prisons.
- (2) A succession of short sentences tends rather to accentuate than to arrest the habit of crime.
- (3) Little or no good can be accomplished in less than 12 months; a sentence should not be less than 3 years, conditional liberation being freely granted.
- (4) The corner-stone of the system is a well-organised after-care association.
- (5) Elaborate and costly methods are as necessary for youthful offenders as for convicts sentenced to penal servitude.

The results of these experiments were so satisfactory that in 1908 Parliament passed a most important Act, called "The Prevention of Crimes Act", which dealt with the special treatment of young offenders, and formally recognised the establishment of Borstal institutions. The section of the Act which deals with juvenile-adults and

Borstal institutions is added as an Appendix to this Manual. "It was designed to stop the manufacture of habituals by placing youths of criminal habit or tendency in Borstal institutions to be rescued from crime and trained in habits of industry".—(Quinton.)

This Act has established—

- (1) a sufficient length of sentence for good influence to operate:
- (2) a power or conditional license, by which a hold can be kept on cases after discharge:
- (8) the co-ordination and co-operation between official and non-official authority as represented by the personnel of the Borstal institution.—(Mulvany.)

There are now in England four Borstal institutions:—

- (1) Borstal itself, with an average population (in 1913) of 398.
- (2) Feltham, in the valley of the Thames, with an average population of 367.
- (8) Canterbury, with an average population of 28 (in 1913), but the numbers have now risen to about 50.
- (4) Aylesbury, where a wing of the female prison is set apart for girls only, and where the average population in 1913 was 78, though it now contains about 90.

Borstal and Feltham are set apart for those undergoing the full Borstal treatment. Canterbury is really an ordinary local prison where a wing is set apart for adolescents who are not found amenable to the ordinary Borstal treatment.

The Governor, in his report for 1913, divides the inmates into three classes:—

- (a) Those who have shewn themselves unfitted for their surroundings at Borstal or Feltham, and who, while here, show no desire to do any better or to improve in any

way. They do not seem to realise that there is a future after leaving here. Some are very troublesome, while all are cunning and malicious."

- (b) Those sent from Borstal or Feltham for similar reasons, but who, whilst here, show a desire to reform, and who go back to the above-named institutions. A good many try, but very few succeed in getting back. Their chief enemies are their own tempers. At the commencement they are usually quite as troublesome as class (a), but settle down and give no more trouble than can be expected from impish boys.

- (c) Those whose licences have been revoked. They mostly belong to the class which, so long as it is under strict control and discipline, will not go far wrong. They give no trouble and seem quite decent lads."

It will be seen from the above that the total number of juvenile-adults confined in the three institutions for males, in 1913, totalled 793, but the latest information shows that the demand on the accommodation provided has increased steadily, and that about 1,000 inmates are now housed by them. But these figures refer only to those sentenced to the "Full Borstal" treatment; and does not include the far larger number of juvenile-adults considered unsuitable for the full treatment on account of shortness of sentence or other cause. These remain at their local prison of commitment, of which there are 56; are placed under a "modified" Borstal treatment and are looked after by local Borstal Committees, attached to each prison. The above shows that in England the principle of classification and separation of cases is carried out, a principle which, as applied to India, is discussed in subsequent chapters.

In its opening section, the Prevention of Crimes Act orders that an offender, to be suitable for detention in a Borstal

institution, should be "not less than 16 nor more than 21", but it permits the Secretary of State to extend this limit under certain circumstances, to the age of 23. The Prison Commissioners soon felt that, though the age for Borstal treatment (16—21) was wisely chosen, there was left a large category of young persons of both sexes who, though over 21 years of age, are, in many cases, singularly youthful in habit and demeanour; and who ought not to be relegated to the adult class without, at least in those cases which offer some chance of amendment, special effort being made by means of special treatment to divert them from criminal courses.

They, therefore, began to experiment in two or three jails by separating offenders of 21—25 years of age who would, apart from the fact of their age, have been suitable for the Borstal treatment. "These were not placed in any sense under the Borstal system; the orders were that they should be kept in strict discipline, employed at hard and continuous labour and that they should be the subject of special individual interest on the part of the senior officers and of the unofficial visitors. Special attention was also to be given to their assistance on discharge." They conclude in their 1913 Report—"We see no reason why a cautious step forward should not be taken by extending the age for special treatment to 25, and though success cannot be assumed, it is worth making the effort to attain it, if the criminal career of even a small percentage of the young recidivists can be arrested before it is too late." (For the latest information regarding the Lancaster Prisons experiment, see report by the Governor, Mr. Hins, at the conference of Discharged Prisoners' Aid Societies, held in May 1914.)

At present, however, a young offender, to be admitted to a Borstal institution, has (with the above-mentioned rare exception) to be between the ages of 16 and 21, and the limit of detention is "not less than 1 year and not more than 3 years". A magistrate has not the power to commit a person direct to a Borstal institution. This is left to the higher court, and the latter must satisfy itself that the case is a suitable one. There is nothing to prevent the committal of a young

offender to a Borstal institution on a first conviction, if the past history justifies that course. In fact, the Borstal Report for 1913 points out that 63 of the boys discharged that year were sent to Borstal on first conviction; on the other hand, a boy who has apparently exhausted all other reformatory efforts should not necessarily be deemed likely to profit by Borstal treatment.

In addition to the question of age, before committing an offender to a Borstal institution, it must "appear to the court that, by reason of his criminal habits or tendencies, or association with persons of bad character, it is expedient that he should be subject to detention for such term and under such instruction and discipline as appears most conducive to his reformation and the repression of crime."

The Act of 1908 defines Borstal institutions as being "places in which young offenders whilst detained may be given such industrial training and other instruction, and be subjected to such disciplinary and moral influences as will conduce to their reformation and the prevention of crime."

They are, in effect, State Reformatories for young men and women convicted between their 16th and 21st years.

The application of this to the Indian Empire is the subject of the succeeding chapters.

CHAPTER II.

THE BORSTAL SYSTEM.

General considerations of principle and practice. Suitability for India.

In the first chapter, a short description was given of Borstal institutions in England and their origin. We now come to the consideration of the Borstal system itself and its applicability to India.

In the report of Borstal for 1912, Borstal institutions are described as being "the dustmen of the State," that is, they receive that for which Society has no use. The report goes on to say—"A part of what they receive cannot be made of use: the weak-minded, the born-tired offspring of the unfit, the vicious and the furious tempered, cannot be found an enduring space in

the open. Another part has got into the institutions as it were by accident, through the fault of others, and may readily be restored to honourable uses. The largest part is dingy with misuse or broken or deteriorated by neglect, but it can be dusted and repaired into something merchantable, and that is the work of Borstal institutions."

In the following year's Report we read—"Great are the difficulties of those who have to attempt the physical and moral re-construction of boys whose souls have become dingy, their muscles slack, and their outlook on life blurred."

And yet it should be the general aim of those in charge of these institutions, both in England and India, to change an illiterate, ill-developed youth with little or no moral character and probably no good means of livelihood into a fairly intellectual man, with an upright and well-knit frame, sufficient knowledge of a useful trade to enable him to earn his living honestly, and with habits of self-control, temperance, and obedience to his superiors and the law.

If we try to trace habitual crime back to its source, we usually find that source, whether in England or India, to be juvenile depravity; and, therefore, if we wish to devise some rational scheme for the reformation of criminal character, we must bring to bear upon it those influences which are known to have the best effect on the young.

And of these, religious and moral influences must always take the first place.

"Through these alone", as Quinton remarks, "can be acquired that *moral sense* which is wanting in persons of criminal habits and is nevertheless a fundamental requisite for mankind in every relation of life. It is perhaps conceivable that a criminal may be *reclaimed* by fear of punishment, or by motives of expediency; but he cannot be genuinely *reformed* without an awakening of conscience, or without the acquisition of some degree of moral sense. As the latter kind of conversion is the best cure, being radical in its conception and permanent in its operation, it is the ideal objective in a sound system of criminal therapeutics."

The first aim, therefore, in carrying out the principles of the Borstal system, must be to alter the moral view of life

of the young offender, and this means that every member of the staff, from the highest to the lowest, should be carefully selected and be the best that can possibly be obtained. "Next in importance is the formation of a habit of hard work. In Indian jails, the lot of the prisoner is often better than when he is free, as he has no anxiety about his food or clothing, he is sure of a roof over his head and of care and attention when he is sick. Unless an offender is taught in the Borstal institutions to work hard for the same number of hours daily as he will have to work when released, the time and the money spent on his training may be entirely thrown away. Therefore, in addition to moral and intellectual agencies for the reformation of character, we must supplement measures for promoting the habit of hard work and physical efficiency. Amongst these may be considered good hygiene, drill or exercise suited to their capacity, and employment at some useful kind of productive work—an agency which makes at the same time for the mental, moral and industrial rehabilitation of all who come under its influence."

For the purposes of reformation, morality, education and labour are the three essential components of a sound criminal curriculum. All three are interdependent, and whether the criminal is to be reclaimed from evil courses, or actually reformed in character, it will be found that each of them tends to promote the main object of fitting him for a return to honest life."

It will not be out of place to mention in this connection the resolutions which were unanimously adopted by the 1910 Congress:—

(a) The essential principles on which the modern reformatory method is based are—

- (1) that no prisoner, no matter what his age or past record, should be assumed to be incapable of improvement:—
- (2) the conviction that it is in the public interest not merely to impose a sentence which shall be retributive and deterrent, but also to make an earnest effort for the reformation of the criminal:

(3) that this reformation is most likely to be accomplished by religious and moral instruction, mental quickening, physical development and such employment as will place the prisoner on a good industrial basis:

(4) that the reformatory system is incompatible with short sentences, and a relatively long period of reformatory treatment is more likely to be beneficial than repeated short terms of imprisonment under severer conditions:

(5) that reformatory treatment should be combined with a system of liberation on parole under suitable guardianship and supervision on the advice of a suitable Board.

(b) (It is strongly to be desired that a system of special treatment be adopted for adolescent criminals, whether recidivist or not.

(c) Tribunals should be able to sentence to special treatment, which—

(i) should be sufficiently long to permit of the full application of all possible means of reformation;

(ii) shall admit the right of conditional liberation as mentioned above.

The above authoritative statement, drawn up by a body of experts, gives in a succinct form the principles of the Borstal system; it has served as a guide in the development of the system in England; it may well serve as a guide for all those connected with criminology in India. And this does not merely mean the officers of the Jail Department. It is just as important that all judicial officers should be thoroughly conversant with the principles of the Borstal system, while the Police Department and influential Indian gentlemen should also study it with care.

Length of sentence.—For the judicial officer one of the most important principles to assimilate is undoubtedly that mentioned in paragraph (a) (4) above.

One cannot help being struck by the universal demand, by all those

who have had to deal with juvenile-adults, for longer sentences. The Prison Commissioners in their report for 1913 state—"We have on many occasions during recent years called attention to the futility and harmfulness of repeated short sentences, especially in the case of young and trivial offenders. The almost unanimous voice that comes to us from prisons, be it of officials or voluntary workers, calls for legislative remedy. Our concern is more especially with the thousands of young persons who are now graduating to the later stage of incurable recidivism under the futile system of recommitment for petty offences."

Reading through the reports of all the Borstal institutions or Borstal sections of ordinary jails, one sees, repeated in almost monotonous sequence, the utter condemnation of the very short sentence for young offenders.

In reality neither prison nor a Borstal institution is the place for such, and in England this principle was admitted by the Probation of Offenders Act of 1907. Almost as frequent as the condemnation of a short sentence is the demand for long ones. As the Governor of Feltham remarks—"A boy sentenced to detention in a Borstal institution is, as a rule, a thorough young scamp, and it is impossible to reform a scamp in less than two or three years. Boys with a 12 months' sentence do not try to reform. It frequently takes nine months to a year, or even longer, to settle down; he then has to be put on trial, and trusted to work alone before the subject of remission of sentence can be thought of". (Mainly on the above ground the minimum period in which a youth can obtain his "Special grade" has been raised from six to nine months.)

In fact, all the authorities of Borstal institutions require a year at least for effecting any good results with youths of 16—21 years of age.

Age at sentence.—The younger he is the more promising are the chances of his ultimate reform. "Experience has long since taught prison administrators that the success of reformatory measures has hitherto been in an inverse ratio to the age of the offender. Youthful law-breakers have proved generally amenable to civilizing and

curative treatment, whilst those of mature years and fixed habits have, on the contrary, defied all the zeal and all the efforts of even the most ardent reformers".—(Quinton.)

"The most recent statistics of the Borstal Association bear out the above dictum. Of the 411 boys discharged from Borstal institutions in 1913, the percentages of those who are doing well are as follows :—

	Per cent.
Sent when under 17 ..	82·85
Between 17 and 18 ..	82·64
Between 18 and 19 ..	82·47
Between 19 and 20 ..	74·48
Between 20 and 21 ..	73·07 "

These principles have already, to some extent, been recognized in India; and, in most of the jails run on reformatory lines, the very short sentence prisoner is excluded, and the maximum sentence is longer. In the United Provinces juvenile-adults are admitted up to a maximum of 10 years; in Burma up to 5 years; while in the Punjab Borstal Jail, they are admitted even if sentenced for life, and there are at present no less than 23 such in the jail. This same jail, however, admits any juvenile-adult, whatever his sentence, and as over 4 per cent. have sentences of under four months and 13·5 per cent. between four months and a year, there is evidently room for reform in this connection.

There can be no doubt that the Borstal system is just as well suited to India as to European countries. The Indian young offender is as amenable to its reformatory measures as any young criminal in England, and the results, we feel sure, will fully justify the experiments that have been, or are now being made. It is too early yet to try to prove this by the aid of statistics, and statistics will at any time be difficult to obtain in India, and unreliable when obtained. Also it is thought, and with good reason, that it would be inadvisable, at the present stage, to try to obtain such statistics; but nevertheless it appears to be our clear duty to go forward, relying on the proofs that have been furnished in other countries and on the general evidence of its good results that are already apparent in India.

The system in England has been organised to a point which it will take

many years to reach in India, and it will be impossible to carry it out to the fullest extent in this country until the general public, both European and Indian, have been educated to recognize the worth of its principles and offer their assistance in carrying them out.

The system can be carried out very fully as far as it concerns the actual time spent in detention, but it is the "before and after" that presents most difficulties. For instance, in England, young offenders convicted of trivial offences can, under the Probation of Offenders Act, be placed under the supervision of a Probation Officer and not be sent to prison at all. In India, this method is non-existent, and there would be considerable difficulty in finding suitable and trustworthy Probation Officers even if it did exist.

Similarly, in England, the various societies, etc., for the after-care of young offenders are numerous and well organised, whereas in India they are few and far between. Hence the after-care of prisoners, which is said to be the chief corner-stone of the whole system, is, in India, a matter of great difficulty.

The result of this state of affairs is, that young offenders, however short their sentence, must be admitted to jail.

Remembering the universal opinion of experts that it is useless to send offenders with short sentences to a Borstal institution, it would appear most advisable to keep in any case those offenders sentenced to less than four months at the jails of the district where they were sentenced. Here they could be kept apart from the other prisoners, either in separate confinement, or in a special barrack set apart for them.

Most provinces in India have by now erected special institutions for the reception of juvenile-adults, but the capacity of these varies greatly, and only in the Punjab has an institution been built capable of holding all the juvenile-adults of the province. It, therefore, becomes necessary as well as advisable to limit the numbers of those suitable for admission by some method of classification.

But if accommodation is available for all it would appear best to gather into one institution, and under one spe-

cially trained staff, all juvenile-adults, sentenced to four months or over. Their classification and separation can then be made in the institution itself. For it will take years of work to educate all, even of the Jail Department alone, in the principles of the system, and it would be useless to try to carry out the modified Borstal treatment in district jails with an untrained staff. Also it is difficult enough to organize a system of after-care with one central institution and committee; it would be next to impossible to induce 20 to 30 "Borstal Committees" in each province to deal individually with juvenile-adults at all the several district jails.

This may be possible in years to come, but at present the scheme outlined in Chapter III appears to be the most feasible one.

CHAPTER III.

The classification of juvenile-adults or adolescents.

(a) **Before admission.**—It has already been stated that, in England, the decision whether or no a young offender is to go to a Borstal institution is left to the higher court. The latter must satisfy itself that such a procedure "is expedient by reason of the offender's criminal habits or tendencies, or his association with persons of bad character; and that his health and mental condition and other circumstances of the case, as presented by the Prison Commissioners in their report at the trial, are such that he is likely to profit by the instruction and discipline of the Borstal institution."

The factors determining the eligibility of such for special treatment are fully described in Lieutenant-Colonel Mulvany's report. They fall into six classes :—

Those with sentences of—

- (1) one month or less :
- (2) over one month and less than four months :
- (3) over four months and less than one year :
- (4) one year and over, with previous good character :
- (5) one year and over, who are of criminal habits or tendencies, or associates of bad characters who require

to be detained for their own reformation and for the repression of crime, and who are of good physique and in good health :

- (6) one year and over, who are of criminal habits or tendencies, or associates of bad characters who require to be detained for their reformation and for the repression of crime, but who are in bad health or of poor physique, or who have been in a reformatory school or Borstal institution before.

Of these—

Prisoners of class (1) are ineligible for special treatment; prison discipline is, however, modified as follows :—

- (a) They are, when practicable, specially located on reception.
- (b) They are placed under the special care of the Borstal Committee.
- (c) They are specially visited in their cells by the Chaplain or Minister, or by a member of the Borstal Committee interested in their welfare.
- (d) They may be permitted by the Governor to drill with the juvenile-adults in lieu of exercise.
- (e) If sentenced to hard labour, they will be employed in separation on stone-breaking, wood-chopping, or other special form of hard labour. They will be kept under special supervision and the authorized task will be rigidly exacted.

Prisoners of classes (2), (3), (4) and (6) are subjected to the "Modified Borstal Treatment," class (2) at the prison of commitment, and classes (3), (4) and (6) at a collecting centre. Prisoners of class (5) alone are subjected to the "Full Borstal Treatment" at a Borstal institution.

The reasons why only persons of bad character are sent to a Borstal institution are—

- (1) The great danger of possible corruption from association with bad characters.

(2) The great success attained by the "Star Class" classification (selected casuals).

(3) They would fill places that would be more usefully occupied.

Mulvany criticises this classification, in that it does not give as good a chance to the lad of bad health or poor physique, nor does it touch the petty criminal. Moreover, it throws together the best and the worst of the rejected ones in the modified treatment at local prisons. He adds—"I can see no logical escape from the conclusion that sooner or later all prisoners, certainly all juvenile criminals, must be subjected to special treatment, apart from any consideration of health, character or sentence. A further criticism is that a youth is given only one chance, being apparently looked upon as incorrigible if reconvicted after having been in a reformatory or Borstal institution. Such a case would, perhaps, be one for even more specialized Borstal treatment."

Practice in India.—In India the cases considered suitable for admission vary in the different provinces. Burma was one of the first to take up the question (1907); in this province they are admitted from 15 to 18, provided that—

- (1) the sentence does not exceed five years,
- (2) the prisoner is not an habitual;
- (3) he has not previously been in the special jail for not less than 12 months;
- (4) confinement in the special jail would not be dangerous to the health of the prisoner himself or its inmates;
- (5) the prisoner is not specially turbulent or dangerous.

In Bengal (1908) prisoners are admitted from 16 to 19, i.e., a year later in each case—subject to a minimum sentence of three months.

The United Provinces took up the question the following year (1909), and admit non-habituals under 21, so long as they are not—

- (1) short-sentence prisoners;
- (2) sentenced to over 10 years;
- (3) members of criminal tribes;
- (4) convicted of unnatural offences.

Madras followed in 1910, and admits prisoners from 15 to 21; while last, but not least, the Punjab in 1911 built a cellular jail capable of holding 1,000 prisoners. The limits of age for admission were first fixed at 16—21, subject to a minimum sentence of four months, but the limit was subsequently raised to 23 years. As regards this limitation of age however, it must be remembered that in India hardly a single prisoner has any accurate knowledge of his real age, and that therefore the determination of it rests with the courts, or the Superintendent or Medical Officer of the jail to which he is admitted.

The above details show that there is considerable difference of opinion as to the classification of prisoners which should be adopted before admission. The limitations made in certain provinces may, however, be due merely to lack of accommodation.

I see no other important reason for excluding—as is done in the United Provinces—long termers, members of criminal tribes and those convicted of unnatural offences. Experience in the Punjab Borstal Jail, where all these classes are admitted, has already shown them to be very amenable to Borstal treatment; while the results effected by the Salvation Army in dealing with the criminal tribes are an additional argument in favour of their treatment on Borstal lines.

The separation of casuals from habituals is important, because of the great danger of moral contamination, and, therefore, in provinces where accommodation is limited, it would be better to commence with the casual class. When this class is provided for, the habituals could be taken in hand.

In any case when selection is possible it should be remembered that it is of great importance that the success of the Borstal system should not be endangered by putting under it juvenile adults who are not likely to derive benefit from it.

Captain Finlayson, in his report, considers that, on the above grounds, "it is not advisable to apply the system to the following cases:—

- (a) Offenders of bad health or such poor physique as to be unfit for drill or hard manual labour; for the discipline in a Borstal jail

involves hard work and muscular exercise and therefore cannot be applied to the above-noted cases.

- (b) An offender who has already had the benefit of the Borstal training and had not profited thereby. (This is true, as a general rule, of offenders who have served a term of detention at a reformatory school.)

But if, as in the Punjab, all juvenile-adults are sent to the Borstal jail, special regulations must be devised for their separation and treatment.

Captain Finlayson's proposals regarding the classification of prisoners to be admitted to a Borstal jail include the following:—

"When a person is convicted on indictment of an offence for which he is sentenced to rigorous imprisonment and it appears that—

- (1) the person is not less than 16 years and not more than 21 years, and
- (2) that, by reason of his criminal habits or tendencies or association with persons of bad character, it is expedient that he should be subject to detention for such term and under such instruction and discipline as appears most conducive to his reformation and the repression of crime; such person shall pass a sentence of detention under penal discipline in a Borstal central jail: provided that the character, state of health and mental condition of the offender and other circumstances of the case are such that the offender is likely to profit by such instruction and discipline."

"As soon as any person eligible for detention in a Borstal central jail is sentenced, arrangements shall be made for his immediate removal thither, and until such arrangements can be made, he will be specially located and segregated in the prison of the district whence he was committed, and be subject to the jail rules for offenders sentenced to simple imprisonment; and any person so located shall not be al-

lowed to associate with any prisoner except members of the adolescent class, and shall be removed to the Borstal central jail as soon as accommodation is available."

(One point on the above is open to criticism; it would be better to give such a prisoner, while in the district jail, a full day's task in a cell rather than to allow him to fritter away his time as a "simple prisoner.")

"Adolescents will not be included in any recommendation for transfer from the Borstal central jail to relieve overcrowding, and under no circumstances must adolescents be removed in company with adult prisoners."

(b) *After admission.*—If selection has been possible before admission to a Borstal jail, the classification of inmates will be much simplified. But we will suppose,—in order to make the classification as complete as possible,—that all juvenile-adults between the ages of 16 and 21 are sent to the Borstal central jail.

The first point to ascertain is whether they are casuals or habituals. This should be the primary decision, and the two classes should be kept rigidly apart from the date of their admission till their discharge. The succeeding points must be taken in conjunction with each other: these are (i) length of sentence, (ii) health, and (iii) character.

Borstal classes—

- (I) Those with sentences of less than four months are ineligible for special treatment, and therefore will not go to the schools or learn a trade, but—
 - (a) they will work with adolescents, if in association;
 - (b) they will work, as far as possible, in separation and on hard manual labour. The authorised task will be rigidly enforced;
 - (c) they will, if medically fit, drill for one hour daily with the new arrivals;
 - (d) they will attend the moral lectures;
 - (e) they will be placed under the care of the Borstal Association, or similar organization, if such exist.

- (II) Those with sentences of four months and less than one year will belong to the "Modified Borstal" class. (I) (a), (d) and (e) apply equally to this class (and also to classes (III) and (IV), but—
- (i) they will not attend school;
 - (ii) they will not learn a trade unless their sentence is over six months when they may be taught masonry or some other quickly-learned trade, and then only if of the Casual Class;
 - (iii) they will attend drill for one hour daily if fit.

- (III) Those with sentences of one year and over, but of weakly constitution or intellect, or bad characters will be classed with class (II).

When it is only their health that prevents their inclusion in class (IV), they should be put into a convalescent gang, have light labour assigned to them, and be put on extra or special diet until their health and physique improves sufficiently to allow the "Full Borstal" system being applied to them. They should be drilled in special squads apart from those in good health and be under the care of a special drill instructor. Such inmates may also receive primary education.

- (IV) Those with sentences of one year and over, of good constitution and intellect will be placed in the "Full Borstal" class.

These will commence with two months' hard manual labour, as far as possible, in separation, and the authorised task will be strictly enforced. During this period they will do no drill.

After the first two months, they will drill daily for one hour, will be sent to the school for one hour, and will be put to learn a trade.

Only convicts of this class will be eligible for the "Special grade."

Grades.—In addition to being classified as regards the Borstal treatment to be given them, every prisoner sent to the jail should be placed in one of three grades. These are Ordinary, Penal, and Special.

Ordinary.—Every adolescent admitted to the Borstal jail will be first placed in this grade unless—

- (a) he has been previously admitted to a Reformatory or Borstal jail;
- (b) he is known to be a thorough bad character, from his previous history either in another jail or outside.

Penal.—Newly admitted adolescents will be placed direct in this grade if they fall under either of the sub-headings (a) or (b) above mentioned.

Convicts may be reduced to the penal grade by the Superintendent if their conduct in jail is such as to warrant severe measures, but no inmate shall be detained in it longer than is necessary in the interests of himself and others.

Special.—No adolescent is eligible for the special grade on admission to the jail. Promotion to this grade is the reward of good conduct, industry and general attention to instructions, both industrial and scholastic.

The special conditions governing each grade will be further dealt with in the chapter on punishments and rewards.

Post-Adolescent gang.—On attaining the age of 21 (or 23 in the Punjab), an adolescent will be promoted to the "Post-Adolescent" gang. These will be quartered in a special part of the jail (either in cell or association barracks) for the night, and will, as far as possible, be employed on duties of trust or authority. Those who have not become expert in any special trade may be made convict officials, or they may become work overseers.

This of course depends on their conduct and character.

If possible they will remain in the Borstal jail until released, but if necessary they may be transferred to ordinary jails.

Incorrigibles.—It cannot be expected that every adolescent, sent to a Borstal jail, will be reformed. A few will prove incorrigible and, in spite of all efforts, will persist in their evil ways and

be a bad example to their fellow prisoners. Such "incorrigibles" cannot be allowed to remain in the Borstal jail, and must be sent elsewhere.

CHAPTER IV.

Methods of reform.

Some mention has already been made, in the chapter on the Borstal system, of the methods employed in the reformation of the adolescents. It has been shewn that moral and scholastic training and technical instruction, supplemented by measures for promoting the physical efficiency of prisoners, are the essential components of the system, and all persons undergoing a sentence in a Borstal jail should be subjected to such disciplinary and reformatory influences and be employed on such work as may best be fitted to make them able and willing to earn an honest livelihood on discharge.

The reformation of the adolescent is, therefore, conducted on several distinct lines, which we may describe under the three heads (a) Mental, (b) Physical and (c) Moral.

(a) **Mental.**—This consists mainly of work in the schools. Some jails in India run on Borstal lines (such, for instance, as Bareilly) give two hours' education daily to each inmate. In a large institution such as that at Lahore, with about 700 inmates eligible for education in the schools, it is impossible to give more than one hour's tuition daily to each.

Also in the north, the cold weather days are so short that the hours for labour are already insufficient, even without deducting an hour for drill and another for school.

With only one hour's tuition daily progress cannot be rapid, and it must also be remembered that the majority of adolescents are very slow at learning the elements of reading and writing. It is on this account that the recommendation is made that only those adolescents with sentences of one year or over should be sent to the schools.

In most cases all that can be expected, in fact, all that is really desirable, is that those attending the schools should obtain such a grounding in reading and writing that they may

be able to read what is going on in the world around them, and so dis-
abuse their minds of misconceptions, and be able to express themselves in simple words in their own language. For this purpose proficiency in reading and writing up to the standard of the 3rd Primary examination, together with a knowledge of the 1st four rules of arithmetic, is all that is necessary, and more need not be attempted.

The primers and readers authorised for use in primary schools are not suitable for adolescents, having been drawn up for children, and it is much to be desired that a series of primers should be prepared, the subject-matter of which should be of more use and interest to older minds.

Much difficulty will probably be found in separating the inmates into classes, owing to the undesirability of mixing habituals and casuals and of splitting up gangs once they are made. An adolescent may be excellent at a trade, but unable to learn even the alphabet, and yet (once put in a gang with other long-termed skilled workers) he cannot be removed from that gang and placed, for his schooling, with the new arrivals without endangering the whole system of safe custody of prisoners. Difficulties such as these will constantly be occurring and must be dealt with, as they arise, according to the circumstances of each case.

The classes should be examined periodically by officials of the Education Department, and those adolescents who do well should be rewarded. Rewards, in the form of extra remission, might also be given on the completion of each primer, or other milestone in their progress, while the spirit of emulation and responsibility should be encouraged by making the most promising lads monitors of their class.

Adolescents with long sentences may become sufficiently skilled to undertake the work of vernacular munshis, while a selected class might be trained in copyist work in connection with the printing presses that usually exist in the ordinary jails.

Subject to the discretion of the Superintendent in each case, every adolescent who attends school should be allowed to retain his books, and be encouraged to work at them in his cell during his spare hours.

The above details refer solely to the secular side of the mental education, but the work of the teachers does not end here, and at least one hour in the week should be devoted to the teaching of moral subjects. This, however, is described under that head.

(b) *Physical*.—The training to be given depends so largely on the health of each individual that the medical aspect has to take first place. In the classification suggested in Chapter III, it was mentioned that, as far as possible, every adolescent, on admission, should be put on some form of hard manual labour in order to subdue his ungoverned spirits and accustom him to hard work, regular routine and submission to authority. The task actually imposed must depend on his state of health, and those who have to be placed in a convalescent gang can only be given labour suited to their strength.

Similarly with drill; only those in a good state of health can be given the hard physical varieties. The convalescent gangs must be taught light and easy exercises under the care of a special instructor, and, as far as possible, under medical supervision.

But the aim should be gradually to improve the physique of every adolescent so that he may be able eventually to do the authorised full task in the jail, and, when set free, possess a sound and healthy body which will help him to maintain himself in the struggle for existence and in earning an honest livelihood.

There are four important methods of improving the physique; two of these, labour and drill, have just been mentioned; the remaining two are gymnastics and games.

No one will deny the value of learning a trade as a method of reform, and the majority of trades are also useful in improving the physique.

There are very few persons, also, who will deny the value of physical drill and discipline. These, as Quinton remarks, "are found in practice to effect a wonderful transformation in the class who come under the Borstal treatment. Youths of slouching gait and furtive demeanour are rapidly endowed with a manly bearing and straight outlook which are in themselves valuable personal assets for a

new start in life, and which their instructors regard as indications of the best augury for their moral rehabilitation. In the home, the school, or the ordinary business of life, *rational methods of discipline* are educative influences which contribute largely to national efficiency; but in prison they are the very foundation-stone of all successful treatment, whether it be directed to the deterrent, the punishment, or the reformation of the offender."

The drill should be of two kinds: squad or company drill, and some form of Swedish or physical drill. In addition, all the movements of the convicts (including kit parades and food parades) should be carried out by words of command, as though these were in themselves special forms of drill, and gangs should, when moved, be made to "fall in" and march in squad or company formation.

Military precision, smartness and poise are thereby inculcated throughout the day, and it is astonishing how quickly in many cases, a slouching, ill-developed youth improves in appearance under this treatment. As in the case of the schools, the adolescents should be encouraged to improve in drill by the possibility of obtaining a reward. The most efficient should be appointed as squad or company commanders, and receive a special belt or chevron for use on parade. These can also be made to drill their squads or to instruct the new arrivals, and several instances have occurred at Lahore where an adolescent, trained entirely in the Borstal jail, has been able to direct a battalion of over 600 adolescents right through the various evolutions of company and Swedish drill.

As an aid to drill, selected adolescents can be taught to play the drum, bugle and fife. This they are able to learn quite readily, as any one knows who has heard the playing of native regimental bands.

Instruction in *gymnastics* is really a refinement of, or addition to, the ordinary drill, and therefore should only be taught to those who have become proficient in company and Swedish drill. It should, therefore, be confined to adolescents in the special grade and be dependent on good conduct. Owing to its character, also, it should naturally be confined to those in sound bodily health.

Games are valuable not only as a relief to the mind from the tedium of work, but also as a safe outlet for high spirits and as a means of physical development and a training in self-control and unselfishness. They should, however, be made the reward of excellence, and consequently limited to the special grade. One of the safest and best forms of recreation for adolescents is football; its only implement is quite harmless, it occupies the energies of a good number, and it is an excellent training in unselfishness and in taking knocks and tumbles in a sportsmanlike manner. Other forms of recreation, such as tug-of-war, leap frog, etc., might be tried at the discretion of the Superintendent, while in some provinces use might be made of any national game that there may be. As an instance, in Burma the game called, a form of football with a basket-work ball would be found suitable.

(c) *Moral*.—This head, though placed last, is by no means the least important method of reform. In fact in a country like India, where the lives and customs of the inhabitants are so closely bound up with their religion, reform on moral and religious lines must be of the first importance.

Each religion has its own tenets and code of morals, and this fact must be remembered in selecting the staff; for, in almost every Borstal jail that may exist in this country, there will be found inmates of two or more religious beliefs, and each main religion must be provided for.

Nevertheless, common ground may be found for the teaching of such general principles as belief in an Almighty God; truth; obedience; self-control in word, thought and deed; temperance; soberness and chastity; and such principles should be instilled into every inmate from the outset and not only by the appointed teachers but by every member of the staff, from the highest to the lowest. Similarly, the adolescent, though treated with firmness, and taught strict military discipline and obedience, should be *led* not driven, *persuaded* not forced. The staff should be encouraged to keep this ideal in view and to act upon it wherever possible.

Reform on moral lines should be commenced on the very day on which

the adolescent enters the jail. A short address (similar to that in use at the Bareilly jail, *vide* appendix No. IV, but suited to each particular jail) should be drawn up and read over to each new arrival. This address should explain the rules and regulations of the jail, and should point out that admission to it is the result of wrongdoing. It should warn the listener against misconduct while in the jail, and point out that punishment will inevitably follow such misconduct. At the same time it should urge him to reform in character and conduct, and the material advantages of such reform should be explained as an encouragement.

Definite moral instruction should be given by the teachers in school, and some form of syllabus should be drawn up for the purpose. This might include the learning by heart of prayers and religious books according to each form of religion.

The instruction given by the teachers should be supplemented on Sundays and festivals by the assistance of societies and authorised individuals not officially connected with the Jail Department. Such assistance should be welcomed and encouraged, for it is of the utmost importance that the general public should take an active interest in the reformation of these adolescents.

Each religious community represented amongst the inmates should be asked to send a teacher (whether pandit, maulvi, updeshak, etc.) to preach to his co-religionists.

Similarly, any authorised society working for the moral or social reformation of the nation might depute a lecturer to speak on such subjects as temperance, or the evils of drug-taking, cigarette-smoking and the like.

At the Borstal Jail, Lahore, the Salvation Army has on several occasions given cinematograph lectures to the inmates, and these are much appreciated and make a lasting impression. If the Borstal jail is at, or near, any educational centre, it should not be difficult to secure lecturers who would occasionally give addresses to the adolescents on suitable subjects.

"Cleanliness comes next to godliness," and therefore, in drawing up any scheme of reform, we should not omit

a course on the preservation of health, sanitation, general hygiene and the elements of first aid. These may be given by the sub-assistant surgeons of the jail itself. It is beyond the scope or intention of this Manual to enter into any full description of the detailed working of the system. All that can be done is to point out the general principles and methods by which the reformatory system is carried out; each Borstal institution must frame its own syllabus.

There is, however, one other important point that has not yet been touched upon, and that is the training of the sense of loyalty and responsibility. It can be developed by giving the adolescents duties which demand such qualities. This cannot be done until the individual has shown, by his good conduct, good work and general improvement, that he is worthy of the trust about to be reposed in him, and therefore candidates for such posts as night watchmen, work-overseers, monitors, etc., should be carefully selected. The Inspector-General of Prisons, Punjab, in a recent note, stated—"I am entirely in favour of appointing convict officials from amongst adolescents as a reforming measure of the greatest importance; the position should be the keystone of our arch of treatment. You may call them by any name you like,—monitors, star-class or convict officials; the position of responsibility and self-respect is the same and is a most desirable influence to establish."

CHAPTER V.

Employment of inmates.

Much has already been said on this subject in the last chapter; an important point to remember is that every minute of the adolescent's time—from the moment he rises until he is again locked up—should be fully occupied. "The devil finds work for idle hands to do," and this applies equally to idle minds. Consequently the day's programme should be so mapped out that one or the other is constantly occupied.

It has already been suggested that one hour daily should be allotted to drill and to education in the schools. Less, or more, may be decided upon in

individual jails; the point to remember is that each should receive due attention.

Directly the jail has been opened out latrine and washing parades should be held; the adolescents should then be marched to their respective drill grounds and made to fall in. This is the time for any one, who desires to do so, to report sick, and the sub-assistant surgeon must be present to examine all such cases and decide whether they are malingering or fit for hospital treatment, or whether it is sufficient to place them in a convalescent gang under a modified system of drill.

Those adolescents who are not given drill owing to solitary or separate confinement, punishment or some such cause, must be given tasks as soon as the latrine parade is over.

While the drill is proceeding, the cook-house staff are getting ready the morning meal, and immediately the drill is over, the adolescents should be marched in their squads or companies to their respective food parade grounds (which may conveniently be situated at the side of the drill ground itself) and have their food.

A certain amount of military precision may well accompany this food parade. For instance, at the Borstal Jail, Lahore, each squad, after the latrine parade, "forms fours," each individual having his cup and platter in his hands; the squads then march to their food parade ground, front turn, and at the word of command place their utensils in front of them in two lines on the ground. They then march off for their drill, and, on return in the same formation, find themselves each one opposite his own cup and platter; the latter have meanwhile been filled, the one with water and the other with food. The teacher in charge of the parade, or the warder in charge of the gang, then recites a prayer or grace, and at a fresh word of command (or on some parade grounds the beat of a gong) all sit and begin to eat.

Those in charge see that no interchange of rations takes place between the convicts and that each one has his correct ration and full amount. Any food that is not eaten is taken to the end of the line and placed in a bucket provided for that purpose,

and a note is made of any convict who does not eat his food and the name given to the sub-assistant surgeon for necessary enquiry.

When all have finished and cleaned their utensils, a fresh word of command is given and the squad rises and is marched away to be redistributed into fresh gangs for labour or school.

If the jail is a large one, school must start at once, and proceed throughout the day, allowing an interval for the midday rest, and 15 minutes between each hour's tuition. This will mean that each teacher has about 5 classes of one hour each. The gangs for each class should not exceed 25 in number, as it is impossible for one man efficiently to supervise the work of more than this number. It follows that one teacher cannot give an hour's tuition to more than 125 adolescents during the day. This may be taken as a basis on which to decide the strength of the teaching staff.

As soon as the gangs have been formed, one gang must march off to each teacher, and the remaining gangs to labour.

Labour.—The time available for this depends on how much is allotted to drill and tuition. If these occupy two hours there will probably not remain more than 6 hours for labour. This fact must be taken into account in allotting tasks, for the full task for an adult in an ordinary jail is calculated on a working day of eight hours. It must also be remembered that compared with adults a large proportion of adolescents are of poor physique and are therefore incapable of doing so much work. Three-quarters of the normal task for adults may therefore be allotted as the full task for the average adolescent. Of course exception may be made; strong healthy young men of 20 years or so being capable of doing the full task of an adult in some cases.

As was mentioned in Chapter III, only a certain proportion of adolescents can be taught a trade: short-termers and those of weakly constitution, together with long-termers during their first two months, those in the penal grade and those undergoing punishment or solitary confinement have to be employed on other work. A

fairly large number have always to be employed on duties connected with the sanitation, conservancy and food supply of the jail.

Religion and caste play an important part in the selection of gangs for these purposes. For instance, short-term convicts of low caste are employed as sweepers, and Brahman youths as cooks. Weakly individuals with short-term should be given light outdoor labour in keeping the jail precincts clean and tidy or be employed in the jail garden on weeding and the like. If indoor, they may be given wool-teasing, cotton-spinning, twisting of bar or coir, wheat cleaning, etc.

A certain percentage will always have to be employed as jail servants, convict officers, and munshis, and the upkeep of the jail buildings will absorb a further proportion.

Convicts with sentences of 6 months to a year may well be employed on the jail buildings, both new and old. *Masonry* in all its branches is a trade which is in great demand throughout India, and the adolescent who has been given a good grounding in this form of labour in a Borstal jail will have at his command on release a trade which will always enable him to earn a livelihood.

And further, masonry is a trade which takes a comparatively short time to learn. The full course of instruction at one jail consists of 31 lessons and extends over 4 months. Experience, however, shows that fully 6 months should be allowed for the course. Beginners may be taught the making of sun-dried bricks and the "leaping" of walls and floors. They can be employed on buildings that require such work, while others, more advanced in the course, can execute repairs in the "pucca" brick buildings. If new buildings are being built, the adolescents should always be employed on them. In fact, the work may be done entirely by jail labour, if supervised by skilled masons.

The excavating and levelling of earth, almost always necessary in connection with new buildings, provides excellent hard labour for short-term convicts; but long-termers should not, if possible, be employed on it, except on first arrival, as a punishment, or as a preliminary to instruction in masonry, for

it is of little value in providing a means of livelihood after release.

Gardening.—Agriculture is one of the most important branches of labour that can be taught to either long or short term convicts, and every Borstal jail ought to have a large tract of land attached to it for this purpose.

Over 50 per cent. of adolescents sent to jail are agriculturists by profession, and the majority of these will return to an agricultural life on release, whatever trade they may be taught while in confinement. Consequently it is well, wherever possible, to assist them while in jail by giving them a good grounding in the various branches of agriculture.

This form of labour is not only useful to the convict; it is, fortunately, also both necessary and profitable to the jail. A jail of 1,000 convicts requires about 6½ maunds of fresh vegetables daily and this should be produced entirely by jail labour and on jail lands.

A scientifically worked jail garden should, in addition, be able to produce extra fruit and vegetables which can be sold locally and a profit made thereby. Similarly, there is no reason why cereals, such as wheat, gram, mustard, and rice should not be grown on jail lands and used for jail rations, while the bullocks employed by the jail have to be provided with fodder. Lastly, the open spaces within the jail itself should consist of well-kept gardens, bordered by annuals and perennials, the care of which should provide excellent training in mali work. An all-round education in landscape-gardening and in the growing of vegetables and crops should provide the adolescent with an excellent means of livelihood after release, whether he returns to his own village as an agriculturist or takes service as a mali.

We now come to the more specialized trades such as are taught in the factories. These should be confined to the long-term convicts. In English Borstal jails, as has already been said, inmates cannot be detained for a longer period than three years and all authorities are agreed that this period is too short for the proper teaching of a technical trade. Pressure has for some time been brought to bear on the Government in England to prolong the

maximum period of detention, and doubtless this will before long have its result.

When it is remembered that during the old days of apprenticeship in England five years was the minimum allowed for educating a youth in a trade, it will be conceded that the 1—3 years allowed for such instruction in Borstal jails is insufficient.

The Governor of the Borstal Jail, in his 1912 report, bears out this opinion when he says "a trade cannot be taught in 12 months, and youths are not sent to Borstal in order only to join a technical school. They are sent because they are of criminal habits and have associated with criminals. They have been undisciplined, and they need a long time spent in hard work and under strict discipline in the first instance if a habit of steady industry is to be formed. If the sentence is of sufficient length something more can be taught—the rudimentary part of a skilled branch of labour—but, for that, a term of three years is necessary in the majority of cases." In India, fortunately, we are not bound down to a maximum sentence of three years, and therefore the matter of technical instruction bears a more hopeful aspect.

The question naturally arises as to what form of technical instruction should be selected for Borstal jails. On this point Mulvany writes—"That the labour in jails should be useful and productive, all are agreed. That it should be useful to the prisoner after his release is a proposition few will oppose. The employment of prisoners should, as far as the resources of the State permit, be such as will be of real value to such prisoners on their return to civil life. It would follow from this that, wherever expedient, the interests of the State should, in the matter of employment, be subordinated to the interests of the prisoner."

The jails of every Province have certain technical industries which must be performed. Those suitable for the Borstal system should be selected and transferred to the Borstal jail. Fresh industries of a suitable nature may be introduced. The following are amongst those already introduced into Indian jails run on Borstal lines:—weaving; tailoring; carpentry; cane work; basket work and the making of chicks; the making of dhurries; carpets; munj;

coir or bamboo matting; blacksmith and tinsmith work; boot-making; and printing.

Whatever trades are selected they should be taught systematically, and a proper course of instruction drawn up and followed. Good work needs good apparatus, and the jail should not be stinted in this respect. But in many cases complicated tools or machinery are quite unnecessary; in weaving, for instance, the country loom should be thoroughly understood and the learner should be able to repair or even make one for himself before he is put on to the English "fly-shuttle" loom. In carpentry, he should be taught to sharpen and make his own tools and to use them skilfully before he is taught to use a circular saw or a lathe, and so on.

Printing and lithography can only be taught to long-termed prisoners who prove especially apt and intelligent. Those who have received such a training can almost always find well-paid employment on release.

In selecting the trade, the adolescent should, as far as possible, be allowed his own choice, for it is found that he usually works more willingly and improves more rapidly in a trade he likes than in one forced upon him. Also, in India, certain industries, such as leather work and shoe-making, are limited to particular castes, and any attempt to force such upon a convict of another caste would be not only inadvisable but futile and might lead to much discontent in the jail.

Having thus touched upon the various tasks and trades to which inmates may be put, we will continue to review their employment during the course of the day.

At midday there is usually a period of rest, varying in length with the season of the year, and a light meal is given.

The length of the day's work depends upon the season and geographical position of the jail itself, for the inmates must be under lock and key during the hours of darkness. In some provinces such as Madras, the period of daylight does not vary much throughout the year; nor is the climate so different in the hot and cold seasons as to make much difference to the day's programme. But in the

North there have to be two distinct time-tables, one for the hot and another for the cold weather, and in all cases labour must end in time to complete the programme before dark. It is after work is over that half an hour or so may be allowed to the special grade convicts for recreation, and instruction in gymnastics may be given at the same time unless this has already been done during the drill hour in the morning.

There is no need for recreation to be a daily event; once or twice a week for each of the selected ones is quite sufficient. These may be set free from their tasks half an hour earlier than the remainder.

Then comes the return to barracks—again in military formation—the evening food parade, latrine and bathing parades, the counting of the prisoners and finally the lock-up of the jail. (For suggested time-tables, See Appendix No. II.)

An adolescent so employed has little time to concoct mischief, either by himself or with others, and meanwhile is continually becoming imbued with habits of industry and hard work, improving his mind and developing his body, and being fitted generally to fight his own battle of life on release.

Sundays are, of course, different: there is no labour or drill, but all the parades are carried out with the same measure of military precision, and discipline is enforced as strictly as ever. This is the day above all others for imparting moral and religious instruction and arrangements should be made for teachers or special lecturers to speak to the adolescents on these subjects. In other respects, the routine of Sunday at a Borstal jail does not differ materially from that at an ordinary jail in India, and calls for no special remarks.

CHAPTER VI.

Offences, punishments and rewards.

Offences.—Little need be said under this head. If the staff is good and the principles of the Borstal system are thoroughly understood and efficiently carried out, offences should be few in number and minor in character.

Punishments.—These may be the same as those authorised for ordinary convicts in each province, with certain additions such as deprivation of badges of rank, etc., reduction to a lower grade, or forfeiture of any of the privileges of the grade to which they belong.

In Chapter III it was mentioned that all adolescents are placed in one of three grades, ordinary, penal, and special. The first named includes the great majority. Reduction to the penal grade is a severe punishment, but a most salutary one.

The following regulations are recommended for those in the penal grade :—

They shall—

- (a) wear gunny clothing, of special pattern or colour ;
- (b) be entitled to no remission or gratuities ;
- (c) have no interviews ;
- (d) not receive or send any letter ;
- (e) do no drill ;
- (f) not attend school, or be taught a trade ;
- (g) be employed on hard manual labour in separate confinement, and the tasks will be rigidly enforced ;
- (h) be paraded separately from other adolescents, both for ordinary parades and for religious and moral instruction.

All convicts in the penal grade should be medically examined at frequent intervals to see that their health is not suffering, and the Superintendent should go over each case weekly to see if any are fit for promotion to the ordinary grade.

Solitary confinement.—The award of this form of punishment by the courts to inmates of Borstal institutions is inadvisable, for it can only be given for one week in each month, and the constant interruptions to their scholastic and technical instruction thus caused is most deleterious. In the United Provinces, this has been recognised, and the Local Government has issued special orders directing that adolescents should not be given solitary confinement.

On the other hand an initial period of *separate confinement* would be a useful form of punishment. As Quinton

remarks—“When the system of a period of separate confinement for the convicts at the beginning of their sentences was originally introduced, it was specially intended to be a *reformatory* measure by which a prisoner was to be screened from contaminating influences and companions, and to be secluded under conditions that would afford him opportunity for reflection, and for receiving exhortation, without detriment to his mental or bodily health. For ‘new-arrivals’ all responsible authorities agree in thinking that the system of separate confinement is a merciful and appropriate form of treatment, which is as rational in principle as the ‘rest and quiet’ which any doctor would prescribe for a patient who has recently undergone a nerve storm, or some special attack of mental excitement.” This method of awarding a prisoner an *initial* period of separate confinement has not been carried out in India itself, but it has been in practice for some years past in the Andaman Islands, which is, after all, only a huge reformatory for adults. From a practical experience of two years’ close observation there, the writer can say with confidence that this initial period of separate confinement has an excellent mental and disciplinary effect on the convict, and that any deleterious bodily effect may be guarded against if he is carefully watched by the medical authorities and the period of confinement is not too long. Six months is the maximum imposed at Port Blair ; in Borstal jails in India where one is dealing with the more pliable adolescent, three months would be enough as a maximum, while two months would be sufficient for the ordinary case, and one month for those with sentences of under one year.

Rewards.—Any reward permissible to an adult convict is permissible to an adolescent.

The value of the remission system is one which the latter thoroughly appreciate, and the grant of extra remission is a very satisfactory method of rewarding them and of encouraging them to improve still more.

Promotion to convict official rank may well follow the same rules as those laid down for adult offenders, but in certain cases it would be better to promote a long-term adolescent, who is skilled in a trade, direct to work ever-

seer, omitting the post of convict night watchman. If he has to perform the latter duty for three months before being promoted to work overseer, he is liable to forget, or at least lose his skill at his trade, which would be a drawback, not only for himself but for the gang whose work he will eventually supervise. In the Borstal Jail, Lahore, it was felt inadvisable to promote skilled workers to convict night watchman on this ground, namely, that they would have to cease their work in the factories, and the vacancies in the work overseer grade are too few to accommodate all. The hardship involved was therefore met by the institution of the *Special Grade*. Proficiency in technical work alone does not, of course, render them eligible for this grade ; promotion to it is regulated by their progress in all these branches of reform, moral, mental and physical. Their conduct, general attention to instruction, both industrial and scholastic and their drill must all be satisfactory before they are promoted to the Special Grade.

One other factor governs promotion to this grade, namely, the period passed in jail. Finlayson recommends the following regulation :—

“Inmates shall be eligible for the special grade when they have earned remission representing not less than one-eighth of their sentence, but shall not be promoted to it unless the Superintendent is satisfied that they deserve it, and they shall not be detained in it, should it be considered necessary to remove them for any good reason.”

The following regulations are recommended for those in the special grade :—

They will be entitled—

- (a) to remission equal to that of a convict night watchman ;
- (b) to have an interview quarterly ;
- (c) to receive and to send a letter quarterly ;
- (d) to wear a distinguishing mark on their clothing (at Lahore), red cuffs are added to the sleeves of their white kur-tas) ;
- (e) to receive some form of extra diet ;
- (f) to do gymnastics ;
- (g) to play games.

Finlayson recommends that, in addition to the distinctive marks of their grade, special grade adolescents should be allowed to wear a *good conduct* badge for every three months passed in that grade, and that, for every such badge, they should be allowed a small money *gratuity* which may be devoted to the purchase of certain articles such as shoes or be reserved to be handed to him on release. The first good conduct badge should entitle him to a gratuity of Re. 1, the second and subsequent badges to annas 8 for each badge.

Gratuities may be allowed to any inmate of the jail, except those in the penal grade, so long as they do not exceed the maximum allowed by regulations either for the individual or for the whole jail. They are a useful form of reward—

- (a) for the purpose of providing the inmate with shoes, which they always desire, especially for drill, and
- (b) in order that the adolescent, on release, may not be entirely destitute of money on reaching his home. Government, it is true, provides each released convict with a railway pass and with sufficient road money for the journey, but if he reaches his native town or village without an anna, and possibly without relations or friends to go to, the necessity for food is very liable to cause him to lapse into crime again in order to obtain it.

Gratuities in the form of money are therefore all the more valuable in Borstal jails of Provinces where there is no Borstal Association for the after-care of prisoners.

In England, gratuities form an integral part of the penal methods, on the principle that no prisoner should find himself absolutely destitute on release. An inmate of an English Borstal institution can earn a maximum of £ 2 and the gratuity earned is usually handed over to the Borstal Association or other Discharged Prisoners’ Aid Society, to be expended for the benefit of the prisoner.

The promotion to the monitorship of a class for excellence in scholastic work, and the wearing of belts and chevrons for excellence in drill have been mentioned elsewhere, and are additional encouragements to the adolescents to improve in these branches of their education.

CHAPTER VII.

The establishment.

The personnel of the staff is one of the most important factors in the success or failure of the Borstal system as far as it is carried out in the institution itself, and therefore the utmost care must be taken in selecting every member of the staff. Only thus can the influence of the institution be kept at that high level which is necessary for reforming the young offender.

The Prison Commissioners, in discussing this point, stated that in the Borstal system "the personal element is the essential,—be it in the character of those who exercise disciplinary control, or those who hold out a helping hand on discharge. Its success will be in exact proportion to the sum of humanity that is forthcoming to tackle these lads, and, by influences both of discipline and of sympathy, to divert them from a criminal life."

To ensure a firm and exact control over young men there must be discipline, and to ensure discipline there must be a good staff.

The principles of the Borstal system are so comparatively new that even in England they are little understood by the majority, not only of the general public but even of the warder establishment of ordinary prisons.

In 1910, Havelock Ellis expressed the strong opinion that "the prison warder of to-day is about as well fitted for the treatment of criminality as the hospital nurse of a century ago was fitted for the treatment of disease", and Professor Vambery of Hungary recommended that not only should warders be specially selected for the purpose, and be possessed of the necessary qualifications, but they should in addition undergo a course of professional training before being definitely appointed to their positions. Both

these experts were referring to the warder of ordinary prisons. But if it is necessary to be so careful in the selection of staff for an ordinary jail, still more so is it necessary for a Borstal institution.

If the above-mentioned criticism of English warders could be made, what can be said of those in India? The fact is indisputable that not one per cent. has the vaguest notion of how to apply the principles of the Borstal system, or takes the least interest in it.

And it is not only amongst the warders that this ignorance of Borstal principles exists: even Judicial and Police Officers, both European and Indian, who ought to be *au fait* with the system, have often only a hazy idea of what it means, and their ideas are, as often as not, quite erroneous. The same applies in the main to the subordinate establishment of the Jail Department.

It is obvious, therefore, that, in choosing a staff for a Borstal institution, the greatest care must be exercised.

As a previous knowledge of Borstal principles cannot be expected at the present time, the selection of an official, of either superior or inferior service, must depend on the possession by him of those qualities which will fit him to carry out those principles. He should be clean and neat in his person; his physique should be good, and his conduct and moral character of the best. He should possess a kindly disposition and the gift of sympathy, but should, at the same time, be firm and have a good power of control over his fellows. Absolute truthfulness and honesty are essential, and he should be keen on his work and intelligent enough to grasp to the full the aims and ideals of the system and to take his part in developing them.

"With the growth in size of Borstal institutions the contact between the chief officers of the staff and the lads becomes less close; the very fact that the day is so fully occupied gives less time for personal and separate visitation than can be found in life in a prison. It is, therefore, of the utmost importance that the officials in charge of the youths whilst they are at their work should be men chosen, not only for such skill at their work as will com-

mand respect, but also for such a character as will radiate a constant and strong influence" (Borstal Report, 1912.)

That men such as the above *can* be obtained in England is shown by the Governor of Borstal's opinion of the instructors, both disciplinary and technical, who "seem to vie with each other in trying to get their own special jobs to turn out best, and when there is a feeling like this the best results must ensue."

Our aim in Indian Borstal jails must be to get men like this; but, to obtain them, much training will be necessary, for (as Finlayson remarks) there is a very sharp contrast between the *laissez faire* methods of the present Indian warder, who as a general rule only bestirs himself when a superior officer appears on the scene, and the keen personal interest in every boy under his charge which is now characteristic of the warder in English Borstal jails.

The motive power of the whole system in a Borstal jail lies in the Superintendent and he should, therefore, be a man possessed not only of a thorough knowledge of criminology in all its branches, but of a keen mental vision to guide and develop the system along right lines. He should possess all the qualities detailed above for the whole staff and should take a keen personal interest in his charge and (as far as possible) in each individual member of it.

On this ground it is preferable that he should be a "whole-time" officer, so that he can devote his time and energies entirely to the training of his staff and the reformation of the convicts.

At the present time, also, when the Borstal system is so little understood in India, it appears desirable that the Superintendent should be a European officer, for the position requires a man who has wide experience of the world and one who is capable of developing that most essential part of the system, the after-care of the prisoners by voluntary aid societies consisting of both Europeans and Indians.

Second only in importance to the Superintendent is the jailor, who should be the former's right-hand man, assisting him loyally in every scheme for the reformation of the convict, and placing his intimate knowledge of their minds,

customs and habits at his disposal. The teachers are an important branch of the staff, for it should be their duty, not only to give secular education to their pupils, but also to assist in improving their bodily physique and their moral character by every means in their power. The teachers at Borstal and Feltham afford a good example of what teachers in Indian jails should aim at. The Governor of Borstal says—"They conduct the school with marked success and, in addition to their scholastic duties, are a great assistance in a disciplinary sense. Their influence on the boys is astonishing, and I greatly appreciate the way they devote themselves to promoting the welfare of the lads. They give much time to the games of the special grade, and I consider this particularly gratifying, as I think the proper 'spirit of games' is an education in itself."

At Feltham the teachers "in addition to teaching, supervise the games and endeavour to obtain a hold on the lads and an insight into their character by personal visits in the cells and workshops."

If the above ideals are followed, a staff should eventually be obtained, well qualified to carry out the reformation of convicts on Borstal lines.

But if the right men are to be obtained, the authorities must be prepared to offer sufficient inducements to them to accept service, and secondly, when the right stamp of man is obtained, he must be thoroughly trained in his work by officers well versed in the reform of the criminal.

Note—A recent statement by Sir Evelyn Ruggles-Brise, the Chairman of the Prison Commission, which appeared too late for insertion in the above chapter, puts the whole case so clearly and forcibly that it may be quoted verbatim. He writes—"Of all the human factors making for reformation (of the juvenile offender) the greatest is the personal influence of good and manly men. Every one who has engaged in reformatory work, or in any other kind of social work, knows this. All the machinery of gymnasium, school and trade instruction fails if that is absent. It is on this factor, therefore, that, next to religion, the State places its reliance. The aim of the authorities is that the whole of the staff of each Borstal institution should be chosen as men of strong and superior character, persons who do not offer themselves merely from a desire to perform certain regular duties, and to be paid for doing them, but who take a keen personal interest in the training and rehabilitation of those placed in their charge. And every member of these staffs, from the highest down to the last joined, is expected to take, and does take his part in the actual work of influencing and forming character, by watching the inmates under his charge, getting to know something about their life and home surroundings and while always maintaining firm control, speaking kindly words of help and advice and encouragement from time to time when suitable opportunities occur."

CHAPTER VIII.

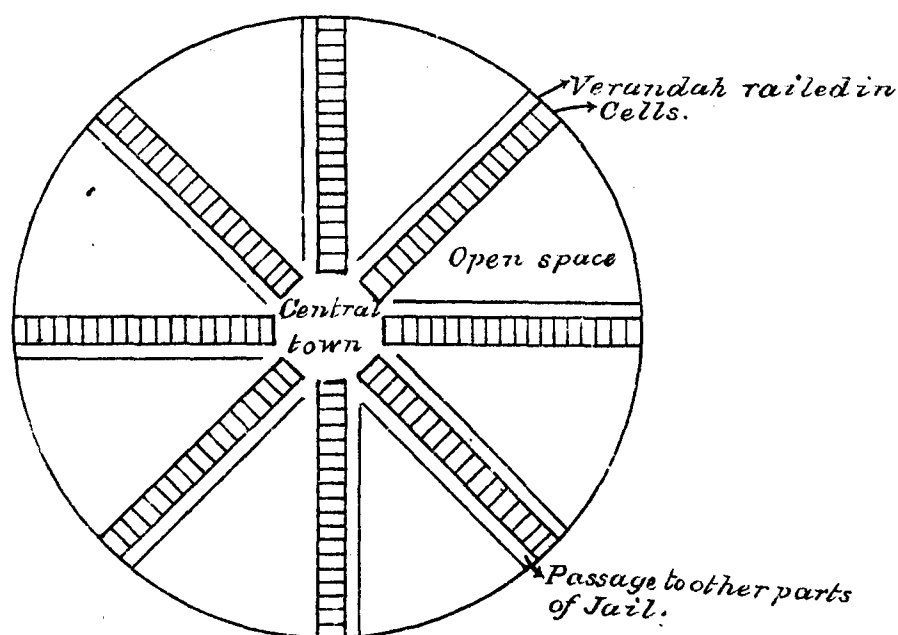
HYGIENE.

Buildings, clothing, dietary, medical and sanitary.

The health of the inmates is so closely dependent upon the way he is housed, clothed and fed, that it appears advisable to include all these principles and data under the general term "Hygiene".

It is not proposed, however, to discuss these points as they affect convicts generally. This would be quite beyond the scope of a Borstal Manual. Only those points need be mentioned which concern the adolescent class of prisoners.

Buildings.—No stereotyped forms of buildings can be recommended for such a vast area as the whole of India and Burma, but each type of building should embody the most up-to-date principles of architecture and sanitation, combined with the essential considerations of safe custody of the inmates.



Each line of cells opens only into the central tower, and in front of each block is an open space where the convicts may be paraded in gangs for food parades, latrines and washing parades, etc., or for work.

These open spaces are entirely separate, the one from the other, being accessible only from the central tower.

It is advisable, however, for the proper carrying out of the principles of the Borstal system in India that every prisoner should have a separate cell to sleep in at night. This prevents an untold amount of mischief, both trivial and serious in character, and puts a stop to most of the immorality that is apt to prevail amongst Indian convicts. It also enables each individual to obtain a good night's sleep, undisturbed by the talk, the practical jokes or the petty tyrannies of his fellow-convicts; and a good night's sleep makes him far fitter and more willing in every way to perform the labour and profit by the instruction of the ensuing day.

Every Borstal jail, therefore, should be built on the cellular system, and the writer knows of no plan superior to that of the cellular jail at Port Blair, where the arrangement is star-shaped, three storeyed blocks of cells radiating out from a central watch tower, and the whole surrounded by an outer wall contiguous with the outer ends of the blocks.

If desired, workshops may be placed in each of these spaces, but an alternative method—and a better one if space permits—is to have the whole manufactory area entirely separate from, though continuous with, this star-shaped set of buildings. The same applies to the various offices and godowns and to the hospital buildings.

In addition to cells for night confinement, there should be a sufficiency of cells suitable for separate and solitary confinement. To effect this, either the cells used for sleeping must be of a sufficiently large size to enable the convict to work by day and sleep by night in the one cell without detriment to his health, or there must be special cells set apart for labour. The latter plan is much the better of the two, but adds to the expense of the buildings.

Although it has been the practice for many years for convicts to grind *atta* in the same cell as that in which they sleep, it is hardly necessary to mention that this is an insanitary measure, whether we consider the resulting cleanliness of the *atta* ground or the health of the convict who grinds it. And this is the more important for growing lads who require all the fresh air and good sanitary conditions they can obtain, in order to develop their bodies and to make and keep them healthy.

As regards the factories and school-rooms there is nothing special to be said except that they should be large airy buildings, well ventilated and well lighted, but at the same time so designed as to safeguard the prisoners from the inclemencies of the weather.

In planning their position and number, however, due consideration must be paid to the necessary separation of the different classes of convicts: the main divisions are of course the habituals and casuals, and these must be kept well apart from each other. The only way to effect this is to have separate factories and separate school-rooms, and if possible those for habituals should be situated in a part of the jail quite cut off from that used by the casuals.

Similarly, in the hospitals, a special effort should be made to keep these two classes apart, for the supervision is here usually less strict, while the opportunities for concocting and doing mischief are greater. There should, therefore, be separate wards for each class. At the Borstal Jail, Lahore, it is proposed to build two entirely separate blocks, one for habituals and one for casuals. Each block will contain four wards, for the different kinds of cases, and will be connected, by two converging passages, with a third

block in which will be the offices, operating rooms, dispensary and store godown. In the hospital compound, but distinct from these three main buildings, will be cells for infectious cases or for bad characters, the hospital cookhouse, dhobi ghat and latrines.

Clothing.—This calls for no special remark, as there is no need to make any distinction between the clothing for adults and adolescents in each province. It is true that at English Borstal jails the uniform worn is quite distinct from that at ordinary jails. In Indian jails, however, there is no need to make any such distinction except in so far as a distinctive dress is authorised for the different grades.

Dietary.—As a general rule it may be said that adolescents may receive the same dietary as that authorised for adults in the other jails of each province. These diets vary considerably, and in some provinces experiments are still being carried out to decide upon what foods are most suitable. The amount given also varies to a certain extent, some diets being more generous than others, and this fact makes it difficult to suggest any general alterations or additions for adolescents.

The Punjab diet leaves a very narrow margin between sufficiency and deficiency, and the Borstal Jail at Lahore has during the past two years been in a peculiarly favourable position for studying the question of diet. The one cookhouse supplies food not only to close upon 1,000 adolescents, but also to 800 adult men of the district jail and to 280 women in the female jail. The raw rations are the same in every case, and the same cooked rations are supplied to all, except that the quantity issued to the women is less. Nevertheless, experience has shown that women and adults keep up their weight and even improve in health on the authorised ration, whether on ordinary or convalescent diets, but a very large percentage of adolescents lose weight steadily on the same. It is true that many adolescents are in a poor state of health when they are admitted, but their labour in the jail is not excessive, and they should at any rate not lose weight on the ordinary full diet. On the contrary, a growing lad should steadily gain in weight. And yet it was found that a very large percentage of adolescents lost weight

or remained underweight, whether on ordinary full diet or on the prescribed convalescent diet.

In consequence of this, the experiment was made of giving selected gangs *extra* diet by increasing the amount only of whatever diet he was having,—the work and other conditions remaining the same. The result of this was very favourable, the great majority showing a steady improvement in weight and general condition;

These facts lead to the conclusion that a growing lad requires a more liberal diet than is necessary for the maintenance of equilibrium in an adult.

In other provinces, where the diet is more liberal, the ordinary diet for adults may be found sufficient for adolescents, but the health and general condition of the latter should be carefully watched in every jail, and a free hand should be given to the medical authorities of the jail to alter or increase the rations at his discretion.

Medical.—Every inmate of a Borstal Jail—at any rate until he attains his 20th year—should show a steady improvement in his weight, height and chest development, and therefore careful records should be kept of these measurements. The weight should be recorded fortnightly and the others quarterly. Special attention should be paid to the convalescent gangs, and to those in receipt of extra diet; these should be weighed weekly.

The temptation to an adolescent to sell his food, or to exchange it for contraband, such as cigarettes, is very great, and they know full well the advantages obtainable by a loss of weight. Consequently stringent precautions must be taken at food parades that each individual gets and eats his full ration.

At all times, but especially at the weekly kit parade, a great point should be made of the cleanliness of the body, clothing, and food utensils; rewards in the shape of remission may be given for continued neatness and cleanliness in this respect, while the reverse should not be allowed to go unpunished.

At the same time, the staff should impress on them the fact that these habits of cleanliness and neatness are not a mere jail regulation, but that

they are enforced for their own good and should be continued at their own homes after release.

Particular attention may be paid to this part of their education in the sanitation lectures; the lecturers should also impress on them the necessity for cleanliness with regard to excreta, and the danger of spitting and the like.

There are several books published in the vernacular which give in simple language the elements of hygiene, and these may be used as "Readers" by the more advanced, or as text-books on which the sub-assistant surgeons may base their course of lectures.

Such lectures in hygiene may be combined with others on First Aid, and can be made very valuable. Their value has been shown during the past 10 years in many instances in the Andamans, where classes in these subjects are regularly given to the convicts. Those adolescents who show aptitude in these subjects may afterwards be employed in the hospital as ward orderlies or dressers, and after release obtain a suitable post in a civil hospital.

CHAPTER IX.

Financial aspects of the Borstal system.

Lieutenant-Colonel Mulvany, in his report on the administration of English prisons, states that a sufficiency of funds is the great essential of an adequate prison system, and quotes the following dictum of the Prison Commission, expressed in 1906:—

"The features of imprisonment, *i.e.*, of deprivation of liberty, are universally the same in principle, though varying infinitely in degree, according to the temperament of a people, the stage of civilization, and last, but not least, the national wealth. An insufficiency of 'supply' will, in many countries, prevent the authorities from realising what they know to be the best plan. All are agreed as to the necessity of good buildings, good cells, good workshops, good sanitary arrangements, and a good and numerous staff; but it is only a few countries which can afford them. Foreigners, with an extravagant idea of England's wealth, generally regard the English system as typical of the best. Though it is hoped that the system is intrinsically good, it must be

confessed that its reputation abroad is due, to a great extent, to our being able to provide a good and numerous staff. It is in staff that most foreign prisons fail. Without staff there cannot be discipline, and without discipline there cannot be firm and exact control".

In England, the expenditure on salaries of staff is relatively high. In 1912-13 it was 55·3 per cent. of the daily average cost, compared with 27·6 per cent. in the Punjab in the same year, and 30·7 per cent. in Bengal in 1910.

A comparative analysis between the warden guards of England and India shows an equally marked difference; for instance, the percentage of warders to daily average population in England is 12·5; whereas it is only 7·9 in Bengal. The above includes all types of jails, but if we consider Borstal institutions alone, we find that whereas, in England, the percentage is 38·9, it is only 5·9 at the Borstal Central Jail of the Punjab, where there are only 100 warders (of whom 20 are apprentices) to supervise the work of over 1,900 prisoners. (Note.—900 of these convicts are, it is true, adults, to whom the Borstal system is not applied.) In other words, there was, in 1910, one warden in English Borstal institutions to every 2·5 prisoners, whereas in the Borstal Jail, Lahore, there is one only for every 19 prisoners.

It is, however, difficult, and not very profitable, to compare the warden guards of the two countries, either regarding their cost or their ratio per head of prison population, the conditions being so different. But it is helpful to see if the cost of the staff generally varies in the different types of prisons in England, and also what proportion of the total cost per head of each prisoner falls under this head of establishment. In 1912-13, the average annual cost per prisoner was as follows:—

	Local Prisons.	Convict Prisons.	Borstal Institutions.
Establishment (including Chief Officer)	19 1	26 5	7 22 16 2
Total cost per head of prisoners	30 0 3	45 11	4 44 11 1

The net annual average cost, after deducting the value of labour, exclusive

of employment in the service of the prison and incidental charges, was—

Local Prisons.	Convict Prisons.	Borstal Institutions.
£ s. d.	£ s. d.	£ s. d.
25 15 1	26 19 0	26 5 0

This shows a marked difference from 1909-10 when the figures were as follows:—

	Local Prisons.	Convict Prisons.	Borstal Institutions.
Establishment (excluding Chief Officer)	15 0 0	22 16 4	28 17 3
Total cost per head	28 6 4	39 5 5	49 6 9

From the above it will be seen that whereas, in 1909-10, the Borstal inmate cost £ 18-17-5 more than the average, (*i.e.*, 61·9 % more), and £ 21-0-5 or 71·2 % more than the local prisoner, and whereas expenditure on staff cost 78 % and miscellaneous expenditure 69 % more than the average, yet three years later this marked difference almost entirely disappeared, and Borstal institutions cost even less than convict prisons under every head.

What is the explanation of this? Possibly it lies in the fact that Borstal institutions have more than doubled in size in this period of three years, and it is always easier to run a large institution than a small one on a cheap scale.

However this may be, the latest figures show that, in England, a Borstal institution, with all its special staff and courses of instruction, etc., can be carried on at a cost only slightly different from that of an ordinary convict prison. The latter is comparable in many ways with the central jails of India: it will, therefore, naturally be asked—"Are Borstal jails in India more costly than central jails?" Here again the answer depends on the size of the jail.

The smaller they are the heavier is the cost per head of population, other things being equal.

For instance, the Bareilly Juvenile Jail, with a population of 226, has one paid official for every 5·25 inmates; the Calcutta Juvenile Jail, with accommodation for 260, has one paid official for every 5·5 inmates; while the Borstal Jail, Lahore, with 1,000 adolescents and 90 adults, has only one paid official for every 13 inmates. At Borstal, in England, there is one paid official for

every 7 inmates, the latter numbering about 400.

In any jail run on Borstal lines, however, the cost per head of establishment must exceed the figures of ordinary jails, owing to the necessary entertainment of school-masters and technical instructors, and this factor will always tend to increase the costliness of such a jail. For instance, at the Punjab Borstal Jail, which (as has just been shewn) has fewer paid officials per head of population than most other Indian jails run on reformatory lines, the cost for establishment per head of average strength is Rs. 24-15-0, whereas the average cost per head in the other central jails of the same province is only Rs. 18-13-7.

The average cost of maintenance per head will, therefore, almost always be found to be greater in Borstal jails than in the ordinary central jails of a province.

But this is not the only factor affecting the costliness of a Borstal jail: the labour of the inmates must be taken into account, and the profits earned by them put in the scale against the cost of maintenance. Many jails, with the aid of their manufactures, are able considerably to reduce the *net cost* per head of their prisoners. Here, however, we must pause a moment to consider the *principle* on which the manufactures of ordinary and Borstal jails should be run. Brockway, the pioneer of Elmira, laid it down as an axiom that "Incorrigible convicts may be employed for profit to the State, but not those undergoing the scientific reformatory treatment. For these, trade training, regardless of profit, is advised."

In other words, while every effort may be made in an ordinary jail to run the various tasks of the convicts at a profit, in a Borstal jail the question of profit must come second to that of properly training the adolescents in their respective trades. No one can be a learner of a trade and at the same time a profit-maker of any value, and any effort to force up the profits of the manufactures in a Borstal jail by running them on the lines of a factory instead of a school of technical instruction will doom that part of the Borstal reformatory system to failure.

Nevertheless, some return can always be obtained for the work that is pro-

duced, and if the methods are good and the staff is keen, the profits may in some cases fall little short of those of ordinary jails.

The Borstal institutions in England show a profit per head of population of £ 14-17-8 under the head of manufactures, which is only £ 2-6-0 per head less than the earnings of the inmates of convict prisons.

Lastly, it must be remembered that the earnings of convicts in Borstal jails are materially reduced owing to the fact that at least two hours of each day is taken up with drill and scholastic education. It is, perhaps, hardly fair to compare the cash earnings of a newly-formed jail with those of jails in which the same manufactures have been carried on for many years; but, if we remember that the earnings of the Lahore Borstal Jail will probably increase during the next few years, the following figures are interesting and instructive, and give a good idea of the relative costliness of Borstal and ordinary central jails:—

(i) Average cost of maintenance per head (including establishment):—

	Rs.	A.	P.
Borstal Jail, Lahore	84	0	0
Average of other central jails of Punjab	70	1	0

(ii) Average cash earnings per head of average strength—

	Rs.	A.	P.
Borstal Jail, Lahore	4	8	0
Average of other central jails of Punjab	19	8	0

(iii) Average *net cost* per head of average strength—

	Rs.	A.	P.
Borstal jail	79	8	0
Other central jails	50	9	0

i.e., an inmate of a Borstal jail costs Government, on an average, Rs. 29 more per annum than an ordinary convict. As in the case of Borstal institutions in England, however, this excess should be reduced to a certain extent when the jail organisation is complete.

CHAPTER X.

The after-care of released prisoners.

If, as an authority already quoted has said, the cultivation of a sense of responsibility and self-respect is the key-

stone of the arch of treatment of an adolescent while in jail, the care of the prisoners by a "Borstal" Association after release is the keystone of the whole system.

As long as there is no well-organised body or association for providing for the after-care of the adolescent, the system is deprived of half its usefulness. And it is this which provides—and will provide for some years to come—the chief difficulty in making the fullest and best use of the Borstal system in India.

In England there are scores of men and women within easy reach of every jail who are capable of helping in this work, and willing to do it.

In India, as already stated, the whole idea is so new that many even of the well educated hardly know of its existence, and associations or societies capable of doing the work are few and far between.

Also, in India—as in England—the work must be carried out by voluntary agencies as far as possible. Until public opinion is sufficiently educated to realise its importance, it is inevitable that Government must lend its assistance by appointing, or allowing, Government officials to take an important share in the work, but the chief difficulty lies in the minor—but no less important—work of seeking out the homes of the prisoners and in following up their careers after release. Who is to do this? We cannot employ an official agency such as the police for the work; its nature is too delicate. And yet there exist at present no societies large and comprehensive enough to carry it out.

Nevertheless there are hopeful signs that India is awaking to the necessity of such societies. In Burma there is a Released Prisoners' Aid Society; in the United Provinces an association exists in connection with the Bareilly Jail; in the Punjab the Salvation Army is tackling the subject; and in Bombay a Released Prisoners' Aid Society has recently been started. (For objects see Appendix No. VIII.) These are good signs, and before many years are past we may hope to see a network of Borstal committees and sub-committees, consisting of both Europeans and Indians, watching over the progress of the youthful offender

from the time he is committed until his reformation is complete.)

The need for such work is obvious, if the system is to be a success. Take a typical case; an adolescent is released after undergoing a sentence in a Borstal jail. Possibly his private clothes were auctioned or destroyed on admission, and he has to leave the jail wearing jail-made clothing. Anyway he is discharged with a railway pass and just enough money to get him food till he reaches his village. He arrives there without a pie, and may, or may not, find relatives there to help him. He is at once noted by the whole village, including police and lambardar, as having just come from jail. He has no immediate means of livelihood, and food is an urgent necessity. What wonder is it that if he has no friends to give him food he should take it. And then the village officials and police, eager to prove their zeal, arrest him at once.

Or take the case of the man who survives the first few weeks; a theft occurs in his village, the ex-convict is at once suspected. In fact, the actual thieves would be the first to bring a charge against him, and there is little doubt that, in many instances, false accusations have been brought against the ex-convict by those who were themselves anxious to avoid the punishment of their misdeeds.

Such a state of affairs can be obviated to a great extent by the existence of a system of after-care of released prisoners. The work is not easy: it requires a sound knowledge of human nature, especially that of the criminal, coupled with tact, sympathy and self-denial; but it is worth it, for it will save many a young offender from entering upon a life of crime, and thereby will also effect a great saving both to the State and the law-abiding community.

To sum up in the words of the Prison Commissioners' Report for 1913:—

"The value and virtue of the Borstal system is exactly commensurate with the sum of humane effort and of personal service which can be found to exist in officials, in magistrates, and in the outside charitable world."

Before proceeding to discuss what can be done to provide for the after-care of prisoners in India, let us see

what is at present being done in England, and make use of the experience so obtained to draw up our own plans. The principal organizations in England, which at present see to the after-care of prisoners, are the following :—

(i) Central Association, superintending the discharge of persons from convict prisons.

(ii) Borstal Association, superintending the discharge of persons from Borstal institutions.

These two work together at one head-quarters under the direction of Mr. Grant Wilson.

(iii) Discharged Prisoners' Aid Societies.

(iv) Borstal Committees and Sub-Committees.

(v) The Church Army.

(vi) The Salvation Army.

(vii) Lady visitors of Prisons Association.

(viii) The Church of England Men's Society.

All the above work in close conjunction with, and under the authority of the Central and Borstal Association.

The Borstal Association, with its committee and sub-committees, is concerned solely with juvenile-adults undergoing sentences either at a Borstal institution or a local prison; the remaining organisations deal with all prisoners, irrespective of their place or length of sentence. We will deal briefly with the latter first, as it will be necessary to make full use of such in India in dealing with the after-care of adolescents. In a circular letter, addressed to the various Discharged Prisoners' Aid Societies, dated 25th March 1913, the Chairman of the Prison Commissioners announced that the following regulations would be brought into force at once :—

- (1) That the Government grant should be increased from 6d. to 1s. per head of convicted prisoners discharged during the year (exclusive of prisoners treated under the modified Borstal system, who will continue to receive gratuity), provided that this increased amount is met by a local annual

subscription of half its amount.

- (2) That such charitable funds as are actually received and applied for the benefit of prisoners may be regarded as money subscribed locally.

- (3) That the gratuity system (except for juvenile adults) be abolished, and that, subject to certain conditions, the money that was formerly handed over to the prisoners themselves should in future be given to Discharged Prisoners' Aid Societies to be expended by them for the benefit of discharged convicted prisoners. (It is desirable to retain gratuity for juvenile adults so as not to interfere with the principle of "merit marks" (the remission system in India—F.A.B.) an essential feature of the Borstal system).

- (4) That no society, if the necessary conditions are complied with, shall receive less in lieu of gratuity than the average annual amount of gratuity earned at the prisons during the last triennial term, so long as the numbers and average length of sentence remain approximately the same. If these increase, the society will receive more, if they decrease they will, of course, receive less. Payments to societies will be at an ascertained rate according to length of sentence and number of discharges.

The effect of the above decisions is (he continues) greatly to increase the assistance which the societies are entitled to receive from public funds, and, at the same time, their responsibilities. There must be a strict control on the part of the Prison Commissioners relatively to the expenditure of the large sums of public moneys handed over to the Aid Societies.

The intention is that every case, irrespective of length of sentence, shall receive the personal attention of the

Aid Society attached to the Prison, whose resources will be considerably increased under this plan. The greater responsibility involved can only be undertaken, with any prospect of success, and even with fairness to the prisoner himself, subject to the following conditions :—

1. The affairs of the society shall be managed by a committee. The committee shall appoint a sub-committee, whose duty it shall be to meet weekly at the prisons and to make provision for assisting prisoners due for discharge in the ensuing month or fortnight. The sub-committee shall consist of at least one member of the Discharged Prisoners' Aid Society, to be selected by votes or otherwise, in addition to the official Prison Authorities. The Governor, Chaplain, Priest and Minister of the Prison shall be *ex-officio* members of the committee and of the sub-committee. Lady Visitors shall also be members of both.

2. Where the amount of work to be done is sufficient, the Society shall appoint an agent or agents to act under their direction generally, and in particular—

- (a) to find employment for discharged prisoners;
- (b) to find respectable lodging or houses in which discharged prisoners may be placed and maintained in suitable cases;
- (c) to visit, encourage and report on the progress of all persons under the care of the Society;
- (d) to accompany prisoners to the railway station and see them off, if required.

3. The Society shall keep a record of its dealings with all discharged prisoners, and shall publish an annual report, with statements of results and of accounts. The accounts shall be audited by a chartered accountant.

4. The payments and grants received from the Commissioners shall be expended for the benefit of prisoners and shall not be invested.

5. The Society shall render assistance to all deserving cases on discharge, irrespective of length of sentence, all prisoners being deemed to be eligible for assistance provided that

they are, in other respects, worthy of the consideration of the Society.

6. The Society shall co-operate with the Borstal Committees in giving special attention to the assistance on discharge of persons treated under the "Modified" Borstal system.

7. The Society shall be ready to assist all prisoners discharged from its own prison irrespective of the prison to which they were originally committed, and shall co-operate with other societies in such a way as may be deemed best for the assistance of prisoners.

Further it must be clearly understood that these conditions in no way affect the manner in which the societies shall exercise their discretion in assisting cases. Their object is only to secure a method of machinery which shall be in active and continuous operation day by day and week by week so that no deserving case shall escape notice.

Every prisoner is to be informed of the existence of the societies and the conditions under which he may secure their assistance. Every Discharged Prisoners' Aid Society entitled to receive money from the Government will be duly registered with a certificate of the Commissioners that it is properly constituted, and efficiently organised.

It is also essential that there should be some central body, fully representative and carefully organised in order to provide a means of mutual intercourse and correspondence in particular cases between the societies and Commissioners. It is, in any case, desirable that there should be close and definite union between the local societies and the Borstal and Central Association, who will avail themselves to a considerable extent of the assistance of the agents, and of the other resources which the Aid Societies are able to place at their disposal. It is most desirable that this co-operation should be still further extended and defined, and it is proposed, having regard to the many cases discharged both from Borstal institutions and convict prisons which come within the purview, or even within the area of the various societies, that a close personal relation should be established. Eventually, it may be desirable to establish a general association for the aid of discharged prisoners throughout the country. Such a union of forces need not involve

the superseding of the need of a local Aid Society in connection with every prison, but would afford the opportunity for discussion and conference and the methodical pursuit of a common purpose.

The above regulations are now being carried out and may be taken as representing the present official status and work of all Released Prisoners' Aid Societies in England. They may also be taken as a basis on which to draw up regulations for similar Aid Societies in India.

The Church Army, Salvation Army and others work on similar lines and are recognized by Government as registered bodies working for the after-care of prisoners. The Church of England Men's Society (with which are incorporated the similar Societies of the Church of Ireland and Scotland) have only recently entered the field, but have already called forth words of thanks and approval from the Prison Commissioners. This Society resembles the Church and Salvation Armies in not being, primarily, a body for undertaking the after-care of prisoners. All three bodies do this work as part of their general principles for the raising of the fallen and the improvement of the morals of the whole of mankind.

The work of the Lady Visitors' Association is rather different and is mainly carried on in the jail itself. The Lady Inspector however states that "the work of these ladies is admirable, but they do it so quietly that the great value of their assistance is hardly generally known."

We now come to the particular Association and its Committees which deals with the juvenile-adult, or adolescent. This is the Borstal Association, which, under the presidency of the Home Secretary and assisted by a Government grant, undertakes the after-care of every juvenile adult, male or female, on release from a Borstal institution.

This Association consists of a Central Committee at headquarters in London and of sub-committees situated at each of the places where there are Borstal institutions or local jails. Thus, in addition to the four sub-committees which undertake the after-care of those juvenile adults who are sentenced to the "Full Borstal" treatment, there are over 50 sub-committees looking after the "Modified Borstal" class at local

prisons. As has already been mentioned, the Borstal Association had been in existence and had been doing good work for some years before the Prevention of Crimes Act of 1908 came into force. This Act, however, formally recognized the value of such an after-care association, and provided for subsidies to be given to a society undertaking the duty of after-care. The impetus given by this subsidy has enabled the Association to increase until, at this date, no juvenile adult is released without being under the kindly eye of one of its sub-committees.

The work of the Association is essentially the same as that of the Released Prisoners' Aid Societies, but is more specialised, and greater care is expended over each individual. A commencement is made at the time of his admission to prison or institution, and every facility is given by the prison authorities to assist the visiting members of the sub-committees to get to know the inmates. Both parties co-operate in selecting the special trade in which each juvenile-adult is to be trained, and the committee not only visits the prisoner but seeks out his relatives and finds out from them any points which may be useful in shaping his future career.

When the time is approaching for a juvenile-adult to be released, a member of the committee again visits his family and makes arrangements with them about his reception or disposal on release. This done, the committee reports the arrangements made to the prison authorities and to the prisoner. Unless the family can undertake to secure him good employment, the committee itself finds work for him, and when the day of release comes, provides him with suitable clothing and any tools that may be necessary. It also expends on his behalf the gratuity money that he has earned during his confinement, and supplements his wages if they are not sufficient at first to support him.

Before his release the sub-committee of the district to which he is going is prepared for his arrival; on the actual day of his discharge he is brought to the office of the Association at the prison where he is confined and after a friendly talk is sent or taken to his home or to lodgings which have been got ready for him or to the Shipping Home of the Association if he is going to sea.

An important point is that the care of the Association does not end here; he is released on a licence which provides that during the unexpired portion of his sentence, *and for six months afterwards*, he shall be subject to the directions of the Association as to his place of abode and his work, and shall lead a sober and industrious life to the satisfaction of the Association. Otherwise he may be re-arrested and sent back to Borstal. During the term of his licence and, if necessary longer, the nearest agent of the Association exercises a close and friendly supervision over him, and makes frequent reports on his progress to the Central Committee at headquarters.

It is the opinion of the Governor of Borstal itself that the period of supervision is too short. "The evil of a short licence is," he says, "that while it serves as a backbone, so long as it lasts, it lasts nothing like long enough, and youths on whom the State has expended a great deal of time and thought and money are allowed to be their own masters before they have formed a regular habit of industry under ordinary conditions of freedom. It is, therefore, satisfactory to learn that, under the provisions of the Criminal Justice Administration Act, 1914, which is to come into operation on January 1st, 1915, the period of supervision on the expiration of sentence is to be extended to one year and also that the *minimum* sentence for detention in a Borstal institution is to be two years instead of one." This period of licence under supervision applies only to those juvenile-adults sentenced to the "Full Borstal" treatment in Borstal institutions; the Prevention of Crimes Act does not extend to local prisons, and therefore the Association has not control over the prisoners released from them. However, the local sub-committees do all that they can, by admonition and supervision on discharge, to keep in the straight path those youths who come under their care.

Now, how will this short account of the after-care organisation in England help us in India?

So far there is no Borstal Association in existence, but—as has already been mentioned—several Released Prisoners' Aid Societies have been founded; with these a beginning may be made, and

from the very commencement they may work in close conjunction with all institutions devoted to the reformation of the adolescent prisoner.

Just as in England there is a Central Committee of both Released Prisoners' Aid Societies and the Borstal Association, so in India—a similar body might be formed at the head-quarters of Government, whose duty it would be to supervise all legislative measures and reforms in connection with the adolescent, act as an advisory body to the Central Committees of the Provincial Government, and generally to extend and to unify the work of after-care.

In each Province there might be a Central Committee (whether of a Borstal Association or Released Prisoners' Aid Society matters not if the methods of the two are identical), which would ordinarily be located either at the seat of the Local Government or in the place where the Borstal Jail has been built. If at the latter, this Central Committee could consist of all the official and non-official visitors of the Borstal jail, and from amongst its members a sub-committee could be co-opted to carry out the executive work.

The Sub-Committee of the Borstal Jail should consist of about 5 members, of whom the Superintendent and the Jailer should be *ex-officio* members, and the brunt of the work of the Borstal Association of the Province will fall upon this sub-committee.

There should also be appointed a paid Secretary to it, who might be of the status of a Head Clerk or 1st class Assistant Jailer, and whose duty it would be to transact the clerical work of the Committee and to keep up-to-date all registers and records connected with the work of the Association. The upkeep of these affords a strong argument in favour of locating the Committee and its meetings at the Borstal Jail itself. The work of the Borstal Jail Sub-Committee should be practically the same as that attached to Borstal institutions in England; when an adolescent is admitted to the jail it will institute enquiries through the Local Committees, the Deputy Commissioner and Magistrate of the District from which he came and through the Superintendent of Police and of the District Jail, regarding his family, his means of livelihood prior to arrest, previous con-

viction, etc. From the facts so obtained and from an interview with the prisoner himself, coupled with such other considerations as state of health and length of sentence, the Committee will decide upon the nature of his employment in the jail; a record of his conduct and progress while in jail will be kept in the files of the Association, and shortly before his time for release, arrangements will be made for his after-care. He should then be brought up before the Committee who will examine his record, his qualifications and general history in jail. The Committee will refer to his previous occupation and ascertain from him what he wishes to do in the future. By these means a decision as to his disposal is arrived at. If the parents are living and promise to look after him no action need be taken except to see that he reaches his home safely, and the same applies to those who have adequate means of subsistence. Those, however, who are not so fortunately placed and have learnt a trade in the jail should be provided with clothing and tools and a small sum of money to live upon till they can find work for themselves. As in the case of ordinary convicts, the adolescent, on the day of release, is brought up before the Superintendent and given a railway pass to his home and subsistence allowance for the journey. In addition he should be given some good advice (*vide* Bareilly Jail Homily II in Appendix No. IV), a letter of introduction to the District Magistrate and Local Committee, and some post-cards to enable him to communicate with the Borstal or Local Committee should he desire to do so. He should then be escorted to his home by a tahsil peon or a special messenger deputed by the Borstal Committee and handed over to the care of the Local Committee.

These Local Committees might consist of a European official as President and two influential Indian gentlemen as members. Their duties would be to send replies to the preliminary enquiries of the Borstal Jail Sub-Committees, to receive the adolescent on his discharge, to provide him with a suitable means of livelihood, and to keep a friendly unofficial eye upon him after release.

To assist them in these matters, each Committee should be provided with a

trustworthy peon or chaprasi to help in the details of their work.

If a Province is in the position of possessing a Released Prisoners' Aid Society but no Borstal Association, the measures outlined above can quite well be carried out by the formation of Local Committees of members of the Aid Society whose duty it will be to pay special attention to the after-care of adolescents.

So far no mention has been made of the conditional release of adolescents; we have merely dealt with their after-care in India on absolute release. It is necessary, however, to discuss this measure as the conditional release on licence is an integral part of the Full Borstal System in England and is also in operation in connection with the Borstal Jail at Lahore. It must not be confused with release after earning so much remission of sentence; at Lahore an adolescent may be released on licence 2—6 months before the date on which the remission already earned would secure him his absolute release, the period being dependent on the length of his original sentence. The Local Government, in its resolution, acknowledges the importance of this part of the reformatory treatment and offers to release adolescents on licence to any society or organisation of sufficient standing, quite apart from any question of race or creed, who may be willing to take charge of them and carry out the conditions imposed.

So far the only society that has come forward in this philanthropic work is the Salvation Army, which, for the past two years, has housed an average of 40 adolescents daily at one of their settlements in Lahore. The regulations regarding the conditional release to the Salvation Army are fully described in Appendix No. VI to this Manual.

It is only necessary, in this place, to point out how it bears upon the question of the after-care of the adolescents. The release on licence enables them to form habits of industry under conditions of comparative freedom without the stigma of jail clothing, etc., and to earn sufficient wages to buy their daily food and to put by a little towards the day of their absolute release. Also, when this day arrives, they return to their homes not direct from a jail but from a period of resi-

dence with the "*Mukti-fauj*",—a society which has a well-deserved reputation throughout the Punjab for sobriety, honesty and the kindly treatment of those who come under its care. Instead, therefore, of returning to their villages a suspected jail-bird they are welcomed as law-abiding and industrious members of society. Their return should of course be reported to the After-care Association of the Province, which should continue to keep an eye upon them, but its work in these cases should be almost *nil*.

To recapitulate: a well-organized system of after-care is an essential—if not the most essential—part of the reformation of adolescents on Borstal principles. At the present time the organisations carrying out this work are few and far between, and must be extended, consolidated, unified, and placed under the guiding hand of one central body. In order to effect this, every effort must be made to arouse the active interest of all educated and philanthropic persons in India, official and non-official. After-care associations cannot be Government organisations; they must be run on voluntary lines and mainly by the help and donations of the unofficial community, but Government may be relied upon to make liberal grants-in-aid to Indian Borstal Associations or Released Prisoners' Aid Societies, just as is done in England. As one of the leading Indian papers has just said, the work of after-care of adolescents "is a form of social service that may well be commended to the attention of ardent reformers. Co-operation with authority in such work might have a most valuable influence on the future of individuals, and in time might sensibly diminish the volume of crime."

CHAPTER XI.

Results (a) in England, (b) in India. The Borstal system has, as yet, not been in operation for a sufficiently long period to enable much to be said regarding results, but in England and America the results that have been obtained are very favourable, and it is on this score that we feel justified in extending the system in India.

In America, criminologists continue to be enthusiastic and feel sure they are working on right lines. Their statistics (though doubted by some people)

appear to bear out their contentions to the full, and they are extending the principle in many directions, one of the most important being the care, on Borstal lines, of women between the ages of 15 and 30 and the institution of a "Bureau of Social Hygiene" in connection therewith.

(a). In England, "the great success that has attended the operation of the Borstal system, both the 'Full,' as prescribed by the law of 1908 and the 'Modified' system, as set up administratively in local prisons under the direction of Borstal Committees," has led the Prison Commissioners to consider whether further progress could not be made in the direction of special treatment in all cases where the comparative youth of a prisoner affords a reasonable hope that he may be subject to reclaiming influences. Practical effect was given to this resolution by the formation of a special class of convicts aged 21—25 at Lancaster Jail for reformatory treatment.

In their Report for 1912-13, the Prison Commissioners state—"The Full Borstal System . . . continues to operate with much success. The principle on which it is based is so simple and true to human nature that, once understood, it is not surprising that what began a few years ago as an experiment at a small prison in Kent should now be recognised throughout the civilized world as an effective method for atoning criminal propensity. Our own Colonies and Dependencies have been quick to seize the idea, and details of the administration are eagerly sought for by personal visits to the institutions at Borstal, Feltham and Aylesbury, and otherwise."

The report of the Borstal Committees of local prisons "furnish a remarkable example of the unwearying and humane effort on the part of the Magistrates and other agents, paid and unpaid, . . . whose great purpose is to concentrate care and attention on every young person between the ages of 16 and 21 who is committed to local prisons. It is not too much to say that this organisation of Borstal Committees has, from its humble beginnings, developed into a national institution for the prevention of crime."

Mr. Russell, Chief Inspector of Reformatory and Industrial Schools in England, refers to the work of Borstal

Institutions and to the Borstal Association in these words: "we should like to express our keen appreciation of the excellent training at present being given to boys committed to Borstal institutions. There are at present a fair number of those boys with whom we are in touch, and having known most of these youths before they were committed to Borstal institution, we can only say that it is nothing short of surprising to note the complete change which their training seems to have had upon them. They come back to us on discharge upon licence from Borstal institution well set up, smart-looking young fellows, evidently having gained what they needed most, *i.e.*, character, and only in very rare instances do they fail to settle down and become good workmen. We believe that it would be impossible to appraise too highly the work which the Borstal Institutions and the Borstal Association are doing."

The following figures from the Prison Commissioners' Report for 1912-13 may be of interest in showing some of the results of the Borstal system. During the year, 7,789 adolescents were admitted to prison, 518 of whom were sentenced to detention in a Borstal institution. Four thousand, seven hundred and sixty-six of these, from the shortness of their sentences—a month or less—could hardly be expected to profit by the system, while 826 for various reasons were deemed unsuitable for the class. Of the remaining 1,679, who were treated under the Modified Borstal system, 775 received sentences of over one month and under three months; 814 three months and under 12 months; and 90 twelve months or over. Of those sentenced to one month or less 65 per cent. were first offenders, and of those sentenced to over one month 52 per cent. The returns of the Borstal Committees for the same year show remarkable figures respecting the after-care bestowed by them on these lads. Thus, of 1,505 discharged from the collecting centres (to which the longer sentences are transferred), 390 were able to return to their former employment; for 565 new situations were found; 87 were placed in labour or other homes. Of the remainder the majority had relatives or friends to take care of them on discharge. In addition a large number were assisted

in various ways, *e.g.*, with clothing, tools, &c. The Borstal Committees of these centres were able to report respecting 1,295 of these cases that 733 (or 57 per cent.) were doing well at the time of writing; 119 (or 9 per cent.) were doing fairly well; 42 (or 3 per cent.) were doing badly. One hundred and twenty-five (or 9 per cent.) had been reconvicted. It is gratifying to learn that the statistical tables furnished by the collecting centres show that the good results achieved are permanent in character. Thus, of the cases reported at the end of 1911 as "doing well" or "fairly well," similar reports are furnished by the Borstal Committees in no fewer than 93 per cent. of those cases at the end of 1912, the remainder having chiefly been lost sight of.

The figures of the Borstal Association are equally satisfactory. Of the 634 adolescents discharged from Borstal institutions since their establishment, unsatisfactory reports have been received in 161 cases only (or 25 per cent.). Of the remainder, 277 are known, or believed to be satisfactory; while 188 are reported to have been lost sight of; but no report of their reconviction had been received.

With regard to the material handled, out of 409 cases discharged during the year 1912-13, 391 had been convicted of dishonesty, and had been guilty of a total number of 1,353 offences, while 70 had been in a Reformatory or Industrial School.

In spite of this, nearly 3 out of 4 are known to be satisfactory. "This," say the Commissioners, "is a striking testimony both of the methods that prevail and of the spirit of humanity in its best sense that animates the Association in the pursuance of a great public work." The figures in the Association's report for 1914 are also of interest, and afford still further proof of the good work that is being done.

During the year 411 boys were discharged from Borstal institutions; of these 60 were first offenders and the remaining 351 had been convicted of over 800 offences. Sixty-seven of the 411 had been in an Industrial School Reformatory. A careful examination of the history and circumstances of these lads showed that environment undoubtedly played no small part in leading them to commit the offences

for which they were convicted. Realising this, the agents of the Association make every effort to place them in better surroundings on release; in only 82 cases was work found by relations or former employers; the Association, on the other hand, found work for 320 out of the 411.

Of these 411 boys discharged—

327 (*i.e.*, 79 per cent.) have been satisfactory since their release:

12 are lost sight of:

41 have been unsatisfactory. The license of 35 has been revoked; 7 of these are however now satisfactory:

6 are on remand on a fresh charge: 25 (*i.e.*, 6 per cent.) have been re-convicted.

As regards the permanency of the results of the Borstal treatment, the most recent figures give the following results:—

Of boys who were released more than 4 years ago, 69·7 per cent. satisfactory.

Of boys who were released more than 3 years ago, 73·1 per cent. satisfactory.

Of boys who were released more than 2 years ago, 72·6 per cent. satisfactory.

Of boys who were released more than 1 year ago, 81·7 per cent. satisfactory.

In commenting on the above figures the report concludes—

“When it is remembered that a boy is not sent to Borstal unless it appears to the court which tries him that he needs such treatment by reason of his criminal habits or tendencies or association with persons of bad character the value of the work done by the institutions in training and the Borstal Association in after-care, can be properly appreciated.”

“Out of many expressions on the subject of the value of the Borstal system, we may select the following:—

Sir Evelyn Ruggles-Brise, in a speech at the Conference of Discharged Prisoners' Aid Societies in May 1914, said—

“It is pleasing to see a great and lasting work being done by the Borstal Committees and Aid Societies through-

out the country in the matter of the reclamation of younger prisoners. I do not know anything in my career that is so wonderful and so pleasing as the diminution in the figures of juvenile crime. In 1856, the proportion of young prisoners who were under 21 years of age was no less than 34 per cent. Now it is 6 per cent. In 1894 there were in prison over 1,000 persons under 16, and more than 20,000 under 21. To-day, under the operation of the Children Act, no one goes to prison under 16, and those under 21 years of age have fallen from 20,000 to 8,000. The total reduction of young persons under 21 is no less than 43 per cent. I think that in the light of these figures we need not be discouraged.”

“In many instances where sentences are very short, little can be done beyond gaining some of the prisoner's confidence and sowing the seed; but, through their intimate connection with all Discharged Prisoners' Aid Societies, chaplains are enabled to keep in touch with the promising cases after discharge. In this way an enormous amount of good is accomplished *extra muros* every year, as the records of the various Aid Societies show” (*Quinton*).

“The Borstal Association continues to be regarded in the most friendly way at the institution, and many letters received from all parts of the world testify to the genuine gratitude for help and kindness extended to boys upon their discharge; even the failures, who have been re-convicted, acknowledge the fair and generous treatment of themselves at the hands of the Association.”—(*Chaplain of Borstal*).

“I cannot speak in sufficient terms of admiration for the noble work of the Borstal Association in the after-care of our lads. The experience gained in prisons of the great difficulties that have to be overcome in providing for the future of such few ex-prisoners as can be successfully helped, enable one to realise the prodigious nature of the task already accomplished by the Association in providing work and supervision for practically every inmate discharged from here and from Borstal.”—(*Chaplain of Feltham*).

“That the work is one which does not end with the mere passing of the boys from the prison may be indicated from the fact that members of our

Committee from time to time receive letters from youths who were helped on leaving the prison even so long ago as eight years, when completely destitute, and who are now doing excellently, but who without the assistance of our Committee would, we believe, have certainly drifted into a life of crime."—*(Report of the Borstal Committee of Manchester)*.

(b). In India, as has already been pointed out, the Borstal system is still in process of evolution, and therefore results can hardly be looked for. Some Provinces have Released Prisoners' Aid Societies but no Borstal Institution and at best only a Reformatory or Juvenile Jail: the Punjab has a huge Borstal Jail but no after-care association. Until the system is applied in full it cannot be expected that the best results will be obtained. There are also other difficulties to contend with in India such as the caste system, and the hereditary character of various means of livelihood. The trades which an adolescent may be taught are limited, even in jail, by the caste to which he belongs; while, in many instances, whatever trade an adolescent is taught in jail he will return to his old employment on release. Nevertheless, some good is certainly being done, especially in improving their physique and moral character, and though a small percentage of re-convictions occur, the vast majority of adolescents do not return to jail. Re-convictions should become far less frequent when the system of after-care is more fully organised.)

In conclusion, the following opinions of experts and high officials in India may be quoted as showing what the trend of thought is at the present day in the matter of the reformatory treatment of young offenders:—

Speaking of the Borstal Jail at Lahore, His Honour the Lieutenant-Governor of the Punjab (Sir Michael O'Dwyer) says—"I do not know enough of the principles and practice of the Borstal system to be in a position to say how far they have been given effect to, but I think I am safe in saying that the experiment is justifying itself by result; ... The discipline and demeanour of the prisoners impressed me most favourably, and the workshops are particularly interesting."

The Superintendent of the Juvenile Jail at Bareilly, Captain Holroyd, I.M.S., says:—

"I certainly think that the great majority of boys are considerably smartened up by the rigid discipline and physical exercises in use in the jail, and I hope that their morals are also improved. Practically all our boys are drawn from the agricultural class and they all go home again on release and resume their field work: few of the industries we teach here, with the exception perhaps of shoe-making (which is taught to boys of the Chamar caste) are of much use to the boys after release. Of what happens to the boys after release we have no knowledge no report being sent to us by the various local committees. This is, I think, a great mistake, since, in my opinion, the after-treatment is of even more importance than that of the jail itself."

The Inspector-General of Prisons, Bengal (Lieutenant-Colonel W. J. Buchanan, C.I.E., I.M.S.), is of opinion that it is too soon to say much as regards results which are, at the best of times, difficult of measurement. He, however, adds:—"There is no doubt that the Institution of the Juvenile Jail at Calcutta in 1908 has been of great use: the youths themselves improve markedly in physique and discipline; they are taught useful trades, but we have no means of ascertaining if they follow those trades on release. No statistics worth having have yet been collected about the re-conviction of boys who have passed through the Juvenile Jail. The main defect in our system, and the reason why the term "Borstal" has not yet been applied to it, is that I consider the essence and value of the system in force at the Borstal Institution near Chatham to be the attached committee for providing work on release for the inmates. In the institution itself there is little which we could not imitate in India, especially if we had the money; but, so far, I see very little prospect of having anything like the Borstal Association. This I consider the great advantage of the Borstal system. At present we are miles from that, and I have no faith in make believe committees who talk and do nothing. But the need for an after-care association on other society to look for and obtain work for the boys on release

is much felt, and it is on these lines that development is needed."

If this Manual is able, in any way, to help in such a development; if it affords any guidance to those who are

trying to carry out and extend the reformatory treatment of the young offenders, and thereby to reduce the crime in this great country of India, the object of the writer will have been achieved.

APPENDIX No. I.

Prevention of Crime Act, 1908.

PART I.—REFORMATION OF YOUNG OFFENDERS.

1.—(1) Where a person is convicted, on indictment of an offence for which he is liable to be sentenced to penal servitude or imprisonment and it appears to the court—

(a) that the person is not less than sixteen nor more than twenty-one years of age; and

(b) that, by reason of his criminal habits or tendencies, or association with persons of bad character, it is expedient that he should be subject to detention for such term and under such instruction and discipline as appears most conducive to his reformation and the repression of crime;

it shall be lawful for the court, in lieu of passing a sentence of penal servitude or imprisonment, to pass a sentence of detention under penal discipline in a Borstal institution for a term of not less than one year nor more than three years:

Provided that, before passing such a sentence, the court shall consider any report, or representations which may be made to it by or on behalf of the Prison Commissioners as to the suitability of the case for treatment in a Borstal institution, and shall be satisfied that the character, state of health, and mental condition of the offender, and the other circumstances of the case are such that the offender is likely to profit by such instruction and discipline as aforesaid.

(2) The Secretary of State may by order direct that this section shall extend to persons apparently under such age not exceeding the age of twenty-three as may be specified in the order, and upon such an order being made this section shall, whilst the order is in force, have effect as if the specified age was substituted for "twenty-one":

Provided that such an order shall not be made until a draft thereof has lain before each House of Parliament for not less than thirty days during the session of Parliament, and if either House, before the expiration of that period, presents an address to His Majesty against the draft or any part thereof, no further proceedings shall be taken thereon, but without prejudice to the making of any new draft order.

2.—Where a youthful offender sentenced to detention in a reformatory school is convicted under any Act before a court of summary jurisdiction of the offence of committing a breach of the rules of the school, or of inciting to such a breach, or of escaping from such a school, and the court might under that Act sentence the offender to imprisonment, the court may, in lieu of sentencing him to imprisonment, sentence him to detention in a Borstal institution for a term not less than one year nor more than three years, and in such case the sentence shall supersede the sentence of detention in a reformatory school.

3.—The Secretary of State may, if satisfied that a person undergoing penal servitude or imprisoned in consequence of a sentence passed either before or after the passing of this Act, being within the limits of age within which persons may be detained in a Borstal institution, might with advantage be detained in a Borstal institution, authorise the Prison Commissioners to transfer him from prison to a Borstal institution, there to serve the whole or any part of the unexpired residue of his sentence, and whilst detained in, or placed out on licence from, such an institution, this part of this Act shall apply to him as if he had been originally sentenced to detention in a Borstal institution.

4.—(1) For the purposes of this part of this Act the Secretary of State may establish Borstal institutions, that is to say, places in which young offenders whilst detained may be given such industrial training and other instruction, and be subjected to such disciplinary and moral influences as will conduce to their reformation and the prevention of crime, and for that purpose may, with the approval of the Treasury, authorise the Prison Commissioners either to acquire any land or to erect or acquire any building or to appropriate the whole or any part of any land or building vested in them or under their control, and any expenses incurred under this section shall be paid out of moneys provided by Parliament.

(2) The Secretary of State may make regulations for the rule and management of any Borstal institution, and the constitution of a visiting committee thereof, and for the classification, treatment, and employment and control of persons sent to it in pursuance of this part of this Act, and for their temporary detention until arrangements can be made for sending them to the institution, and, subject to any adaptations, alterations, and exceptions made by such regulations, the Prison Acts, 1865 to 1898 (including the penal provisions thereof), and the rules thereunder, shall apply in the case of every such institution as if it were a prison.

5.—(1) Subject to regulations by the Secretary of State, the Prison Commissioners may at any time after the expiration of six months, or, in the case of a female, three months,

from the commencement of the term of detention, if satisfied that there is a reasonable probability that the offender will abstain from crime and lead a useful and industrious life, may licence permit him to be discharged from the Borstal institution on condition that he be placed under the supervision or authority of any society or person named in the licence who may be willing to take charge of the case.

(2) A licence under this section shall be in force until the term for which the offender was sentenced to detention has expired, unless sooner revoked or forfeited.

(3) Subject to regulations by the Secretary of State, a licence under this section may be revoked at any time by the Prison Commissioners, and where a licence has been revoked the person to whom the licence related shall return to the Borstal Institution, and, if he fails to do so, may be apprehended without warrant and taken to the institution.

(4) If a person absent from a Borstal institution under such a licence escapes from the supervision of the society or person in whose charge he is placed, or commits any breach of the conditions contained in the licence, he shall be considered thereby to have forfeited the licence.

(5) A court of summary jurisdiction for the place where the Borstal institution from which a person has been placed out on licence is situate or where such a person is found may, on information on oath that the licence has been forfeited under this section, issue a warrant for his apprehension, and he shall, on apprehension, be brought before a court of summary jurisdiction, which, if satisfied that the licence has been forfeited, may order him to be remitted to the Borstal institution, and may commit him to any prison within the jurisdiction of the court until he can conveniently be removed to the institution.

(6) The time during which a person is absent from a Borstal institution under such a licence shall be treated as part of the time of his detention in the institution: Provided that where that person has failed to return to the institution on the licence being forfeited or revoked, the time which elapses after his failure so to return shall be excluded in computing the time during which he is to be detained in the institution.

(7) A licence under this section shall be in such form and shall contain such conditions as may be prescribed by regulations made by the Secretary of State.

6.—(1) Every person sentenced to detention in a Borstal institution shall, on the expiration of the term of his sentence, remain for a further period of six months under the supervision of the Prison Commissioners.

(2) The Prison Commissioners may grant to any person under their supervision a licence in accordance with the last foregoing section, and may revoke any such licence and recall the person to a Borstal institution, and any person so recalled may be detained in a Borstal institution for a period not exceeding three months, and may at any time be again placed out on licence:

Provided that a person shall not be so recalled unless the Prison Commissioners are of opinion that the recall is necessary for his protection, and they shall again place him out on licence as soon as possible and at latest within three months after the recall, and that a person so recalled shall not in any case be detained after the expiration of the said period of six months' supervision.

(3) A licence granted to a person before the expiration of his sentence of detention in a Borstal institution shall, on his becoming liable to be under supervision in accordance with this section, continue in force after the expiration of that term, and may be revoked in manner provided by the last foregoing section.

(4) The Secretary of State may at any time order that a person under supervision under this section shall cease to be under such supervision.

7.—Where a person detained in a Borstal institution is reported to the Secretary of State by the visiting committee of such institution to be incorrigible, or to be exercising a bad influence on the other inmates of the institution, the Secretary of State may commute the unexpired residue of the term of detention to such term of imprisonment, with or without hard labour, as the Secretary of State may determine, but in no case exceeding such unexpired residue.

8.—Where a society has undertaken the duty of assisting or supervising persons discharged from a Borstal institution, either absolutely or on licence, there may be paid to the society out of money provided by Parliament towards the expenses of the society incurred in connection with the persons so discharged such sums on such conditions as the Secretary of State, with the approval of the Treasury, may recommend.

9.—Where a person has been sentenced to detention in a Borstal institution in one part of the United Kingdom, the Secretary of State, the Secretary for Scotland, or the Lord Lieutenant of Ireland, as the case may be, as authority under this Act for that part of the United Kingdom, direct that person to be removed to and detained in a Borstal institution in another part of the United Kingdom, with the consent of the authority under this Act for that other part.

APPENDIX No. II.

THE DAY'S WORK AT BORSTAL.

- 5-30—The day begins with milk and a biscuit. It will be seen below that the last meal at night is at 5-30, so this is not a luxury. The dietary has been the subject of much learned and anxious consideration.
- 7-0—Breakfast consisting of bread and margarine, with tea and coffee for special grade boys.
- 7-30—12—Work in workshops or in the carpentry, smith's work, boot-making, building, cooking, laundry work, farm and garden work, or cleaning the premises.
- 12-0—Dinner, consisting of bread, potatoes and meat or soup or suet pudding.
- 1-10—5-30.—Work.
- 5-30—Work ceases; there is a general parade of the inmates. Supper follows, consisting of bread, cocoa, margarine or cheese.
- 6-15—Chapel. Short addresses are given by the officers or by visitors and encouraging letters from former inmates are read out. For boys of the special grade, an hour's recreation follows, with games, magazines and newspapers, under supervision. Those who have not earned promotion to the special grade can read in their cells until 8. Gymnasium classes are attended by every boy as mentioned above, and those who need it attend school.

THE DAY'S WORK AT THE JUVENILE JAIL, BAREILLY.

(1st October.)

- 5 to 5-30 A.M.—The boys say their prayers in their respective cells.
- 5-30 to 6 A.M.—Latrine and washing parade.
- 6 A.M. to 7 A.M.—Simple Physical exercise.
- 7 A.M. to 7-30 A.M.—Morning meal (3 chataks of fresh salted bread in proportion of $2\frac{1}{2}$ parts grain to $11\frac{1}{2}$ of wheat).
- 7-30 A.M. to 8 A.M.—Gangs called, labour distributed and work commenced.
- 8 A.M. to 11 A.M.—WORK :—Grinding, oil pressing, water drawing, cleaning, cooking, elementary tailoring, weaving (coarse cloth, durries, carpets and newar). Blacksmithy, carpentry, shoe-making, mason's work learning, English, (the 1st step towards composing), composing & printing & Urdu copy writing & litho printing.
- 11 A.M. to 12-0—Bathing parade and midday meal [which consists of 9 chataks of bread and 1 chatak of dal.]
- 12 to 2-30 P.M.—Work.
- 2-30 P.M. to 4-30 P.M.—Secular, moral and religious training and short lectures by teachers on these subjects.
- 4-30 P.M. to 5-30 P.M.—Evening meal (consisting of 9 chataks of bread and 3 chataks of vegetables.)
- 5-30 P.M. to 6-15 P.M.—Lock-up parade. Roll call and count.

TIME TABLE, BORSTAL JAIL LAHORE.

Winter.	Summer.
7-0—Open out Jail.	5-30—Open out jail.
7-0—7-30—Latrine and ablution parade.	5-30—6-0—Latrine parade and ablution.
7-30—8-30—Drill.	Bathing parade.
8-30—9-0—Food parade.	6-0—7-0—Drill.
9-0—9-30—Making gangs.	7-0—7-30—Food parade.
9-30—12—Labour or one hour's school.	7-30—8-0—Making gangs.
	8-0—12-0—Labour or one hour's school.

TIME TABLE, BORSTAL JAIL—concluded.

Winter.	Summer.
12-0—1-0—Latrine parade. Bathing parade. Food parade (gram cake only).	12-0—2-0—Rest. Latrine and ablution parade.
1-30—4-30—Labour or one hour's school.	2-0—5-0—Labour and school.
4-30—5-0—Recreation.	5-0—5-30—Recreation.
5-0—5-30—Return to barracks.	5-30—6-0—Return to barracks.
5-30—6-30—Food parade Latrine parade.	6-0—6-30—Food parade.
6-30—7-0—Counting prisoners.	6-30—7-0—Latrine and bathing parade.
7-0—Lock-up Jail.	7-0—7-30—Counting prisoners.
	7-30—Lock-up Jail.

The above time-tables are by no means hard-and-fast rules and often undergo slight variations.

APPENDIX No. III.

SUGGESTED COURSES OF INSTRUCTION IN CERTAIN TRADES (AS
ALREADY IN USE AT BAREILLY).

Masonry.—Short-term prisoners and those whose mental capacities are but limited are employed on this work, as this class of work does not require any equipment beyond a few tools to carry it on. These tools are made in the jail and a complete set is given to the boy on release. A progressive course of lessons is prescribed for this industry and models of pacca masonry work are provided as pattern. The course extends over a period of four months during which 31 lessons are given as shown below :—

No.	Description of lessons.	Number of days.
1	Mud mortar	2 days.
2	Lime mortar	2 days.
3	Brick-laying, simple (a)	5 days.
4	Brick-laying, simple (b)	5 days.
5	Brick-laying, double (a)	5 days.
6	Brick-laying, double (b)	5 days.
7	Brick-laying, dressed and pointed	5 days.
8	Simple floor, square	2 days.
9	Simple floor, zig-zag	3 days.
10	Simple floor, brick on edge corners, dressed	4 days.
11	Arch-moulding (a)	4 days.
12	Arch-moulding (b)	5 days.
13	Arch-moulding (c)	3 days.
14	Open brick work with pillars (a)	5 days.
15	Open brick work with pillars (b)	5 days.
16	Arch brick work No. 1	3 days.
17	Arch brick work No. 2	3 days.
18	Arch brick work No. 3	3 days.
19	Open brick work with pointed pillars	6 days.
20	Square pillar No. 1	..
21	Square pillar No. 2	..
22	Arch complete with elevation and lime plaster	6 days.
23	Elaborate open brick work with pointed pillars and coping.	8 days.
24	Round pillars, pointed top	5 days.
25	Round pillars, octagonal	5 days.
26	Drain pattern No. 1	3 days.
27	Drain pattern No. 2	3 days.
28	Drain pattern No. 3	3 days.
29	Drain pattern No. 4	3 days.
30	Rough idea of the buildings from drawing in the hand book.	
31	A model house	

SHOE-MAKING.

No.	Description of lessons.	Number of days.
1	Opening threads ..	2 days.
2	Twisting threads ..	6 days.
3	Bakhia ..	8 days.
4	Sewing pan ..	8 days.
5	Sewing got ..	8 days.
6	Dressing leather ..	4 days.
7	Making tala ..	8 days.
8	Cutting pans ..	15 days.
9	Sewing sole ..	8 days.
10	Making shoes ..	28 days.

TAILORING.

No.	Description of lessons.	Number of days.
1	Kattar sewing No. 1 ..	4 days.
2	Kattar sewing No. 2 ..	4 days.
3	Kattar sewing No. 3 ..	4 days.
4	Button hole ..	8 days.
5	Kurtas ..	8 days.
6	Sulakas ..	4 days.
7	Nimastin ..	7 days.
8	Mirzai Kalodar ..	8 days.
9	Coat, Hindustani ..	18 days.
10	Achkin, Kalodar ..	10 days.
11	Angarakha ..	16 days.
12	Sherwani achkin ..	10 days.
13	Pajama, gharedar ..	6 days.
14	Pajama, sada ..	4 days.
15	Cap, kashlidar ..	2 days.
16	Cap, gol ..	3 days.
17	Cap dopalli ..	2 days.
18	Waist-coat ..	8 days.
19	English pant. ..	8 days.
20	English coat ..	30 days.
21	English pant.—Sub-Inspector pattern ..	6 days.

APPENDIX No. IV.

BAREILLY.

Homily (No. 1) to be delivered to the boys immediately on their stepping into the entrance to the Jail by the Officer in charge of admissions.

POOR BOY ! reflect, what must be the feelings of thy parents should those unfortunate gentle persons be living.

Certainly thy mother must have expected thee to beautify her home and not the jail.

She reared thee to be her solace and not her despair and an embodiment of shame.

Dost thou know that she has to blush for thee in the presence of her neighbours and friends.

Surely, surely, thou hast robbed thy family and thy caste of their good reputation.

Know ! that thou art sent here to be saved from ruin and to be made an honest man of. If thou behaveth well and art diligent thou wilt be taught useful industries and at release thou wilt be recommended to a gentleman who will render thee every possible help.

Remember it is a great sin to use foul language.

Thou shalt not be guilty of even so much as touching an intoxicating drug such as tobacco and the like.

Talking while at work is strictly prohibited—it is baneful to thee and to the person thou talketh to.

Running, wandering about and speaking loudly are not allowed in the jail.

Shouldst thou feel injured in any way whatsoever, it will not become thee to take the law in thy own hands. Speak to thy immediate officer of thy grievances and depend upon him for redress.

Remember quarrelling in jail and elsewhere will ruin thy future, as it will only tend to alienate from thee any little sympathy which others may still have for thee, while good conduct will surely accelerate thy liberation from adversity.

Homily (No. 2) delivered to the boys at the time of their release from the Special Juvenile Jail of the United Provinces, Bareilly.

POOR BOY! dost thou remember the advice we gave thee at thy admission into this jail?

Thy adversity is over. Thy parents, relations and friends have no more of the unpleasant task of counting thy days of misfortune to perform. Their shame, remorse, fears, misgivings and the rest of it must change into glee and hope once more. What a pity it will be if they ever happen to have the bad luck of seeing thee in trouble again, which must inevitably be the case shouldst thou any more allow thyself to fall into bad habits.

But no, that must not be the case. Thou canst not surely be so mad as to forget the early days of thy jail life when grinding corn, 12 seers gram was thy day's task; it was forced upon thee, without consulting thy wishes, of course. Work at the oil-mill, where bullocks are employed in the country, was perhaps by no means a very pleasant engagement or sight to thee; yoking thee to the charsa or to the pump, which is likewise the work of quadrupeds, was, we presume, not a very agreeable thing for thee—a human being after all. It should not have been very difficult for thee to realise that even the jail hospital was, without real friends and relations to look after thee, not a very comfortable resort. We are sure thou canst only ill afford to forget the incidents of this unfortunate part of thy life.

We promised to lead thee into the right path and we can confidently assert that we have done all that was possible for us to do to save thee from ruin and to make an honest man of thee.

Go and enjoy thy days with thy friends, relations and parents like a good boy. Shouldst thou be fortunate enough to be in possession of adequate means of living, well and good; if not, go and consult thy zamindar, thy neighbour, or the headman of thy village and they will surely tell thee what is best for thee.

Shouldst thou find any difficulty in pursuing the trade thou mayst have learnt in the jail, apply to the gentlemen to whom we have just given thee a letter of introduction or to the District Magistrate and they or he will surely lend thee a real helping hand.

Remember! that Police can never interfere with law-abiding honest persons. Avoid association with doubtful characters, have obvious and honest means of living and thou art at once above all imaginable troubles which must otherwise be thy lot.

Know! An honest scanty meal with peace is surely worth more than anything the pursuit of dishonest means can procure for thee. While the former assures a sound sleep and restful night after the day's toil—uninterrupted by fearful dreams, the latter cannot fail to disturb thy sleep, make thee restless, miserable, and thy life a burden to thee; not only by horrible dreams which thou must have as the necessary sequel of the day's bad actions but by actual calls of the chaukidar at odd hours of the night "Falana hazir hai"—art thou there! Thou shalt do well to note carefully and follow literally what we have just said unto thee and prosperity like shadow is bound to follow thee wheresoever thou goest.

vii

APPENDIX No. V.

A FORM OF CARD SUGGESTED FOR RECORDING HISTORIES OF INMATES ON THE CARD INDEX SYSTEM.

Adol. Regr. No.	Jail No.	Name	Son of	Caste	Residence	
		Age when sentenced				
Previous Occupation	Crime	Sentence	Class	Date of Sentence	Date of entering B. C. Jail.	
Previous History.		PROGRESS AFTER ADMISSION TO BORSTAL CENTRAL JAIL.				
		Physical.			Educational School.	
		Date.	Height.	Weight.		Chest.
On admission						
Conduct while in Borstal Jail --						
Towards Superiors (including jail rules).						
Marks for clean kit						
Towards fellow convicts.						
		Drill.	Gymnastics.		Trade.	
Grade Ordinary Penal Special & Date				Games	Probable wage-earning Capacity on release.	
Date of Release		Conditional or Otherwise				

MISCELLANEOUS NOTES.

HISTORY OF THE CONVICT AFTER LEAVING THE JAIL.

APPENDIX No. VI.

PROCEEDINGS OF HIS HONOUR THE LIEUTENANT-GOVERNOR OF THE PUNJAB IN THE HOME
(JAILS) DEPARTMENT, No. 294, DATED 16TH JULY 1912.

RESOLUTION.—Modern civilised Governments have recognised that in prison management it is a duty, owed no less to the individual criminal than to the law-abiding public, to adopt all reasonable means to secure the reformation of the prisoner. Such attempts naturally come under two separate categories—measures taken during the time that the prisoner is undergoing his sentence and efforts made after release. The former can properly be undertaken by Government and indeed, from the circumstances, practically must be entirely so undertaken. The duty has already been accepted in the Punjab in connection with the class of prisoner technically known as juvenile adults, among whom efforts at reclamation naturally promise the most encouraging results. All such convicts in the province are now collected in the Lahore District Jail which is now administered on the Borstal system.

2. Efforts at reclamation of a prisoner after his release from jail, on the other hand, cannot properly be carried out by Government agency as the attentions of any agent of Government in such a case are likely to be misunderstood. Reliance must accordingly be had on private enterprise. Such work, however, though enlightened opinion must strongly approve of the principle, is not of a nature likely to command much practical sympathy. In these circumstances an offer to experiment on these lines made by the Salvation Army, whose experience in the treatment of criminal tribes in India and in prison gate and elsewhere promises hopeful results, has been gladly accepted by Government. In the negotiations with the Salvation Army it was recognised that it was not very profitable to wait until the prisoner had served his sentence before initiating the proposed efforts, as in the present state of the law no control can be exercised over the movements of prisoners who have completed their term of sentence, and the Local Government has decided to avail itself of the provisions of section 401, Criminal Procedure Code, as most likely to achieve practical results. It is not, however, the intention of Government that measures of this nature should be restricted solely to the agency of the Salvation Army, and any proposals on similar lines put forward by any association of the requisite standing, which is in a position to establish a suitable settlement, will be sympathetically considered.

3. The general conditions which have been settled between the Local Government and Commissioner Booth-Tucker on behalf of the Salvation Army may be briefly stated. Officers of the Salvation Army of the rank of Lieutenant and upwards will be freely permitted to visit the Borstal Central Jail and to converse with the prisoners and to explain to them the conditions and advantages of residence in the Settlement which has been started close to the jail. They will be consulted by the Superintendent of the Jail in his choice of the prisoners whom it is proposed to send to the Settlement, and the Superintendent of the Jail will satisfy himself that there is sufficient room available in the Settlement. The Superintendent of the Jail will take the steps necessary to obtain the orders of the Local Government for the prisoner's release, and will act in accordance with the rules separately notified in this behalf under the provisions of section 401, Criminal Procedure Code. When the orders of the Local Government have been received for the release of a prisoner the Superintendent of the Jail will send him to the Settlement. The Settlement Manager will provide him with food, clothing, bedding and other necessities, and will, from the time he enters the Settlement, accept full responsibility for him. The officers of the Settlement will obtain work for him either within or without the Settlement. He will, however, not be permitted to leave the Settlement except on a pass granted by the Settlement Manager, and will in no case be given leave to remain absent at night. For his work, provided he works diligently and well, to the satisfaction of the Settlement Manager, he will receive payment at a rate of not less than 4 annas a day. The Settlement Manager may deduct from his earnings the cost of his food, clothing and other necessities. As a rule no inmate of the Settlement will be required to work more than 8 hours a day. Any extra wages earned by an inmate will be placed to his credit and will not be funded. The Settlement Officers will make adequate and suitable arrangements for the medical treatment and care of any inmate who may fall sick. All inmates shall be granted reasonable opportunities of interviewing or otherwise communicating with their friends and relatives, but the Settlement Manager may in his discretion restrict or withhold this privilege as he deems necessary in the interests of the Settlement.

The Settlement Officers will, so far as may be practicable and advisable, grant permission for the wives and children of married men to come and live with them within the Settlement.

The Settlement Manager shall lay down rules for the preservation of order and discipline, and all inmates shall be bound to conform to these rules. The Inspector-General of Prisons, the District Magistrate of Lahore and the Superintendent of the Lahore Borstal Jail shall have free access to the Settlement at all times, and every facility shall be afforded them to see and question any inmate.

If any inmate of the Settlement should prefer to return to the Borstal Jail to complete his sentence, he may apply accordingly to the Settlement Manager, and it shall be the duty of the Manager to return him without delay to the Jail.

In no case shall any attempt be made to retain any inmate against his will in the Settlement after the expiry of his sentence.

The Settlement Manager will forward all petitions presented by any inmate of the Settlement. He will also maintain such registers and furnish such returns and information as the Local Government may direct. He will report to the District Magistrate, Lahore, without delay, whenever any inmate is absent without leave.

ORDER.—Ordered that the above Resolution and rules be forwarded to the Inspector-General of Prisons, Punjab, for information and communication to the Superintendent, Lahore Borstal Central Jail, to the District Magistrate, Lahore, and Commissioner Booth Tucker, for information and guidance.

Ordered also that the Resolution and Rules be published in the *Punjab Government Gazette* for information.

Rules under section 401 (6), Criminal Procedure Code.

In exercise of the powers conferred by section 401 (6) of the Code of Criminal Procedure, 1898, the Lieutenant-Governor of the Punjab is pleased to make the following rules for the remission and suspension of sentences of prisoners transferred from the Borstal Central Jail to the Danapur Settlement :—

(1) The Local Government will in its discretion grant remissions of sentence under the provisions of section 401, Criminal Procedure Code, to good conduct prisoners of the Lahore Borstal Central Jail who shall be recommended by the Superintendent of the Jail and who shall be willing to reside in the Danapur Settlement, Lahore, and abide by the conditions set out in Form A appended to these rules. Such remissions shall be according to the following scale :—

Those sentenced to 4 months ..	2 months.
Above 4 and below 12 months ..	3 "
1 year and below 2 years ..	4 "
2 years and above ..	6 "

(2) In making any recommendation for a remission of sentence, the Superintendent of the Jail shall act in consultation with the Settlement Manager of the Danapur Settlement and shall satisfy himself that accommodation is available in the Settlement.

(3) The Superintendent of the Jail shall explain or cause to be explained to every prisoner whom he recommends for remission of sentence the conditions that accompany the remission, and if the prisoner accepts them the Superintendent shall require him to sign Form A.

(4) The Superintendent of the Jail shall himself sign the certificate on Form A and shall forthwith submit it through the Inspector-General of Prisons to the Secretary to Government for the orders of the Local Government.

(5) On receipt of the order for the conditional release of a prisoner from Government the Superintendent shall arrange to have the prisoner delivered to the officer in charge of the Danapur Settlement.

(6) The Superintendent shall forward with the prisoner—

- (a) a descriptive roll of the person of each prisoner (Form No. 61), and
- (b) a certified copy of the order of conditional release with the date of release endorsed thereon, and any other particulars concerning the prisoner which the Superintendent desires to record.

The Superintendent shall retain in his office the warrant of detention, but shall note thereon the date on transfer of the prisoner to the Settlement.

CERTIFIED that the conditions specified in the above order of conditional release have been read over to the prisoner named in the said order, and that he has accepted the same as the conditions under which he is to be released before the expiry of the term of his sentence (section 401, Code of Criminal Procedure).

(Sd.) _____

Superintendent, Borstal Central Jail.

LAHORE : }
Dated _____ }

CERTIFIED that the prisoner named in the above order of conditional release has been released on _____ and made over to the officer in charge of the Danepur Settlement for residence therein.

(Sd.) _____

(Sd.) _____

Officer in charge, Danepur Settlement.

LAHORE : }
Dated _____ }

At _____

Date _____

APPENDIX No. VII.

FORMS FOR USE BY BORSTAL JAILS OR COMMITTEES.

Rules for the guidance of the Committee attached to the Juvenile Jail, Bareilly.

1. The committee should meet at least once a month on a date to be fixed by the chairman.

2. At each meeting the committee shall see all prisoners (with their records) who have been admitted to the jail since the previous meeting. Should the committee consider any of these prisoners unsuitable for confinement in the juvenile jail, the Superintendent shall immediately transfer such prisoner to the Bareilly Central Prison and report his action to the Inspector-General of Prisons, who will issue orders for their disposal.

3. The committee shall see all prisoners who are to be released or who will attain the age of twenty years within two months of the date of the meeting. As regards prisoners who are to be released, the committee will take such action as they think most suitable to prevent them from lapsing into crime after release. As regards prisoners about to attain the age of twenty years, the committee shall, after due consideration of each prisoner's record, either request Government to release him or shall ask the Inspector-General to order his transfer to a central prison to complete his term of imprisonment.

4. The committee, while not unduly interfering with the authority of the Superintendent, are expected to take a general interest in the management of the institution and are requested to submit any suggestions or remarks which they consider necessary or advisable regarding the jail and its management to the Inspector-General of Prisons.

(7) The Settlement Manager shall maintain in such form as may be prescribed by the Inspector-General of Prisons a register of all prisoners received by him for residence in the Settlement and shall preserve all papers and records that accompany the prisoner.

(8) The Settlement Manager shall inform each prisoner-inmate without delay of the expiry of his sentence, and shall inform him that he need no longer stay in the Settlement if he desires to leave. He shall also report the completion of the sentence to the Superintendent of the Jail.

(9) The Settlement Manager shall report to the District Magistrate without delay the absence without leave of any prisoner-inmate of the Settlement.

(10) The Settlement Manager may, if he deems it necessary in the interests of the Settlement, return any prisoner-inmate of the Settlement to the Borstal Jail.

(11) The Settlement Manager shall return any prisoner-inmate of the Settlement at the latter's request to the Borstal Jail.

(12) When any prisoner is returned under rules (10) and (11), the Superintendent of the Jail shall receive him in the Jail and shall note on the warrant the date of his return to the Jail; and shall deal with the prisoner in accordance with the warrant. The period spent in the Settlement shall not count as part of the sentence.

FORM A.

ORDER OF CONDITIONAL RELEASE.

In exercise of the power conferred by section 401 of the Code of Criminal Procedure, 1898, and of all other powers vested in him in that behalf, the Lieutenant-Governor of the Punjab is, subject to the conditions hereinafter set forth, pleased to remit such portion of the sentence of _____ imprisonment passed upon _____, son of _____, caste _____, residence _____, a convict in the _____ jail, number _____, by the court of the _____ at _____ on the _____ day of _____ 19____, under section _____ of the _____, as remains unexpired on the _____ day of _____, 19____, and, subject to the acceptance of the said conditions by the said convict, to direct his release on the said day of _____ 19____.

The conditions which shall apply to the said convict during the period of his sentence hereby conditionally remitted are the following :—

CONDITIONS.

- (1) The convict shall reside in the Danapur Settlement at Lahore until his sentence expires.
- (2) He shall not leave the Danapur Settlement under any pretext whatever without first obtaining a pass from the Settlement Manager, and he shall comply with all the conditions of the pass.
- (3) Each day he shall do a fair day's work to the satisfaction of the Settlement Manager, but not exceeding eight hours a day. For such day's work he shall be paid not less than four annas a day.
- (4) The Settlement Manager may deduct from his wages earned by the convict during his stay at the Danapur Settlement, the cost of food and other necessities supplied to him.
- (5) He shall obey all rules and orders that may be from time to time in force in Settlement for the maintenance of discipline and order or for the welfare of the inmates.
- (6) If the Settlement Manager considers that the convict's presence at the Settlement is or is likely to be harmful to the good management of the Settlement, he may, with or without the convict's consent, return him to the Borstal Jail to complete the remainder of his sentence, and he shall return to the jail accordingly.
- (7) If the convict is convicted of any offence and sentenced to imprisonment or fine, he shall be liable to be sent back to jail to complete his sentence.
- (8) The convict may at any time apply to the Settlement Manager to be sent back to the Borstal Jail to complete his sentence, and on such application the Settlement Manager shall return him without delay to the jail.

I, _____, hereby accept the conditions specified in the above order of conditional release as the conditions subject to which I am to be granted a remission of sentence.

(Sd.) _____

Signature or mark of the convict.

		xii	
No. _____	JAIL	191 .	DEPT.
Name _____			
Father's name _____	FROM		
Caste _____	THE SUPERINTENDENT,		
Residence—		_____ Jail,	
Village _____	To		
Thana _____	THE DISTRICT MAGISTRATE,		
District _____			
Crime _____	Dated	191 .	} No. _____
Sentence _____	Received	191 .	
Date of sentence _____	SUBJECT.		
Name of the court _____	Juvenile prisoner named _____		
Remarks by the Committee—	No. _____ particularized on margin.		
Has the honour to forward as per margin a copy of the remarks recorded by the Committee relative to the above-named juvenile and to request that the result of the enquiry may kindly be communicated to this office before the 1st of _____ 191 , so as to enable the undersigned to put up the case before the Committee on the 3rd of _____ 191 . .			
uperintendent.			

		xiii	
No. _____	JAIL	191 .	DEPT.
Name _____			
Father's name _____	FROM		
Caste _____	THE HONORARY SECRETARY		
Industry learnt in Jail _____		TO THE BURSTAL COMMITTEE,	
Conduct in Jail _____		_____ JAIL,	
Residence—	To		
Village _____			
Thana _____	Dated	191 .	} No. _____
District _____	Received	191 .	
Remarks by the Committee—	SUBJECT.		
Adolescent prisoner named _____			
No. _____ particularized on margin.			
Has the honour to forward as per margin a copy of the remarks recorded by the Committee relative to the above-named adolescent and to request that the result of the enquiry may kindly be communicated to this office within a fortnight from the date of this letter, so as to enable the undersigned to put up the case before the ensuing Committee.			
Honorary Secretary.			

xiv
No. _____

FROM

THE SUPERINTENDENT,
_____ JAIL,

TO

THE DISTRICT MAGISTRATE,

Dated _____, the _____ 191 .

SUBJECT.

Adolescent Prisoner No. _____

SIR,

I SHALL feel obliged by your kindly having the accompanying statement filled up and returned to me at your earliest convenience.

2. Columns should be filled up very carefully. The object of the information herein called for, is, that if the adolescent's stay in Jail is too short to admit of his attaining a proficiency in a certain industry, efforts will be made to teach him such portions of it as are likely to be useful to him at home.

3. In this connection I beg to invite your attention to the orders contained in Government Order No. ³²⁰¹ 71-445, dated the 9th September 1910, and to request that you will be good enough to examine the statement before returning it to me, and state in detail what action you would like the Committee of Visitors to take, so to minimise the chance of the prisoner in question relapsing into crime.

4. I may add that it is undesirable that the enquiry should be made through the Police Department.

5. A blank form of preliminary enquiry is hereto attached for your office record.

I have the honour to be,

SIR,

Your most obedient servant,

Superintendent.

xv
PRELIMINARY ENQUIRY.

No. _____ Name _____ Son of _____

Caste _____ Convicted under section _____ I. P. C.
C. P. C.

by _____ the Sessions Judge _____ of _____
Magistrate

to _____ Months R.I. _____ on _____ 191 ,
Years

resident of Village _____ Police station _____ District _____
Mohalla

Questions.	Answers.
(1) What relations are there to take care of the juvenile?	
(2) What was the occupation of the juvenile before he was sent to jail?	
(3) Do you think that the means of living of the juvenile previous to his imprisonment were adequate? if so, how has this conclusion been arrived at?	
(4) Has the juvenile got any land of his own for cultivation? if so, how much? if not, can the Sub-Committee assist him to get any?	
(5) Do you think, considering the nature of his crime and his previous occupation, that he will be able to resume his occupation after release? if not, which of the industries noted below can he take up with any prospect of success?	
(6) Do you recommend aid being given to him after release? If so, in what form and in the case of monetary aid to what extent?	
(7) Can you give the name of a Member of the District Sub-Committee or any philanthropic resident of the neighbourhood where the boy lives who will be ready to exercise supervision over him on release?	
(Please give address in full)	

(A) Weaving Cloth (such as dusuti, garah, etc.), (B) Weaving Newar, (C) Weaving Durries, (D) Weaving Carpets, (E) Rough Carpentry, (F) Rough Blacksmithy, (G) Shoemaking, (H) Masonry (elementary), including brick-moulding, (I) Tailoring, (J) Composing and printing (English), (K) Lithography and printing (Urdu).

Questions.	Answers.
(8) Has the juvenile got a house of his own to live in?	
(9) How far does the juvenile live from the district head-quarters?	
(10) To what railway station the juvenile should be sent after his release?	
	District Magistrate, of _____

NOTES.—(1) In case the particulars of residence of the juvenile quoted herein be found to be incorrect a reference on the subject should be made to the convicting magistrate.
(2) The preliminary enquiry should be returned with the least possible delay.

APPENDIX No. VIII.

BOMBAY PRESIDENCY RELEASED PRISONERS' AID SOCIETY.

Memorandum of Association.

1. The name of the Society is the Bombay Presidency Released Prisoners' Aid Society.
2. The objects for which the Society is formed are—
 - (a) to give, as far as may be possible, such help as may be needed, on release, by persons convicted of criminal offences without distinction of race or creed;
 - (b) to make efforts to reclaim habitual offenders from a life of crime, and to enable prisoners after release to lead honest and respectable lives;
 - (c) to make special arrangements with the view of preventing casual and juvenile offenders from becoming habitual offenders;
 - (d) to promote legislation and the application of the existing law to secure that sentences of imprisonment shall be passed only in cases which cannot be adequately or appropriately be dealt with in any other way; and
 - (e) to collect funds and do all such other things as are incidental or conducive to the attainment of the above objects or any of them.

Rules and Regulations of the Bombay Presidency Released Prisoners' Aid Society.

1. The members of the Society shall be—
 - (a) the several persons who are members for the time being of the Central Committee hereinafter mentioned; and
 - (b) subject to the approval of the Central Committee the persons, firms, companies and public bodies who pay the annual subscription prescribed in Rule 2 to the funds of the Society. Persons paying a lump sum of Rs. 1,000 or more shall be patrons. Persons paying Rs. 200 in one sum shall be life members.
2. All members of the Society, other than patrons or life members, shall pay a minimum annual subscription of Rs. 5.
3. Annual meetings of members of the Society shall be held not later than the 30th April in every year to receive reports of the work and the accounts of the Society, for the preceding calendar year, to appoint Vice-Presidents of the Society, members of the Central Committee, Honorary Secretaries, an Honorary Treasurer, and an Auditor or Auditors, and to transact other business submitted by the Committee. His Excellency the Governor of Bombay shall be *ex-officio* President of the Society.
4. Special General Meetings of the members shall also be held on the requisition of twenty or more members of the Society.
5. At meetings of the members, ten shall form a quorum.
6. The management of the Society shall be vested in a Central Committee of not less than twelve nor more than twenty-four members, among whom shall be the Inspector-General of Prisons, the Inspector-General of Police, and the Commissioner of Police, Bombay. Of the others one shall be nominated by Government and the remainder elected by the members of the Society. Ladies shall be eligible for this or any other Committee.
7. The Central Committee shall elect a Chairman from the members of that body to preside at its meetings in the absence of the President or Vice-Presidents of the Society and to arrange for the business of the Committee.
8. All elected members of the Central Committee and office-bearers shall retire at the Annual Meeting next after their election, but they shall be eligible for re-election. Casual vacancies may be filled by the Central Committee.
9. The Central Committee shall have power to make bye-laws and rules for the purpose of carrying out the objects of the Society as defined in the Memorandum of Association and to vary and repeal the same.
10. The Central Committee shall meet at least three times a year. They shall also meet on a requisition made by six members of the Committee by a letter to the Honorary Secretaries.

11. In the event of an equality of votes in the settlement of questions at the meetings of the Central Committee, the Chairman shall have a casting vote.
Chairman's Casting Vote.
12. No business shall be transacted at any meeting of the Central Committee unless at least six members of that Committee are present from the beginning to the end of such meeting. Provided that if in consequence of the operation of this rule, a meeting is adjourned, the quorum required by this rule shall not be necessary for the transaction of business at such adjourned meeting.
Quorum at Committee Meetings.
13. The Central Committee may appoint District Committees consisting of subscribers to the Society for the purpose of carrying on the work of the Society in the Districts. The Chief Revenue, Judicial and Police Officers and the Superintendent of the District Prison shall be invited to be *ex-officio* members of such District Committees.
District Committees.
14. The proceedings of the District Committees shall be subject to the general control of the Central Committee.
Proceedings of District Committees.
15. District Committees may each appoint an Honorary Secretary and Honorary Treasurer and such other officers as they may require.
District Committees may appoint Officers.
16. All rules for the guidance of District Committees shall be made or sanctioned by the Central Committee.
District Committees Rules.
17. The Central Committee may appoint Sub-Committees from the members of that body and others for carrying on any portion of the work of the Society.
Sub-Committees.
18. The Central Committee may appoint any paid or unpaid officers, agents or servants required for carrying on the work of the Society.
Establishment.
19. No act of the Central Committee shall be deemed to be invalid by reason only of some defect in the appointment of such Committee or on the grounds of there being any unfilled vacancy.
Legality of acts of Central Committee.
20. The Central Committee shall receive and administer, either by the Society's Office or through the District Committees or Sub-Committees, the funds of the Society.
Administration of Funds.
21. The Central Committee on behalf of the Society shall have power to purchase, lease and hold lands, buildings and other property for the purposes of the Society and to sell and vary such property.
Lands, Buildings, &c.
22. The funds required for the ordinary current expenses of the Society may be lodged in the Bank of Bombay, Post Office Savings Bank or such other Bank as may be selected by the Central Committee for the purpose. The Committee may also invest funds in Securities, but the Securities shall be only those prescribed by law for the investment of Trust monies.
Funds how to be lodged.
23. Two of the Honorary Secretaries and the Honorary Treasurer shall be competent to execute and sign jointly, on behalf of the Society, Deeds, Agreements and other documents and also to sell, negotiate and endorse any Securities held on behalf of the Society. Cheques drawn on behalf of the Society shall be signed by one of the Honorary Secretaries and the Honorary Treasurer for the time being. Receipts for moneys payable to the Society may be signed by the Honorary Treasurer or an Honorary Secretary.
Deeds, &c.
Cheques.
24. The Central Committee shall make an annual report of the work carried on by the Society and there shall be attached to this report—
Receipts.
Report and Accounts.
- (a) an account of the receipts and expenditure of the Society :
(b) a balance sheet showing the assets and liabilities :
(c) a list of Securities and of the places where they are deposited for safe custody.
These accounts shall be duly audited and certified by an Auditor.
25. The rules and regulations of the Society may from time to time be altered or cancelled, and new rules and regulations may be substituted or added at a meeting of the members of the Society provided that at least 14 days notice of the proposed alterations and additions shall be given to the members, and that at least three-fifths of the members present at a Special General Meeting of the Society vote for them.
Rules and Regulations, Alterations and Additions.

