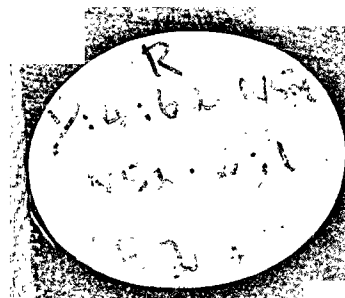


Report of the Jail
Reforms Committee made
1950-51 V. II Appendices.



CONTENTS OF VOLUME II.

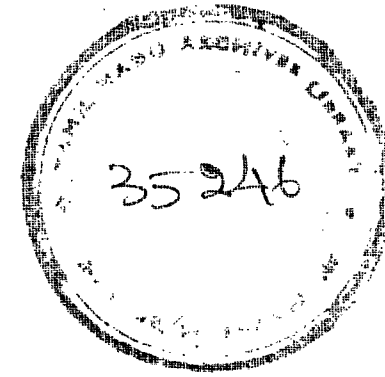
APPENDICES.

CHAPTER.

PAGES

I Introductory	1-24
II General principles	25-36
III Probation	37-74
X Accommodation	75-76
XI Medical relief in jails	77
XII Jail sanitation and hygiene, diet and health of prisoners	78-84
XIII Jail labour—Industries	85-94
XIV Jail labour—Agriculture	95
XV Parole	96-105
XVI Indeterminate sentence	106-113
XVII After-care	114
XVIII Prison establishment	115-133
XIX Subsidiary jails	134
XX Borstal schools	135
XXI Juvenile delinquency	136-141

செப்பனிருபவர் பெயர்
செப்பனிருவதற்காக எடுத்த
கொள்ளப்பட்ட நாள் 1899
கெடுபிட்டு முடிந்த நாள் 1905
சரிபார்க்கும் உதவியாளர்
கையொப்பம் கையொப்பம்



Y:4:62-100-150 E

NS2-271

APPENDICES TO CHAPTER I—INTRODUCTORY.

APPENDIX 1.

(Paragraph 5.)

JAIL REFORMS COMMITTEE

Questionnaire.

The terms of reference to the Committee are:—

(i) To examine the existing provisions of law and rules relating to jail administration in this State and to suggest changes with a view to improve the methods of dealing with prisoners in jails with specific reference among other things, to their training in useful and productive crafts and imparting to them literary and adult education which would enable them to be useful economically and be self-relying members of the Society.

(ii) to make recommendations which may be germane to the above;

(iii) to examine the defects in the Prisons Act, 1894 and the Prisoners Act, 1900, and to make specific recommendations as to which of the provisions in those enactments should be amended;

(iv) to tackle the question of juvenile delinquency; and

(v) to consider the question of making jails self-supporting.

What suggestions have you to make on the subject referred to the Committee and in particular what are your answers to the following questions:—

I. General Principles.

(1) Is the object of imprisonment deterrence or reformation or both? What kind of treatment should be given to prisoners to achieve either?

(2) Does it serve either object or both of these objects to send prisoners to jails for short periods of less than one month?

If the answer is in the negative what steps would you recommend?

(3) What steps would you suggest to reduce the number of short sentences?

(4) How would you deal with short term prisoners bearing in mind the true objects of imprisonment by way of punishment?

(5) (i) Should imprisonment in lieu of fines be abolished?

(ii) Should recovery of fines be permitted in instalments to permit the convicted person to pay the fine from his normal earnings, if necessary, work being found by probation officers?

(6) Are the Courts making adequate use of the Probation of Offenders Act to minimize sentences of imprisonment?

(7) What class of convicts, if any, should in your opinion not be sent to jails at all?

(8) With regard to such convicts what alternative would you suggest for jails?

(9) What suggestions have you to make to avoid sending persons to jails?

(10) What steps would you recommend to push up probation work in this State?

(11) Have you noticed any defects in the Prisons Act, 1894 and Prisoners Act, 1900? If so, please give details and suggest amendments.

II. Classification.

(A) There are two kinds of habituals now:—

(1) Fit for Special Jail;

(2) Ordinary habitual.

(B) Class I and Class II.

(C) Political prisoners.

(12) Is the existing definition of 'habitual prisoner' satisfactory?

(13) Do you consider that a mere conviction under section 69 or 110, Criminal Procedure Code, is sufficient to class a criminal as habitual?

(14) Is the existing classification of prisoners into habitual and non-habitual, state and ordinary prisoners adequate and should there be further subdivisions?

(15) Should there be complete segregation of different classes of prisoners?

(16) Should prisoners be classified by age groups and if so, what should be the age groups and what line of treatment you could recommend for each group?

(17) Are you satisfied with the existing classification of prisoners into Class I, II, Special Class and State Prisoners?

(18) Do you agree that better education, social status and standard of living furnish a valid basis for differential treatment and classification?

(19) Should State Prisoners and political prisoners be confined in Special Jails?

(20) Should there be a separate jail for detenus?

(21) Should there be a separate jail for intractable political prisoners like Communists?

(22) Are you in favour of complete segregation of prisoners night or have you any preference for blocks over cells?

(23) What is your opinion on the question of abolition of simple imprisonment as now understood?

(24) Does not simple imprisonment kill the initiative of a prisoner, degenerate him and reduce his capacity for work?

(25) Are you in favour of making all prisoners whether sentenced to simple imprisonment or rigorous imprisonment work while undergoing imprisonment in jails.

(26) Do you think it is now time to abolish the distinction between simple and rigorous imprisonment altogether?

(27) Should the answer to question 26 be in the affirmative, do you think that any differentiation should be made in the treatment of prisoners convicted for different classes of offences?

(28) Do you consider that there is any need to retain transportation and penal servitude?

III. Housing.

(a) BUILDINGS.

(29) Do you consider that the Penitentiary should be removed out of Madras City?

(30) Do you consider that all jails which are not electrified at present should be electrified?

(31) Is the accommodation now provided in jails for various classes of prisoners sufficient?

(32) Is any additional jail necessary?

(33) Do you consider that any jail is overcrowded based on standards now prescribed?

(34) Are you of the opinion that no jail should have a population of more than 1,500.

(35) Is ventilation of various wards and cells adequate? If not, give your suggestions.

(36) Are the buildings in good repair and is there adequate protection from inclemencies of weather?

(37) Is the drainage at jail premises satisfactory? If not, how is it defective?

(38) Should camp facilities be provided for interviewers who come from distances?

(39) Is there any infestation of the premises with vermin (bugs, cockroaches, rats, etc.)?

(40) Should not dining halls be provided for jails or at least verandas for this purpose to all cells and blocks?

(b) WATER-SUPPLY.

(41) Are you satisfied that the source of drinking water-supply is protected and has sufficient yield?

(42) If the source is from wells, state how these are protected.

(43) Is the water supplied to the kitchen from a safe source and fit for cooking?

(44) Are you satisfied about the present periodic arrangements made for checking the quality of the water?

(45) Are there any arrangements for the temporary storage of drinking water in the jail premises? If so, do you consider such arrangements are satisfactory? If not, how are they defective?

(46) Are you satisfied with the arrangements for distributing drinking water to the prisoners in wards and cells both during day and night? Is the quantity distributed during summer months adequate? Suggest any improvements you consider necessary?

(c) PERSONAL HYGIENE.

(47) Do you consider that the present scale of clothing allowed to prisoners is satisfactorily in quality and adequate in quantity?

(48) Do you consider that adequate facilities are available for washing and keeping the wearing apparel clean?

(49) Is the bedding allowed for the different categories of prisoners adequate and is it kept clean?

(50) Are arrangements made for regular daily baths? Is the water provided for this purpose adequate and available throughout the year? Are the bathing places kept clean, efficiently drained and provided with adequate privacy?

(d) LATRINE ACCOMMODATION.

(51) Is sufficient latrine accommodation available for the various categories of prisoners?

(52) Are you satisfied with the dry earth system of conservancy of latrines that is generally adopted in jails at present?

(53) Do you consider that the present system of the trenching of nightsoil and urine in the jail premises satisfactory? To what extent is this contributing to the prevalence of flies in the premises?

(54) Are the arrangements made in wards and cells for prisoners to answer calls of nature during nights satisfactory and adequate.

(55) Don't you think that to avoid manual conservancy of nightsoil and to safeguard the health of the inmates of the jail a flushout type of latrine with underground disposal will be the best type of latrine for jails?

IV. RATIONS.

(56) Do you consider that the general practice of obtaining the food ration supplies to jails through the agency of contractors (now through co-operative societies) satisfactory? If not, give reasons.

(57) Do you suggest any improved methods for checking the quality and quantity of the food articles supplied to jails?

(58) Is adulteration ordinarily checked by frequent and surprise sampling?

(59) Are adequate and satisfactory storage facilities provided in jails for storage of food articles?

(60) Is the food properly cooked and palatable to the taste?

(61) Are you satisfied with the supply of vegetables from the jail gardens? What are your suggestions for improving vegetable production in jail premises?

(62) Are you satisfied with the diet given to the various categories of prisoners as rice diet, mixed diet, wheat diet, Class I and II diet and special penal diet? If not, state how they are defective and how they could be improved at minimum cost.

(63) Is the calorific value of the food supplied sufficient?

(64) Do you suggest any change in menus, hours of service and utensils provided in the matter of preparation and distribution of food in jails?

(65) Do you consider that cooking arrangements in jails should be under the supervision of a separate jailer or deputy jailer?

(66) Do you suggest any change in the rules now prescribed for examination of cooked food as served and its proper distribution?

(67) Do you consider it essential to issue meat once a week to non-vegetarian prisoners?

(68) Would you recommend any change in the cooking arrangements or increase in the number of kitchens in jails?

(69) At present an aluminium or earthen eating vessel are the only utensils issued to ordinary prisoners. What replacement and additions would you suggest?

V. Medical.

(70) Are the arrangements for isolation and quarantine, in the case of communicable diseases inside the jail premises adequate and satisfactory?

(71) Do you consider that the arrangements now made for protecting the prisoners against communicable diseases by protective inoculations and vaccinations need any improvements?

(72) Are satisfactory arrangements available for the disinfection of clothing, bedding and other personal effects of prisoners suffering from communicable diseases?

(73) Are there any separate disinfecting arrangements for the disinfection of excreta of people suffering from infectious diseases like typhoid, etc.?

(74) Are the jail hospitals adequately equipped:

(1) for medical cases?

(2) for surgical cases?

(75) Are adequate number of beds available for in-patient accommodation?

(76) Are hospitals provided with operation rooms for minor operations?

(77) Are there facilities for special examination like X-ray, etc.?

(78) Is there any facility for examination of blood, etc.?

(79) Are instruments available for ordinary simple surgery?

(80) Are any journals received and opportunities available for furthering the knowledge of Doctor-in-charge?

(81) Was there any excessive sickness or mortality in the jails?

(82) Are there separate registers for people suffering from T.B. and leprosy?

(83) Are segregation facilities available for people suffering from the above diseases?

(84) Are patients vaccinated with T.A.B., B.C.G. or cholera?

(85) Are the patients in the hospitals given the requisite quantities of vitamins?

(86) Are any special diets provided for patients suffering from diabetes, high blood pressure, etc.?

(87) Do you consider that dental and eye-specialists should be appointed in all big jails?

VI. Discipline.

(88) Do you consider that whipping should be abolished as a Jail punishment?

(89) Do you consider that penal diet should continue to be one of the punishments imposed in Jails or would you suggest that articles of the same calorific value but in less palatable form would serve the purpose?

(90) Do you consider that any class of prisoners should be allowed to supplement their diets from their own private source?

(91) Do you consider that treatment by Psychiatrist will be a better corrective than punishment for jail offences in most cases?

(92) Should mutual welfare leagues be organized on the American Model giving prisoners some voice in maintaining discipline? (Body elected by prisoners under secret ballot without any electioneering campaign and on a date which is not announced earlier to advise the executive in the matter of discipline.)

VII. Religious Instruction.

(93) Is any sort of religious education imparted to the prisoners? What are the staff employed and are they qualified for the posts?

(94) Is it possible to provide for religious instruction to different communities?

(95) What is your opinion on the system of Honorary Religious Instructors attached to the Jails? Is it working satisfactorily?

(96) If there is dearth of 'Religious Instructors', will it not be administratively feasible to employ teachers who can also give discourses on religious topics on certain specified days in a week?

(97) Do you consider that every jail should have a prayer hall, which can also be utilized for multi-purposes?

VIII. Education.

(98) Do you consider that compulsory primary education should be introduced in Jails so that no person who enters as literate should leave the Jail without learning the three Rs.

(99) Do you consider that lectures on non-controversial subjects should be arranged in jails?

(100) Are jail libraries equipped with adequate number of books?

(101) Should there be provision in some jails at least for giving education of a more advanced type to prisoners who have studied in high school classes, e.g., in typewriting, shorthand, electric-wiring, etc.?

(102) Do the prisoners have facilities for reading after lock-up and before going to bed?

IX. Vocational Training.

(103) Would you advocate the setting up of a central workshop in one of the jails for giving training to prisoners in the use of modern tools as mechanics, turners, fitters, moulders, etc.?

(104) Do you consider that in the last stages of a prisoner's life in the jail it would be better to give him some extra-mural work so that he may be familiar with conditions outside the jail walls?

X. Remission System.

(105) Are the existing rules regarding grant of remission adequate?

(106) Should forfeiture of remission be one of the jail punishments?

(107) Would you allow days off without prison duties to prisoners for good conduct or industry? Should this be in addition to weekly jail holidays?

(108) Do you consider that the remission system should be extended so as to cover sentences of less than three months of rigorous imprisonment and also sentences of simple imprisonment?

XI. Interviews and letter writing.

(109) Would you suggest any alteration in the existing rules regarding interviews and letter-writing? (See Annexure II.)

(110) What suggestions have you in connexion with the maintenance of outside contact by prisoners by way of letters and interviews?

XII. Recreation.

(111) Is there any provision in the jails for in-door and out-door games and recreational activities? If not, what in-door games would you prefer besides out-door games having regard to maximum or medium security?

(112) Would you allow prisoners recreational activities like musical concerts and dramatic performances, in-door games and out-door games, bhajans and playing of instruments?

XIII. Amenities.

(113) Should all prisoners be allowed the use of tobacco? If so, under what conditions?

(114) What other amenities would you recommend for prisoners?

XIV. Parole.

(115) Would you recommend the grant of annual parole leave to prisoners with sentences of over five years who have completed a part of their sentence?

(116) What are the terms and conditions under which you allow parole leave?

(117) Should parole leave be granted in subsequent years if the prisoner was of good behaviour during the first release and if so, should subsequent releases be for longer periods?

(118) Should a long-term prisoner who has behaved well during periods on parole leave be released on condition of good conduct during the unexpired period of sentence?

(119) Should prisoners who have behaved well during two periods of parole leave be employed extra-murally so that they may be familiar with the outside world?

(120) Should prisoners on parole be granted railway fares?

(121) Do you recommend that provision be made in the Jail Rules allowing prisoners to visit their dying relatives?

XV. Release on Advisory Board Scheme.

(122) Do you consider that the existing provisions for release on recommendation of Advisory Boards are working satisfactorily? (See Annexure III.)

(123) Do you consider the existing practice of Advisory Boards making recommendations on the basis of the reports of the Police is satisfactory?

(124) Would you recommend that the Board should consider the case with reference to the report of Probation Officers?

(125) What is your opinion about the system of indeterminate sentence in consonance with the modern canons of penology that the Court should perform its judicial function and leave that portion of work relating to "Correction" to penological authority?

(126) Do you consider that there should be any other agency besides the Advisory Boards for the above purpose?

XVI. Jail Industries and Manufacture.

(127) Do you consider that in the case of non-habituals, the Advisory Board should consider their case after they have completed half the sentences instead of two-thirds as hitherto?

(128) Industries carried on in jails are as shown in Annexure IV. Do you consider that any further modern industries can usefully be adopted in which the prisoner can be trained so as to make him a self-relying member of the society, e.g., Electric Wiring, Plumbing, Auto-shop including motor driving, Type-writing including type-writing in Indian languages, Scientific farming, Cattle-breeding, Poultry-breeding, Radio repairing, Watch repair, Spray painting, Electric welding, Scientific laundry, Brush making, Wire nail making, Foundry, Concrete block making for building purposes, Spray and mattress making, Button making, Calico printing, Hosiery, Rope making by small machines, Lace and ribbon making, Toy making, Band sawing.

(129) What is the principle behind the selection of industries introduced or to be introduced in jails?

(130) Do you recommend the use of mechanical aids in the various manufacturing processes employed in the industries you suggest?

(131) What steps do you suggest should be taken to make available sufficient work in the above industries to keep the convicts fully engaged?

(132) Should prisoners be compensated in money for the work they do in jails?

(133) Do you approve the grant of bonus or cash payments to a prisoner who is in a position to show better outturn to give him a stimulus for better and increased work?

(134) Should prisoners be paid compensation for injuries caused while working in jail industries?

(135) Do you consider that jail-made articles like furniture-making, spinning, engineering workshops can compete with similar articles made in the open market, if not, what is your suggestion to bring down the cost of the jail-made articles?

(136) Do you consider it feasible to have a reclassification of jails—rural and urban jails?

(137) Will it be feasible to send short-term prisoners to rural jails where industries of agricultural type can be taught, leaving large-scale modern industries to be developed in urban jails?

(138) Do you think that proper instructional staff can be secured in adopting modern industries in prisons?

(139) Do you consider that the existing organization for carrying on industries in jails working satisfactorily?

(140) Would you recommend that the jail industries should be carried on as a separate organization on a commercial basis under the Director of Industries and Commerce to manufacture all Government requirements, jails providing only disciplined labour?

(141) Should each jail concentrate only on one main industry or should it provide also for additional industries to suit the varying capacities of the prisoners?

(142) Should jail industries be power-driven?

(143) Do you agree that education in jails should be on some important trade or crafts which the prisoner can utilize on discharge?

(144) Have the industries in which the prisoner is trained any bearing on the future life in which he is to be absorbed after his return home?

(145) Are there hand-looms working in the jails? If so, is hand-spun yarn used or only mill-spun yarn?

(146) Is not difficulty experienced in supply of mill yarn now for the hand-loom?

(147) Is it not desirable to introduce hand-spinning also in jails?

(148) Is all the cloth required for prisoners and staff and other Government departments produced in the jails?

(149) If not, what steps may be taken to attain self-sufficiency in cloth for prisoners, etc., through khadi, i.e., by the production of hand-woven cloth with hand-spun yarn and whether the warders can be given training in hand-spinning and weaving for introducing this scheme?

(150) Can cotton be produced on the lands under the control of jails and what steps may be taken to produce the requisite cotton for this scheme?

(151) What are the other cottage industries functioning in the jails?

(152) What are all the raw materials used for them and can all of them be produced in this country?

(153) Is sufficient work available throughout the year to keep prisoners sentenced to rigorous imprisonment fully employed? If not, what are the reasons?

(154) Can the charkas for the use in jails and for supply to spinners outside be maintained in jails?

(155) Are handlooms made in jails? If not why not? Can they not be manufactured in jails?

(156) Are all or any of the proceedings in respect of food supplied to them such as flour-grinding, paddy-husking, oil-pressing, gur-making undertaken in jails and what are all the items of food processing that may be introduced in jails?

XVII. Agricultural Industries.

(157) Do you recommend the establishment of an agricultural farm for extra-mural employment of convicts who have less than one year of their term to serve?

(158) What steps should be taken to carry on agriculture on a more intensified scale?

(159) What is the area normally cropped every year and in the last calendar year under—

(a) agricultural crops, excluding those noted below,

(b) vegetables,

(c) fruits?

(160) Who is in charge of these areas? Is he trained in agriculture and horticulture?

(161) What are the acre yields obtained in each of the crops raised and grown in last calendar year?

(162) How can the yields be improved?

(163) Are all the crops grown there recommended by the Agricultural Department? If not, why were not the departmental strains and varieties used?

(164) Is the area under cropping adequate to meet the needs of convicts? If not, what is the additional area required for each purpose and can these be got within the jail premises or closeby and at what cost?

(165) Who is in charge of the agricultural and horticultural side of the work of the jail and what are his qualifications and experience in the line? Is any change in staff or addition to the strength of the staff required? If so, the details may be given.

(166) What are the agro-industries in the jail—poultry, bee-keeping, fruit nursery, vegetables, seed-growing, malt-making, etc.? Give details of each?

(167) What are the specific lines in which convicts and pupils of certified schools are trained in agriculture and agro-industries? Give details and point out the requirements, if any, to give a practical course in each of these.

(168) Are the jail premises well-planted with trees as avenues, for shelter, as source of green leaves, etc.? Give the number in each kind and say how the tree-planting and maintenance can be improved.

(169) Are the existing facilities in the jail adequate to make the jail self-sufficient in regard to grain, vegetable, pulses and fruit production? If not, mention the limitations and suggest the requirements in detail to achieve self-sufficiency.

(170) Is there any need to re-orientate the method of training of convicts and pupils in certified schools, to make them better farmers after their release? If so, indicate the lines in which this can be done.

XVIII. Other miscellaneous training.

(171) Are there educated long-term convicts who can be trained as nurses and nursing orderlies and for other useful services so that they may be attached to hospitals in the jails?

(172) Is it desirable to organize a camp jail for limited number of skilled personnel with sectional type of construction of buildings which can be disjoined and rebuilt at convenient spots so that prisoners of good conduct who have short unexpired periods of their term and who are skilled in buildings and other construction works may be employed on public works of the Government?

XIX. After-care.

(173) Are there Discharged Prisoners' Aid Societies and their branches working satisfactorily? What facilities do the societies give to discharged prisoners to secure employment or to get back to society?

(174) Are any arrangements made and steps taken to maintain a list of relatives, and close friends of the prisoner (long-term prisoner) with whom he will have contact either directly or by correspondence? Is such a list checked and verified to be correct?

(175) Modern methods of prison treatment prescribe that a parole officer should start work soon after committal, that the parole officer should act as a Liaison officer between the prisoner and his outside ties. What is your opinion on this?

(176) Do you advocate such methods to be adopted in this country so as to ensure efficient pre-discharge work?

(177) In what way should the Government contribute to the development of the Prisoners' Aid Societies?

(178) Would you kindly suggest proposals whereby enthusiasm and solicitude for prisoners may be fostered and work of such societies developed and encouraged?

(179) Do you consider the employment of paid secretaries and other officials would be conducive to better and regular functioning of these societies?

(180) Would you insist that the Government should direct the Publicity Department or other public bodies to impress upon the public mind that such kind of social service as is envisaged in the objects of the Prisoners' Aid Society is real social service? What other steps should be taken to arouse the public conscience in this matter?

XX. Staff.

(181) Are the existing methods of recruitment and training of jail officers adequate and satisfactory?

(182) Is there any leave reserve for warder establishment? Should a Central reserve system be adopted?

(183) Should there be direct recruitment to the posts of Superintendents and Jailors?

(184) Are suitable recruits obtained on existing rates of pay? Have there been dismissals or resignations of warders?

(185) Should jailors be gazetted officers in some important jails?

(186) Do you agree that the pay of the jail staff should be at least on a par with the Police, if not better, as their conditions of service are more irksome being confined to jails?

(187) What qualifications and training would you recommend for different classes of jail officers, i.e., Superintendents, Jailors, Deputy Jailors, Head Warders, Warders, etc.?

(188) Do you consider it desirable to set up a training school for jail officers?

(189) Are warders and other jail staff provided with quarters?

(190) Will it not conduce to efficiency and promote reformation work if the warder staff which is more a custodial staff be also converted into a 'correctional' staff?

(191) If the warder staff is to be not merely a custodial staff but should be converted into a correctional staff, what would you consider should be the minimum qualifications required and salary offered for the post?

(192) Do you recommend the grant of study leave to Superintendents to enable them to study prison conditions abroad?

(193) Are you satisfied with the nature of work done by the warder staff who is in day-to-day and close touch with the prisoners?

(194) Should not Deputy Jailors and Reserve Deputy Jailors be provided with arms on a par with the Police?

(195) Do you recommend the institution of a jail medal?

(196) Should a maximum of eight hours duty be fixed for warders and will this mean employment of additional warder staff?

(197) Is there any provision for indoor games and recreational activities in jails for jail staff?

(198) Do you recommend the appointment of a psychiatrist in each jail for proper classification and appropriate treatment?

(199) Should not Jail Superintendents be allowed uniform allowance like the Police Superintendents?

XXI. Miscellaneous.

(200) Is it not necessary to improve the subsidiary jails to the level of Central Jails?

(201) What improvements would you suggest for the betterment of sub-jails and lock-ups?

(202) What steps would you recommend to shorten the period of condemned prisoners till execution?

(203) What steps would you recommend to shorten the period of undertrials?

(204) What suggestions have you regarding the treatment of undertrial prisoners?

(205) Do you consider that ordinary police should guard sub-jails?

(206) Do you advocate the constitution of a "Central purchase authority" to make bulk purchase of raw and other materials required and supply to the respective jails, since bulk purchases will result in economy?

(207) Are adequate arrangements made for the disposal of the dead in the jail premises?

(208) Do you consider that jails should be made self-supporting? If so, what steps would you suggest?

XXII. Borstal School.

(209) Is there accommodation in the existing Borstal school for all adolescent offenders who could be treated under the Borstal system? Should there be an additional Borstal school for the State?

(210) Should not the more recalcitrant type of offenders be segregated in a separate Borstal school so that they may not contaminate the rest?

XXIII. Child Delinquency.

(211) What is the percentage of juvenile delinquents in the population of children trained in Certified Schools as compared with the percentage of destitute children?

(212) Is it not desirable to segregate destitute children from delinquents in view of the difference in treatment to be accorded to them?

(213) What are your suggestions for promoting the preventive aspect of juvenile delinquency?

(214) Juvenile delinquency assisted as it is by bad association, is it feasible to consider a proposition to promulgate a curfew that no juvenile should be seen after a certain hour in night in any place or road excepting in the company of his parent, guardian or relative?

(215) Should there be separate institutions for destitute, neglected and dependent children?

(216) Should committals to Juvenile Courts be indeterminate, i.e., until the children attain their majority and should release before that be made only on parole by the parole authority when it is satisfied that the child has adjusted himself well?

(217) Do you consider that institutions of children should have no high walls or towers or custodial officers though they should constantly be under the supervision of the teachers or workshop foreman or recreational officers and house parents in the cottages?

(218) What should be the minimum staff required for the purpose in an institution of about 200 children?

(219) Should the children committed to institutions be allowed to use public schools and community resources for their education?

(220) Do you advocate the establishment of a parental school to which minor delinquents could be sent for varying short periods, the Superintendent of the school being empowered to retain a boy until he is reformed and to discharge him after he has adjusted, notwithstanding the period of committal?

(221) Would you allow the children hobbies in their cottages? Give suggestions.

(222) Would you invest juvenile courts with power to punish parents and guardians who through neglect or indifference contribute to the delinquency of their children?

ANNEXURE I.

Definition of "habitual criminal".

Rule 216.—The following persons shall be liable to be classified as "habitual criminals" namely:—

(i) any person convicted of an offence punishable under Chapters XII, XVII and XVIII of the Indian Penal Code, whose previous conviction or convictions, taken in conjunction with the facts of the present case, show that he is by habit a robber, house-breaker, dacoit, thief or receiver of stolen property or that he habitually commits extortion, cheating, counterfeiting, coin, currency notes or stamps or forgery;

(ii) any person convicted of an offence punishable under Chapter XVI of the Indian Penal Code, whose previous conviction or convictions, taken in conjunction with the facts of the present case, show that he habitually commits offences against the person;

(iii) any person committed to or detained in prison under section 123 (read with section 109 or section 110) of the Code of Criminal Procedure;

(iv) any person convicted of any of the offences specified in (i) above when it appears from the facts of the case, even although no previous conviction has been proved, that he is by habit a member of a gang of dacoits, or of thieves or a dealer in slaves or in stolen property;

(v) any member of a criminal tribe, subject to the discretion of the Provincial Government concerned;

(vi) any person convicted of an offence and sentenced to imprisonment under the corresponding sections of the Indian Penal Code and the Code of Criminal Procedure as applied by order under the Indian (Foreign Jurisdiction) Order in Council, 1902, or by the authority of any Prince or State in India;

(vii) any person convicted by a court or tribunal acting outside India under the general or special authority of His Majesty of an offence which would have rendered him liable to be classified as a habitual criminal if he had been convicted in a court established in British India.

Explanation.—For the purpose of this definition the word "conviction" shall include an order made under section 118 read with section 110 of the Criminal Procedure Code.

Definition of Star Class prisoners.

Rule 220-A.—(1) Casual offenders shall be divided into two classes, viz:—

- (a) the Star class, and
- (b) ordinary.

(1) The Star class shall include such prisoners as may be selected by the Superintendent (subject to the control of the Inspector-General) on the ground that their previous character has been good, that their antecedents are not criminal and that their crimes do not indicate grave cruelty or gross moral turpitude, or depravity of mind.

(2) The mere fact that a casual prisoner has been previously convicted once or oftener for petty offences shall not ordinarily be a sufficient reason in itself for excluding him from the Star class; nor shall a previous conviction for serious crime be held to debar him from such classification, if it was committed several years before, and during the intervening period he has led generally an honest life.

(3) In determining whether a prisoner is already of so corrupt a mind or disposition as to render it likely that he may contaminate others and cannot be much further corrupted himself, regard should be had to his age at the time of his last offence and on the dates of any previous convictions; the whole circumstances of the case shall be duly considered and the question of his classification shall be decided on general grounds and not on any hard and fast lines.

(4) Except when appointed to the rank of convict officer, prisoners of the Star class, shall, as far as possible, be separated from others at all times both day and night.

(5) When a Star class prisoner prefers to be confined in a cell at night, and such accommodation can be provided for him, his wishes shall be complied with; but where only association wards exist in the jail for separation at night members of this class shall be confined together apart from other offenders.

(6) The clothing of Star class prisoners shall be distinguished as in Rule 365 (6).

ANNEXURE II.

Statement showing the privileges regarding interviews and letters.

1. Rule 426-B (1) Class II prisoner can have an interview once in a fortnight and write or receive two letters a month.
(2) A prisoner may, with the permission of the Superintendent, substitute a letter with a reply for an interview or vice versa.
2. Rule 747-C (6) Class I and Special class prisoners can write and receive one letter a week but on urgent occasions, i.e., a death or serious illness in the family, the rule may be relaxed at the discretion of the Superintendent.

They are permitted to interview once in a fortnight.
Note.—A letter with reply may be substituted for an interview with the permission of the Superintendent or vice versa.

Detenus.

Ordinarily detenus can interview once in a fortnight. If the circumstances necessitate, the Superintendent, at his discretion, may grant special interview.

Detenus can write two letters and receive eight letters in a week. In special cases of absolute necessity the limit of writing two letters in a week is relaxed at the discretion of the Superintendent.

Note.—A letter with reply may be substituted for an interview with the permission of the Superintendent or vice versa.

ANNEXURE III.

Advisory Board Scheme, Rule 310, Madras Prison and Reformatory Manual, Volume II.

Long-term prisoners who have served two-thirds of their sentence including remission and have served not less than 2½ years including remission are eligible for release under the advisory board scheme.

2. Prisoners with a sentence of 2 years and more up to 3 years and have served three-fourths of the sentence excluding remission are eligible for release under the scheme.

3. Prisoners who are over 65 years of age and are serving the first conviction and have served 2½ years including remission are eligible under the scheme.

ANNEXURE IV.

Statement showing the Industries carried out in the various Jails of the State.

- 1 Alipuram Jail, Bellary .. (1) Carpentry, (2) Brown cover making, (3) Cotton tape making, (4) Tailoring, (5) Earthen pot making, (6) Dhoby industry, (7) Stone breaking and (8) Handloom weaving—handago cloth.
- 2 Central Jail, Rajahmundry. (1) Handloom weaving cloth, (2) Carpentry and rattan work, (3) Woollen cumble weaving, (4) Book-binding, (5) Straw cover making, (6) Tailoring and (7) Dhoby industry.
- 3 Central Jail, Vellore .. (1) Leather industry, (2) Tailoring, (3) Earthen pottery, (4) Cotton weaving, (5) Binding, (6) Hand-made paper industry, (7) Carpentry and (8) Smithy.
- 4 Central Jail, Tiruchirappalli. (1) Cotton weaving, (2) Woollen weaving, (3) Kora mat weaving, (4) Carpentry and (5) Binding.

- 5 Central Jail, Coimbatore. (1) Spinning and weaving—power and handloom weaving, (2) Tent making, (3) Oil pressing, (4) Soap making and (5) Tailoring.
- 6 Penitentiary, Madras .. (1) Carpentry and rattan work, (2) Hand-spinning, (3) Sealing wax, (4) Wax cloth making, (5) Phenyle industry, (6) Flat files and paper making, (7) Tailoring and (8) Tag making.
- 7 Central Jail, Cannanore .. (1) Handloom weaving and cumbie weaving, (2) Coir fibre industry, (3) Smithy and (4) Carpentry and Book-binding.
- 8 Central Jail, Salem .. (1) Book-binding, (2) Carpentry, (3) Blacksmithy, (4) Aluminium eating and drinking vessels, (5) Handloom cotton weaving and cotton rope making, (6) Hand-made paper and (7) Oil pressing.
- 9 Central Jail, Bellary .. (1) Woollen industry—cumbie making, (2) Carpentry and (3) Cotton weaving—bandage cloth.
- 10 Central Jail, Visakhapatnam. (1) Book-binding, (2) Carpentry, (3) Cotton weaving, (4) Jute industry and (5) Dhoby industry.
- 11 Central Jail, Madurai .. (1) Cotton weaving, (2) Paper making and binding, (3) Dhoby industry and Tailoring in small scale.
- 12 Presidency Jail for Women, Vellore. (1) Cotton muslin bag making, (2) Cotton tape making and (3) Cotton hand spinning and weaving.
- 13 Central Jail, Cuddalore .. No industry at all.
- 14 Royapuram Camp Jail, Kaggalu (Bellary). Supply of labour to Tungabhadra Project work.
- 15 District Jail, Pudukkottai (1) Cotton weaving—bandage cloth and convict bed sheets only and (2) Oil pressing.
- 16 Special Sub-Jail, Nellore .. Cotton tape making.
- 17 Special Sub-Jail, Kozhikode Coir fibre industry.
- 18 Special Sub-Jail, Mangalore Coir fibre and rope making.
- 19 Borstal School, Palayamkottai. (1) Tailoring, (2) Carpentry, (3) Cotton tape making, (4) Cotton weaving and (5) Paper making and binding.

APPENDIX 2.

(Paragraph 5.)

LIST OF PERSONS WHO HAVE SENT REPLIES TO THE QUESTIONNAIRE.

Collectors and District Magistrates.

- 1 Sri T. S. Ramachandran, I.C.S., Madras.
- 2 Sri S. Narasimhalu, B.A., Gooty.
- 3 Sri S. Varadaraja Ayyangar, M.A., B.L., Chittoor.
- 4 Mr. F. W. A. Morris, O.B.E., I.C.S., Madurai.
- 5 Sri A. Dorairaj, B.A., North Arcot.
- 6 Sri C. Ramachandran, Chittoor.
- 7 Sri C. Sankaran Nambiyar, M.A., B.L., Tirunelveli.
- 8 Mr. T. J. Jacques, B.A., Anantapur.
- 9 Sri V. N. Rajan, I.C.S., Coimbatore.
- 10 Sri R. Prasad, I.C.S., Kozhikode.
- 11 Sri A. M. Saverinathan, M.A., Tiruchirappalli.
- 12 Sri A. Uttandaraman, B.A., B.L., I.A.S., Ramanathapuram.
- 13 Sri T. K. Sankaravadivelu Pillai, I.A.S., Tanjore.
- 14 Sri H. S. Paul, South Arcot.
- 15 Sri P. V. Chalapathi Mudaliyar, Kurnool.
- 16 Janab Syed Ahmed, South Kanara.
- 17 Mr. H. C. M. McLaughlin, Nilgiris.
- 18 Mr. J. P. L. Gwynn, I.C.S., West Godavari.
- 19 Sri V. V. Subrahmanyam, I.C.S., Kakinada.

District and Sessions Judges.

- 20 Sri P. N. Ramaswami, M.A., I.C.S., Chingleput.
- 21 Mr. W. W. Georgeson, I.C.S., Bellary.
- 22 Sri T. Krishna Nambisan, M.A., M.L., North Malabar.

- 23 Sri C. Krishna Mose, B.A., B.L., Mangalore.
- 24 Sri P. Ramakrishna Ayyar, South Arcot.
- 25 Sri M. Ramanujachari, B.A., B.L., Kurnool.
- 26 Sri P. Ramalingam, I.C.S., BAR.-AT-LAW, North Arcot.
- 27 Sri V. N. Dikshitulu, B.A., B.L., Rajahmundry.
- 28 Sri K. Srinivasan, I.C.S., Tanjore.
- 29 Janab M. A. Azeem, B.A. (Hons.), LL.B., BAR.-AT-LAW, Chittoor.
- 30 Sri V. Subrahmanian Nadar, Masulipatnam.
- 31 Sri K. S. Venkataraman, M.A., I.C.S., Tirunelveli.
- 32 Sri C. D. Tholasiram Mudaliyar, B.A., B.L., Eluru.
- 33 Mr. A. St. F. Barboza, Nellore.
- 34 Sri B. L. N. Rai, B.A., M.L., Guntur.
- 35 Sri P. Rangaswami Nayudu, B.A., B.L., Tiruchirappalli.

Superintendents of Jails.

- 36 Mr. J. V. Willmott, Rajahmundry.
- 37 Sri C. S. Ramamurthi, Salem.
- 38 Mr. Douglas P. Alberts, B.A., the Penitentiary.
- 39 Sri K. Narasimhamurthi, Central Jail, Bellary.
- 40 Sri C. N. Raghunathan, Cannanore.
- 41 Sri Parameswara Mudaliyar, District Jail, Pudukkottai.
- 42 Sri E. P. L. Thomas, Cuddalore.
- 43 Sri M. Harischandar, Alipuram Jail, Bellary.
- 44 Sri T. Kunhappa Nair, Tiruchirappalli.
- 45 Sri K. P. R. Menon, Coimbatore.
- 46 Sri A. Bhaktavatsalu, Visakhapatnam.
- 47 Sri U. Maruthi Rao, Special Sub-Jail, Mangalore.
- 48 Sri K. Meenakshisundaram, Vellore.
- 49 Dr. P. O. Reddy, M.B.B.S., Special Sub-Jail, Nellore.
- 50 Dr. T. Bhaskara Menon, M.B.B.S., Special Sub-Jail, Kozhikode.
- 51 Superintendent, Sub-Jail, Kokkarakulam.
- 52 Sri J. Krishnaji Rao, Superintendent, Borstal School, Palayamkottai.

Retired Jail Officials.

- 53 Lt. G. Garraty, retired Assistant Inspector-General of Prisons.
- 54 Sri M. Balasubrahmanyam, retired Assistant Inspector-General of Prisons.
- 55 Mr. J. F. C. D'Cruz, retired Assistant Inspector-General of Prisons.
- 56 Sri K. M. Md. Batcha, retired Jailor.

Members of the Legislature.

- 57 Dr. P. S. Srinivasan, M.L.C., Kancheepuram.
- 58 Sri R. Suryanarayana Rao, M.L.C., Madras.
- 59 Sri D. V. Rangaswami, M.L.C., Visakhapatnam.

District Educational Officers.

- 60 Sri T. Raghavan Nair, North Malabar.
- 61 Sri G. Ranga Rao Nayudu, East Godavari.
- 62 Sri D. Rajagopalachari, B.A. (Hons.), L.T., Bellary.
- 63 Sri V. Titus, M.A., M.Litt, B.T., the Nilgiris.
- 64 Sri V. A. Marusugai, B.A. (Hons.), L.T., Salem.
- 65 Sri F. Sundararajan, B.A., L.T., Nellore.
- 66 Sri C. Ganesamurthi, B.A. (Hons.), B.T., South Arcot.
- 67 Sri H. Rama Rao, M.A., B.O.L., L.T., South Kanara.
- 68 Sri G. Kamesam, B.A., L.T., Visakhapatnam South.
- 69 Sri A. Veeraraju, Krishna.
- 70 Sri C. Reghunathan, B.A., L.T., Chingleput.

- 71 Sri K. B. Manickam, North Arcot.
- 72 Sri K. I. Verghese, Tirunelveli East.
- 73 Sri M. B. Perumal Mudaliyar, Tirunelveli West.
- 74 Sri K. N. Ranganatha Sastri, M.A., L.T., Chittoor.
- 75 Sri A. Gopul, Ramanathapuram.
- 76 Sri P. Narasimhulu, Madras.
- 77 Sri K. Venkatanarayana Rao, M.A., L.T., Anantapur.
- 78 Sri A. N. Reddi, Cuddapah.
- 79 Sri R. V. Rudrappaswami, Basic Education Officer, Madras.
- 80 Sri G. Sreeramamurthi, Government Model Secondary School attached to the Government Training College, Rajahmundry.
- 81 Sri V. Subrahmanyam, M.A., L.T., College Professor, Palayamkottai.
- 82 Sri T. N. Krishnamurthi, Headmaster, Model High School, Saidapet.
- 83 Sri S. Krishnaswami, Madurai.

District Agricultural Officers.

- 84 Sri A. V. Ramasubba Ayyar, Tirunelveli.
- 85 Sri A. Rammunohan Rao, Sriekulam.
- 86 Sri T. S. Francis, Tiruchirappalli.
- 87 Sri M. Mukundan, Malabar.
- 88 Sri V. Rama Rao, Anantapur.
- 89 Sri K. Rama Rao, Bellary.
- 90 Sri K. Srinivasacharya, Vellore.
- 91 Sri N. S. Rajagopalan, Sattur.
- 92 Sri T. Rangabrahma Rao, Nellore.
- 93 Sri T. Krishna Reddy, Kurnool.
- 94 Sri M. Ramamurthi, Guntur.
- 95 Sri N. Krishna Pillai, Coimbatore.
- 96 Sri V. Chidambaram Pillai, Madurai.
- 97 Sri S. K. Parameswara Menon, Cuddapah.
- 98 Sri Bhagirathi Padhy, South Visakhapatnam.
- 99 Sri K. Narayanan Nair, Cuddalore.
- 100 Sri P. L. Narasimhan, Kakinada.
- 101 Sri K. S. Ramanna Rai, Mangalore.

Deputy Directors of Agriculture.

- 102 Sri N. Subrahmanya Ayyar, Coimbatore.
- 103 Sri S. S. Kateswarar, Eluru.
- 104 Sri K. Venkatraman, Vellore.
- 105 Sri G. Sakharana Rao, Visakhapatnam.
- 106 Janab Md. Kharim Andeni Sahib, Guntur.

District Medical Officers.

- 107 Dr. K. Madhava Menon, Tiruchirappalli.
- 108 Dr. S. Krishna Rao, Krishna.
- 109 Sri K. Rama Menon, Kozhikode.
- 110 Sri S. V. Joseph, Assistant District Medical Officer, Madurai.
- 111 Sri B. Govindaraj Shenai, South Arcot.
- 112 Sri H. S. Subrahmaniam, Ramanathapuram.
- 113 Dr. C. S. Venkatasubramaniam, Kurnool.
- 114 Dr. A. R. Tampi, Assistant District Medical Officer, Palayamkottai.
- 115 Dr. Rajamannar, Anantapur.
- 116 Sri S. Rama Rao, Visakhapatnam.
- 117 Dr. Shanmuga Pillai, Cuddapah.
- 118 Dr. C. B. Ethirajulu, Chingleput.
- 119 Janab M. A. Latif Khan, Salem.
- 120 Sri C. H. Venkateswaran, Vellore.
- 121 Dr. S. Sundararajan, Guntur.
- 122 Sri A. Thiagarajan, Nellore.

- 123 Sri K. Padmanabhan Nambiar, Chittoor.
- 124 Dr. C. Sitaramaraju, East Godavari.
- 125 Sri Vaidyanatha Ayyar, Tanjore.
- 126 Sri V. N. Viswanathan, The Nilgiris.

Municipal Health Officers.

- 127 Sri G. Vallaya Pantulu, Visakhapatnam.
- 128 Dr. M. I. Varkki, Mangalore.
- 129 Dr. L. S. Vaithianathan, Tanjore.
- 130 Dr. T. S. Adisubramanian, Madurai.

District Health Officers.

- 131 Dr. R. Sundaram, Tanjore.
- 132 Dr. C. Rameshchandra Rao, South Visakhapatnam.
- 133 Sri N. V. Subramanian, Superintendent, Mental Hospital, Waltair.
- 134 Capt. V. Govind, Medical Officer, Neils Clinic, Kotagiri.
- 135 Dr. V. Krishnamurthi, Medical Officer, Bellary Jails.

Members of Discharged Prisoners' Aid Society.

- 136 Honorary Secretary, Salem.
- 137 Sri K. K. Subba Rao, President, Cannanore.
- 138 Honorary Secretary, Chittoor.
- 139 Mr. K. S. Hegde, Mangalore.

Government Officials.

- 140 Sri M. P. Narayana Menon, Chief Inspector of Certified Schools.
- 141 Sri M. A. Natarajan, Inspector of Factories, Vellore.
- 142 Sri A. V. Patro, Commissioner of Police, Madras.
- 143 Sri K. V. Vedantham, Principal, Government Textile Institute, Madras.
- 144 Sri S. Venkatachalam Naidu, B.A., Revenue Divisional Officer, Nellore.
- 145 Sri S. Ponnuswami Nadar, B.A., City First-class Magistrate, Madurai.
- 146 Sri B. Mannar Reddi, District Probation Officer, Chittoor.
- 147 Sri K. A. Kumiah, City First-class Magistrate, Coimbatore.
- 148 Sri J. Devasahayam, Inspector-General of Police, Madras.
- 149 Sri K. Ramaswami Gounder, Chief Presidency Magistrate, Madras.
- 150 Sri C. D. Venkataraman, Second Presidency Magistrate, Madras.
- 151 Sri P. A. Krishnan Kutty Nair, Third Presidency Magistrate, Madras.
- 152 Sri A. D. V. Reddy, Fourth Presidency Magistrate, Madras.
- 153 Sri K. Rajagopalan, Fifth Presidency Magistrate, Madras.
- 154 Mr. Ernest, Sixth Presidency Magistrate, Madras.
- 155 Sri T. V. Subramania Ayyar, B.A., B.L., Seventh Presidency Magistrate, Madras.

Miscellaneous including non-official visitors and moral lecturers.

- 156 Sri B. V. Ramaswami Ayyar, Salem.
- 157 Sri R. R. Dalavai, Madras.
- 158 Mrs. Kamala S. Mani, Vellore.
- 159 Sri D. Sridama Sastri, Visakhapatnam.
- 160 Sri A. L. Pinto, Mangalore.
- 161 Sri K. Narasimha Sastri, Bellary.
- 162 Sri G. Sitarama Reddi, Bellary.
- 163 Mrs. S. C. Devadatta, Vellore.
- 164 Sri R. Narasimha Ayyangar, Madurai.
- 165 Sri C. R. Venkatachari, Coimbatore.
- 166 Sri T. Venkatapathi Rao, Madras.
- 167 Sri R. V. Ratnam, Visakhapatnam.
- 168 Dr. Mrs. Rajan, Madurai.
- 169 Sri M. Govindan Nair, Madras.
- 170 Sri S. P. S. Rajan, Madras.

- 171 Sri T. Subrahmanyam, Bellary.
 172 Mrs. Hensraj, Madras.
 173 Srimathi Alladi Annapurnamma, Nellore.
 174 Rev. Chelliah Joseph, Madras.
 175 Sri A. Parthasarathi, Vellore.
 176 Mr. A. Koppu Menon, Madurai.
 177 Sri G. Rangaswami Ayyangar, Tiruchirappalli.
 178 Mrs. Bangarara Rajendran, Palayamkottai.
 179 Sri P. Venkatasubbiah, Bellary.
 180 Sri K. A. Boothalingam, Pettai (Palayamkottai).
 181 Sri Venkatarajah, Rajahmundry.
 182 Alhaj Moulvi Md. Khaleel Mahuman, Madras.
 183 Mrs. Theodore, Madras.
 184 Mr. J. P. Powell, Bellary.
 185 Prof. S. David Michael, Palayamkottai.
 186 Mrs. Karpagamma, Vellore.
 187 Janab Pesh Enam, Visakhapatnam.
 188 Sri S. V. Sundaravaradachari, Salem.
 189 Rev. Peace B. David, Madras.
 190 Mr. A. J. George, Madras.
 191 Sri T. S. Divasenapathy Desikar, Vellore.
 192 Janab Hajee Noor Md. Sahib, Bellary.
 193 Janab N. Kd. Kunhi, Cannanore.
 194 Rev. P. Narayana Rao, Rajahmundry.
 195 Janab K. Md. Sulaiman, Tiruchirappalli.
 196 Janab Sheik Nyamathullah, Rajahmundry.
 197 Rev. F. A. Kulandasami, Salem.
 198 Sri K. Othéna Panikker, Cannanore.
 199 Mrs. S. Ponnuram, Vellore.

Miscellaneous.

- 200 Sri P. Ramanujulu Naidu, Retired Deputy Collector, Kurnool.
 201 Mr. D. L. Chetty, Bellary (Advisory Board Member for Bellary Jail).
 202 Sri C. B. Ramaswami Ayyangar, Coimbatore.
 203 Sri P. R. Ranganatha Punja, Cannanore.
 204 Sri M. S. Ratnam, Tiruchirappalli.
 205 Sri R. Bhaslyakarl, Retired Tahsildar, Kakinada.
 206 Sri M. Appa Rao, Rajahmundry (Advisory Board Member for Rajahmundry Jail).
 207 Sri V. G. Ramachandran, South Arcot district.
 208 Srimathi G. S. Namagiri Ammal, Gobichettipalayam.
 209 Sri A. Rama Rao, Rajahmundry.
 210 Sri N. V. Guruswami, Karur.
 211 Sri K. Thyagaraja Gopalaswami Mudaliar, Tirukkoilur.
 212 Sri N. Ramaswami, All-India Spinners' Association, Tirukkoilur.
 213 Sri O. Vedachalam Pillai, Commissioner, Salem Municipality.
 214 Sri C. A. Nataraja Ayyar, Cuddalore.
 215 Dr. S. Ramachandra Rao, Bangalore.
 216 Sn. Cpt. Mr. Samuel, Salvation Army, Madras.
 217 Sri S. A. Gnanamuthu, Madras.
 218 Swami Chidbhavananda, Thiruppalathurai, Tiruchirappalli district.
 219 Sri Sathyaveeran, Madras.
 220 Sri A. Padmanabhan, Vellore.
 221 Sri C. S. Nataraja Ayyar, Coimbatore.
 222 Sri David Arulmani, Tanjore.

APPENDIX 3.

(Paragraph 6.)

JAIL REFORMS COMMITTEE.

Questionnaire.

The Government have directed the Jail Reforms Committee to make recommendations for the reformation of the administration and for the improvement of agricultural and industrial conditions in the Habitual Offenders Settlements at Aziznagar, Siddhapuram, Sektanagaram and Stuaripuram.

What are your suggestions in this regard and what in particular are your replies to the following questions?

1. Do you suggest any change in the existing management of the settlements? Do you consider that religious agencies like Salvation Army, Ramakrishna Math, etc., can usefully assist in redeeming the habituals?

2. What is the strength of habitual offenders population in the State?

What is your estimate of probable additions to their number every year?

3. Are existing settlements adequate to take in all the habitual offenders already declared as such and to be declared as such in future?

4. What is the extent of land available in each settlement?

	Cultivated.	Unreclaimed cultivable waste.	Uncultivable.
Dry ...	...	...	...
Wet—			
(a) Under cultivation by Govern- ment	...	...	...
(b) Settlers	...	...	...

5. (a) Extent of land assigned to each cultivator.

(b) Is land assigned to more than one member of a family?

6. Do assignees cultivate the assigned land or do they lease them? Extent of the land leased as compared with the extent actually and directly cultivated may be given.

7. If assignees lease land why should land be assigned to a non-cultivating settler?

8. Do you recommend cultivation by a co-operative society consisting of the settlers? If so, what scheme in detail, do you suggest for effective management of the society?

9. Is it likely that co-operative societies could produce more than individual assignees?

10. If land is to be assigned to individuals, should it be on a temporary or permanent basis?

11. If assignment is for fixed periods, what is the reasonable period to create interest in the individual assignee to improve production?

12. If land is assigned to a co-operative society how should the society distribute it?—

(a) every year to individuals

(b) collective farming

(c) other methods

13. Suggestions for making co-operative farming as efficient as individual farming.

14. Extent of land required for profitable farming on co-operative basis?

15. Should more land be acquired for the Settlements?

16. Is land available excessive to requirements?

17. Suggestions to use land now left uncultivated.

18. Crops now raised in the Settlement and suggestions for additions or alterations to suit the soil.

19. If land is assigned on individual pattas to existing settlers, what is your suggestion to accommodate fresh batches of habitual offenders to be notified as such in future?

20. What acreage, if any, of existing land should be reserved for future internees? How is the reserved land to be utilized?

21. Should co-operative society, if formed, have power to reject application for membership from new internees?

22. If co-operative society is to admit unlimited number, how would they provide land for increasing number of habitual offenders?

23. How will co-operative society exercise control over criminal activities of its members?

24. Would you allow panchayat or magisterial powers to the society or members of its Board of Directors?

25. How should the society be financed?

26. Should society admit non-settlers or ex-settlers to membership and other benefits?

27. Should society have management of the school and dispensary?

28. Are there irrigation facilities in the Settlement lands?

29. Is there any scope for improvement of irrigation facilities? If so, what are your suggestions?

30. Can water-supply in the area be improved by pump-sets with advantage?

31. Is the aid, if any, given by Agricultural department sufficient?

32. What are the industries carried on in the Settlement?

33. What additional industries do you suggest?

34. What raw materials for the existing and suggested new industries are available in the locality?

35. Are other raw materials required easily procurable?

36. Should the industries be managed by the co-operative society? Or what other agency would you suggest to undertake this?

37. Is the existing method of procuring timber for carpentry industry satisfactory?

38. How are other raw materials procured? Do you suggest any alternative methods in this regard?

39. Should technical instructors in agriculture and industry be appointed?

What staff, if any, is already employed for the purpose?

40. What is the control exercised at present over the agricultural activities of—

(a) habitual offenders; and

(b) voluntary settlers in the Settlements?

41. If existing control over the settlers is inadequate, what measures would you suggest to control the commission of crimes by the settlers in the Settlement or in the neighbourhood?

42. (a) Do you think that moral and/or religious instruction, by weekly lectures, harikathas or otherwise will help to reclaim the prisoner convicts and instil into their minds a desire to desist from crime and become respectable members of society?

(b) What other course, if any, do you suggest for the object mentioned in the previous question?

43. What other suggestions have you to make—

(a) for the reformation of the administration of the Settlements?

(b) for improvements of agricultural conditions in the Settlement?

(c) for improvement of industrial conditions in the Settlement?

(d) for the reclamation of the habitual offenders?

APPENDIX 4.

Part I.

(Paragraph 3.)

LIST OF PERSONS WHO APPEARED AND GAVE EVIDENCE BEFORE THE COMMITTEE.

3rd April 1951.

- 1 Sri R. Suryanarayana Rao, M.L.C.
- 2 Sri D. V. Ramaswami, M.L.A., Visakhapatnam.
- 3 Sri T. S. Ramachandran, I.C.S., Collector, Madras.

4th April 1951.

- 4 Sri M. Balasubramanian, retired Assistant Inspector-General of Prisons.
- 5 Sri A. Parthasarathi, Vellore.

5th April 1951.

- 6 Sri C. Raghunathan, District Educational Officer, Chingleput.
- 7 Sri B. V. Ramaswami Ayyar, Salem.

6th April 1951.

- 8 Sri K. Ramaswami Gounder, District Judge, Chittoor.
- 9 Sri T. N. Krishnamurthi, Headmaster, Model High School, Saidapet.
- 10 Convict No. 9906, Rathinam Pillai, Salem prisoner.
- 11 Convict No. 9907, Jayavaradhan, Salem prisoner.
- 12 Convict No. 6184, Chellamuthu, Penitentiary prisoner.
- 13 Convict No. 6178, Chelliah, Penitentiary prisoner.

9th April 1951.

- 14 Sri M. Anantanarayana, I.C.S., District Judge, Salem.
- 15 Sri E. P. D. Thomas, B.A., Superintendent, Central Jail, Cuddalore.
- 16 Sri V. Raghaya Ayyar, Inspector of Technical and Industrial Schools.

10th April 1951.

- 17 Sri J. Devasahayam, Commissioner of Police, Madras.
- 18 Sri M. Ramanujachari, retired District Judge, Madras.
- 19 Sri S. Appadurai Mudaliar, retired Superintendent of Jail.

11th April 1951.

- 20 Sri V. N. Rajan, I.C.S., Collector, Coimbatore.
 21 Sri M. Varadachari, Deputy Director of Agriculture, Tanjore.
 22 Sri Lt. O. Garatty, retired Assistant Inspector-General of Prisons.

23rd April 1951.

- 23 Sri T. K. Sankaravadivelu Pillai, Collector, Tanjore.
 24 Sri P. S. Chandrasekhara Ayyar, District Judge, Tanjore.

24th April 1951.

- 25 Sri P. Ramakrishna Ayyar, I.C.S., District Judge, South Arcot.
 26 Sri P. S. Srinivasan, M.L.C., Kancheepuram.
 27 Sri C. R. Ramaswami Ayyangar, Coimbatore.

25th April 1951.

- 28 Mrs. M. Hensman, M.L.C.
 29 Sri P. N. Ramaswami, I.C.S., District Judge, Ramnathapuram.
 30 Sri J. Krishnaji Rao, Superintendent, Central Jail, Rajahmundry.

26th April 1951.

- 31 Sri K. Subramaniam, Joint Registrar of Co-operative Societies.
 32 Sri V. Subrahmaniam Nadar, District Judge, Kurnool.
 33 Mr. J. V. Willmetts, A.J.G. of Prisons.
 34 Sri R. B. Dalwai, Triplicane, Madras.

27th April 1951.

- 35 Sri G. R. Devaraja Ayyangar, retired District Superintendent of Police.
 36 Sri K. C. Vedantham, Principal, Government Textile Institute, Madras.
 37 Sri C. R. Venkatachari, Honorary Secretary, Discharged Prisoners' Aid Society, Coimbatore.

7th May 1951.

- 38 Sri A. V. Patro, Deputy Inspector-General of Police, Northern Range.
 39 Sri M. A. Natarajan, Regional Inspector of Factories, Coimbatore.
 40 Sri V. Krishna Menon, Chief Probation Superintendent, Madras.

Part II.

(Paragraph 8.)

11th May 1951.

- 1 Mrs. Chubwala, Honorary Secretary, Guild of Services.

26th June 1951.

- 2 Sri S. V. Ramamurthi, I.C.S. (Retired).
 3 Mrs. Kameswaramma Kappaswami, Honorary Secretary, Red Cross Society.

29th June 1951.

- 4 Sri C. D. Venkataranganam, Second Presidency Magistrate, Madras.

30th June 1951.

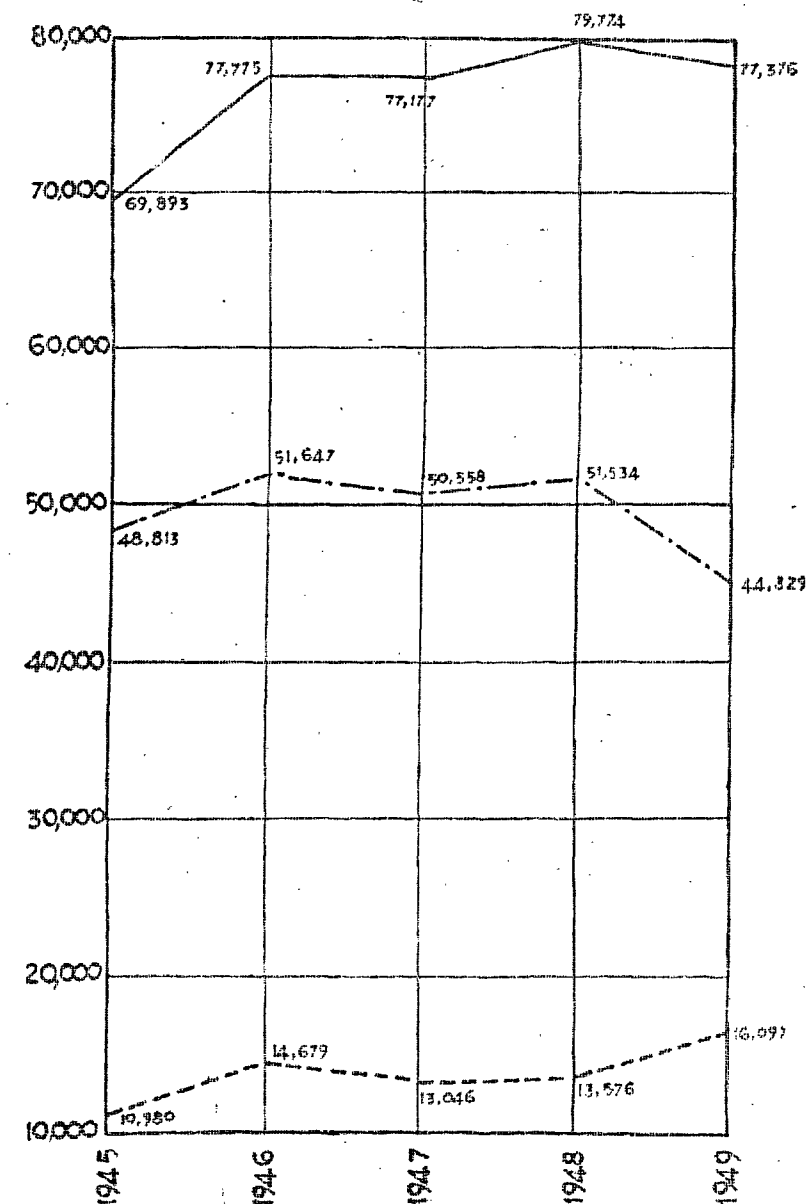
- 5 Sri M. V. Subramaniam, I.C.S., Commissioner of Food Production, Madras.

APPENDICES TO CHAPTER II ON GENERAL PRINCIPLES.

APPENDIX 1.

(Paragraph 46.)

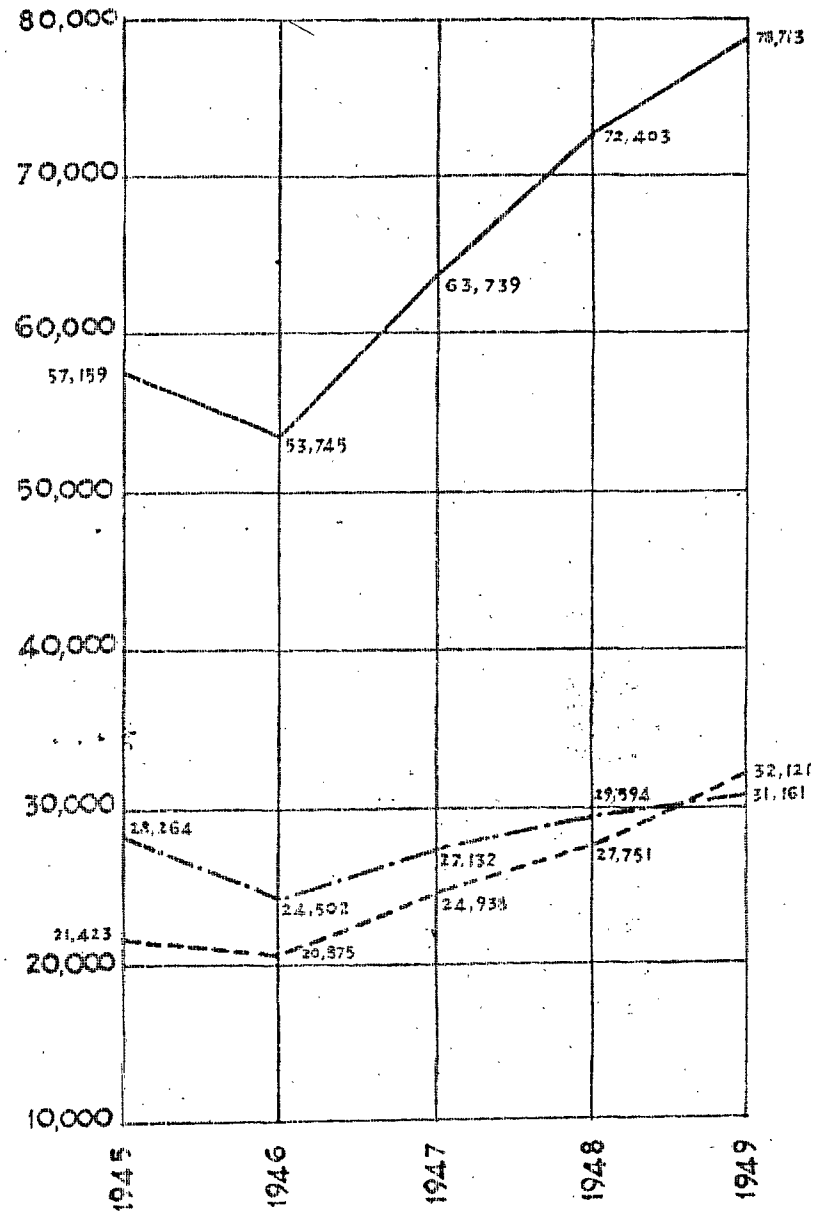
PERSONS INVOLVED IN OFFENCES AFFECTING HUMAN BODY.



REFERENCE.

- NO. OF PERSONS UNDER TRIAL.
 - - - - - NO. OF PERSONS ACQUITTED OR DISCHARGED.
 NO. OF PERSONS CONVICTED.

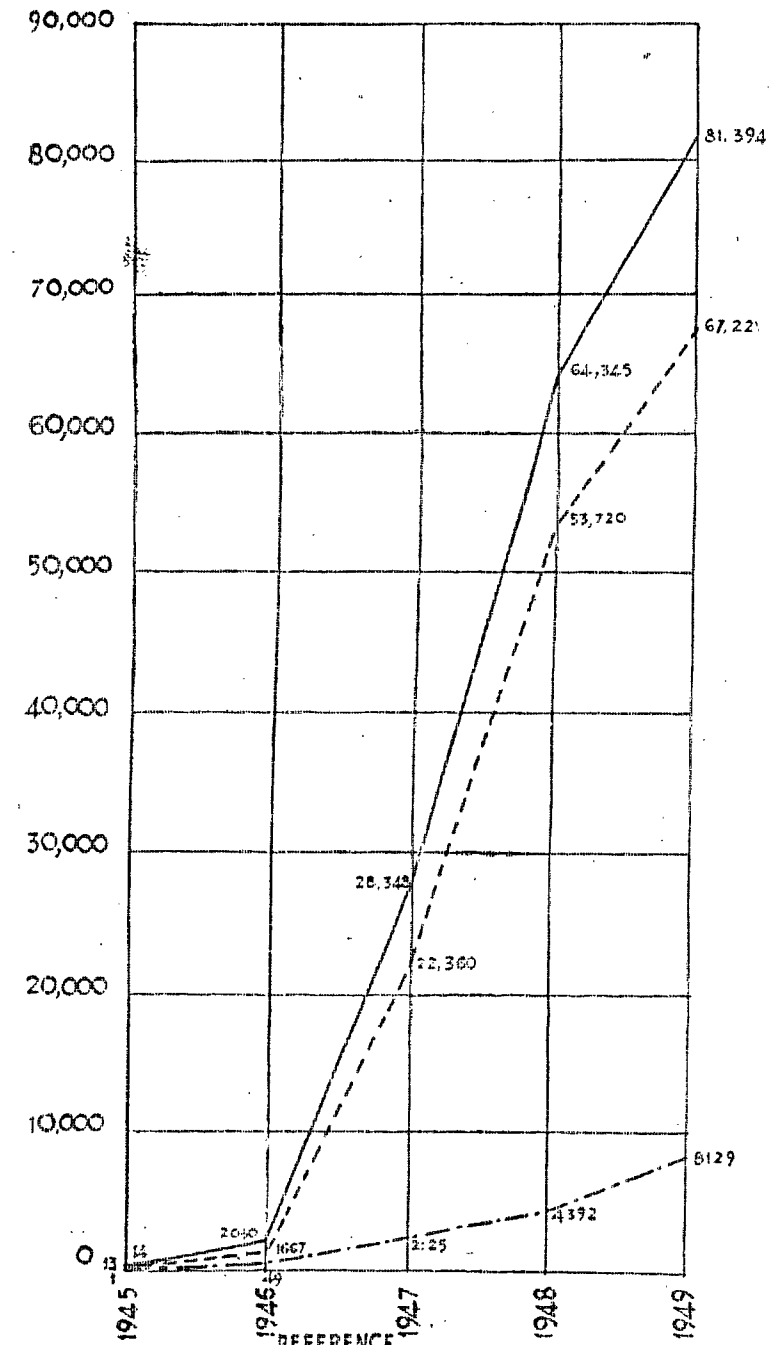
PERSONS INVOLVED IN PROPERTY OFFENCES.



REFERENCE

- NO. OF PERSONS UNDER TRIAL
- - - NO. OF PERSONS ACQUITTED OR DISCHARGED
- · · NO. OF PERSONS CONVICTED.

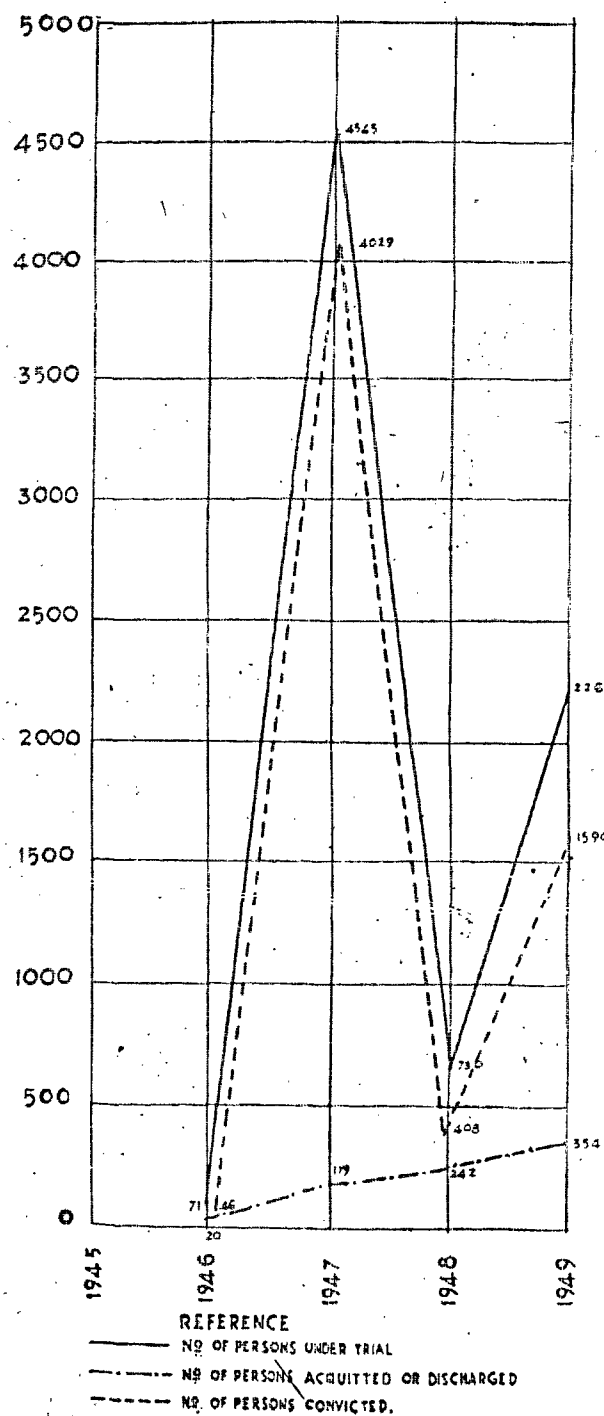
NUMBER OF PERSONS INVOLVED IN PROHIBITION OFFENCES.



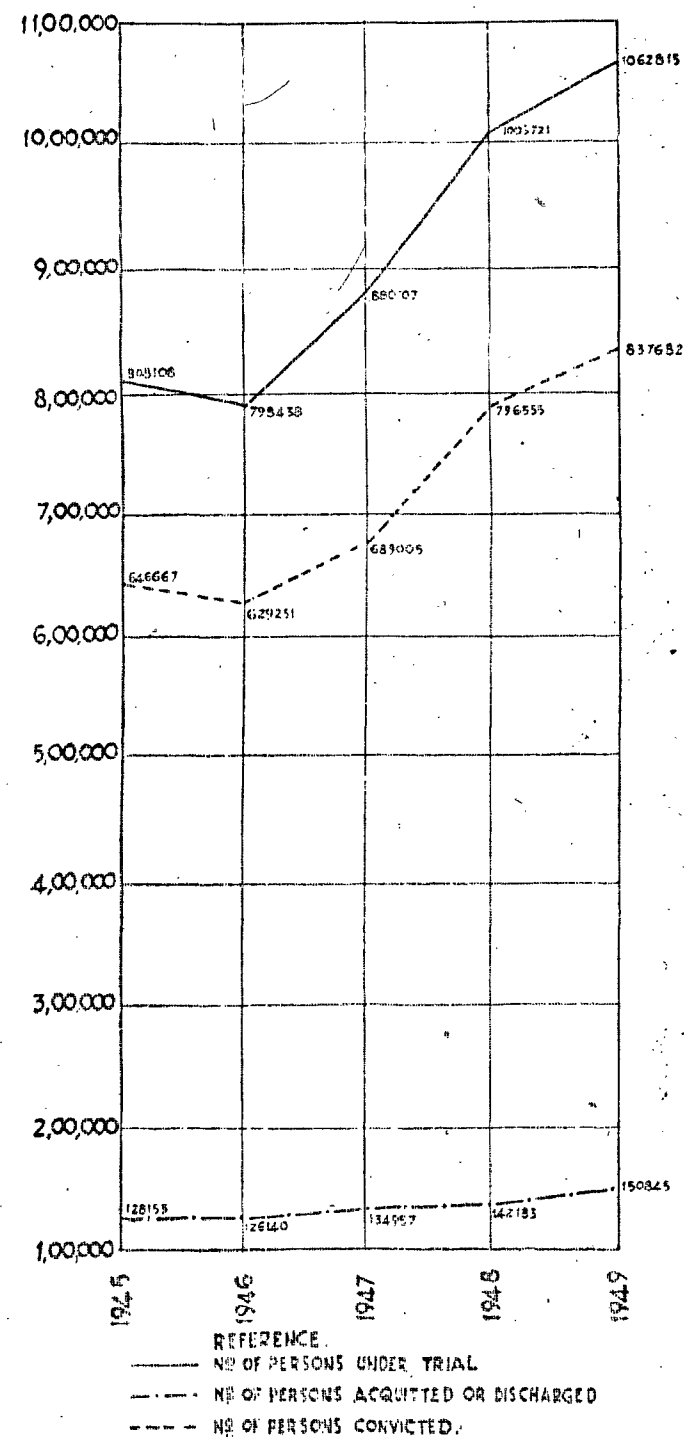
REFERENCE

- NO. OF PERSONS UNDER TRIAL.
- - - NO. OF PERSONS ACQUITTED OR DISCHARGED
- · · NO. OF PERSONS CONVICTED

NUMBER OF PERSONS INVOLVED IN CONTROL OFFENCES.



NUMBER OF PERSONS INVOLVED IN VARIOUS OFFENCES.



Statement showing number of convicted prisoners admitted into the jails according to age groups.

Age group	Years.				
	1946	1947	1948	1949	1950
Under 14 years					7
Between 14 and 15 years ..	48	43	49	79	53
Above 15 and under 16 years.		3		2	30
16 to 18 years	1,979	2,644	2,974	3,385	2,347
19 to 21 years	5,012	6,298	8,418	9,655	9,731
22 to 24 years	21,129	29,158	39,739	40,206	44,103
25 to 27 years	12,660	16,188	23,540	25,057	30,872
28 to 30 years	7,881	10,373	17,458	19,200	17,446
31 to 33 years	799	1,401	2,042	1,929	1,856
Above 33 years					
Total	49,508	55,228	94,220	99,513	106,449

Statement showing particulars of previous occupation of male convicts admitted in the jails of the Madras State.

	Years and percentage.				
	1946	1947	1948	1949	1950
Total number of male convicts ..	46,590	61,901	90,335	95,803	101,975
Details of previous occupation—					
A. Persons employed under Government or municipal or local authorities.	1.90	1.79	0.98	0.82	0.94
B. Professional persons	3.60	3.86	4.56	5.60	6.57
C. Persons in service or performing personal offices.	3.07	7.22	8.36	4.54	1.89
D. Persons engaged in agriculture with animals.	26.81	25.65	30.12	26.51	30.76
E. Persons engaged in commerce and trade.	4.91	4.78	3.79	4.45	6.11
F. Persons employed in mechanical arts, manufactures and engineering operations, etc.	2.81	3.11	2.38	2.11	2.23
G. Miscellaneous persons not classed otherwise.	56.90	54.19	49.81	55.97	51.50

Statement showing admission and disposal of under-trial prisoners.

Serial number and particulars.	1946	1947	1948	1949	1950
1 Number remaining at the close of the previous year.	3,598	5,164	5,043	6,582	7,282
2 Number received	88,001	100,837	153,168	158,299	173,314
3 Total population	91,599	106,001	158,216	164,881	180,596
4 Daily average—					
(a) Jails	798.56	1,052.41	2,784.97	2,034.63	2,563.62
(b) Subsidiary jails	3,587.59	3,324.87	4,615.19	4,884.80	6,303.63
5 Number remaining at the end of the year.	5,164	5,048	6,520	7,282	7,985
6 Number disposed of: excluding those transferred and those remaining at the end of the year.	63,419	73,729	98,834	103,840	124,568
7 Number released—					
(a) Number	51,931	53,868	72,020	75,359	87,520
(b) Percentage	81.89	73.07	72.87	72.56	70.27
8 Number convicted—					
(a) Number	11,448	19,817	26,744	28,421	36,994
(b) Percentage	18.05	26.88	27.06	27.37	29.69

Statement showing the change in the daily average number of convict population with the population of the State for the years 1946-50.

Population of the State (as per 1941 census)—41,341,810.

Year.						Daily average number of convict population.	Number of prisoners for every 1,00,000 of population.
1946						13,764.55	279
1947						14,494.17	294
1948						17,871.00	362
1949						18,078.92	385
1950						16,227.21	329

APPENDIX 2.

(Paragraph 18.)

1. Convicted prisoners—Offences and age and sex of offenders.

Offence.	Total number of convicted persons.		Under 16		Under 16-21		21-30		30-40		40-50		50-60		60 and over.	
	M. F.	Total.	M. F.	Total.	M. F.	Total.	M. F.	Total.	M. F.	Total.	M. F.	Total.	M. F.	Total.	M. F.	Total.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)

Sections of Indian Penal Code—

Abetment of cognizable offence.

Cognizable criminal conspiracy.

Class I—Offences against the State, public tranquillity, safety and justice—

Offences relating to the army and navy.

Offences relating to coin and so on.

Class II—Serious offences against the person—

Murder.

Attempts at murder and so on.

Class III—Serious offences against person and property or against property only.

Dacoity and preparation and assembly for dacoity.

Robbery and so on.

Class IV—Minor offences against the person—

Wrongful restraint and confinement and so on.

Class V—Minor offences against property—

Theft of cattle.

Ordinary

and so on.

As in Statement A of the Police Administration Report.

33

2. (a) Convicted prisoners—Males—Offences and previous proved offences.

Offences.	Men prisoners not known to have previous proved offences.	Prisoners known to have previous known offences.	Number of previous proved offences.									
			(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
			One.	Two.	Three.	Four.	Five.	Six to Ten.	Above ten.			

[As in Statement 1.]

2. (b) Convicted prisoners—Females—Offences and previous proved offences.

[Same as in 2 (a) above.]

33

3. (a) Convicted prisoners—Males—Offences and previous sentences of imprisonment.

Offence.	Men prisoners not known to have previous sentence of imprisonment.	Men prisoners known to have previous sentence of imprisonment.	Number of known previous sentences.									
			(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
			One.	Two.	Three.	Four.	Five.	Six to ten.	Over ten.			

[As in Statement 1.]

3. (b) Convicted prisoners—Females—Offences and previous sentences of imprisonment.

[Same as in 3 (a) above.]

4. *Convicted prisoners—Length of sentences—*

Length of sentence. (1)	Males. (2)	Females. (3)	Total. (4)
One day			
Two days			
Three days			
Four days			
Five days			
Six days			
One week			
One to two weeks ..			
Two to three weeks ..			
Three weeks to one month ..			
One to two months ..			
Two to three months ..			
Three to six months ..			
Six to twelve months ..			
Twelve to eighteen months ..			
Eighteen to twenty-four months ..			
Two to three years ..			
Three to four years ..			
Four to five years ..			
Five to six years ..			
Six to seven years ..			
Seven to ten years ..			
Ten to fifteen years ..			
Fifteen to twenty years ..			
Twenty years and over ..			
Re-admitted for failure to observe conditions of release.			

5. (a) *Borstal institutions—Persons under sentence of Borstal detention received during the year—*(A) *Offences and sentences.*

Offences.	Total number admitted upon conviction.	Period of detention.		
		2 years.	2-3 years.	3-4 years.
(1)	(2)	(3)	(4)	(5)
[As in Statement 1.]				

(B) *Personal particulars.*(i) *Age group—*

Age on conviction.	Number.
16	
17	
18	
19	
20	
21	

(ii) *Previous conviction—*

Number of previous convictions.	Number of persons.
---------------------------------	--------------------

6. *Analysis of reception into prison—Statement showing the total number of receptions into prison and the number and percentage received in each group for five years.*

(1)	1950.		1949.		1948.		1947.	
	Number. (2)	Percentage. (3)	Number. (4)	Percentage. (5)	Number. (6)	Percentage. (7)	Number. (8)	Percentage. (9)
Committals on remand or for trial not followed by imprisonment.								
Committals by civil processes								
Committals in default of payment of fines.								
Committal for failure to furnish security.								
Sentences of imprisonment								
Sentences of borstal detention								

7. *Statement of employment of prisoners and inmates for the year.*

Employment. (1)	Daily average number.			
	Central jails. (2)	District jails. (3)	Borstal schools. (4)	Agricultural farms. (5)
<i>Manufactures—</i>				
<i>Textiles—</i>				
Spinning				
Weaving				
(Different processes to be included).				
Boot-making				
<i>Tailoring—</i>				
Stitching				
Cutting, etc.				
Carpentry				
Smithy, etc.				
<i>Farm—</i>				
Building				
Bricklaying, etc.				
<i>Domestic services—</i>				
Cleaners				
Cookes				
Gardeners				
Hospital orderlies				
Washer, etc.				
<i>Convict officers—</i>				
Warders				
Overseers				
Night-watchmen				
<i>Non-effectives—</i>				
Awaiting trial				
Certified unfit for labour				
Not told off for labour				
S.I.				
Sick				
Under punishment				

APPENDIX 3.

(Paragraph 49.)

Disposals on conviction.

Number of persons.	Total number of persons.	Number of known previous offence				
		One.	Two.	Three.	Four.	Five.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
(a) Released after admonition.						
(b) Fined						
(c) Released on probation without supervision.						
(d) Released on probation with supervision by probation officers.						
(e) Sentenced to imprisonment of—						
(i) Less than three months.						
(ii) Three months and over.						

APPENDICES TO CHAPTER III ON PROBATION.

APPENDIX I.

(Paragraph 34.)

PROBATION IN THE UNITED STATES OF AMERICA.

A report prepared by the Sub-Committee on Probation of the United States National Working Group on Social Welfare Activities (pages 309-338).

FOREWORD.

In order to give the widest possible consideration to important technical questions in the field of social welfare activities, the Secretariat of the United Nations, with the endorsement of the Social Commission, has developed the procedure of establishing National Working Groups.

The Sub-Committee on Probation was established as a Sub-Committee of the United States Working Group on Social Welfare Activities early in July 1948. The membership of the Sub-Committee consists of persons with practical experience as administrators or supervisors of probation departments in some of the larger cities of countries of the United States where probation work has been most extensively developed.

The first session of the Sub-Committee was held on 8th July 1948, at the Manhattan headquarters of the United Nations. It was decided that the report of the Sub-Committee should indicate the status and development of probation work, both juvenile and adult, in the United States and it should also include standards of practice and recommendations.

It was to be a practical report which might be helpful to persons in other countries interested in establishing and developing good standards of probation work. The Sub-Committee was not expected to do original research work, or to present an historical or statistical analysis of probation development, or to attempt a comparison of the many varieties of service found in this country. It was rather the desire to present the standards and methods that have been developed in actual practice in larger and better equipped probation systems in the United States.

An outline of the subjects which were to be contained in the report was developed and each of the members was assigned to prepare a statement on a particular subject, in some cases two members collaborated on a joint statement. As a result, a series of practical and valuable papers were prepared dealing with all phases of probation. Mr. Charles L. Chute, Vice-President, National Probation and Parole Association, acted as editorial consultant to the Sub-Committee, and combined and edited the various statements, with some additional material, into one report.

While the recommended methods and standards are by no means universally or even generally applied in the varying jurisdictions of the United States, it is believed that all the recommendations have been tried and have worked successfully in some jurisdictions.

It is sincerely hoped that this report may prove of practical value to readers, in all countries, who are seeking to develop probation systems so that this important service may attain its highest potentials of usefulness to society.

JOSEPH P. MURPHY,
Chairman, Sub-Committee on Probation.

I. DEFINITION AND PRINCIPLES.

What is Probation?

Probation is a method of treating offenders by releasing them on good behaviour upon conditions prescribed by the court and under the guidance of a probation officer. Probationers may be returned to the court upon violation of the

conditions and subjected to the commitment or other treatment which might originally have been imposed. In criminal proceedings, the court, when placing the defendant on probation, is authorized either to suspend the imposition of sentence or to impose a sentence and suspend its execution. Of the two methods, there is a general preference in the United States for suspension of the imposition of sentence. In some jurisdictions, the court may order probation before conviction, with the consent of the defendant. The latter method is most used for juveniles and for domestic relations—cases particularly those involving failure to provide support.

In juvenile courts, the legal foundation for probation is different because in these courts children are not charged with or convicted of crime, and are not subject to the same penalties which may be imposed upon adults. In most jurisdictions, children who have violated a law are adjudged to be delinquent; in a few jurisdictions, instead of being adjudged delinquent, they are made wards of the court or simply adjudged to be within the purview of the juvenile court law. There is a growing preference for the elimination of the practice of adjudging the child delinquent since it is not essential to the court's function and is frequently damaging to the children. Juvenile courts are also concerned with neglected, dependent and physically and mentally handicapped children; and they deal with adults in cases of adoptions, illegitimacy and contributing to the delinquency and dependency of children. In all these cases, probation officers function. There is also an extensive field for probation in domestic relations or family courts or other courts dealing with desertion, non-support, separation and divorce.

Probation is not parole, though the two are often confused in the public mind. Both include supervision and guidance of the offender in the community, but parole is the conditional release of an offender from a penal or correctional institution before the expiration of the whole term of his sentence and is ordered by administrative authorities, while probation is used instead of commitment to an institution and is ordered by the courts.

Probation should also be distinguished from suspension of sentence without probation. In most jurisdictions, the courts have power to suspend sentence and to release the offender without placing him under the supervision of a probation officer. This is sometimes incorrectly called probation.

Purpose and principles.

The primary and controlling purpose of any method of dealing with crime should be the protection of society. To this end all others must be subordinated, however desirable in themselves. Probation, in bringing about the successful adjustment of the individual as to his family, work and community relationships, is a direct contribution to protection of society. During the early years of its development, fear was expressed that the widespread use of probation would result in an increase of crime; but that fear has proved to be unfounded and the expression of it is now seldom heard. The number of offenders placed on probation, as compared with the number committed to penal institutions, has increased greatly. Instead of increasing crime, it is generally believed that the wise use of probation tends to diminish it.

Probation reduces crime by rehabilitating offenders. Many offenders are made much more anti-social by serving terms in prison, where they inevitably associate with criminals of many kinds, are infected by anti-social attitudes and learn more about how to commit crime. Probation protects them from such criminal associations and helps them to lead normal lives in the community.

Some accidental and young first offenders are brought to their senses by their apprehension and conviction and need relatively little guidance by a Probation Officer. Other probationers need thorough case-work treatment in order to reach the basic causes of their misbehaviour, and to plan and carry out positive measures of re-education. The type and intensity of guidance and supervision

required cannot be determined, however, without individual study of each case. Through skilful work by probation officers, many a potential serious criminal is prevented from becoming a menace to society.

In so far as probation provides the machinery, and involves the practice of the thorough investigation and study of defendants before they are sentenced, probation also protects society and reduces crime by aiding the courts in making the best disposition of cases. Many judges desire not only reports of such investigations but also recommendations by the probation officers. The investigatory function of the Probation department helps to ensure not only that those persons shall be placed on probation who can be best dealt with in that way, but also that those who require prison or correctional school treatment shall be committed to such institutions. This part of the probation programme is the line with the philosophy of individualizing the treatment of offenders, which is displacing the practice of mass or generalized treatment under which punishment is determined in accordance with a legal classification of offences, with little consideration of the reasons why a particular offender violates the law or of his personal condition and needs.

A probation objective, which weighs heavily on the minds of legislatures and tax-payers, is to reduce the cost of crime. The expense of maintaining prisoners in institutions is high—their productive labour in the community is lost during their imprisonment; their families must often be supported from the public treasury. If probation were not used, the resulting increase in the penal population would be such as to make institutional costs prohibitive. The cost of probation work by qualified probation officers is much less than the cost of imprisonment. Providing too small a number of underpaid and unqualified probation officers with case loads so high that they can give only superficial attention to each probationer, defeats the objects in that effective rehabilitation cannot be accomplished and offenders will thereby be permitted to continue in a life of crime.

The rehabilitation of the offender is not only justified as a means of protecting the community from crime but is also desirable as an end in itself, especially in a democracy in which the welfare of the individual citizen is accepted as being fundamentally important. A democratic society seeks to protect all its members in the exercise of their right to life, liberty and the pursuit of happiness. This is a precept of the human conscience and of all religions.

Probation has developed in an atmosphere of changing ideals and attitudes concerning crime and punishment. Its growth is fostered by and is evidence of (1) a weakening of our belief in the deterrent effect, upon potential law violators, of the punishment of those who are apprehended and convicted; (2) a growing realization of the deteriorative effects of imprisonment upon many prisoners, making them more dangerous when they are released; (3) a growing awareness of community responsibility for crime and its causation; and (4) the belief that each offender should be studied individually and given treatment adapted to the circumstances of his case, instead of punishment pre-determined by a code of prescribed penalties for each offence.

Criminologists, sociologists and the general public have come to believe increasingly that the deterrent effect of severe punishment for crime has been greatly exaggerated, and some reputable authorities believe that it is slight or even non-existent. They point out that there can be no such deterrent effect upon crimes committed under the stress of violent emotion or passion; that deliberate crimes are planned carefully in the expectation that the perpetrators will not be caught, or if caught, will not be convicted; that many mentally immature offenders do not have the judgment or the inclination to weigh future pains against present gains; that fear as a motive is not in high repute, not even fear of punishment; that fear is often overbalanced by other motives, such as the desire not to be thought cowardly by criminal associations; that many offenders are governed by a fatalistic philosophy under which it seems futile to reckon with consequences; that the gambling spirit, widely prevalent, makes the possibility of punishment and added zest to the commission of crime. While we have not

entirely abandoned reliance upon deterrence, our use of severe penalties has become more and more restricted while the use of probation, fines and shorter prison terms has correspondingly increased.

The realization has grown that imprisoning criminals does not often cure them and that our penal system needs revision. Many prisoners become embittered against society. Recidivism is common. While these ill-effects can be ameliorated by better prison facilities to redirect prisoners and by segregating them in specialized institutions, the community doubts the effectiveness of imprisonment as the chief reliance for the control of crime. We are all looking for something better; among the other known means, probation is one of the most promising.

The work of the sociologists, psychiatrists and criminologists points to the fact that community conditions contribute greatly to the causes of crime, that certain of these conditions made crime almost inevitable; and that therefore the individual offender should not be held solely responsible but that the community as a whole has an obligation to remedy these crime-causing conditions instead of concentrating upon the punishment of the individual offender. While belief in the complete freedom of the will and the consequent responsibility of the individual to answer for all his acts still persists, studies of criminal behaviour have established many causes of crime existing in the circumstances surrounding the individual and beyond his own control. Illustrative of this is the fact that the delinquent is generally the poorly adjusted, unhappy child; the anti-social attitudes usually begin in childhood and youth. It logically follows that each offender should be studied to discover the fundamental causes of his mal-adjustment and to remove them if possible by treating his individual needs.

Our fundamental conception of justice itself seems to have been undergoing a change. Where formerly we have thought of justice as giving the criminal what his crime deserved, we are now directing our attention more and more to what he himself needs. It is in accordance with this philosophy that we have conferred upon the courts broader discretion to adapt the treatment to the offender.

II. SCOPE AND SELECTIVE PROCESS.

Probation treatment is not a legal right but is determined by judicial discretion. It should not be thought of as judicial leniency or clemency. It has regard for justice—for the individual and for society. Its use has grown as we have learned increasingly to appreciate the worth and dignity of the individual. We have learned that justice in many instances is better served by putting the emphasis on supervision and treatment rather than on incarceration and punishment.

Probation service may be considered as having three general phases. They are, in chronological order: intake, investigation treatment. In this chapter we shall deal with the investigation process, the selection of offenders for probation and the newer intake service that is being developed in certain courts. Probation treatment will be dealt with in the following chapter.

Pre-sentence or pre-hearing investigation.

Investigation by a probation officer should be made in all cases coming before the court whenever it can be of assistance to the court in determining treatment. In every case before probation is ordered there should be an investigation by a probation officer. The latter is mandatory in an increasing number of jurisdictions. The investigation can be as long or as short as the needs of the case require.

An investigation should cover the complete social, personal, environmental and criminal background of the individual together with any other factors which would influence him or would help in understanding his behaviour. In adult cases, the investigation usually follows conviction or plea of guilty. In juvenile cases it usually occurs prior to the hearing.

All information should be concisely stated, evaluated, and presented in a written report to the court at least twenty-four hours prior to the disposition of the case so that the court may have an opportunity to review it before the final hearing.

When a person is placed on probation the investigation should include all the elements and information upon which a diagnosis and tentative plan of probation treatment can be made. Too often so-called preliminary investigations are merely preliminary interviews rather than investigation. It is essential that all related information which throws light on the case be included. A sample outline follows which with modifications, can be adapted to juvenile—as well as adult—court needs:—

(A) *Complaint*.—A complete report of incidents related to the offence committed, with identifying data.

(B) *Past record*.—If an adult, a resume of past arrests, convictions, other dispositions; if a child, a resume of previous court or agency experience.

(C) *Personal factors*.—

(1) Date and place of birth, places of residences, etc.

(2) Physical history—information on any and all physical factors that may have contributed to the person's problems, with copy of any reports on physical examinations.

(3) Psychological traits—information on mental equipment; personality traits and character structure, emotional stability; weakness and strengths (with a copy of any psychiatric or psychological reports).

(4) Education—resume of reports on educational background indicating factors of retardation, exceptional merit or problems connected with education.

(5) Religion—denomination, if any, with comment on participation.

(6) Work record—jobs held, with history of reliability, etc.

(7) Leisure-time activities—how time outside school or working hours is used.

(D) *Family history*.—

(1) Pertinent information with respect to family members—short social history of father, mother, brothers, sisters and other members of immediate household.

(2) Relatives—pertinent information with respect to all persons outside household who are connected with client or could help in situation.

(3) Family pattern—all positive and negative factors in the family situation.

(4) Home and economic conditions—income and problems relating thereto.

(E) *Agencies and individuals interested*.—

(1) Social service exchange—reports of clearance with local and area exchanges.

(2) Other sources of information—information gained through sources other than the social service exchanges.

(F) *Assets*.—All positive factors in the personality of the client and in the total situation.

(G) *Liabilities*.—All negative factors in the personality of the client and in the total situation.

Note.—The inclusion of items F and G makes it necessary for the probation officer to digest the material and to evaluate the total situation critically and thus helps to avoid hasty recommendations based on inconclusive analysis.

(H) *Recommendations*.—Suggestions as to disposition in summary form. (Some courts want recommendations, others do not. Social minded judges recognize the value of recommendations from professionally qualified personnel as a guide to a just and proper disposition.)

It should be borne in mind that the pre-sentence or pre-hearing investigation also serves a wider purpose than that of guiding the court in its disposition of the case. It should be made from the point of view that it may be used by the court, by the probation department, by the institution, by the parole or after-care agency or by co-operating agencies in the community when the individual or the individual's family is under the care of any of these agencies.

When an individual is committed to an institution a report on the probation officer's investigation should accompany him. It should contain the information required by the institution and its personnel. More specifically, it should contain the information required by the reception or classification unit of the institution to assist the latter in carrying out its study and observation classification and assignment programme for the individual. It can provide very valuable information for the planning of educational and vocational programmes for the inmate and can be of great value in the handling of disciplinary and other problems which may arise while he is in the institution. It should inform the institutions of any unusual relationship of the inmate with other individuals with data on any situation contract or condition that may enable the institutional authorities to prevent the development of harmful situations. It should give complete information regarding the family situation in order that the institution may determine who should be permitted to visit or write to the inmate. It should assist the social service department of the institution by providing information that would be of help in resolving family difficulties, strengthening family ties, or correcting other situations in the inmate's home community.

The pre-sentence or pre-hearing investigation should also provide basic information for the parole or after-care services. This information is useful both when the individual is being considered for release from the institution and after his release on parole. Adequate investigations avoid much subsequent duplication and overlapping of work by the parole authorities. They assist the parole officers in arriving at an understanding of the individual and his situation before and when he entered the institution, and enable them to evaluate more accurately any changes or developments that have occurred during the institutional confinement.

Pre-sentence or pre-hearing investigations, when properly recorded and used, can also be of great help in eliminating duplication and overlapping of services by public or private social agencies that may be called upon to assist in treating the offender or his family.

Selection for probation.

This discretion of criminal courts to order probation or suspend sentence is sometimes limited by law, exceptions being made in the case of recidivists and of offenders guilty of certain more serious offences such as those punishable by death or life imprisonment and crimes of violence. In an increasing number, though still a minority, of jurisdictions, however the court's discretion is not so limited.

Neither the offence committed nor the previous record should be the determining factors as to whether or not an individual should or should not be placed on probation. However, these factors, together with the complete history of the individual—his physical and mental condition, his attitudes and other personal attributes—should be the basis of such a decision.

The selection of a probationer depends upon the individual's potentials to adjust. Probation should be granted to all those who, upon investigation and analysis of the total situation, seem likely under supervision to be good subjects for rehabilitation and re-education. Selection should not be indiscriminate, based upon haphazard choosing, nor should it be used as a reward for an informer or state's witness. The protection of society, the dignity of the individual, the resources available and the adequacy of supervision are factors to be considered. We must distinguish between the incidental delinquent and the professional criminal or habitual offender. A first offender may be such in name only. He

may be a recidivist of long standing who until now has evaded identification. Psychopaths, alcoholics, drug addicts, offenders with known records are among those who may be poor risks. We must also remember in choosing female offenders for probation, that they have no greater potentialities for success because of the sex factor *per se*.

In the selection of probationers, there is no precise formula that can guarantee with mathematical accuracy that they will succeed. A social-minded judge, a trained and experienced probation officer, and exhaustive social investigation, and a recognition of limitations must all be present.

We have noted that probation is a measure of social treatment. As such it requires methods of disposition that differ vastly from those of the criminal courts before the days of probation, when the nature of the offence determined the nature of the penalty. To-day the man rather than the crime is treated. In our juvenile courts a child's case may be disposed of without his ever appearing or being subjected to an actual court hearing. In adult courts probation is usually applied without a sentence being imposed. In some courts, a sentence, is imposed but not recorded. In others, a sentence is imposed and recorded, but later after a period of good behaviour and adjustment, the record is ordered rescinded. To an increasing extent the trend is towards the adoption of the practices of the better juvenile courts where clinics and other resources are used to the utmost, where hearings are closed and confidential, where true social investigations and histories are developed and maintained and where dispositions vary according to the needs involved in each case.

There can be great variation in the conditions imposed by the court and in the length of time individuals remain on probation. The most desirable practice is to have the court place the individual on probation for an indeterminate period and have it clearly understood that the probationer must earn his release through definite and acceptable improvements in his attitudes and conduct.

The probation officer should also be empowered to require adherence to additional conditions in order to carry out the probation treatment programme effectively. This latter delegation of authority in no way infringes upon the judicial authority or rights of the court, as in the case of any violation the probationer must be returned to the court for a review of the violation charge.

When an individual, is placed on probation it is probation department's responsibility to render a complete re-education and rehabilitative service to the individual, and when necessary to his family, and to do whatever is necessary to make the probationer useful and socially acceptable to the community. Probation treatment is considered in detail in the chapter which follows.

Intake.

The probation department renders an intake service in courts concerned with children domestic relations matters, and at present in a limited number of jurisdictions in other types of cases coming before criminal and civil courts. The purpose of the intake service should be to determine whether or not the case can and should be handled adequately and safely both from the point of view of the community and the individual, by the probation department or an agency in the community without court action.

The question of how much authority shall be delegated to the probation officer is an important one. It depends on the social attitudes of the judges and the qualifications of the probation officer as well as his ability to use community resources. In juvenile courts especially, authority is often delegated to the probation department to decide whether a particular case should come into court or whether it may be handled informally without court action. This decision should only be made with the consent of the delinquent and his parents or those responsible for him. It is the purpose of the probation department to assure as far as possible that only those cases that actually require, and can be benefited by, court action are referred to the court. When an informal disposition has been agreed upon, subsequent treatment, unless the case is referred to and has been accepted for treatment by another agency, remains the responsibility

of the probation department. This treatment may be brief and directed to a specific end or it may provide continued supervision, similar in all respects to formal probation treatment.

An intake procedure in the juvenile court is inherent in the philosophy upon which the court is established. That philosophy is based on the chancery concept that when the natural parent refuses, neglects or is not in a position to discharge the parental prerogatives, rights and responsibilities, the State (*parens patriae*) has a parental responsibility with regard to all children and must assume that responsibility and render any services necessary.

When the court acts to render the services that the child should receive from his parents, it is not for the purpose of punishment but to render to that child the guidance, direction, counsel and control which a normal parent would exercise, to the end that the child may grow into a useful and law-abiding member of society. Based on this premise, the intake service is for the purpose of finding how best to help the child, without court action if possible, as no normal parent would want court action until all other efforts have failed.

The intake service may be as limited or as extensive as is necessary to determine the needs of the particular case. In some instances intake may consist of limited information or reference service. In others, it requires more than one contact with the individual to understand the problem and to work out the best course of treatment to correct the situation. Or it may require that a complete investigation be made and the case referred for court action.

Intake services are also essential in the handling of domestic-relations problems, including desertion and non-support, separation and divorce. In domestic-relations cases all the steps in the intake process that have been outlined in relation to children should be followed, with emphasis placed on the objective of adjustment or reconciliation. It is very desirable in domestic relations cases that every effort be made to have the husband and wife meet and with the guidance of a trained probation officer, considers their problems and work out a reconciliation or other solution. If this is impossible, the case must be brought before the court.

There are several sound reasons for carrying out this procedure. A most important one is that generally the husband is very definitely resentful and antagonistic towards the wife for bringing him into court and having a court record established. This is the general reaction regardless of the merits of the wife's complaint. If for no other reason than the foregoing, every effort should be made to arrive at a satisfactory solution of the case without formal court action.

The intake process is now being gradually extended to certain categories and age groups coming into our criminal courts. In most instances, it is on the age-group basis (adolescent courts and youthful offender cases) but it may also be used very satisfactorily in the handling of adults charged with certain types of offences, for example sex offences and alcoholism.

Courts and probation departments who are using this intake process find that by this method the courts have a better opportunity not only of examining the factors involved in the commission of the offence, but also of securing the needed knowledge of the individual and of all the motivating factors that resulted in the commission of the offence. Thus they can best determine both how to protect the community and how to help the individual.

III. TREATMENT PROCESS.

Objective.

The satisfactory readjustment of the probationer to society, his family, and himself is the primary objective of probation treatment. This implies re-education and rehabilitation. It is a continuous process of attempting to understand the needs and limitations of the individual; of helping him to understand them; and of assisting him to direct or redirect his impulses and actions in a way that is satisfying to himself and yet in accord with the demands of social living.

Methods of treatment.

Planning.—No treatment should be undertaken without full knowledge of the probationer's past and present background, including his strength and weakness. It is axiomatic that no probation officer plans, much less undertakes, a programme of supervisory treatment for any individual before he has studied and digested the investigation report. It may be necessary for him to secure further information from the probationer, his family and community agencies. He will then be in a position to make a tentative diagnosis. Planning may include efforts towards improvement in the following areas:—

(1) *Home Life.*—Adjustment of marital and other domestic difficulties, family attitudes and inter-relationships.

(2) *School.*—If attending school, co-operation in improving school relationships and attainments; encouragement in participating in vocational and other educational opportunities.

(3) *Economic.*—Recognition of industrial aptitudes; vocational training; assistance in obtaining a job which offers prospects of satisfactory financial and emotional returns; encouragement of habits of thrift.

(4) *Health.*—Clearing up known or latent infections, improvement or elimination of physical disabilities, mental hygiene and other approaches where indicated.

(5) *Recreation.*—Fostering of acceptable substitutes for harmful outlets (gangs, pool-rooms, bar-rooms); encouraging participation in wholesome community activities (fraternal, religious, athletic, avocational).

(6) *Religion.*—Promoting interest in church activities revitalizing childhood ideals; inculcating appreciation of ethical and moral values where formal religious affiliation is lacking.

The foregoing are a few of the more usual areas of treatment. The planning will of course differ from individual to individual and perhaps also from time to time for the same individual depending upon an almost endless variety of circumstances. Once supervision is begun it is natural that treatment will be revised as conditions change.

It must be kept in mind that the relationship between the probation officer and the probationer is not a one-sided one. The latter is not to be worked upon by an expert—as is the relationship of a surgeon and a patient, who is in imperative need of a particular operation. At all times during treatment the probationer should be considered an important factor in planning, to be respected as a fellow human being who may have sound ideas of his own.

Enforcement of conditions.—In view of previous faulty social attitudes and anti-social acts on the part of the probationer, it is usually necessary, both for his own good and for that of society to impose various restrictions upon his behaviour and activities. When wisely applied, this use of authority has real therapeutic value. However, of itself, it will seldom effect a real change in the individual's attitudes and character. The restrictions should be reasonable, flexible and adjusted to each case.

As part of the treatment programme, it is necessary to inform the probationer about the conditions of probation, advising him that the probation officer, as an officer of the court, is required to see to it that the rules, which the offender has accepted and helped to prepare himself, are honoured, and that a serious violation of any of them may require that he be returned to court for further disposition by the judge who placed him on probation. This requires, on the part of the probation officer, eternal vigilance, a capacity for sustained but inconspicuous watchfulness; detailed knowledge of the habits and associations of the probationer, familiarity with his attitudes and inclinations, his hopes and fears; and above all an ability to recognize the characteristic tensions which are symptomatic of delinquent behaviour.

The probationer may be subjected to certain conditions. He may be required *inter alia*:

- (a) to acquire and develop sound personal and social habits;
- (b) to associate with persons of reputable character;
- (c) to report to the probation officer as directed;
- (d) to allow the probation officer to visit him at his home or elsewhere;
- (e) to answer all reasonable inquiries of the probation officer;
- (f) to work regularly at suitable employment (if of working age);
- (g) to remain within a specific area and not move from it without the permission of the probation officer;
- (h) to refrain from the excessive use of intoxicants or the use of drugs;
- (i) to pay a fine as prescribed;
- (j) to make restitution for damage done;
- (k) to support his dependents; and
- (l) to attend school, if of compulsory school age.

What is usually of far greater value than the enforcement of conditions, however, is the personal and friendly interest of the probation officer in the probationer. In this relationship the probation officer's chief desire is to understand, assist and guide the probationer until help is no longer needed.

The probation officer will seek to have the offender gain an insight into the causes, attitudes or situations which got him into difficulty, and then plan with him for the necessary treatment. In view of former established habits and attitudes this relationship may take a considerable time to develop and the probation officer must be patient, not expecting changes to take place easily or quickly. In fact, during the first stages of treatment it is not unusual for the probationer and his family to look with certain suspicion at the probation officer in view of his relationship to the court.

Office reporting.—Personal visits by the probationer to the probation office at fixed or designated intervals are usually required. In many cases they are believed to have a disciplinary value. Office reporting has in fact many advantages altogether apart from the disciplinary purpose, some of which are as follows: it provides opportunity for getting better acquainted; it gives training in responsibility and regularity, and makes for a feeling of participation; it provides an occasion for planning and review; it saves the probation officer time and enables him to check the situation of his charges; it affords privacy not always readily attainable elsewhere.

Discretion in the determination of the intervals at which the probationer should report, should vest in the probation officer. Schedule should be flexible enough to correspond at all times with the progress made by the probationer or the lack thereof. There is not much sense in compelling a person who is adjusting exceptionally well to adhere to an arbitrary routine of office visits. There is even less sense in depriving the officer of the ability to reward him by relaxing the intensity of this phase of supervision to whatever degree may be advisable, in the officer's or the supervisor's judgment. Conversely, it is hardly likely that a rigidly prescribed schedule of, say, monthly or even weekly reporting will meet the requirements of a case where close attention of some sort is especially indicated.

Home visiting.—The office visit, as an instrument in supervision, should always be supplemented by observation in the field, and the principal field contact is in the home. Case work has always been concerned with the family as the primary social unit. Ideas and attitudes are formed there which have a profound bearing on social adjustment, and it is generally safe to say that the home atmosphere and environment are the decisive factors in promoting or retarding physical, moral and social development.

The picture of family units disorganized by the death or desertion of one or both parents or by divorce, poverty, ill health, alcoholism, etc., is a familiar one

to most probation officers. The reintegration of the family and the repairing of damaged intrafamilial relationships are essential prerequisites of realistic treatment in many of these cases. But even where these adverse factors do not exist, the home visit is still an indispensable tool. In the first place, first-hand knowledge of the probationer's family and surroundings promotes an understanding of his personality and attitudes. An insight into personality is gained here which is not possible anywhere else—not even in the most painstaking clinical and laboratory analyses, not in the most extended conversations with the probationer and his relatives outside the home. Through awareness of the meaning of changing family attitudes (either towards the probationer, the probation officer, or both) the officer is made aware of tensions that may lead to violations of probation or other deviations.

In the second place, the home visit is the most readily available means of affording the family a sense of participation in the treatment process and responsibility for carrying it forward. Once a satisfactory relationship is established families can usually be counted on for objectivity in relating what the probationer is doing how he is behaving and wherein and why he is not meeting his obligations.

As with office interviews, home visits should be made on a flexible schedule. In general, home visits should be made only as frequently as the exigencies of the case-work situation demand. It should be remembered that no matter how cordial the relationship, one can wear out one's welcome.

Restitution and reparation.—The assessment of restitution or reparation—sometimes also of fines—as a condition of probation can be an effective tool in supervision. The mere enforcement or collection of payments should not be regarded as an end in itself, except possibly in those occasional cases where financial redress is urgently needed by the aggrieved widow or orphan or other victim of the crime. In all other respects assessments should be regarded first, as a part of discipline; and second, as a part of the re-educative process. By the latter is meant chiefly the lesson of consideration for the personal and property rights of others, with the added lesson that crime does not pay even financially, and that the only possessions worthwhile are those acquired by honest endeavour.

Other aspects of treatment.—All treatment seeks to effect improvement, through the conscious desire of the probationer, in areas where such improvement is necessary. This may include attention to health needs; clinical services; steady employment which offers an opportunity to meet the economic and psychological needs of the probationer; attendance at school or additional educational pursuit to prepare for economic advancement and culture; the development of sound recreational activities, preferably by participation—the development of moral concepts and practices; self-discipline, through self-imposed restrictions over a period of time, to prepare for the day when the probationer is strong enough to go his way alone. Encouragement must also be given to the development of economic responsibility and stability, and to the acceptance of personal responsibility as a member of society, not only to be a good citizen but to contribute to the welfare of the country, state and community. This will involve a civic-re-education to establish sound social attitudes towards Government and in particular toward all law enforcement agencies which have been created to protect him. Finally, there is the need to develop his self-respect, from which he will achieve personal satisfaction and the approval of his family and friends, including the judge before whom he appeared.

Utilizing community resources.—In developing treatment, probation officers constantly co-operate with a great variety of community agencies and resources. The assistance sought may consist merely in securing information on or obtaining specialized service for the probationer, or it may go so far as to result in a transfer of the entire supervision to an agency better equipped to carry out the treatment required. The probation officer in turn must give assistance to other agencies. Pertinent information in the probation department's files should be made available to co-operating agencies, with due regard to its confidential nature

and the welfare of the probationers. To this end, it is an established practice that probation officers should register their cases with social service exchanges (where these exist) and should obtain information and co-operation from other agencies through this medium.

It goes without saying that probation departments should not duplicate the work done by other agencies nor attempt to give service that can be better performed by another agency. This applies to such specialized services as securing funds for relief or pensions, placing children in foster homes, arranging for medical, psychiatric, recreational, educational or other services—if specialized agencies can provide these services more effectively.

In using these and other agencies as the needs of each individual case requires, the co-operation not only of the agency but of the probationer must be enlisted. His interest and co-operation are essential for the success of any treatment.

Case-work skills.

Interviewing.—The range of contacts which the probation officer must make in the daily routine of his job is a wide one. The bulk of them will, of course, ordinarily be with probationers and members of their families. But since a major part of treatment consists in the providing of services and since these are sought in many quarters, it follows that the officer must use many diversified avenues of approach. His probationers are of different levels of intellectual stature, of varying degrees of emotional stability, of diverse economic, cultural backgrounds.

In interviewing, the reciprocal nature of the interview should be recognized with the need for mutual understanding and respect for each other's ideas. The officer should manifest genuine interest and warmth of feeling and endeavour to remove tensions of hostility and fear. He should allow the probationer to reach conclusions, make decisions and formulate plans himself. The officer should know when to censure and when to praise, when to stimulate and when to enjoin, when to appeal to the intelligence and when to the emotions. Note taking should be unobtrusive.

Through the interview, the officer should seek to keep informed of developments, to secure information on particular difficulties and to give counsel on problems as they arise.

Case recording.—Adequate and purposeful case recording is one of the most important tools of social work. Though recording alone does nothing to further treatment, it is, indirectly, one of the vehicles through which treatment can be carried forward and evaluated. It is of particular importance in probation because of the legal responsibilities involved.

Case recording should be objective and factual without becoming cold, formal and routine. The probationer, his attitudes and problems, his family and neighbourhood relationships, his interests, inclinations and activities, should be analysed. Sources of all information should be clearly indicated, either in the text or marginally. Where impressions are given, or deductions made, out of the recorder's background experience or intuitive reasoning, they should be clearly labelled as such.

Three methods of recording seem to be in fairly general use. One is the chronological form, under which all activity in the given case is entered item by item, exactly as it occurs. Another is the summary type of case history, under which all activity for a given period (say one month or three months) is summarized and depicted in perspective. The third is the topical form, under which the various aspects or channels of the treatment approach are organized on separate levels for recording purposes: the various items of information on activities, developments, etc., would then be summarized at intervals under the appropriate headings, such as follows: office reports; home visits; education (where pertinent); employment; leisure-time activities (with date on habits, associates, etc.); health; individuals and agencies concerned; community attitudes; religious observance; analytical summary.

There are arguments for and against each of these three methods. Some authorities agree that where environment changes rapidly or where development is irregular, or where considerations of legal evidence are important, the chronological method is preferable. They agree also that in cases requiring long range planning and where progress is steady, either the periodic summary or the topical system might be employed more economically. The generally prevailing opinions seem to be, however, that the relative merits of any one method are unimportant. Any of them and any combination of them are admissible provided the record adequately reflects the movement which should ideally be taking place in every case. The important things are that the very process of recording should be such as to stimulate critical thinking and the organization of material and that the unfolding narrative should disclose the progress made in the direction of treatment objectives, the personal and environmental changes brought about and the probationer's response to treatment.

Probation as a movement, relatively speaking, is still in its infancy. It has made monumental progress, particularly along the lines of vitalizing the more enlightened concepts of crime causation and treatment which are a feature of our latter-day civilization. But if its future development is to progress along scientific lines, considerable effort remains to be expended on search. Research can be based only on reliable data. It therefore behoves probation to build up as comprehensive a body of accurate and systematized knowledge as it is possible to achieve.

Essentials of the case-work relations are (mutual respect; understanding; sincerity; confidence). The fundamental postulate in probation is the intrinsic dignity of the human being. All so-called therapy is, or should be, based on a recognition of the worth of the individual and on respect for him as a unique personality. On this basis, officer and probationer meet as equals. From this should result the primary dynamic element of the relationship; mutual respect. Out of this flows the second element, which is understanding. The officer should be able to place himself in the position of the probationer and to view problems in that light. Conversely, the probationer should be afforded that sense of security and probation which will enable him to place himself in the position of the officer, to view his conduct in the objective light and to take over attitude and interest which the officer suggests.

The third element in the relationship is sincerity. Without sincerity, no satisfying human relationship can endure anywhere. It is especially important in probation since probationers are usually found to have built up a conviction that all persons connected with the administration of justice are, on the one hand, self-seeking, uninterested, if not, downright dishonest; or, on the other hand, visionary, impractical, or not a little hypocritical. These preconceptions, where they exist, can be dissipated only by a scrupulous keeping of faith—a laying of all the cards on the table.

The fourth element of the relationship is confidence, which is a necessary prerequisite to the acceptance of another person as leader and adviser. Confidence, in this sense, does not mean quite the same thing for the officer as for the probationer. It does presuppose however that the probationer, on his part, will have or acquire that sense of trust which will enable him to accept and follow the guidance of the officer, and that the latter, on his part, will show acceptance of the probationer as a person, and will deal professionally and impersonally with those releases of inner feelings or guilt and fear which are evoked by the relationship.

Use of authority.—All treatment in correctional social work must be carried on in an authoritarian setting just as all activity in any properly organized and disciplined society must be carried on within the framework of Government. In probation, treatment must be carried on in an explicitly defined authoritarian setting. The officer whose use of the authoritarian element in his job consists only in parading or abusing it, has no place in probation. Neither has the

weakling who is afraid to exert any authority. The mature, balanced, enterprising and properly qualified officer does not as a rule encounter too much difficulty in making judicious and beneficial use of the very disparity in status that exists between himself and his charge and of the special nature of their joint situation with respect to the law and the community. He makes it clear that while impulses cannot be allowed to run riot, neither can restrictions repress all natural impulses.

The psychology behind the so-called authoritarian approach in probation is not different from the psychology which recognizes that the best regulated family, school, club, factory or office is the one in which the rights of the individual are respected and safeguarded but which requires also that wherever the behaviour of one individual is harmful to the group, the individual must be subjected to discipline. The probation officer as a good correctional social worker will bend every effort to assist the probationer adjusting himself in the community. The effort will include minor disciplines here and there. Where the effort fails entirely, drastic disciplinary measures have to be invoked for the good of the community such as revocation of the probation status and commitment to an institution. In all of these the officer will be acting as logically as the parent who deprives a child of a pleasure, the teacher who deprives a pupil of a privilege, the club that imposes a fine or expels a member or the employer who finds or discharges an employee the difference is only one of degree in that the officer acts on behalf of a more powerful authority, viz., the State, and in that the behaviour which calls forth the application of authority is usually of a grave nature often involving serious personal or property damage or loss.

Case-load assignments.

Some authority, among them the National Probation and Parole Association, agree that the maximum number of persons to be supervised by one person at one time should not exceed fifty, and furthermore, that this figure should be proportionately reduced wherever the supervising officer has to make pre-sentence investigation. It is felt, however, that this is set forth rather as an ideal to be striven for than as a definite gauge of capacity. There has never been any thorough study to determine what the optimum case-load for probation is. It is a truism that probation officers (and other people) can do better work when there is less of it to do, and no doubt efficiency in individual cases decreases when case-loads keep on mounting beyond a certain point. But there are other factors to be considered such as the composition of the case-load, the nature of the locale, the character of the jurisdiction, the adequacy of office and clerical services, etc., to say nothing of the great diversities in skill and stamina among probation officers themselves. In actual practice it is rare indeed that a probation officer finds himself in the position of having the ideal case-load to supervise, quantitatively or otherwise. It is certain that the average case-load far exceeds fifty in most jurisdictions in this country, and in many goes beyond the level at which successful treatment is feasible.

The generally prevailing custom is to assign cases on a geographical basis one probation officer being responsible for all probationers living within a given district. This mechanism is not very flexible since districts do not lend themselves very readily to realignment, or at any rate not without raising other administrative problems. Nor is it easy to regulate, much less to standardize, the rate of intake or discharge without sacrificing other values. This is true also for assignments on other bases, as for instance by age groups. The result is that administrative control of the size of case-loads is at best a difficult job. The answer to the problem of case-load requirements would seem to be legislative permission (or such authority as may be indicated) to appoint enough additional officers as may be necessary from time to time to handle the increasing volume of work. Only in this way could the realization of the ideal case-load set by the National Probation and Parole Association become feasible.

In the present state of affairs, since nobody can demonstrate what specific case-load requirements ought to be, it would seem that the answer to the problem

lies in ingenuity of management of case-loads as they are. That is to say, it is up to the individual department to classify areas of need and to arrange for distribution of services, officer by officer, on a selective basis. Fortunately, not all probationers require intensive treatment. For many the very experience of arrest, prosecution and conviction is salutary in itself, sufficiently so to insure their being very careful of their future conduct. Most persons of this type hardly need any supervision at all (though it may be professional heresay to say so). Furthermore, in almost every case-load a number of persons will be found for whom executive services such as job-finding, correction of specific and directly treatable personal or environmental difficulties, etc., will in the main suffice. There will, of course, always be the seizable residue where behaviour problems are so acute, or the risk so great, or conditions generally so poor, that a great deal of watchfulness and intense supportive treatment over long periods will be imperative certainly, if all probationers, were in the latter category, a case-load of even fifty would be excessive, regardless of geographical or other considerations.

In large departments it might be a good rule to assign cases on the basis of the type of classification suggested above. Thus an officer with a special technique for handling problem cases might be assigned maximum case-load of, say, twenty-five or thirty of these; another with a flair for getting things done might have a larger case-load of probationers, say sixty or seventy—needing little more than executive services; a third who is good at uncomplicated routine and with a talent for paper-work tasks might be entrusted with a much larger number of cases assembled from those who need but nominal supervision. This would of course require highly developed diagnostic and evaluative machinery, and would have to take account of diversities of locale in relation to economy of operation.

Evaluation and case supervision.

Every probation department ought to have devices for measuring the effectiveness of its work. The progress of treatment ought to be measured periodically, preferably by someone other than the person or persons who directly administer it. Quantitative analyses, if they are to make any pretence of being scientific, must be undertaken from a more objective view point and from a broader perspective than even the best probation officer could bring to the analysis and evaluation of his own work. Where this is not possible (as in a small one-man department) the municipality or the State ought to provide outside oversight which would include a periodic review of the departmental records, and consultation and guidance for the worker.

In larger departments where a staff member can be detailed or promoted on merit to supervise the work of others this supervisor should make it his business to set up such mechanical aids as will enable him to keep informed. The supervisor should have regularly scheduled conference periods with each member of his staff, or these should be frequent enough to insure that he gets around to discussing and reviewing every case under intensive supervision at least once a month and less active cases at least once every three months. In these conferences (which would, of course, be supplemented by case reading) the supervisor might devote his primary attention case by case, to the more palpable aspects of the treatment programme, e.g., extent of case coverage, sufficiency of office contacts, home and employment visits; vocational adjustments and job placements; referrals for, and follow up of medical treatment, handling of family and other difficulties, knowledge of probationer's associates and leisure-time activities; earnings, savings, etc.

This list could be extended indefinitely but the idea would be to discuss regularly the individual probationer's progress along such of those specific lines as are of particular significance in his case. It is not easy to evaluate officer-probationer relationships but at least the supervisor should have the training and broad experience to be able to sense attitudes and feelings; to read between the lines of case histories, and to guide his subordinates accordingly.

Simple mechanical supervisory aids are easily arranged and organized. For example, the supervisor might set up case controls using the visible index

system or another adaptation of this well-known commercial device, to tabulate identifying and progress information on each probationer and also to facilitate the recording of the content of case conferences. And the administrators of the department should, in turn, equip themselves with appropriate statistical and other evaluative media not only for measuring the effectiveness of the work as a whole but also to serve as a basis for research.

The case-history on each probationer should itself contain diagnostic summaries at regular intervals throughout the period of supervision. These summaries need not necessarily repeat the mechanical details of the supervision process but should relate as concisely as possible the extent to which the rules and the conditions of probation are being met; the extent to which the probationer is succeeding in overcoming the handicaps, and in adjusting to his social milieu; some date on the operation or modification of the original plan of treatment, together with some prognostication about the course of action for the immediate future.

Violations and termination and discharge.

We have not, in most jurisdictions, as yet reached the ideal of a truly indeterminate sentence—the type of sentence which would permit the probationer to be kept under supervision for as long or as short a period as his needs and those of the community require. In too many instances the duration of the probation of the period is determined by such considerations as the nature of the offence or the age of the offender. Occasionally this results in the automatic discharge from supervision (by virtue of the passage of time) or probationers who are not ready, emotionally and otherwise, for discharge. More often, however, it results in the mandatory keeping of probationers under supervision for longer periods than is necessary or advisable. While it is true that this may be compensated for to some extent by adjusting the degree and kind of supervision, and some times by the suspension of supervision, altogether, the fact is nevertheless that excessively long statutory probation periods may have an adverse psychological effect. The ideal would seem to be some legal or other provision for the discharge of the offender when he has reached an appropriate stage of social rehabilitation, regardless of the element of time.

In handling violations of probation, it is extremely desirable that a complete written summary statement on the case be submitted to the court prior to or at the hearing on the violation. The summary should include a brief statement of the services rendered by the probation department, their results, together with all pertinent and necessary information as to the violation. The probationer should have ample opportunity of also presenting information on these topics at the hearing.

The statute should provide that the court, upon finding that the probationer has violated the conditions of his probation, may impose any penalty or sentence that it had the authority to impose at the time that the individual was originally placed on probation.

When in juvenile cases, the probationer has seriously failed to live up to the conditions of his probation, he is returned to the Court for further planning or treatment. The probation officer should acquaint the probationer and his family with this decision, and prepare both for the impending appearance before the judge. This may lead to detention, foster-home placement, or commitment to a training school. In any event the probation officer will endeavour to secure the co-operation of the probationer and his family by explaining in detail what any of these steps means so that both parents and probationer will have an unbiased knowledge of the purposes of these services.

After-care.

In these cases where needs continue beyond the legal limit of probation, it is well to enlist the assistance of other agencies (such as public or private welfare services, health and recreation agencies) in carrying on where probation is by law compelled to leave off. It is occasionally possible for the probation officer to

continue treatment, if the probationer is willing, even after legal discharge; but because of the very nature of the court's function and responsibilities, this is likely to be a precarious undertaking and the other method of referring action to outside agencies such as those suggested, is preferable.

Evaluation of results.

The ideal objective of treatment is permanent rehabilitation. To make an evaluation of results with this objective in mind, it would be necessary to wait until the probationer's life had been completed, since we are all potentially present or future offenders.

If we accept as a practicable objective of probation treatment, rehabilitation under supervision followed by a period of non-delinquent and non-criminal conduct for a period of years (one parole system considers five years a fair index), then it is possible to evaluate treatment processes tentatively by individual case studies at stated periods after the termination of probation. Such studies, if carried out completely, are valuable.

IV. QUALIFICATIONS, SELECTION AND TRAINING OF PROBATION PERSONNEL.

Qualifications for Probation service.

Probation involves the study and diagnosis of human behaviour, the guidance of young, impressionable individuals, and counselling with older persons in need of help and rehabilitation. Knowledge and skill are required to render such service effectively. It has been increasingly recognized in recent years that probation officers should be selected for their positions on the basis of proper qualifications, and that adequate training facilities should be provided.

Probation work, like teaching and other vocations dealing with the direction of human conduct, must be considered a profession. Probation requires knowledge of the community, its strength and weaknesses, specially as they relate to the incidence of crime. Probation demands an understanding of the individual, his capacities, fears, likes and dislikes, his susceptibility to influence, good or bad, his capacity to benefit by experience, to face the reality of his own situation and to understand and accept the limitations of his own sphere of activities as created by the society in which he lives. Such understanding derives only from study and from practical experience. Such combined knowledge of theory and practice constitutes the basic qualification essential to the work of probation.

Supervisory and executive positions demand long time experience in the field, administrative efficiency, ability to work with individuals and groups, maturity of judgment, vision, and the quality of leadership in the work of the department and the community welfare programme.

The National Probation and Parole Association after consultation with many administrators and practical workers in the probation field, formulated in 1945 a series of standards for the selection of probation officers upon which the following recommendations are based:—

(1) *Personal qualifications.*—A probation officer should be a person of good character and balanced personality. He should possess the following traits and characteristics: good health, physical vigour, intellectual maturity, emotional stability, integrity, tact, dependability, adaptability, resourcefulness, sincerity, humour, ability to work with others, tolerance, patience, objectivity, capacity to win confidence, respect for human dignity, and genuine affection for people as well as sympathetic regard for others' misfortunes.

(2) *Educational qualifications.*—The best training for probation work is graduation from an accredited school of social work or (where such an institution is not available) equivalent training in a graduate department of sociology of a college or university offering courses in criminology, penology, applied social economy and psychology, and related courses. The minimum educational requirement for entering the probation career is a bachelor's degree from a college or

university of recognized standing or its educational equivalent. The academic curriculum should include courses in the social sciences, consisting of a balanced programme of sociology, psychology, anthropology, economics and political science.

(3) *Experience qualifications.*—The candidate should have at least one year of paid full-time experience under supervision in work for the welfare of others. Such experience should be in social case work or in related fields, such as teaching, public health, law enforcement (for protective purposes) child welfare, correctional institutions, vocational guidance, legal work concerned with social welfare, group work or work with rehabilitative agencies.

Selection.

The selection of a man or woman for the position of a probation officer should be exclusively based upon his qualifications as to personality, education and experience. A candidate's religion, race, nationality or origin, social status and political affiliations should not be taken into consideration in deciding on his appointment.

It is recommended that an adequate personnel system be adopted. Selection should be solely on merit. If examinations are required, they should be open to all those who meet the educational and experience qualifications outlined above. These examinations will result in an eligibility list from which appointment can be made by the judge or State agency.

Whenever there exists a well-organized civil service system for all public servants on a local, State or national level, probation officer should be included in it.

Employees should have security of tenure so long as this is warranted by their performance of duty and conduct. Initially, appointments may well be for a probationary period of six months.

Training.

Pre-service training is necessary in order to qualify for entrance into the probation service, and in-service training is necessary in order to keep job performance on a high level.

Pre-service training.—The adoption of the previously mentioned educational requirements as minimum standards for qualification calls for the availability of training facilities specially geared to the professional functions of the probation officer. The academic institutions which have been designated as the best training centres for probation officers—namely, schools of social work or departments of sociology—should provide adequate instruction in the special subjects which are essential for preparation for probation work. Systematic courses designed to prepare an individual to enter the field of crime treatment and prevention are most desirable. The subject matter should be broad enough to acquaint students with the functions and objectives of all agencies engaged in this field. Subjects considered should include at least the following:—

Probation—definition, history and development, legal provisions, organization.

Delinquent behaviour—psychological principles underlying behaviour, development and adjustment of personality, abnormal behaviour, mental disease, neurosis, alcoholism, drug addiction, mental deficiency.

Treatment of individual offenders—case work, study and diagnosis, changing objectives, attitudes of the offender, improving social situations and environment.

The police—organization, functions and problems.

Detention—history, value, abuses, improvements.

Penal and correctional institutions—history and development of prisons and training schools, classification of institutions, classification of offenders, education, prison labour, administrative organization.

Release procedure and parole—definitions, history and development, organization, procedures.

In-service Training.

In-service training cannot and should not be a substitute for adequate pre-service training. Although it was originally proposed primarily for the benefit of those who did not have professional training, it is now recognized that for the well-trained staff member in-service training is a necessary instrument for maintaining a high standard of job performance.

The aim of in-service training in a probation department is to make the members of the staff familiar with legal and administrative developments concerning probation, to keep them informed of new methods and discoveries in the social and psychological sciences, and to enable them to see their individual case work in relation to the total correctional field.

The objectives of in-service training are: to increase the probation officer's efficiency in carrying out his daily tasks, in rendering better service to clients, in maintaining better inter-agency relationships and in increasing the general effectiveness of the agency; to stimulate his desire for further professional training and for improvement in technical skill; to orient him to the field by supplying background information material and by widening his horizon. Courses should include instruction in at least the following: study of specific rules, regulations and functions of the particular agency; case and statistical studies; experimentation with new techniques. From an administrative point of view, several types of in-service training programmes have been successfully carried out in the United States, as follows:—

(a) Many probation departments have organized their own in-service instruction for staff members by supervisory personnel or specially assigned instructors.

(b) In some States the departments of public instruction or State welfare or other supervisory department have conducted in-service training courses for correctional works within their general programme of in-service instruction for public officials. Probation departments on the local or State level have availed themselves of this opportunity by enrolling their staff members in these courses given by instructors who have had practical experience in the correctional field.

(c) A number of in-service training courses or institutes open to probation officers have been conducted by Universities, often in co-operation with local or State probation departments.

(d) The National Probation and Parole Association and several State associations for probation and parole officers have been instrumental in organizing in-service training institutes for probation and parole officers, sometimes jointly with Universities or State departments.

Need for Personnel.

The growing recognition of probation service as a professional career is promoting the recruitment of qualified workers in this field. The number of trained workers has been inadequate to meet a growing demand. National and regional organizations of probation officers consider a recruitment programme as one of their important tasks. With the development of such a programme, together with improved training facilities, higher standards for appointment and more adequate salaries, progress will be made toward developing probation as an important professional career.

Use of volunteers.

Volunteer workers in probation work can be valuable especially in smaller towns and sparsely populated areas, but they should serve under a well-equipped probation supervisor. Volunteers should not be used to avoid appointment of needed, salaries and qualified probation personnel or for reasons of false economy.

V. ADMINISTRATION OF THE PROBATION SYSTEM.

Basic legal authority.

The successful administration of probation like other governmental services, requires adequate basic legislative authority and efficient organization, supervision and co-ordination with other agencies.

A country of experimentation in the application of the principles of probation has demonstrated the effectiveness of this service in the treatment of many types of offenders, juvenile and adult, provided (a) persons released on probation are carefully selected, (b) probation officers are properly qualified, and (c) probation facilities are efficiently organized and competently administered.

Probation should be administered under laws providing the basic and broad power needed by judges and probation officers to discharge their responsibilities. Such laws should include the following:—

(1) Full discretionary power so that judges may suspend or defer sentence and release persons under the care of probation officers. Experience indicates that our judges may be entrusted with broad discretionary power with respect to this duty.

(2) Power to prescribe in determinate periods of probation or periods sufficiently long to make possible a well-planned programme of rehabilitation; also to determine conditions of probation which will best promote the probationer's welfare and rehabilitation.

(3) Authority to require and conduct investigations before sentence or disposition. Thorough pre-sentence investigations are indispensable to effective probation work. In so far as possible there should be comprehensive studies and submitted in written form.

(4) Power to re-arrest and re-sentence probationers for violation of probation. Such power is necessary to protect the public and enable the court to deal with violators.

(5) Power to appoint probation officers and fix their salaries. A sufficient number of probation officers should be appointed to conduct all of the investigations required and effectively supervise all persons placed on probation. No probation officer should be overloaded with responsibility and generally speaking, no officer should be required to carry a case load of more than fifty persons.

(6) Prescribing the powers and duties of probation officers, probation officers should have power to enforce conditions of probation and to re-arrest probationers who violate conditions of release.

(7) Provision for the keeping of adequate and complete records of all work performed and moneys collected.

(8) Provision for oath of office and posting of bond.

(9) Fixing of tenure and provision for dismissal of probation officers.

Structural organization of Probation Departments.

Probation facilities should be available to every court dealing with offenders. All probation facilities should be co-ordinated on a State or Federal level. Probation in the United States is administered under varying State laws and systems and, for offenders against Federal laws, under a national system. Two major administrative systems are in effect. The system which developed first, and

still is the prevailing system in the larger States, is based on the establishment of country or local court units of administration, with appointment of probation officers by judges or local authorities—the local units being co-ordinated and supervised by State agencies. The second plan, more recently developed in many of our States, consists of a Central State department which provides probation services to the higher or State courts, or in some States to all the courts of the State. This has the advantage of making a uniform and centrally directed probation service available to all parts of the State.

The character and extent of each probation unit will vary according to its jurisdictional limits, the number of offenders passing through the court or courts, and the funds available for such services. In many areas (small cities, towns or rural communities where the number of persons appearing in the courts is small) probation may be administered by a single officer with limited facilities. In large cities or countries, or under State systems, competent administration may require many probation officers serving in one or many courts, with many clerical workers and perhaps a behaviour clinic and other facilities. District or branch offices, conveniently located, should be established and maintained in the larger areas so that all courts may be served and administrative costs held to a minimum. Local probation departments should be co-ordinated on a State or Federal level in order that standards of administration may be uniformly maintained necessary financial and other aid furnished to all probation officers, statistical and research needs met, probation principles, needs and achievements interpreted to the public, and legislative requirements studied and proposed.

Appointment and conditions of employment of Probation Officers.

In a country or city system, the chief probation officer is generally appointed by the court (individual judge or board of judges); in State systems, by the board of probation. He in turn should appoint the probation officers, clerical force, etc., from lists of qualified eligibles.

Salaries and necessary expenses of probation officers should be fixed or approved by the appointing authority and funds for payment provided by a fiscal body. There should be adequate provisions for vacations, sick leave, educational leave, promotions and retirement on pension.

Both male and female probation officers should be appointed wherever possible. Male probation officers should supervise and control all male offenders and older juvenile delinquents. Female probation officers should supervise all female offenders and perhaps, boys under twelve years of age. The latter officers are also competent to conduct investigations in domestic-relations cases where the interviewing of wives and children is one of the larger responsibilities involved. Salary scales for both male and female officers should be the same—adequate to attract and retain professionally competent workers.

Administration of Services.

In many probation departments, both investigations and treatment or supervision are performed by the same probation officers. In larger offices, probation officers separately assigned and equipped make pre-sentence investigation or supervise probationers. Such division of responsibility will depend upon the volume of intake, the number of probation officers available, and the geographical area to be covered.

Further specialization of functions may be required in larger towns having different courts dealing with a variety of offenders. Hence we find in some departments special divisions for the handling of juveniles, adolescents, women, domestic-relations cases and adult offenders. Each of these divisions is directed by a supervisor responsible for the supervision and training of a group of probation officers.

Clinical facilities.

Wherever possible a behaviour clinic should be established to serve each probation department. The clinic should include a psychiatrist, psychologist, and one or more psychiatric social workers specially trained in the treatment

of correctional problems. Where no such court clinic is possible, other clinical facilities in the community should be made accessible for use by the probation department.

Clerical Services.

Adequate clerical facilities should be provided in each probation agency. Unfortunately many probation officers are required to do their own clerical work, this keeping them away from their important duties in the field. Clerical facilities should vary according to the size of the organization. Large probation units need well-organized and specialized clerical personnel, including intake and record clerks, receptionists, stenographers or machine operators, and other clerical employees.

Collection of moneys.

Among the responsibilities of many probation officers is the duty of collecting fines, family maintenance contributions, restitution or reparation and in some instances, alimony, paid in conformance with a court order. In some probation departments also, money is collected from probationers for deposit in individual savings accounts. The extent of this type of responsibility depends upon the size of the organization. The number of probationers currently supervised, and the prevailing court practices in respect of imposing probation conditions involving money payments. Collection of money by probation officers requires the keeping of accurate and complete records both in respect of the collection and in respect of the distribution of the funds. Suitable book-keeping methods must be adopted and regular audits made to keep the accounts in accurate condition. Payments of all moneys so collected should be made, in so far as possible, by check. In many departments a well-equipped financial division is maintained with a cashier, book-keeper and necessary clerical assistants.

Record-keeping.

The administration of a probation unit, however small or large, requires the keeping of careful, accurate records. Every probation unit should be equipped with: (1) index and reference forms making possible an accurate record of all persons investigated and probationers received with the necessary legal, social and financial data; (2) investigation forms; (3) supervision progress forms; (4) book-keeping and other financial records; (5) probation officers' daily report forms; (6) probationer's personal report card; (7) discharge blank; (8) warrant or commitment blank; (9) statistical and other records which will make possible a careful analysis and objective study of the methods, techniques and results of probation investigation and supervision. In many instances, statistical report blanks may be furnished by a State or Federal co-ordinating or supervisory agency; but whether or not such forms are so furnished, they should be standard equipment in each probation organization and kept up to date in so far as possible.

When complete and accurate records are maintained, probation officers are able to prepare annual reports of value to the public. These reports should include not only statistical data concerning legal and sociological factors involved, but should describe the methods and techniques used in case treatment and interpret results for the benefit of the public. Annual reports of this character have a definite educational value and assist in the development of public support for progressive correctional policies and the initiation of programmes of crime and delinquency prevention.

Co-operation with other agencies.

Probation is part of the community welfare and correctional programme. Intelligent policies of co-operation with other public and private agencies in the correctional field and with all organizations, groups and individuals in a position to assist the probation department in its work, are essential. Among these, on the local level, are the police and other law enforcement agencies, child and

family welfare societies, community chests and councils, service clubs, women's organizations of all kinds, church groups and agencies, chambers of commerce and civic improvement agencies, schools and other educational agencies, bar and medical associations and other professional groups. On the State level, the probation department works with the State Welfare department and its branches, with State-wide correctional agencies and institutions including the State probation and parole departments and associations, with State agencies analogous to the local agencies above mentioned, and of course with the Governor, legislature and other State agencies.

Co-operation at the Federal or national level (formerly lacking) is now becoming increasingly important. Various federal departments give assistance to the probation worker. Prominent among these are the United States Children's Bureau and the social security administration. There must be close co-operation between local probation officers and the United States probation officers who serve the federal courts in every State. Finally, exchange of information and services nationally are promoted by the probation officers' professional organization, the National Probation and Parole Association.

Probation officers should co-operate with research agencies in community studies of crime and delinquency and at the same time develop their own research with the aid of specialities in universities and other research services. Probation departments should co-operate with all forces working for community education and for the prevention of crime and delinquency.

VI. SUMMARY OF RECOMMENDATIONS.

Recommendations have been made throughout this report based on the standards and practice of well-organized probation departments in many parts of the United States. Basic recommendations may be summarized as follows:—

(1) Probation laws should be enacted to authorize the judges of all courts dealing with adult offenders and juvenile delinquents to utilize probation as treatment process.

(2) Pre-sentence or pre-hearing investigations should be mandatory in every case before probation is granted and, so far as possible, in all cases before sentence is imposed.

(3) Probation should be granted after investigation in every suitable case, without limitation as to the offence or number of offences committed. In juvenile, domestic relations and certain criminal cases probation should be made available before conviction or adjudication with the consent of the persons concerned.

(4) Probation should be distinguished from parole which involves a period of supervision granted by the parole agency after completion of part of a sentence in a penal or correctional institution. Probation should also be distinguished from suspended sentence, which is a grant of leniency or clemency not involving subsequent treatment or supervision by an officer to the courts.

(5) For those selected for release on probation there should be well-planned individual case-work treatment, consisting of regular contacts with the probation officer, home visits, utilization of community resources, and above all personal aid and guidance by the probation officer rather than the mere authoritative enforcement of rules.

(6) Probation officers, generally speaking, should have a case load of not more than fifty cases under treatment at any time, with fewer cases proportionately, if preliminary investigations are also made.

(7) Probation departments should be provided with clinical facilities and necessary clerical service.

(8) Probation officers should keep adequate case records. They should evaluate their work from time to time and participate in after-care studies. They should keep accurate statistics, publish annual reports, and co-operate with community agencies in an effort to inform the public and assist in movements for the prevention of crime and delinquency.

(9) Probation officers should be qualified by a college education, additional professional education, experience, and personal qualifications of a high order. They should be selected through competitive examinations, based solely on merit.

(10) Centres for training candidates for probation should be further developed. In-service training classes should be mandatory for all probation officers after appointment.

(11) Adequate administration and supervision of probation officers should be provided in each department. Probation departments may be organized on the basis of local courts, but preferably on a country or State-wide basis. In any case probation should be co-ordinated and supervised by a State or federal agency.

APPENDIX 2.

(Paragraph 34.)

Minimum requirements for Probation Legislation and Administration having regard for regional differences.

A MEMORANDUM PREPARED BY THE HOWARD LEAGUE FOR PENAL REFORM, LONDON.
(REVISED, SEPTEMBER 1950.)

Preliminary notes.

1. Probation differs from punitive sanctions in that it must be based on the willingness of the offender to try to overcome his special temptations and to accept and use the help offered and the supervision imposed by the court and the probation officers. It is not the easy way out for the offender because self-control and self-discipline are harder to achieve than submission to external orders and punishment.

2. Punishment should not be associated with probation but if after all practicable means have been tried, the probationer has rejected or failed to benefit by the supervision and treatment, then he must become liable to penalty, e.g., fine, residential school education or detention or imprisonment. There is no objection, however, to associating the duty of making restitution with probation, or to the fining of parents when the child's delinquency is in substantial measure due to the conscious failure of the parents to exercise their responsibility.

3. Probation to be effective must have well-trained specialists probation officers and the support of well-integrated social services in order to help the offender to find a secure place in his home, his neighbourhood, his work. The term "social services" is used in the widest sense, including physical and mental health services, child guidance, big brother movement, boy scouts, guides, youth clubs, marriage guidance, residential hotels and the religious and social organizations of the churches. Historically, probation is usually applied first to young people and administered by a department concerned with youth. It is important that the administration of adult probation should not be left to such departments.

4. The professional standards of probation officers and social welfare workers generally, or health services, etc., will vary with the degree of wealth and complexity of organization in different societies. The object of probation is everywhere the same to bring the lawbreaker and anti-social person into willing co-operation with the community of which he is a member, thus giving him the security which he needs, and society protection against his attacks on persons or property. Probation being an individual method must have infinite variety and requires to be supplemented by some sort of group method. It is capable of adaptation to the needs of the simplest form of society.

5. It is of the essence of probation that offenders should retain their freedom and if possible live at home. In a minority of cases it may be necessary to remove from home offenders who are suitable for probation, and it is therefore desirable to provide probation hostels both for adults and for young people.

6. The frequent reference to a law of King Athelstan in England (A.D. 940) as the first probation law is not fantastic. It decreed that a 15-year old liable to the death penalty should not be executed but placed under the supervision of the Bishop, and not only if he continued to break the law should he be liable to punishment. This simple law contains all the essential elements of probation in a primitive but civilized society. At the present day probation is proving most valuable in territories where a simple organization is breaking down on contact with highly commercialized civilizations.

Legislation.

1. Probation laws should be part of the penal code of all States, including backward communities and those with unbroken tribal systems.

2. Every court with power to try and sentence an offender should have power to place offenders on probation, and the existence of a previous offence or offences should not disqualify an offender from being placed on probation.

3. The probation order should require the offender to be of good behaviour, to report as required to the probation officer and to observe other conditions laid down by the court within statutory limits. The probationer should receive a copy of the probation order, including any conditions imposed.

4. If in any State it is considered incompatible with public confidence to allow those guilty of certain grave crimes to be placed on probation, those crimes should be specifically named in the law. But the greatest possible flexibility and judicial discretion is desirable, because the nature of the treatment should be determined by the character of the offender and the circumstances of the crime rather than by its legal classification. The absence of legal minimum punishments in England, apart from those for capital crimes, has not had any disadvantages, and experience has justified the law in allowing all judges almost unlimited power of mercy while strictly limiting their power of punishment.

5. The court should have power to order investigation by one of its officers, preferably the probation officer, into the circumstances of a person whose guilt has been established before passing sentence. With the consent of the accused or of his parents or guardians such investigation may be made before the finding of guilt.

6. Probation should only be legal after the guilt of the offender has been conclusively established according to law.

7. Probation should only be legal if the offender is of an age and mental capacity to understand its meaning and (if of a minimum age which will vary according to the age of maturity in different countries) he consents to be placed on probation.

8. Probation should not be restricted by any minimum or maximum age limit.

9. Probation should only be legal if a probation officer, approved by the court, is appointed to supervise, and, in the words of the English Act, advise, assist and befriend the probationer.

10. Probation should be for a minimum and maximum period, e.g., one to three years.

11. Power should be given to pay salaries and pensions of probation officers, and the administrative expenses of probation, out of public funds, including necessary expenditure otherwise unprovided for to meet the needs of probationers.

12. Power should be given to provide for the expenses of training probation officers out of public funds.

13. Power should be given to provide for the expenses of mental treatment, and such other approved auxiliary probation services as are not otherwise provided by the public social services of the State.

14. The court which placed an offender on probation or a court having jurisdiction in the place where he is living should be empowered to vary the conditions of probation or to discharge a probationer before the normal expiration of the probation period if it thinks it desirable to do so.

15. The court which placed an offender on probation or a court having jurisdiction in the place where he is living should be empowered to sentence a probationer for the offence for which he was placed on probation if it is proved that his conduct had been unsatisfactory and that he is not likely to benefit from further probation.

Administration.

The probation officer is the keystone of the probation system; therefore the minimum requirements in administration should start with methods of securing qualified and suitable officers.

1. High administrative authority (e.g., Ministry of Justice) should be made responsible—

(a) for appointing, or securing the appointment by provincial or municipal governments or courts of an adequate number of suitable probation officers;

(b) for establishing general rules for the administration of probation, the scale of salaries and pensions and the retiring age of probation officers;

(c) for inspecting the work of probation authorities and officers; and

(d) for hearing appeals by probation officers against their dismissal.

2. Every court, from those of first instance to supreme courts, should have the services of at least one male and one female probation officer.

3. The probation authority, whether a local committee or the Central Government, should ensure that there are enough probation officers to carry out their work efficiently. While fifty is generally regarded as a fair maximum case load in English urban areas, an officer working in a rural area, travelling long distances will not be able to carry so heavy a load.

In communities which are very poor and government services rudimentary, the full-time probation officers' work may be supplemented by voluntary probation officers. But it should be a minimum requirement that the professional probation officer be named as the supervisor in each case, placed on probation and be enabled to supervise it indirectly and receive regular reports upon it when he is too far away to meet the probationer regularly.

The problems created by distance, e.g., in parts of Africa and Asia, will force themselves on those working out a probation system. But the development of air and road transport and telephone and radio communication will far outstrip the development of a service for delinquents like probation, and it is important to insist in these areas on a system of devolution, regular inspection and staff conference, using to the full the developing services of communication. The details will vary from region to region according to geography, climate, history and custom. But everywhere the chief probation officers should be able to create their network of assistants, paid and voluntary, and to keep them informed, encouraged and alert.

4. The probation authority, whether local or Central Government, should establish representative committees or councils, whether by nomination or election by local authorities, to administer the probation service and supervise the work of probation officers. The appointment and dismissal of probation officers may or may not be delegated to these bodies.

5. The probation officer could be a full-time social worker, paid a salary and pension comparable with that paid to police officers, school teachers and other public servants doing work of like importance.

6. The probation officer may in sparsely populated districts occupy other posts in education or social welfare. He should never be a police officer, a magistrate or other associated in the public mind with repression and punishment.

7. Every area served by a chief probation officer should have the services of a clinic for the diagnosis and treatment of the causes of behaviour problems. In highly developed communities, there are many such clinics and they are increasing in number. In the most backward countries there should be provision of a clinic of this kind in every mental hospital and where there are no mental hospitals urgent action should be taken to provide them and to ensure that from the outset they are diagnosis and curative and not merely custodial. It is possible that research in this field in primitive communities might give light which the complexities of civilization put under a shade. The whole penal system rests on unproved assumptions about human responsibility and custodial care is the unavoidable reaction of a society which knows it is threatened but does not know what threatens it.

The World Health Organization should be asked to say what is a practicable programme in the way of extended mental health services, and there could be few more profitable ways of spending money on research and service. There are doctors and other professional men and women still in D.P. camps. Among those whose morale has survived their experiences, there must be a number well equipped to work for the welfare of the maladjusted and unfortunate.

Minimum standards in the qualifications and training of probation officers.

The probation service should aim at securing officers with a diversity of gifts and qualifications. All should have the social service outlook and desire to help those who are not only unfortunate but a nuisance or danger to society. There should be enough able administrators, most of them with background of a liberal education to see the probation problems as a whole and to plan the development of the service so that the higher posts may be filled by those with an understanding both of the day-to-day work and of its significance in the life of the community. Otherwise there will grow up a divorce between the administrators of the higher levels and the actual probation officer. This is a real danger which has not been entirely avoided even in countries with an advanced and relatively efficient probation service.

The qualifications of the probation officer need not, however, necessarily include a university degree. A candidate of mature years who has proved himself in practical work, either paid or unpaid, for youth welfare, after-care, in clubs or settlements or in less orthodox ways, may need only a comparatively short intensive course in the theory and practice of the law or probation in the courts, elementary psychology, criminology and penology, and in the work of the allied social services, child guidance clinics, etc. The probation officer is not to be a specialist in any of these things, least of all is he to regard himself or be regarded as a psychologist. His business is to know and use on behalf of probationers all available social services. There should always be a substantial proportion of probation officers whose own social and economic background has not been very different from that of many of their probationers. His political affiliations should be treated as irrelevant.

Any scheme for the training of probation officers must therefore be flexible.

1. Graduates with a good knowledge of economics and/or psychology should have at least twelve months' training, with emphasis on practical work.

2. Candidates over 30 years of age with wide experience of successful handling of human beings should have (at least) twelve months' training with emphasis on theoretical work. In some countries, there are official social workers, who with this amount of specialization, would be admirably fitted to start probation service; a notable instance is the German *Jugendamt* as a source for juvenile court probation officers and, with further specialization, probation officers for adults.

3. Candidates without either of these initial qualifications should have two years' training at a university school of social science. They should have a good general cultural background.

4. The syllabus of a probation training course should include the economic and industrial or agricultural history of the country, elementary economics, elementary psychology, theory and practice of the social services, the law and practice of probation in Europe and America and the form in which it is adapted in the country concerned. It should be educational and cultural in the sense that the teaching of the vocational subjects should be impregnated with a sense of the eternal and fundamental problems of humanity of which overt crime and delinquency are but expressions.

5. Every training course should include a number of weeks spent in

(a) working with a probation officer;

(b) visiting institutions for delinquents of various types, prisons, reformatories and schools;

(c) visiting child guidance clinics and other mental health clinics.

6. Every candidate should, before appointment as a probation officer, be passed as suitable in attainments, bearing character and personality, on a written examination where this is possible, and on the observation and collective judgment of his tutors and supervisors in theoretical and practical work.

7. Whilst every probation officer is entitled to freedom in his religious and political opinions, it is undesirable to appoint as probation officers persons who are already officers or ministers in any religious or political associations. The limitations in these matters of the probationer must be respected.

APPENDIX 3.

(Paragraph 35.)

PROBATION.

Summary of recommendations from the report of the Indian Jails Committee (1910-20).

(347) The proposal to amend section 562, Criminal Procedure Code, by rendering it applicable to offences punishable with imprisonment for not more than three years and extending it to offences under any special or local law, and the other proposals on this subject of the Committee appointed to revise the Code of Criminal Procedure, are generally suitable (Paragraph 433).

(348) In deciding whether a case is suitable for release on probation, the whole of the circumstances should be taken into account (paragraph 433).

(349) Power should be taken to require a person placed on probation to pay a fine, damages, or compensation for injury or loss caused, and to be subject to such conditions as may be included in the probation order (paragraph 433).

(350) The court should have power to escheat a part of the recognizances of an offender who has broken the conditions of a probation order, while allowing him to remain on probation (paragraph 433).

(351) Probation officers should be appointed as far as possible, and private individuals may also be recognised as probation workers (paragraph 434).

(352) The Police should not be employed as probation officers, nor should they exercise supervision over, or interfere in any way with, a person placed on probation (paragraph 434).

(353) The probation officer should make inquiries and report to the court regarding an offender's previous history and home life, before a probation order is made (paragraph 435).

(354) The probation officer should not be liable to be called on to disclose, except to the court, the names of the informants from whom the information contained in his report was obtained (paragraph 435).

(355) To assist the court in selecting cases suitable for probation, a pamphlet explaining the rationale and working of the system should be drawn up (paragraph 436).

(356) Persons who are mentally defective should not ordinarily be placed on probation (paragraph 436).

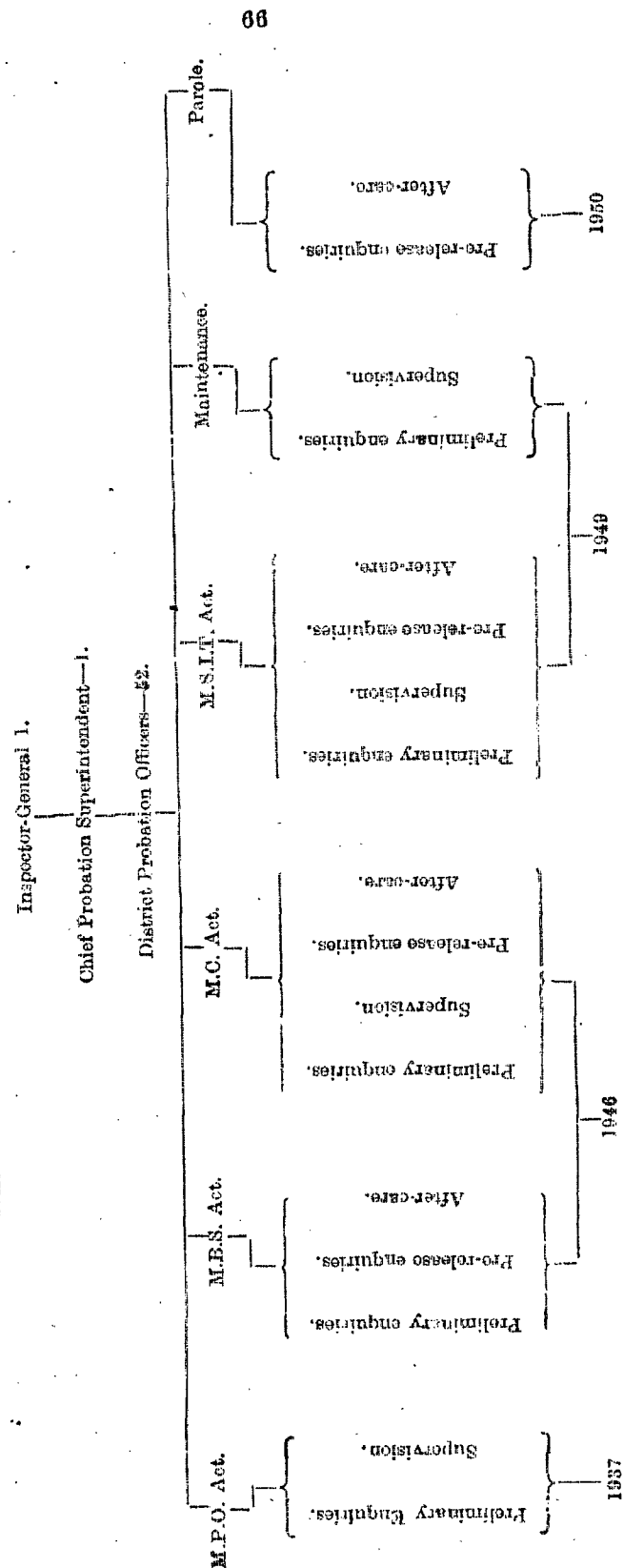
APPENDIX 4.

(Paragraph 50.)

STATEMENT SHOWING (1) EXPANSION OF PROBATION WORK IN THE MADRAS STATE, AND (2) SAVINGS EFFECTED BY PROBATION.

Year.	Number of districts in which the Act was in force.	Number of persons under supervision.	Total amount spent on probation work (corrected to the rupee).	Average cost per individual of insti- tutional treatment.	Total cost of all the persons under supervision were given institutional treatment.
(1)	(2)	(3)	(4)	(5)	(6)
			RS.	RS.	RS.
1937	5	56	2,551	142	7,952
1938	5	397	6,281	141	55,977
1939	7	634	9,888	147	93,198
1940	7	747	11,385	142	1,08,074
1941	7	788	11,607	141	1,11,108
1942	7	727	11,711	149	1,08,323
1943	7	784	13,156	213	1,66,992
1944	13	728	19,435	217	1,57,976
1945	14	853	26,919	241	2,05,573
1946	15	1,461	41,849	239	3,49,179
1947	15	1,755	57,061	282	4,94,910
1948	19	2,078	73,871	309	6,42,102
1949	25	2,751	94,907	322	8,85,822
1950	26	3,581	1,66,733	352	12,60,512

APPENDIX 4.
(Paragraph 50.)
ORGANIZATIONAL CHART OF THE PROBATION DEPARTMENT—MADRAS STATE.



67

APPENDIX 5.

(Paragraph 63.)

HOW THE COURT DEALT WITH PERSONS FOUND GUILTY OF
NON-INDICTABLE OFFENCES IN ENGLAND AND WALES.

How dealt with.	Traffic offences.		Other offences.		Total.	
	Number.	Percent- age.	Number.	Percent- age.	Number.	Percent- age.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Fine	305,230	95.3	163,807	83.0	474,037	90.5
Absolute discharge (in- cluding cases dis- missed).	13,450	4.2	16,072	8.0	29,522	5.6
Conditional discharge (including binding over without supervi- sion).	546	0.2	5,510	2.7	6,136	1.2
Imprisonment	548	0.2	5,290	2.6	5,838	1.1
Probation	264	0.1	2,899	1.4	3,163	0.6
Otherwise dealt with ..	144	..	4,723	2.3	4,867	1.0
Total	320,182	..	203,381	..	523,563	..

Statement showing the percentage of persons found guilty of indictable offences
who were conditionally discharged by the Higher Courts.

Age groups.	Total number.	Percentage of per- sons conditionally discharged (inclu- ding binding over without supervi- sion).
(1)	(2)	(3)
Persons under 17	494	10
Persons aged 17 and under 21	3,792	18
Persons aged 21 and over	13,119	12
Magistrates' Courts.		
Persons under 14	24,872	9
Persons aged 14 and under 17	15,064	9
Persons aged 17 and under 21	8,784	11
Persons aged 21 and over	48,169	9

(Pages 12-20 of the Criminal Statistics, England and Wales 1949.)

APPENDIX 6.

(Paragraph 83.)

CIRCULAR LETTER ADDRESSED BY THE SUPERVISOR OF PROBATION TO UNITED STATES
DISTRICT JUDGES IN 1940.

Salaried Probation Officers.

(Pages 19-20 of Federal Probation for June 1950.)

At this time, the Department of Justice desires only to advise and assist the
several Judges by brief statement of the commonly accepted qualifications of
men and women for probation service.

Qualifications.

(2) (a) *Age*.—The age of persons selected for probation service is important in so far as maturity affects fitness for duty. That is the person selected must possess physical vigor, mental adaptability and moral force.

The work of probation officer is exacting from both a mental and physical standpoint. One of advanced age cannot ordinarily be expected to perform many of the duties for which the position calls.

On the other hand, a probation officer must continually exercise mature judgment and the officer who is too youthful or too inexperienced is likely to make serious errors.

The ideal age of a probation officer is probably thirty to forty-five. It is improbable that persons under twenty-five will have acquired experience essential for success in probation work.

(b) *Education and experience*.—It is commonly agreed that the probation officer should have at least—

(1) High school education, plus one year in college, or

(2) High school education, plus one year's experience in paid probation work, organised system, or

(3) High school education, plus one year's experience as paid worker in some organised agency that trains in case work, or

(4) High school education, plus two years of successful experience as unpaid workers in probation or other social agency service in which instruction and guidance has been afforded by qualified administrators. It is essential that the probation officer be one who is thoroughly trained in the technique of social investigation and it is desirable that his experience shall have been in the field of delinquency.

(c) *Personal qualifications*.—Among the personal qualifications a probation officer should possess are the following:—

(1) Good moral character with sound standards of conduct in private and public life.

(2) Point of view and sympathetic understanding of others, especially those with conduct standards inferior to his own.

(3) Patience when dealing with the offender, in standing up under criticism, and in working steadily toward objective.

(4) Thoughtfulness in dealing with his superior officers, with public officials or private citizens.

(5) Discretion in the expression of his views and sentiments, in his conduct in and out of court, and in the use of his power.

(6) Courtesy and friendliness in his relations with the court, the public, and the probationer.

(7) Judgment based on ability to assemble and assess pertinent facts; and based on thorough knowledge of social factors entering into the problem of each individual offender and his readjustment to society.

(8) High native intelligence as distinct from knowledge or skill acquired by education, experience and training.

(9) Physical and mental energy sufficient to enable him to perform arduous duties, if necessary, under pressure.

(10) Emotional balance.

APPENDIX 7.

(Paragraph 85.)

NEW METHODS FOR SENTENCING THE GUILTY BY CLAUD MULLINS.

(Pages 118-121 of the *Howard Journal*, 1951.)

Section 17 of the Justices of the Peace Act, 1949, places upon "Magistrates Courts Committees" the duty "to make and administer schemes providing for courses of instruction for justices of their area". So eager was the Government to make these schemes of instruction a reality that another section of the Act 8 (2) declared in effect that expenses of justices in attending courses could be paid for out of public funds.

This is the first attempt by Parliament to provide for an instructed Bench. Probably those responsible for these provisions believed that a valuable reform had been not only introduced, but also completed, but for a long time many minds have been conscious of a greater need, namely, the provision of an instructed Bench in all our courts.

It is usually assumed that whereas lay justices are usually laymen in all the work that they perform on the Bench those lawyers who hold judicial offices in our criminal courts are experts in all their work. But gradually a distinction has come to be made between the trial work of criminal courts and the decision of the sentence to be imposed on those found guilty. The moment that this distinction is raised its aptness seems clear. Members of the legal profession receive training in the art of conducting a criminal trial according to law. Criminal procedure is a subject to be studied by law students and examinations have to be passed. Besides this, practical work as barristers gives most of those appointed to the criminal Bench ample experience of trials. Thus up to the moment of the decision about guilt the lawyer on the Bench has definite advantages over the ordinary lay Justice. But can it be denied that from the moment when guilt has been determined, neither lawyers nor lay Justices on the Bench have received any training at all? Neither penology nor psychology forms part of legal training. All that legal education can be expected to provide regarding the legal possibilities after verdict is knowledge of maximum penalties and of the possible courses that can be taken. But information on these points can easily be obtained from text-books and is usually in the mind of the clerks to criminal courts. On the vital subjects of the punishments and treatments of guilty offenders, lawyers receive no training at all.

It seems particularly strange that hitherto no steps have been taken to obtain a Bench expert concerning sentences when it is realised that all steps of a trial up to the moment of verdict are closely regulated by law, whereas no guidance is given by the law concerning the selection of sentences. Such matters as the giving of the oath, the kind of evidence that must be excluded, the order in which speeches shall be made, etc., are laid down by law. But there are no legal regulations to govern the kind of information about the person found guilty that needs to be at hand before sentence is passed, or about the tests that should be imposed before any particular form of sentence is selected. Certain guidance is given by rules and regulations for Juvenile Court Magistrates, but this is a bare minimum and is mostly optional. The fact is that in the selection of sentence all those on the Bench in criminal courts are, within narrow limits, dictators, though they are subject to an appeal court. On appointment all on the Bench, lay Justices, Stipendiary Magistrates, Recorders and Judges are untrained in this part of their work. Lawyers on appointment may have considerable experience of the sentences given in the past, but seeing how fast opinions change in the matter of sentences, such experience may be a disadvantage, amounting to no more than a recollection of past severities and possibly of the idiosyncracies of individual men on the Bench in bygone times. In this respect past experience in the criminal courts may be a drawback for the newly appointed recruit to the criminal Bench. It is noteworthy that some of the best Judges in criminal cases have been those who while at the Bar had

little or no experience of criminal courts. Thus in the last century Lord Lindley and in this century Lord Atkin showed special abilities as Criminal Judges, but neither had any substantial experience of criminal courts as Barristers. Perhaps one of the reasons for their success was that, realising this lack of experience, these Judges took pains to make a special study of both criminal procedure and penology.

The question needs to be faced whether modern conditions do not require expert sentencing of those found guilty of serious crimes. Science is now able to provide far more knowledge of human behaviour than was available for the Bench of bygone generations. The modern science of Psychiatry has made it possible both to understand, in many kinds of cases, the motives for the commission of crime and to apply treatment which is likely to remove a desire to continue to do so. While the expectations of successful treatment decrease with the age of the offenders, there are no age limits to the possibilities of amelioration by some form of psychological help. But naturally the chances of success are greater with those under forty. Some cases may be beyond the powers of psychiatrists, but if these cases could have received treatment at an earlier stage, it is probable that their condition could have been improved.

Scientific sentencing can be obtained in two ways; the first is by entrusting the selection of treatment (and it must be remembered punishment is not necessarily inconsistent with treatment) to experts; the second is by leaving this duty with the Bench, but providing that those on the Bench shall have a minimum knowledge of modern methods of treatment and that expert help shall be available for them. The former method is not likely to be tried in this country until an attempt has been made to obtain the latter. A Treatment Board is in the opinion of many (and I agree with them) the best method of handling difficult cases. But this country does not usually go from one extreme to the other. Improvements both in the training of those on the Bench and in procedure after finding of guilt will be less difficult to attain. How could these improvements be brought about?

A bench familiar with the fundamentals of penology and psychology could be obtained by several reforms. In the first place these subjects might well become part in the training of Barristers before call to the Bar, though training at this early stage would not be sufficient. It would also be necessary that appointment to the criminal Bench should of necessity involve more advanced training in these subjects before work on the criminal Bench is begun. An interval of possibly six months between nomination and appointment would be desirable and this could probably be arranged in most cases. Emergencies could be provided for by immediate appointment on an undertaking being given that the necessary studies shall be made. The whole atmosphere of our criminal courts would change if all on the Bench were familiar with the main principles of penology and of modern psychology.

Judges and Magistrates can never be expected to be experts in abnormal conduct and it is not desirable that they should be. The proper place for experts (unless we resort to a Treatment Board) is first behind the scenes where they should have ample opportunities for studying those found guilty and then later in the witness box, where they can explain the results of what they have discovered. In lesser cases expert reports are under certain conditions already allowed to be presented in writing [sub-section (7) of section 4 of the Criminal Justice Act, 1948]. However expert evidence be given, there can be no doubt that the submission of such evidence would sometimes, prove futile, if all those on the Bench were not familiar with the outlines of the modern sciences concerning abnormal conduct.

What procedural reforms are desirable after the finding of guilt? As already stated, the law is almost entirely silent on this subject. The first necessity would be the provision of time after verdict, so that ample social enquiries may be made by probation officers and where necessary scientific enquiries may be made by experts in psychiatry. So long as courts are permitted to pass

sentence quickly after verdict (and even most juvenile courts do this) there can be no satisfactory investigation. Pre-trial enquiries cannot be satisfactory and, besides, they are unfair. At least a week, and often a fortnight, is necessary for these enquiries. Therefore all our criminal courts must be placed under an obligation to revise their time-tables and domestic arrangements so that these intervals are possible after a verdict of guilt. It is sometimes said that intervals between verdict and sentence involve unnecessary anxiety for offenders. This cannot be avoided. Those who have committed serious crimes must be fully investigated and, if they would prefer as is probably the case, an immediate sentence, their wishes need to be ignored, both in their own interest and in that of the community.

Another reform is that all criminal courts need to be placed under a legal duty to consider the report submitted by Probation Officers and medical experts. The existence of such a duty would at once enhance the position in court of these social and medical experts and this of itself would produce valuable results. For far too long have we in this country accepted the idea that "the Bench knows best". If we do not institute Treatment Boards, the Bench must have the last word about sentences and on the Bench must rest such criticism as may be forthcoming from courts of appeal and public opinion. But the position of the Bench and its essential independence would in no way be affected by an obligation to consider expert evidence and reports.

An extension of this reform might well be considered. At present experts, both social and medical, come under the rule that used to be applied to children's speak when you are spoken to. The only exception is that concerning committal of cases to Borstal Institutions, where there is by law (section 10 of the Criminal Justice Act of 1914) an obligation on all courts to "consider any report by the Prison Commissioners as to the suitability of the offender for such detention". But such is the reluctance of governors and Medical Officers in our prisons to give advice that has not been asked for that these reports are often confined to mere statements about mental and physical fitness for Borstal raining. When the writers have reason to believe that fuller reports will be welcomed, they will provide most comprehensive and valuable reports. They should be free to do this in all cases.

I believe that should such authorities as Prison Governors or Medical Officers, Probation Officers or medical men or women who have been asked to examine those found guilty should be given an undoubted right to volunteer reports to the courts before sentence is fixed. The giving of such a right would not jeopardise the independence of the Bench in anyway. On the contrary, considerable assistance would in this way be forthcoming for the Bench. The whole conception that 'the Bench knows best' and that experts must only peak when they are asked to do so is out of date. Nothing but good would follow the giving of this right, as well as the placing on the Bench the duty to consider reports when offered.

If these ideas come as a shock to those who have not examined critically the present situation in our criminal courts, one thought may prove comforting. Most Metropolitan Magistrates have for a long time worked to a large extent on those principles, though without recognising any rights in anyone. But few serious offenders in the London courts are in fact sentenced without a remand for enquiries, after verdict, of at least a week. If a Probation Officer in these courts wishes to report on a case, no London Magistrate would be likely to refuse to hear him. The position of Prison Governors and Medical Officers and experts in psychiatry is not so clear. But to grant to these experts a right to report would be but a small extension of existing practice in London. Much the same could be said of many Magistrates' Courts in different parts of the country.

The reforms outlined in this article look much more alarming than they would be in practice. I regard them as essential, if the Bench is to retain its right to impose sentences. The present system of the Bench that is autocratic

after verdict cannot last much longer. Existing methods show little attempt to prevent the repetition of crimes by offenders. Every calendar of a busy Quarter Sessions or Assize Court has many cases of serious recidivism. The only hope of checking the volume of crime is to give social and scientific experts a higher status in our criminal courts and greater opportunities of offering help. Could the reforms pleaded for in this article be introduced, we could be satisfied that every means that science can offer would be employed to combat serious crime. But if reforms on these lines are not introduced and accepted with good will, then the creation of a Treatment Board must become essential.

APPENDIX 8.

(Paragraph 85.)

SENTENCING THE CRIMINAL OFFENDER BY JUDGE THEODORE LEVIN.

United States District Court, Eastern District of Michigan.

(Published in "Federal Probation" of March 1949.)

Few precedents in sentencing prisoners.

In my search for enlightenment concerning the sentencing practices of other courts, I learned that there are few precedents to guide one in discharging this difficult and far reaching responsibility. This is so because the determination of the sentence to be imposed always has been deemed a matter of judicial discretion, with little attempt made to record, for the guidance of other judges, the factors considered in the resulting discretion.

My observation of the general attitude of courts leads me to the belief that the considerations necessary to be applied to the problem of determining upon a sentence frequently are left unnoticed, resulting in the disposition of the right of the prisoner and of the public in a haphazard and capricious manner.

A court must vindicate the law, do justice to the individual, and satisfy the pressing force frequently referred to as public opinion. That the public conscience must not be affronted is to say that the courts must enjoy the confidence of the public; but, for the same reason, the conscience of the court must be asserted in the face of public opinion.

Factors in determining the sentence.

Since the judge is charged with the protection of the public interest, he constantly must have in mind that most persons inured to crime began their careers with relatively petty offences and that a major problem of the court should be the early discernment of criminal propensities. The judge must try to recognize the incipient habitual criminal among the great mass of those charged with crime. The ill-considered release on probation, or otherwise the premature release of persons starting on criminal careers, or of those with emotional dislocations which prevent satisfactory adjustment to their fellows, is a potential menace to society; moreover, it represents an opportunity lost for deterrent or corrective measures.

There can be no fixed formula for the determination of wise and appropriate sentence. The amount of money and other property involved frequently appears to be unimportant and not the controlling factor. Some considerations which ought to enter into the determination of the sentence are the following: Was the crime against person or property? If the former, did it endanger the life of the victim or leave permanent effects upon his general welfare? Was it premeditated or was it the result of an impulse arising from a fit or passion? Does the background of the offender reveal a pattern of transgressions of the law? Are the circumstances such as to indicate that there was no full appreciation of the nature and significance of the behaviour which constituted the offence? Are the offender's emotional and mental characteristics, his family ties, and his business interests such as to offer encouragement and hope for his reformation, or is he likely again to collide with the rules for living established by society? Does the individual before the court, having regard to the public

interest, require punishment greater than the impact upon him of the conviction itself? Is he an individual upon whom a term of imprisonment may reasonably be expected to have a corrective effect? Will irreparable damage result to the family group if he is removed from it? Is there any indication that a severe sentence will act as a deterrent upon others who might be prone to commit similar crimes?

Failure of Court to recognize factors.

What equipment does the court possess to recognize these factors, and thereupon to allocate to them their relative and competing degrees of importance? The judge is a lawyer, and by education and training likely to be qualified to act in a judicial capacity during the trial of the defendant. But neither his education nor experience as a lawyer has embraced a familiarity with the compulsions underlying law violations, nor the factors to be appraised in the selection of suitable forms of treatment for the criminal offender. On the contrary, the more successful the judge has been in private practice, the more unlikely is it that he has diverted very much of his time to the study of the professional techniques of social agencies and other organizations or individuals having as their object the consideration and solution of the problems of law violators.

A judge sitting in a civil case involving scientific or specialized knowledge of a given subject will not permit himself to make a determination of that case without expert guidance. The expert opinion will not be received unless the expert establishes qualifications which conform to recognized standards. Why, then should not that same judge, sitting in a criminal case, seek expert opinion concerning the significance of the forces properly to be considered—an opinion beyond his own competence to form and without which the judgment he renders is not objective and judicial but one likely to be the product of his own personal feelings and inclinations. Many judges do not take kindly to any semblance of advice when the important and essentially non-legal function of sentencing is to be performed. Sometimes the judge considers that the responsibility is his and his only; even the most deferential advice takes on the guise of unwelcome interference. This attitude on the part of numerous judges is noted in the report of August 21, 1947, by the Committee on Probation, with Special Reference to Juvenile Delinquency to the Chief Justice of the United States, and members of the Judicial Conference of Senior Circuit Judges. It is not unreasonable to conclude that this attitude on the part of judges, along with their predilections, conscious or unconscious, has resulted in many ill-considered judgments.

While perfect uniformity in sentences is not possible or desirable, there are valid grounds for criticism of our sentencing practices whereby in some areas of the United States, according to *Federal Prisons*, published by the Federation Bureau of Prisons, the average term of sentences imposed in one judicial district is less than half of that imposed for similar violations in an adjoining district. This variation cannot be explained by any response to sporadic and unusual conditions in one district as contrasted with another. Not only is there great disparity in sentences between districts but also among judges of the same court. It is common knowledge to the law-breaking class and to counsel, as well as to the man in the street, that one judge is lenient and that another is harsh. It is also well known that there frequently is wide variance in the sentences imposed by the same judge on similar offenders and that the sentence received by the defendant often is dependent upon the judges "Mood" at the time judgment is passed.

Improvement of pre-sentence practices.

What can be accomplished under the authorized practice and with the present facilities? It would seem that an improvement of the pre-sentence technique would result from the introduction of more scientific methods of investigation and the application of more realistic factors to the determination

of the appropriate punishment. This could be brought about in part by the full utilization of the facilities available through the probation office. Probation officers, according to present standards now recommended in the federal system as in most State systems, are required not only to be graduates of a university, but to have at least two years of experience in probation work or similar activities. The probation officer who actually interviews the subject, his family, his employer, and others having useful knowledge of the defendant should confer with the judge in chambers after the pre-sentence report is submitted and discuss the sociological and psychological factors which might be present in the case. In districts having a supervising or chief probation officer, his presence ought to be required at the pre-sentence conference.

It will be found occasionally in the course of such a practice that it is desirable for the probation officer to make further inquiries within areas not previously suggested. The use of a psychiatrist might be indicated and it is the experience of most judges who await themselves of psychiatric guidance that many of the most competent psychiatrists are willing to render services in the public interest, notwithstanding the pressures of private and more lucrative responsibilities.

It would be well, too, where judges have the benefit of membership in a multiple-judge court, for a judge to consider the question of sentences with one or more of the others and thereby obtain the benefit of the additional experience and wisdom of those who are charged with similar responsibilities. It is frequently helpful to obtain the views of the United States attorney and representatives or other law-enforcement agencies of the Government, but the court ought to be mindful that such information, though given in the best of faith, may, nevertheless, be coloured by the attitudes which such prosecuting and law-enforcement officers not unnaturally might be expected to develop in the zealous performance of their duties.

APPENDICES TO CHAPTER X ON ACCOMMODATION.

APPENDIX 1.

(Paragraph 2.)

I. Population of the Madras State.

Census of 1951	56,952,332
Census of 1941	49,341,810

II. Statement showing the daily average strength of prison population in the Jails of the Madras State excluding the Subsidiary Jails.

Year.	Convicts.	Under-trials.	Civil prisoners.	Security prisoners.	Lunatics.	Total.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1940	11,224.06	575.26	87.68	..	..	11,887.00
1941	13,605.64	605.61	90.19	149.36	..	14,510.80
1942	14,606.53	732.20	90.32	236.36	54.73	15,720.14
1943	16,427.21	929.47	51.30	881.19	99.12	18,388.29
1944	14,701.73	677.40	49.49	331.14	84.98	15,844.14
1945	13,642.46	622.10	43.24	82.81	80.15	14,470.76
1946	12,859.40	798.56	42.64	0.02	19.65	13,720.27
1947	13,499.82	1,042.41	53.47	22.08	..	14,617.78
1948	16,677.02	2,784.97	54.22	447.16	0.04	19,963.41
1949	17,350.82	2,934.63	53.31	709.46	..	20,148.22
1950	14,579.26	2,563.62	58.44	361.33	..	17,563.35

APPENDIX 2.

(Paragraph 2.)

Statement showing the daily average strength of prisoners of all classes in the subsidiary jails of the Madras State.

Year.	Convicts.	Under-trials.	Civil prisoners.	Security prisoners.	Total.
(1)	(2)	(3)	(4)	(5)	(6)
1940	909.46	3,103.92	1.70	..	4,015.08
1941	1,016.43	3,254.01	4.92	..	4,275.41
1942	1,091.88	4,152.82	4.68	..	5,249.38
1943	1,126.27	4,815.52	1.11	..	5,942.90
1944	981.24	4,185.19	1.90	..	5,168.33
1945	969.93	3,632.72	2.83	..	4,605.48
1946	905.15	3,587.59	1.46	..	4,494.20
1947	994.35	3,624.87	0.21	..	4,619.43
1948	1,293.98	4,615.19	0.03	0.06	5,909.19
1949	1,628.10	4,864.80	..	..	6,512.90
1950	1,647.25	6,303.63	0.71	..	7,951.59

APPENDIX 3.

(Paragraph 2.)

Showing the authorized accommodation, revised accommodation and lock-up on 16th June 1951.

Serial number and name of jail.	Authorized accommodation.	Revised accommodation.	Lock-up.
(1)	(2)	(3)	(4)
1 Central Jail, Rajahmundry	1,170	1,350	1,567
2 Central Jail, Vellore	1,742	1,920	2,385
3 Central Jail, Tiruchirappalli	1,733	2,010	2,090
4 Central Jail, Coimbatore	1,656	1,928	1,911
5 Penitentiary, Madras	926	1,457	2,333
6 Central Jail, Cannanore	1,303	1,580	1,041
7 Central Jail, Salem	1,041	1,231	1,190
8 Central Jail, Bellary	765	840	967
9 Central Jail, Visakhapatnam	603	794	448
10 Alipparam Jail, Bellary	1,451	1,691 *	330
11 Central Jail, Cuddalore	455	533	299
12 District Jail, Pudukkottai	300	309	283
13 Central Jail, Madurai	1,030	1,030	1,512
14 Royapuram Camp Jail, Kaggallu	..	1,000 †	997
Total ..	14,225	17,054	17,356

NOTE.—Column (2) denotes the number of prisoners that can be accommodated with reference to rule 636, Volume II, Madras Prison and Reformatory Manual.

Column (3) denotes the revised accommodation of the jail by relaxing the provisions of rule 636, Volume II, Madras Prison and Reformatory Manual with reference to G.O. No. 904, Home, dated the 22nd February 1941.

Column (4) denotes the actual number locked up. The difference between columns (2) and (4) will show the actual over-crowding.

* Accommodation reduced due to the allocation of a portion of the jail buildings for a Borstal School.

† Temporary jail accommodation provided for in thatched sheds.

APPENDICES TO CHAPTER XI ON MEDICAL RELIEF
IN JAILS

APPENDIX 1.

(Paragraph 19.)

Equipment for the jail hospital laboratory.

1 Microscope—Binocular—Complete with Mechanical Stage, etc.	19 Litmus paper—Blue and Red.
2 Refrigerator—Medium size.	20 Petri dishes—4" × 1"
3 Centrifuge International with stand-head to take metal tubes 60 to 100.	21 Glass Rods.
4 Centrifuge tubes to fit the above.	22 Concentrated Sulphuric Acid.
5 Sahas—Adams—Haemoglobinometer complete.	23 Absolute Alcohol.
6 Haemocytometer (Levy Hauser) counting chamber.	24 Methylated Spirit.
7 Urinometer.	25 Cedarwood Oil with bottle.
8 Filter Paper (assorted size).	26 Xylol.
9 Funnels—Diam. 6", 3" and 2".	27 Paraffin.
10 Rubber Tests Nos. 1, 2 and 6.	28 Formalin.
11 Wolf's Bottle—3 Necks—100 c.c.	29 Acetic Acid (Glacial).
12 Auto time switch.	30 Nitric Acid.
13 Test Tubes.	31 Carbolic Acid.
14 Grease Pencils—in three colours.	32 Acetone.
15 Glass Slides, thin.	33 Lysol.
16 Platinum Loops with Metal Handle.	34 Ether (Anaesthetic).
17 Test Tube Holder.	35 Chloroform.
18 Iron Tripod Stand.	36 Potassium Oxalate.
	37 Diluting Fluid for R.B.C.
	38 Diluting Fluid for W.B.C.
	39 Denedict's Solution Qualitative.
	40 Drop Bottles—2 oz.

APPENDIX 2.

(Paragraph 24.)

Statement showing the scale at which each hospital in Madras should be supplied with bedding and linen.

General—	Men and women—	Miscellaneous—cont.
Blankets.	Draw sheets.	Stretchers.
Sheets.	Women—	Table cloths.
Counterpanes.	Napkins, women.	Special Screen cloth.
Mattresses, coir.	Children—	Delirium sheets.
Palliasse.	Napkins, children.	Mosquito curtains.
Pillow cases.	European men and women—	Stone towels.
Patna towels.	Slippers.	Theatre—
Draw sheets.	Special wards—	Twill.
Flannel banians.	Bath towels.	Maternity Hospital—
Mats.	Glass.	Binders.
European men—	Tray, cloths.	Mental Hospital—
Trousers.	Tray cloths, small.	European men—
Shirts.	Toilet covers.	Coats.
European women—	Teapoy covers.	Night jackets.
Gowns.	Stand curtains.	Night trousers.
European men and women—	Special corner screens.	Socks.
Dinner napkins.	Cook—	European women—
Indian men—	Cooks aprons, blue.	Night gowns.
Red cloth.	Special cooks coats.	Stockings.
White vest.	Special cooks aprons.	European men and women—
Indian women—	Special cooks caps.	Shoes.
Jackets, white.	Sheets (wrapping) for dead bodies.	Indian men—
Red sarrees.	Miscellaneous—	Shorts.
Petticoats, chints.	Jacket towels.	Lungotas.
Children—	Dusters.	Miscellaneous—
Pijamas.	Wringers.	Straight jackets.
Wrappers.		Gunny smock.

APPENDICES TO CHAPTER XII ON JAIL SANITATION AND HYGIENE, DIET AND HEALTH OF PRISONERS.

APPENDIX 1.

(Paragraph 21.)

(a) Approximate chemical composition of town wastes and compost manure prepared therefrom.

Material.	Percentages on fresh material.			Percentages on oven-dry material.				
	Moisture.	Dry matter.	Organic matter.	Carbon.	Nitrogen.	Phosphoric acid (P ₂ O ₅).	Potash (K ₂ O).	Calcium (CaO).
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1 Town refuse (sweeping and dustbin refuse).	10-15	85-90	25-30	14-15	0.7-0.8	0.4-0.5	1.2-1.4	7.0-8.0
2 Nightsoil	75-80	20-25	19-24	45-50	5.5-6.0	4.0-4.5	2.0-2.5	4.5-5.0
3 Urine	93-95	5-7	4-5	12-15	13-20	2.8-3.0	3.4-3.6	5.0-5.5
4 Sewage	99-95	0.05-0.15	0.38-0.08	25-30	6-10	3.0-4.0	3.5-4.0	5.0-6.0
5 Animal blood	77-80	20-23	19-23	35-40	13-15	1.0-1.5	0.5-1.0	2.0-2.5
6 Mixed slaughter-house wastes (solid)	70-80	20-25	18-23	15-16	8-10	3.0-3.5	2.0-2.5	3.0-3.5
7 Compost manure prepared from kitchen and nightsoil.	35-45	55-65	16-20	14-18	1.2-1.5	1.0-1.2	1.4-1.6	5.0-9.0
8 Compost manure prepared from kitchen and slaughter-house wastes.	40-50	50-60	10-20	15-20	1.4-1.8	1.2-1.5	1.2-1.4	9.0-10.0

(Table from the preparation of compost manure from town wastes by C. N. Acharya. Miscellaneous Bulletin No. 60 of the Imperial Council of Agricultural Research.)

(b) Percentage of nitrogen in various types of sewage sludge (calculated on sludge dried at 100° C.)

Source of sludge.	Percentage of nitrogen.
Sedimentation tank—	
Manchester—England	3.32 (1)
Lawrence—Mass.	2.37 (1)
Chemical precipitation—	
Darling—England	0.89 (2)
Glasgow—Scotland	1.30 (3)
Septic tanks—	
Manchester—England	2.3 (1)
Lawrence—Mass.	2.3 (1)
Slate beds—	
Harpندن—England	2.6 (2)
Devizes	3.6 (1)
Humus tands—	
Lawrence—Mass.	1.4 (1)
Activated Sludge Process—	
Withington—Manchester, England	7.00 (1)

(1) Fowler and Clifford, residual products from Sewage—J.C.S.I., Vol. 33, 1914, pages 815-819.

(2) Brechley and Richards, "The Fertilizing value of Sewage Sludges"—J.C.S.I., Vol. 39, 1920, pages 177-182.

(3) From analysis of Globe Fertilizer quoted by Motealf and Eddy 100 c.f.t.

(Table from the Journal of the Indian Institute of Science, Volume III, 1920-21, pages 230-240.)

APPENDIX 2.

(Paragraph 21.)

A note on disposal of human excreta prepared by the Director of Agriculture.

There are two common methods of disposing of human excreta in this country, particularly in cities. The human faeces is collected in suitable pots and pans, morning and evening, by municipalities and composed in different ways and made into what is called "nightsoil". The faecal matter is poured into trenches in alternate layers and covered over with a layer of earth, and allowed to decompose and form a powdery substance. The faecal matter may also be laid in the trenches in alternate layers with municipal rubbish, and covered with earth to form compost in due course. The faecal matter that has undergone decomposition in the trench becomes inodorous and is used as manure for land. Where the faecal matter alone is used the loss of organic matter and nitrogen during decomposition may be of a high order. Were organic matter has been added in the form of municipal rubbish, the loss of nitrogen will be considerably reduced, but the loss of organic matter may be great.

2. From a hygienic point of view, a certain minimum time of storage is necessary for the destruction of pathogenic organisms and parasitic worms present in the faeces. Some of the common diseases spread through the human excreta are, cholera, bacillary dysentery, typhoid, amebic dysentery, diarrhoea, hook-worm, and ascariasis.

3. The combination of faecal matter and municipal rubbish has helped considerably in safeguarding public health and preserving fertilizer values.

4. In the modern sanitation systems, the human excreta and other wastes are carried by the sewage. The material is considerably diluted and the water content may amount even to 99.9 per cent. The modern sanitation system collects not only the human faecal matter but also urine excreted by human beings and should, therefore, be able to supply more of the plant nutrients than the composting system or the trench system of disposal of human faeces, where the urine is not collected, but allowed to go to waste. The greatest portion of nitrogen excreted by the human system is present in urine and a method that does not collect the valuable urine should, therefore, be considered a wasteful system of collection. From this point of view, the collection of human excreta inclusive of the faeces and urine by the flush-out should be considered more efficient, provided the sewage is completely used for irrigation, either in the raw stage or after treatment in special septic or sedimentation tanks. In the case of these tanks, a solid sediment called "sludge" is formed. The sludge produced both in the sedimentation and septic tanks may be dried and used as manure. This is a very valuable manure. When the effluent water that is obtained from the septic and sedimentation tanks is used for irrigating crops, the loss of manurial ingredients are minimized. The use of sewage effluent for irrigation is very suitable for porous and light soils. The sewage farm of Madurai is an outstanding example. The fodder grass grown in the Farm was planted, when the farm was first started sometime in 1923-25. The growth of grass even to-day is luxuriant and the farm is giving truly a handsome profit to the Madurai Municipality. This farm land, is of gravel soil, without much of clay fractions and it has, therefore, proved an ideal sewage disposal area. Sewage irrigation and effluent irrigation are however not suitable for crops like vegetables and low lying berries, like tomatoes. It is particularly suitable for cereals, fodder crops, and for crops like sugarcane, which is processed before consumption.

5. Specific and comparable data of the relative losses of nitrogen and other fertilizing ingredients by the use of the different methods of disposal of human excreta are not readily available for comparison. Analysis of the different excretory products is, however, furnished for purposes of comparison:

Material.	Percentage of fresh material.		Percentage on oven dry material.				
	Dry matter.	Organic matter.	Carbon.	Nitrogen.	Phosphoric acid. (P ₂ O ₅)	Potash. (K ₂ O)	Calcium. (CaO)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Night soil ..	20-25	19-24	45-50	5.5-6.0	4.0-4.5	2.0-2.5	4.5-5.0
Urine ..	5-7	4-5	12-15	16-18	3.0-3.5	3.5-4.0	5.0-5.5
Sewage ..	0.05-0.15	0.033-0.08	25-30	6-10	3.0-4.0	3.5-4.0	5.0-6.0
Septic Tank and Sludge.	5-10	2-4	15-20	1.8-2.0	1.0-1.2	0.4-0.5	4.0-4.5
Activated Sludge	1.0-1.5	0.3-0.6	30-40	5.0-6.0	3.0-3.5	0.5-0.7	7.0-8.0

It may be said that from the sanitary point of view that where facilities exist, the flush-out with septic or sedimentation tank is the most satisfactory method of disposing off the human excreta. This method has the additional advantage that it collects not only the solid excreta but also urine, which is allowed to go waste and foul the atmosphere in the system of collecting faeces and treating it in trenches. Where the raw sewage or the clear effluent after either sedimentation or partial digestion of the solid matter is used for irrigation, and the sludge is used as manure, the system conserves the manurial ingredients for crop growth to the utmost.

APPENDIX 3.

(Paragraph 22.)

A NOTE ON THE DESIGN "SEPTIC TANK LATRINE ARRANGEMENTS IN JAILS."

By the Sanitary Engineer to Government.

cells as well as in the case of association wards.

Latrines.—In the case of single cells the water seal squatting slabs is fixed in a corner of the cell and connected to the sewer outside. The desirability of constructing a thin dwarf well of about 2 feet high enclosing the seat for privacy, may be considered if jail regulation would permit of such a provision.

For association wards, where cage latrines are adopted the number of such latrines may be fixed according to jail regulations. No structural alterations to the existing cage latrine is suggested except to convert the existing seat into one of an improved type with water seal arrangements. The present system of collecting the excreta and urine separately is dispensed with and the urine and ablution water are also carried along with the excreta into the septic tank. The floor washings are also proposed to be taken to the septic tank.

Sewers.—The sewage from the several cells and association wards are carried through sewers with a 100-gallon flush tanks at the head of each reach of sewer. This flushing is essential as the washings from individual seats may not flush the main sewer properly. In the case of a centralized system of disposal where a number of sewers have to be joined up, manholes will also have to be provided. If conditions are favourable for a decentralized system of disposal, each block of single cells or association wards will have its own independent unit of disposal.

Septic tanks.—The design furnishes details of septic tanks for various populations up to 500 to be served. The use of leaching cesspool is recommended only for small units serving up to five persons. For jails of population greater than 500, and where the treatment and disposal of sewage is to be centralized, the details of the septic tank, etc., will have to be worked out.

The septic tank design furnished provides for sludge removal without affecting the functioning of the tank. The digested sludge should be removed after three months in the first instance and every month thereafter. The quantity of sludge to be removed at a time is calculated at 0.22 c.ft. per person of the population. The digested sludge should be dried upon sand beds.

Dispersion trench.—The septic tank effluent is proposed to be utilized for sub-surface irrigation in a dispersion trench. The length of the dispersion trench is best decided after conducting a soil absorption test and the figures furnished in the design are the minimum required which can be adopted for soils with very good absorbing capacity and where the water table is fairly low. A rate of five gallons per capita is assumed for the design purposes.

The leaching cess-pool and dispersion trenches should be well away from any local drinking water source. Where surface irrigation is possible the septic tank effluent may be led on to a sewage farm.

APPENDIX 4.

(Paragraph 24.)

NOTE ON DISINFECTION AND DISINFESTATION.

(Revised.)

Definitions.

Disinfection aims at destruction of the casual micro organisms of infectious disease and any agent which ensures this is called a disinfectant: *Disinfestation* connotes the destruction of ectoparasites and their eggs or larval stages

by the use of insecticides and the term may be used to include the destruction of any animal parasite.

Object.

A *deodorant* merely reduces or masks the putrid odours and has no disinfecting value. By judicious use of *Disinfection* and *Disinfestation*, the links, by which communicable diseases are spread, are cut. These procedures are therefore most essential in the control of communicable diseases. The work requires a knowledge of the routes of spread of the communicable diseases, as also a knowledge of the special advantages and limitations of the disinfectant or insecticide, so as to choose the one which is effective and economical for the purpose, and to apply the same with all the necessary precautions. Thus it is obvious, the work requires trained personnel. Degeneration of the procedure into a mere routine by untrained labour without trained supervision, should be avoided, as otherwise there is the danger not only of ineffective disinfection but also of a false sense of security.

Adjuncts to specific disinfecting procedures.

Thorough cleaning of premises or articles by mechanical scrubbing and washing, especially with soap or washing soda and hot water removes organic matter and bacteria to a fair extent. Hence cleansing is an essential preparatory process before active disinfection. Sunning and airing of rooms and articles also help. However, these methods *never* destroy the agents of disease and as such, the use of specific processes, using heat or suitable chemicals, is essential for reliable disinfection or disinfestation.

Use of Heat.

Dry heat—(1) Burning.—This is a most efficient method to disinfect clothing of small value. It is also the best method of disinfecting infectious discharges like stools, vomit, sputum, scabs from smallpox case, etc. The material is mixed with sawdust or paddy husk and kerosene and burnt. Flaming with an Etua stove (painter's blow lamp) is useful for iron cots to destroy bugs and their eggs. Burning the corpse of a case dying a communicable disease is preferable to burial as it ensures complete destruction of the infective agent.

Contact heat.—The heat from felt iron is sufficient to kill lice in clothing, blankets, etc.

Moist heat—(1) Boiling.—This is a very convenient method of disinfection practicable under all conditions, and requires no special equipment. A few minutes exposure to the boiling point kills most micro-organisms causing infection. It is useful for disinfecting surgical instruments, plates, cups and other utensils and linen handled or used by patients; sufficient time, say, half an hour—should be allowed for bulky masses of clothing. It is the simplest and safest method for rendering drinking water safe especially during prevalence of cholera, typhoid or dysentery.

(2) **Steam.**—Steam can be used either as current steam or steam under pressure:

(a) **Current steam.**—This can be obtained from a boiler connected to a barrel or other suitably improvised container in which the articles are placed. It is useful for disinfection of clothing and is preferable to boiling, as it does not cause shrinkage. Live steam from a boiler can also be used to sterilize milk cans and eating utensils by improvising a steam cabinet.

(b) **Steam under pressure.** e.g., steam disinfecting chambers working on the principle of the autoclave, using saturated steam at about 120°C and a pressure of 15 lb. per square inch for about 15 minutes. This is the best arrangement for disinfecting beds and bed linen of cases of communicable diseases and is specially useful for bulky articles, where full penetration of the heat can be ensured by this method.

(3) **Chemical disinfectants—Solids.**—Solid disinfectants like carbolic powders are mostly ineffective and are not recommended. They have merely deodorizing value.

Solutions and Emulsions.

Lime.—Quick-lime, used as lime-wash mixing one part of slaked lime with four parts of water, is most useful for walls and ceilings of rooms where cases of communicable diseases were housed. Its action is improved by adding three ounces of bleaching powder to a gallon of lime wash.

Mercuric Chloride Solution.—This is ineffective and should not be used to disinfect stools, vomit or sputum which contain albuminous matter. It is however valuable to disinfect the hands of those employed in nursing infectious patients. For this purpose, a 1 in 1,000 solution prepared as follows, may be used:—

Mercuric chloride—70 grains.

Aniline dye—1 grain.

Hydrochloric acid—3 drachms.

Water to—1 gallon.

Potassium Permanganate Solution.—Contrary to popular belief, this is not an effective disinfectant and should not be used in practical disinfection as a general germicide for premises or for infective discharges. Its only use is in disinfecting drinking water in the absence of chlorine preparations. For this purpose, the quantity used should be such as to leave a faint purple colour in the water for at least six hours.

Formalin.—(A 40 per cent aqueous solution of formaldehyde gas.) This is an excellent and effective disinfectant for floor, walls, roofs and fittings in a room when used in a 5 per cent dilution and is best applied as spray. It can also be used for leather and rubber goods by mopping these articles with the solution, since steaming will destroy them. It does not harm coloured materials. It can also be used for disinfecting stools.

Coal-tar preparations.—Crude carbolic acid 1 in 40 is useful for disinfecting hands and surgical dressings. The cheapest and best preparations, however, are saponified creosol izar or similar emulsions or creosols with a R.W. coefficient of about 10. A working strength of 3 ounces of the disinfectant fluid to a gallon of water should be used (i.e., 2 per cent). It has a universal utility and is most widely used as a general all-purpose disinfectant for clothing, mopping and washing of floors, walls, latrines commodes and urine bottles, stools, etc. It is not rendered inert by organic matter. It is cheap and has good keeping qualities. For dilution, relatively soft water (surface or shallow well water) should be used to prevent de-emulsification which might occur with hard waters.

Bleaching powder.—This is not used to disinfect clothing as coloured articles are bleached and fabrics deteriorate in strength. It may occasionally be used as a 3 to 5 per cent mixture with water to disinfect excreta or to reinforce the action of quick-lime in lime washes. Its main use is in disinfecting drinking water for which purpose it is very reliable. It should be stored in ground-glass stoppered bottles or stoneware jars with lids and secured by paraffin wax as it deteriorates quickly. It should not be stored for more than a few months. A good quantity of bleaching powder should contain around 25 per cent available chlorine and one oz. of bleaching powder of this strength should be used to disinfect about 1,000 gallons of water and proportionately larger amounts, if the available chlorine has deteriorated. Wells or other stored water in cisterns should be chlorinated daily during the prevalence of water-borne epidemics like cholera, typhoid or dysentery. A trace of residual chlorine should be present in the water, half an hour after chlorination, as evidenced by a faint blue colour when starch and potassium iodide solutions are added to a glass of the water.

Disinfestation Procedures.

1. **Cyanogas.**—Rat fleas (and rats) can be destroyed in rooms where grains, etc., are stored; by application of cyanogas dust at 12 oz. per 1,000 c. ft. of space and giving four hours contact after closing up the rooms. Special care to

ensure that there are no occupants in the room and to air the room for a few hours after the fumigation and before occupation, are necessary as the gas (HCN) is poisonous to man. Fumigation with sulphur is not much used now.

2. *D.D.T. residual spray*.—D.D.T. indoor residual spray applied on the inner surfaces of walls (and roof if it can be easily reached) is the best procedure to prevent mosquitoes, flies, fleas, bugs, cockroaches and other vermin in buildings. The effect lasts for about three months, or more. This method has now replaced cyanogassing in plague control. The preparation selected may be a 5 per cent solution of technically pure quality D.D.T. in kerosene (8 oz. D.D.T. to one gallon of yellow or white kerosene) or a 5 per cent water emulsion of D.D.T. in Aromex with soap. This is made by first preparing a master emulsion concentrate, of 25 per cent strength D.D.T. with Aromex and soap diluting it with water just before use, down to a strength of 5 per cent. Half gallon of 5 per cent solution or emulsion is sprayed over 1,000 square feet of wall area to give a D.D.T. spread of 100 mgms. per square foot, which is a reliable dosage with effects lasting for over three months. A more convenient preparation is the water-suspension. D.D.T. wettable powder of 50 per cent strength (e.g., Geigy's Malaria Spray) which is mixed with water at 8 oz. per gallon to give a 2.5 per cent strength and is applied to the walls as a spray at one gallon per 1,000 square feet, to give 100 mgms. dosage of D.D.T. per square foot. The best equipment for D.D.T. residual spray is the stirrup pump and bucket which will give a good wettable spray on the walls. Handguns are not of much use for this.

3. *Gammexane*.—Gammexane preparations can also be used in place of D.D.T.

4. *Pyrethrum D.D.T.*—For cook-houses and dining rooms for immediate kill of houseflies and mosquitoes:

Pyrethrum 0.1 per cent reinforced with D.D.T. 0.5 per cent can be used with 'Flit' guns and the spray applied into the air-space or on the insects themselves.

5. *D.D.T. and gammexane as larvicides for fly and mosquito control*.—The breeding places of flies, e.g., garbage and manure dumps, dust bins and surrounding ground may be sprayed once a week with D.D.T. or Gammexane. However, this is no substitute for thorough conservancy. After collections, drains and cess-pools—may also be similarly treated once a week to prevent breeding of mosquitoes. A stirrup pump or a knapsack-sprayer is to be used.

Disinfestation of persons.

This may be necessary in the case of either scabies or lice infestation.

(1) The Army method of application of a benzyl benzoate—D.D.T. formulation will suffice to destroy the itch mite as well as lice.

Formulation—

Benzyl benzoate—10 parts by weight.

Ethyl-piam-nosbenzoate. (Benzocaine)—2 parts by weight.

(Benzocaine)—2 parts by weight.

D.D.T.—1 part by weight.

Ethyl alcohol—100 parts by volume.

A single application by mopping the whole body liberally with this formulation and allowing to dry (and the man instructed not to bathe for 24 hours) will effectively deal with these two conditions.

(2) If lice alone are to be dealt with, dusting the skin and underclothes and hair with 10 per cent D.D.T. powder will suffice.

One repetition of these applications may be necessary after an interval of about two weeks.

APPENDICES TO CHAPTER XIII ON JAIL LABOUR—INDUSTRIES.

APPENDIX 1.

(Paragraph 13.)

TECHNICAL REPORT ON THE TEXTILE MANUFACTURING SECTION OF THE CENTRAL JAIL, COIMBATORE.

Spinning section.

The spinning plant is of the make of Howard and Bullough, England of 1927 having 4,100 spindles.

Blow room.—The following defects are noticed and they may be rectified as suggested:—

(1) Spiked lattices for Hopper in the Bale Breaker and Hopper Feeder to be repaired and spare lattices kept.

(2) Bearing for Hopper Feeder Evener Roller and opener scutcher Beater to be replaced since they are worn out. Spares to be kept.

(3) Blow room machines Beater Blades and spikes of the lattices are to be sharpened since they are blunt and not giving effective cleaning. One or two grosses of spare set of Beater and spikes should be kept.

(4) The patches on the cages reduce the perforations and therefore the light impurities in cotton are not effectively removed. The patched sheets on the cages should be replaced by new ones. Spare perforated sheets to be kept.

(5) The guide pulley bushes of the Chrichton opener fan may be changed by new ones and spares kept.

(6) The Finisher scutcher being only one machine for the whole plant the set of calender roller gearing wheels and shell roller wheels which are worn are to be renewed. One pair of spare shell roller wheels to be kept.

In general, bushes and bearings wherever found worn out are to be replaced.

Card room.—There are 12 cards. The counts of yarn spun in the Jail range from 10s. to 26s. Since 10s, 14s. and 17s. counts are largely used in the varieties of cloth in demand, such as drills, dungries, salampore, sheetings, gauze, etc., and since some quantity for this coarse yarn has to be spared for certified and other departmental schools also, the quantity of coarse counts required to be spun is large and this puts a high strain on the existing cards which necessitates the running at a speed much higher than the standard and to the detriment to the life of the machine. In order to overcome this, six more cards need to be added to meet the demand of coarse counts and bring down the speed of the existing cards within their normal speed limit. Effecting speed limit also ensures good quality of yarn. The other defects in this carding engine are:—

(1) Wire points of the Lickerin are blunt or broken.

(2) Card cylinders, Doffers and Flat Tops wire points are blunt or worn out.

(3) Comb blade teeth are blunt.

(4) Lack of spare comb boxes.

(5) Some wheels like Doffer carrier wheel require replacement.

(6) For six machines only Lickerins are changed. The others require at least three rolls of Lickerin for replacement.

(7) Out of the existing 12 cards for 4 cards only the cylinder Doffer and Flat Tops are changed. The remaining machines require replacement of these parts.

(8) The Comb Blades have got to be changed in 11 out of 12 machines.

(9) Comb Bob spares are to be provided.

(10) Worn out wheels are either to be cast or cut in the Jail Workshop or obtained from outside. It is quite essential that one Lickerin Wire mounting machine, one Lickerin Wire Grinding machine and one Flat Top mounting machine are added to the card room as auxiliary equipment. At present these processes are being done by outside mills which causes delay and entails additional recurring expenditure. It is a saving in the long run to have these machines installed in the Jail.

(11) An exhaust fan of 20 inches diameter should be fixed in the card room.

These should be attended to.

Draw frame.—(1) One machine of three heads of eight deliveries each. It is reported that for want of dynamo, the electric stop motion is not working. This affects uniform result U at sliver coming out of this machine. A dynamo is necessarily to be provided forthwith.

(2) Since the pinions are worn out, the fibres are not processed properly in this machine. For this, three front roller pinions are to be replaced and three kept in stock.

(3) Order may be placed for three sets of double carrier wheels gearing the drafting rollers since they are worn out. Spares are to be kept.

(4) Worn out wheels and bevels in the coiler box are to be replaced. The boxes have to be provided with covers.

(5) The brass bearings in Drafting rollers and top rollers seatings are all worn out and they may be replaced one frame after another gradually.

(6) Top clearer brackets are to be provided.

Since different number of coarse counts have to be drawn from one and the same machine, great difficulty is experienced in feeding the subsequent machines. Hence one more Draw Frame is necessary to ease the feed position.

Slubbing frames.—One machine.

There is only one frame for the whole plant. If for any reason this machine stops the subsequent processes will be affected. The following parts which are either missing or worn out or have become defective have to be replaced.

The brackets of left and right sides reversing rods Fenders Swivel, Jack shaft swivel, reversing motion tumblers, etc., bearings of Bobbin shaft, bobbin driving shaft, jack shaft, traverse level, bobbin bevel wheels spindle wheels lifter racks are all to be replaced by new ones.

Intermediate frames.—Two machines.

What is said under slubbing frames also applied to Intermediate frames. The parts are interchangeable. The front line drafting roller requires to be replaced.

Roving frames.—Five machines.

Twelve new spindles are required for the five machines and a spare of five dozens also kept.

Gun metal bearings for bobbin and spindle driving shafts and also for drafting rollers are to be provided for all five machines. Lifting lever chains about 50 feet in length are also required for these machines. Worn out bobbing wheels and spindle wheels are to be replaced.

Spinning frame.—Twelve machines (seven for warp and five for weft. 4,100 spindles).

The following require to be replaced:—

- (1) Tin roller bearings.
- (2) Lifting lever quadrants.
- (3) Roller stands.
- (4) Cop motion steel bowls.

(5) Rings for Warp and Weft machine. These have to be replaced wherever necessary.

(6) Defective spindles to be removed and good ones fixed. Some of these parts can be made either within the Jail or in local workshops.

Weaving department.—The preparatory section of the Weaving department, has the following machines. Two winding machines to wind yarn from cops or hanks. These machines are of Butterworth and Dickenson, one having 400 and the other 200 spindles. They are of 1930 make. The 200 spindle machine is in good condition. In the other machine more than 200 spindles are missing. The missing spindles are to be provided.

Warping machine.—There are two warping machines of Butterworth and Dickenson. The pin drop stop motion which is very important for producing a good specified warp is not in use. The wooden creel have not been repaired and the reeds have to be replaced. The warp builder drum should be turned as it is not true, to produce even beams. There is a pirn winding machine to wind from cops of hanks which is idle for want of spindle. The spindles should be provided.

Sizing.—In the sizing department there are two slasher sizing machines, one of Robert and Hall and Sons make which has small yarn drying cylinder for fine counts and the other is of Butterworth and Dickenson made and has a larger yarn drying cylinder. The cylinder of the latter machine is leaky and should be replaced. Due to large leakage of steam proper drying of the sized yarn is not obtained at standard speed. Consequently in order to get the required drying, the cylinder is run only at a slower speed affecting production. A good sizing gives good weaving. The leakage of the drying cylinder also causes extra consumption of fuel. The steam trap should be repaired and all the steam pipes of this section which have been corroded should be replaced and properly lagged.

Weaving.—In this section there are 42 handlooms and 177 power looms of Butterworth and Dickenson make under various widths ranging from 36 inches to 90 inches. The looms are fairly old. Of these 177 looms 35 looms are idle, 20 for want of yarn and 15 for want of spare parts. The number of looms now working is 142 only. As advised by the Department of Industries and Commerce, a set of six Texmaco looms and six good foreign looms (of 44 inches reed space fast reed) with provision for weaving plain, twill and drill may be added to the Weaving Section. If and when these additional 12 looms are installed the overhauling of the other looms six at a time may be taken up.

As a number of looms in the Jail are of the make of Butterworth and Dickenson and as they have given service for a good number of years, the six new foreign looms may be of the same make as that would facilitate the obtaining of spare parts for all the looms whenever required. It is advisable to have a few sets of spare parts.

The lines shafts driving the looms in the weaving shed have to be straightened up and the bushes and bearings wherever found worn out should be replaced, particularly in B section of the Weaving shed where there are 87 looms. The quantity of yarn consumed on all these 142 power and 42 handlooms per day is approximately 1,400 lbs. Yarn given for doubling for supply to certified schools, etc., is 180 lbs. The output of yarn in the spinning section with the existing condition of the machines is approximately 1,500 lbs. at 5-8 oz. per spindle per day. When the suggested repairs and renewals are carried out the spinning section is expected to give at 8 oz. per spindle per day or approximately 2,050 lbs. The quantity of yarn required for running on an average 160 power looms and 40 handlooms (on an average 17 power looms and 2 handlooms ceasing to work for various causes at a time) is about 1,700 lbs. Balance of yarn left for doubling is about 350 lbs.

Dyeing section.—There is one 15 cylinder horizontal drying range capable of turning out 2,000 yards for 8 hours. This machine is essential for drying of khaki drill. The bearings of the cylinders and the buckets in the cylinders are

orn out. Leakages in the cylinder valves minimise the drying capacity of the machine and hence the maximum output is not obtained. If the repair of the drying cylinder is delayed there is great risk of the entire khaki production of the jail being stopped on account of the unsound condition of the drying machine. There is an open width boiling machine which can give a maximum turn over of 600 yards for 8 hours. This machine is idle due to the surface of the squeezing roller being defective. The boiling is therefore done in the jigger. The pair of the squeezing roller must be taken up in order to bring the machine to working order so that the scouring operation for khaki is effectively carried out.

Calendering machine.—When the committee inspected the jail it was noticed that a four bowl calendering machine in the jail was idle due to major repairs. A bracket carrying the intermediate wheel of the machine is broken. This has to be fitted up by getting a new bracket made. The bearing of the steam heated bowl being badly worn out is to be renewed. A flange with flexible steam inlet and outlet, steam pipes with cock and pressure gauge are to be provided. The being compressed cotton bowls and metal rims should be slightly turned and belled to obtain even surface for effective calendering and to avoid strain or damage to the cloth processed. Separate clutch driving arrangement having the required variable speed should be provided. If the calendering machine is worked regularly there will be considerable advantage to the Jail in khaki production long on account of 2 per cent increase in length of khaki drill in calendering. The expected gain in length of cloth may be approximately estimated at Rs. 6,500 per annum. Therefore the repair work to the machine should be taken up immediately. The committee have since learnt with pleasure that the calendering machine has been repaired and is now working satisfactorily.

It will be observed from this report that considerable repairs and renewals have to be carried out to the several items of machinery in the Central Jail, Coimbatore. Hitherto such work was got done on contract by local engineering workshops at great cost. This practice should be stopped. The upkeep and maintenance of the machinery in the textile manufacturing section should be carried out in the jail workshops.

All available genuine parts required to replace worn out parts may be purchased from the Indian Textile Engineers, Ltd., Bombay and without disturbing the daily routine of work in the jail, the reconditioning of the plants should be undertaken by the jail staff provided the staff is strengthened for the purpose. To enable much of the repair work to be carried out in the Jail Workshop, we recommend that the Workshop be properly equipped with a couple of lathes, a drilling machine, a shaping machine, welding sets, and sufficient tools. An Engineer conversant with textile machinery should be appointed to be in charge of the Jail Workshop. In addition to the Engineer a Foreman and two skilled mechanics conversant with spinning and weaving machinery should be appointed. These two Mechanics and the Foreman working under the instructions of the Engineer should be able to recondition the machinery at reasonable cost. The investment on machinery to strengthen the jail workshop will be a useful asset to the Jail and will in the long run be economical.

A salary of Rs. 300—20—500 to the Engineer and of Rs. 100—10—240 to the Foreman is suggested the appointing authority being given the discretion to offer a higher starting salary than the minimum of the scale for suitable candidates. The Engineer and mechanics may be appointed temporarily but it is desirable that the Foreman is employed as a permanent measure. Whatever work cannot be executed in the Jail workshop may be got done in any local workshops and particularly in the well equipped workshops of Messrs. Textool Company, Limited.

The existing blowroom machinery in the Central Jail, Coimbatore, is sufficient to feed another 4,240 spindles since there is considerable demand from Government Departments for yarn and cotton fabrics made in the Central Jail. It is suggested that the installation at Coimbatore may be enlarged to provide for

another 40,000 spindles and the necessary preparatory machinery so as to increase the Jail production of yarn.

Details of additional machinery are furnished below:—

Ring frame with casablanca system of drafting for well—Four machines of 424 spindles each.

Ring frame with casablanca system of drafting for twist—Six machines of 424 spindles each.

37 inches width carding frames with cylinder wire 90s. doffer 100 flat 110—Twelve numbers.

Draw frames each with two heads of six deliveries—Three numbers.

Slubbing machine (ordinary 3 line of rollers) 110 spindles, Double driven.

—One number.

High draft speed frames (four roller drafting) Single Zone, 156 spindles per machine.

—Two numbers.

Accessories and spares:—

For card room and preparatory section:—

Cans, bobbins,

Grinding rollers,

Stripping rollers.

Casablanca aprons, etc.

Tomlinson's thread extractor to be installed in the blow room. This machine will clean 'bond' (waste) enabling the resultant clean cotton to be used for remaking and thus bringing down the cost of yarn. The installation of this machine costing about Rs. 5,000 will earn for the jail its cost within a year.

The total cost of the above additions, exclusive of cost of building to accommodate them and fitting charges is estimated to be about Rs. 6,00,000.

The Committee is constrained to bring to the notice of Government that the staff in the Textile Section of the Coimbatore Jail are all underpaid. It is suggested that the staff should be made permanent and their salary revised as indicated below so that they will work with enthusiasm and increase production:—

Post.	Present salary.	Proposed salary.
Factory Manager	200—5—300	260—30/2—380—40/2—500.
Spinning Master	100—5—125	180—10—240
Carding Master	Do.	150—5—200
Weaving Master	Do.	180—10—240
Warping Master	Do.	120—5—180
Dyeing Master	Do.	180—10—240
Additional Dyeing Master	80—4—100	120—5—180
Spinning Head Jobber	50—3—80	90—3—120
Spinning Assistant Jobber	40—2—60	60—4—100
Spinning Mill Jobber on to be converted into Preparatory Section Jobber.	30—2—60	60—4—100
Spinning Section Maintenance Head Fitter.	To be employed	70—3—130
Three Assistants	Do.	60—4—100
Weaving Head Jobber	40—2—60	90—3—120
Weaving Jobber	30—1—35	60—4—100
Electrician	100—5—150	100—5—150—10—250.
Three Wiremen	35—60	60—4—80
Boiler Attendant	30—1—50	60—4—80

APPENDIX 2.

(Paragraph 13.)

TECHNICAL REPORT ON THE TEXTILE MANUFACTURING SECTION OF THE CENTRAL JAIL, BELLARY.

The Wool Spinning Section consists of one spiral willow, one tenter-hook willow, two breaker cards, two finisher cards, and three ring frames. The spiral willow works only for about three hours a day to produce opened wool sufficient for 7.5 hours' work of the plant in the Jail. The spikes of the opening cylinder should be sharpened, length of spikes should be adjusted, and the worn-out gear wheels should be replaced. The repairs will cost about Rs. 350. The tenter-hook willow requires sharpening of spikes which may cost about Rs. 100. The breaker and finisher cards require replacement of the following parts:—

- (a) Likerin fillets (to be imported).
- (b) Rubbing leather (to be imported).
- (c) Rubbing leather can (can be made at the Polytechnic).
- (d) Feed lattice (repairable at the Polytechnic).
- (e) Condenser bearing (can be made at the Polytechnic).
- (f) Eccentrics (to be imported).
- (g) Workers chain (to be imported).
- (h) Chain wheels, about six in number, have to be replaced (can be made at the Polytechnic).

(i) Worker and clearer rollers have to be trued up and clothed with the necessary fillet. The cylinder worker and clearer roller fillets, it would seem, have not been periodically ground. If this work is attended to promptly, the machine would give clean and even slivers and better production.

Ring frame (1).—A few of the gear wheels of the lifter guide should be replaced. Threaded glides should be replaced. Some of the main gear wheels should be replaced. The top weighting rollers should be levelled and the worn-out side pins should be replaced.

Of the three ring frames, one appears to be defective and beyond economic repairs. The other two frames, if reconditioned, have sufficient capacity to produce the present requirement of yarn, viz., 300 lbs. a day. There is a roller grinding machine in the Jail which also requires repairs. When this is repaired, the rollers requiring grinding can be attended to promptly in the Jail itself.

With the above repairs, the spinning plant in the Jail would be able to give efficient service for another ten years, if maintenance is promptly done.

It is suggested that a 20 H.P. electric motor may be installed in the Jail to drive the line shaft and the existing oil engine retained as reserve.

Cumby Weaving section.—It is suggested that the wool waste which is approximately 1,500 lbs. a month and is now sold to outside wool weavers should be converted into weft yarn on charkas in the jail.

The warf yarn which is not sized now should be sized with tamarind starch. A pair of lease rods and a set of temple may be used to minimise breakages and to maintain uniform width of the cumby.

In the Cotton Weaving Section, there are 18 pit looms for making bandages. There is sufficient accommodation for 25 looms. It is suggested that 12 additional looms be made in the jail and installed there.

The missing parts in the hot air sizing machine should be obtained and the machine reconditioned. If this is done, the sizing machine will provide sufficient warp for all the 25 looms including the proposed additional 12 looms; production will increase if this is done. The services of a competent weaving master knowing cotton and wool weaving are required in this Jail. It is recommended that a suitable weaving master, on scale of pay of Rs. 250—10—350, should be appointed without delay.

APPENDIX 3.

(Paragraph 13.)

TECHNICAL REPORT ON THE LEATHER SECTION IN THE CENTRAL JAIL, VELLORE.

The following machinery have been installed in the jail.—

In working order—

- (1) Upper stitching machines, big size—Brand new at Rs. 1,141 each (Singer Sewing Co., machine)—3.
- (2) Upper stitching machines (Singer Sewing Co., machine), Rs. 350—1.
- (3) One sole screwing machine (old price), Rs. 1,400.
- (4) Leather skiving machine (but not being used).
- (5) Sole pressing machine (but not being used).
- (6) Leather splitting machine (small size) (but not being used).
- (7) Pilot upper stitching machine—1.
- (8) Heel attaching machine.
- (9) Heel building machine.
- (10) Victor sole stitching machine (in use but old).
- (11) Emery and polishing machine.
- (12) Sole trimming machine.
- (13) Ironing polishing brushing machine—all driven by power.

Not in working order and which requires repairs and replacements:—

- (1) Eyelet fixing machine.
- (2) Chamfering machine.
- (3) Heel seat fitting machine.

It has, however, been observed that the machines have not been put to full use, that the convict labour employed in the Section are unable to operate the machines, and that the staff employed, namely a foreman, a maistri and a mechanic are inadequate for effective production.

At present the jail is capable of producing 12,000 pairs of boots per annum while the total requirements of the Police department appears to be over 30,000 pairs of boots per annum. As will be seen from the report, the Police department are at present purchasing over Rs. 3 lakhs worth of boots in a year and over Rs. 40,000 worth of other leather manufactures from outside the jails. If the following machinery at an approximate cost of Rs. 30,000 are installed in this jail and a qualified boot expert on a salary of Rs. 230—410 (the starting salary being fixed higher than the initial salary, if necessary) is appointed as also a few skilled operators, it should be possible for the Vellore Jail to supply the entire requirements of boots and other leather articles such as sandals, tapal bags, belts, etc., required by the Police department, without difficulty.

Additional machines which are essential for the increase of production.—

- (1) Out sole stitcher—Model 325 of Messrs. Larsen and Toubro, Ltd., Madras (Rs. 6,700)—1.
- (2) Sole cutting knives with a double side press for cutting out soles and heels (Rs. 5,000)—1.
- (3) Sole screwing machine (Rs. 9,000)—1.
- (4) Wire slugging machine (Rs. 9,400)—1.

Total cost—about Rs. 30,000.

On reorganization the Boot Section should be divided into five divisions, viz., upper making, bottom making, lasting, bottom attaching, and finishing. A skilled operator capable of working the machine should be appointed for each section, and all the manual work involved in the manufacture of boots should be entrusted to convict labour. Under this arrangement, all the machines will be properly utilised and production will increase.

APPENDIX 4.

(Paragraph 16.)

PARTICULARS OF MANUFACTURED ARTICLES PURCHASED BY GOVERNMENT DEPARTMENTS FROM OUTSIDE THE JAIL IN ONE YEAR.

Department.	Furniture.		Textiles.		Total.	Leather goods.			Metals.			Total.
	(2)	(3)	(4)	(5)		(6)	(7)	(8)	(9)	(10)		
	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.
I. Medical Department.												
Guntur Medical College, Guntur					1,000			120				1,120
Government Victoria Hospital for Women and Children, Visakhapatnam.	700											700
Government Hospital for Women and Children, Egmore, Madras.	4,000											4,000
District Medical Officer, Nilgiris, Ootacamund.	5,000							175	200			6,075
Government Mental Hospital, Madras.		(Yarn) 11,600			11,600	500	2,000	1,000	250			16,950
District Medical Officer, West Godavari, Kakinada.	7,800				13,600							20,800
King George Hospital, Visakhapatnam.	400					500		300				1,200
District Medical Officer, Selen.		1,000			1,000		500					500
Stanley Medical College, Madras.												1,000
Civil Surgeon, Cochin.	200											200
Government Wellesley Tuberculosis Sanatorium, Bellary.	3,000											3,000
Government Dispensary, Dhone.									200			200
District Medical Officer, Vellore.	400					50		50				500
King Institute, Guindy.	3,000											3,000
II. Electricity Department.												
Superintending Engineer, Madras Electric Supply, Madras.	10,000							25,000				35,000
Machkund Hydro-Electric Scheme, Machkund P.O., Komur district, Orissa.	1,100	5,000	100		5,100			1,000				7,200
Moyar Hydro-Electric Scheme, Moyar Camp P.O., Nilgiris.								35,000				35,000
Chief Electrical Inspector to Government, Madras.	700											700
III. Public Works Department.												
Chief Construction Engineer, Electricity, Madras.	3,000											3,000
Pykara Electricity System, Coimbatore.	21,000	5,000			5,000							26,000
Chief Controller of Accounts, Madras.	9,000											9,000
Hydro-Electric Surveys, Madras.	2,000											2,000
Pannasam Electricity System, Tallakulam P.O., Madurai.	10,000								31,000			41,000
Andhra Power, System Buckingampota, Vijayavada.	22,000											22,000
IV. Police Department.												
General Construction Circle, P.B. No. 86, Tiruchirappalli Cantonment.						250			160			410
Chief (Engineer) (Irrigation), Madras.	5,000											5,000
Chief Engineer (Highways), Madras.	23,000						2,000					25,000
Central Designs Office, Chepauk, Madras.	2,000											2,000
Irrigation Research Division, Pondi (via) Tiruvallur.	200											200
Public Works Department Gauging Division, Madras.	3,000											3,000
IV. Police Department.												
Inspector-General of Police, Madras.					14,00,000	3,07,600	1,500	400	30,300	2,32,000		19,75,800
Commissioner of Police, Madras.					7,30,000	40,000	5,000			8,000		1,26,000
V. Cinchona Department, Ootacamund.							500		12,000	1,33,000		15,000
VI. Commissioner for Government Examinations, Madras.	2,400											2,400
VII. Military Secretary's Office, Madras Governor's Camp.		8,500			3,700							8,700
VIII. Examiner of Local Fund Accounts, Madras.	300											300
IX. Principal Port Officer, P.B. No. 13, Madras.												
										200		200

PARTICULARS OF MANUFACTURED ARTICLES PURCHASED BY GOVERNMENT DEPARTMENTS FROM OUTSIDE THE JAIL IN ONE YEAR—CONT.

Department.	Furniture.		Cotton.		Woollen.		Total.	Leather goods.	Metals.				Total.
	(2)	(3)	(4)	(5)	(6)	(7)			(8)	(9)	(10)		
(1)	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
X. Registrar of Co-operative Societies, Madras.	3,000	..	..	..	..	..	..	..	..	..	..	3,000	
XI. Inspector of Municipal Councils and Local Boards, Madras.	1,000	..	..	..	..	..	..	..	..	..	..	1,000	
XII. Director of Public Health, Madras.	700	..	..	..	..	..	..	..	..	..	..	700	
XIII. Collector of Tenjore	400	..	..	..	..	..	..	..	..	..	..	400	
XIV. Collector of Bellary	30	..	..	..	..	..	..	..	..	..	..	30	
XV. Collector of Srikakulam	8,000	..	..	..	..	..	..	..	..	..	..	8,000	
XVI. Inspector-General of Registration, Madras.	..	..	..	..	..	..	..	..	..	..	10	10	
XVII. No. III Survey Party, Ramanathapuram.	..	..	..	..	..	..	100	..	..	..	..	100	
												24	

APPENDIX TO CHAPTER XIV ON JAIL LABOUR—
AGRICULTURE.

(Paragraph 14.)

STATEMENT SHOWING THE ACREAGE OF LAND ATTACHED TO EACH JAIL, QUANTITY OF VEGETABLES GROWN DURING 1950 AND THE QUANTITY OF VEGETABLES PURCHASED FOR THE JAIL DURING 1950.

Jail.	Normally cropped under agri. cultural crops.	Normally cropped under vegetables.	Normally cropped under fruits.	Quantity of vegetables.	
				Grown.	Purchased.
				LB.	LB.
Penitentiary, Madras	..	2-00	..	200,390	175,225
Vishakhapatnam	..	2-00	..	77,711	11,817
Rajahmundry	..	14-00	..	189,982	64,631
Bellary	..	0-60	..	98,947	75,359
Aliputam Jail	..	6-00	..	65,856	21,949
Royapuram Camp Jail	..	..	..	9,716	1,44,756
Central Jail, Vellore	..	8-00	..	301,341	17,800
Salem	..	8-00	3-15	352,929	..
Tiruchirappalli	..	5-00	..	419,939	84,433
Madurai	..	4-00	2-00	282,851	36,172
Cuddalore	..	5-20	13-85	18,846	60,047
Coimbatore	..	20-00	..	303,825	330,499
Pudukkottai	..	2-00	..	56,639	..
Palayamkottai	..	16-50	..	168,383	16,924
Special Sub-Jail, Nellore	..	2-30	..	339,689	3,808
Do. Mangalore.	..	0-50	..	..	4,593
Do. Kozhikode.	..	2-00	2-50	27,156	3,137
Cannanore	..	27-00	..	96,350	145,765
Presidency Jail for Women, Vellore.	..	1-16	..	56,829	20,138
	74-80	239-41	21-60	2,765,423	1,217,503

APPENDICES TO CHAPTER XV ON PAROLE.

APPENDIX 1.

(Paragraph 24.)

STATEMENT SHOWING THE PARTICULARS OF ADVISORY BOARD CASES OF HABITUAL PRISONERS CONSIDERED BY THE ADVISORY BOARD IN CENTRAL JAILS, SALEM AND VISAKHAPATNAM, DURING 1949-50.

		1949		1950	
		Salem.	Visakhapatnam.	Salem.	Visakhapatnam.
1 Number of cases placed before the Board.	Lifers	4	..	14	1
	Long termers ..	75	23	722	35
	Short termers ..	235	17	174	36
2 Number of cases recommended for release.	Lifers	3	..	4	..
	Long termers ..	4	..	3	2
	Short termers ..	4	..	6	1
3 Number of cases not recommended for release.	Lifers	1	..	10	1
	Long termers ..	71	23	69	33
	Short termers ..	231	17	168	35
4 Number of recommended cases submitted to Government for orders.	Lifers	3	..	4	..
	Long termers ..	4	..	3	2
	Short termers ..	4	..	6	1
5 Number of not recommended cases submitted to Government for orders.	Lifers	1	..	10	1
	Long termers ..	3	..	4	..
	Short termers ..	..	..	..	..
6 Number of cases in which the Government ordered the release.	Lifers	4	..	4	..
	Long termers ..	6	..	3	2
	Short termers ..	..	..	6	1
7 Number of cases in which the Government declined to sanction the release.	Lifers	..	..	..	..
	Long termers ..	..	..	3	..
	Short termers ..	..	..	..	..
8 Number of cases in which the Government ordered the resubmission of the case after the lapse of certain period.	Lifers	..	..	10	1
	Long termers ..	1	..	1	..
	Short termers ..	..	..	..	..

NOTE.—The case of lifers and prisoners who are members of certain Criminal Tribes Settlements should be submitted to the Government whether the Advisory Board recommends the release or not.

APPENDIX 2.

(Paragraph 26.)

Copy of the Central Provinces and Berar Prisoners (Amendment) Act, 1939 (IV of 1939), Rules and Executive Instructions issued thereunder in regard to the temporary release of prisoners.

THE CENTRAL PROVINCES AND BERAR PRISONERS (AMENDMENT) ACT, 1939.

(First published, after having received the assent of the Governor, in the Central Provinces and Berar Gazette on the 2nd June 1939.)

An Act to amend the Prisoners Act, 1900, in its application to the Central Provinces and Berar.

Preamble.—WHEREAS it is expedient to amend the Prisoners Act, 1900 (III of 1900) in its application to the Central Provinces and Berar, in the manner herein-after appearing; It is hereby enacted as follows:—

1. Short title.—This Act may be cited as the Central Provinces and Berar Prisoners (Amendment) Act, 1939.

2. Insertion of new part in Act III of 1900.—After Part VI of the Prisoners Act, 1900 (III of 1900), the following part shall be deemed to be inserted, namely:—

PART VI-A.

31-A. Temporary release of prisoners.—(1) The Provincial Government or any authority to which the Provincial Government may delegate its power in this behalf may, subject to such conditions as may be prescribed by rules, release, temporarily for a period not exceeding ten days in a year excluding the time required for journeys and the days of departure from, and the arrival at, the prison, any prisoner who has been sentenced to a term of imprisonment of not less than three years.

(2) The provisions of sub-section (1) shall not apply to a prisoner who has been classified as an habitual criminal for the purpose of the rules for the time being in force made under the Prison Act, 1894 (IX of 1894) or the same Act as applied to Berar, and who has had more than three previous convictions.

(3) No prisoner shall be released under sub-section (1) unless—

(a) he has, at the time of his release, served one-half of his sentence including remission or a period of not less than two years of his sentence, including remission, whichever is less;

(b) his conduct in prison has been good; and

(c) twelve months have elapsed from the date of the expiry of the period of his previous release, if any, under this section.

(4) The period of release of a prisoner under sub-section (i) shall not count towards the total period of his sentence.

31-B. Surrender by prisoner after the release period.—(1) On the expiry of the period for which a prisoner was released under sub-section (1) of section 31-A he shall surrender himself to the officer-in-charge of the prison from which he was released.

(2) If a prisoner does not surrender himself as required by sub-section (1) he may be arrested by any police officer without a warrant and shall be remanded to undergo the unexpired portion of his sentence.

31-C. Penalty.—Any prisoner who does not surrender himself as required by sub-section (1) of section 31-B shall be liable upon conviction to be punished with imprisonment of either description for a term which may extend to two years, or with fine, or with both.

Rules and Executive Instructions issued by the Provincial Government under section 31-A of the Prisoners Act, in regard to the temporary release of prisoners.

The following Rules/Executive Instructions have been framed by the Provincial Government under section 31-A of the Prisoners Act, 1900 (III of 1900), as amended by the Repealing and Amending Acts, for the temporary release of prisoners:—

Rules.

Jail Department Notification No. 537-516 III, dated 31st August 1949.

(1) That the prisoner shall have stated to be releasing authority the place or places which he intends to visit during the period of his release, and shall not, without obtaining the releasing authority's prior permission, visit any other place during such period.

(2) That the prisoner shall have furnished security to the satisfaction of the releasing authority if such security be demanded by the releasing authority;

(3) That the prisoner shall not have committed a jail offence between the date of application for release and the receipt of the order of such release; and

(4) That the releasing authority is satisfied that the release may be granted without public detriment.

EXECUTIVE INSTRUCTIONS.

1. Requests from prisoners for temporary release under the provisions of section 31-A of the Prisoners Act, shall be made either orally or in writing to the Superintendent of the Jail at the parade on Mondays.

2. The Superintendent shall personally examine the records of the prisoner making the request for temporary release and satisfy himself that the prisoner satisfies the conditions prescribed in sub-section (3) of section 31-A.

3. A prisoner, who has become entitled to the full ordinary remission under clause (a) of rule 130 for the 12 months previous to the date of the request for temporary release shall be deemed to have satisfied the requirements of clause (b) of section 31-A (3).

4. If the examination of the records of the prisoner referred to in rule 2 above shows that the prisoner is eligible for temporary release, the Superintendent of the Jail shall report the request of the prisoner to the District Magistrate of the district in which the jail is situated.

5. If the District Magistrate, after consulting the District Superintendent of Police of the district in which the prisoner proposes to reside during his temporary release and such further enquiry as he may consider to be necessary, is satisfied that the request can be granted without detriment to public interest shall issue to the Superintendent of Jail a duly signed and sealed warrant in the prescribed form for the temporary release of the prisoner—Vide schedule below. The District Magistrate shall enter in the warrant the number of days that will be required for the journeys by the shortest practicable route to and from the place at which during his temporary release the prisoner proposes to reside or if he proposes to visit more than one place the farthest place from the jail which he proposes to visit.

6. If the District Magistrate considers that the temporary release of the prisoner is undesirable in the public interest, he shall intimate his opinion to the Superintendent of the Jail who shall inform the prisoner that his request has been rejected.

7. The examination of the request of a prisoner for temporary release shall be treated as urgent at all stages and orders on the request shall be communicated to the persons as expeditiously as possible.

8. On receipt of the temporary release warrant, the Superintendent shall fix in consultation with the prisoner, the date of his release which shall not be later than 10 days from the date of receipt of the warrant. In the case of female prisoner, the date of release shall be so fixed as to allow time for her transfer to the jail from which she is to be released. If a prisoner in respect of whom a temporary release warrant has been received is ill, the Superintendent may postpone the date of release for such time as he considers to be necessary for the prisoner's recovery from his illness.

9. At the time of his temporary release the prisoner shall be paid the gratuity earned by him in jail up to and from the date of his release and shall also be given railway warrants to his place of residence during his temporary release and diet money for the days of his absence from jail as if he were any class prisoner.

10. A prisoner who has no private clothing and bedding and is unable to purchase them shall be supplied on loan with a blanket and unmarked prison clothing which shall consist of a kurta, a cap and a pair of pyjamas for a male prisoner, and a saree and a kurta for a female prisoner.

11. The prisoner shall also be given a release certificate in Hindi containing the date of his release, the date on which he has to return to the jail, the full address or addresses of the place or places which he has been allowed to visit during his temporary release, a description of three prominent marks of identification of the prisoner and his left hand thumb-impression. A duplicate copy of the release certificate shall be kept in the jail records.

12. Before the prisoner leaves the jail, he shall be informed in the presence of the Superintendent, of the date on which he has to return to jail and that if he fails to do so he could be arrested without warrant by any police officer and that besides being committed to jail to undergo the unexpired portion of his sentence, could, on conviction be sentenced to imprisonment of either description which may extend to two years or fine or both [vide section 31-B (2) and 31-C of the Prisoners Act].

13. A prisoner who does not return to the jail before the evening lock-up of the date fixed for his return shall be deemed to have escaped and intimation of such escape, with a descriptive roll of the prisoner, information regarding his usual address and the addresses which he intended to visit during his temporary release and such other available information as will facilitate his capture, shall be given by the Superintendent immediately to the District Magistrate, and the District Superintendent of Police of the district in which jail is situated and the District Magistrate and the District Superintendent of Police shall be requested to arrest the prisoner. If the prisoner belongs to a district other than to one in which the jail is situated, a similar intimation shall also be given to the District Magistrate and the District Superintendent of Police of that district.

14. If the prisoner returns to the jail of his own accord after the date fixed for his return, he shall be admitted to the jail and the prisoner's return and the reasons for the delay shall be reported immediately to the District Magistrate of the district in which the jail is situated for his orders whether the prisoner should be prosecuted.

15. A female prisoner to be temporarily released shall be transferred to the jail which is nearest to the place which she intends to visit during her temporary release. She shall be released from that jail and shall return to that jail. If she so desires, the Superintendent of the Jail from which she is transferred shall intimate to such relative or friend as she may nominate the date of her release and the Jail from which she is to be released.

16. The period of a prisoner's temporary release shall not count for ordinary remission. For the portion of the month before and after his temporary release, that the prisoner remains in jail, remission shall be calculated in the manner prescribed in paragraph 133 of the Jail Manual.

SCHEDULE.

Warrant for the temporary release of prisoners under section 31-A of the Prisoners Act, 1900 (III of 1900).

To

The Superintendent of the
Jail,

WHEREAS, (name and description of the prisoner) at present confined in the jail under warrant, dated the 19 signed by has applied for his/her temporary release.

AND WHEREAS I, the District Magistrate being the releasing authority, and duly satisfied that the application can be granted without detriment to public interest.

NOW THEREFORE, I the District Magistrate hereby authorize and require you to release temporarily the said prisoner from custody for a period of days subject to the conditions specified below:—

(i) the prisoner shall during the period of his/her temporary release reside at (Village or Town) tahsil district He/She may also during the said period visit * and shall not without obtaining the prior permission of the District Magistrate visit any other place during the said period.

* Here specify the places, if any, the prisoner is allowed to visit.

- (ii) the prisoner shall on the expiry of the said period report to the Superintendent of the Jail
- (iii) the prisoner shall furnish security as described below before his/her release *

(Details of security.)

2. Number of days required for the journey by the shortest practicable route to and from the place at which the prisoner proposes to reside on which he/she proposes to visit during his/her temporary release.

(To be entered by the District Magistrate.)

Given under my hand and the seal of the Court, this 19 day of

(Seal)

(Signature)

District Magistrate.....and
Releasing Authority.

* This should be scored out if no security is to be demanded.

No. dated the 19

Returned to the District Magistrate
said prisoner was released from the jail,
and that he/she returned to the jail on the

with the intimation that the
on the

Superintendent of the Jail.

APPENDIX 3.

(Paragraph 27.)

SUGGESTION OF GOVERNMENT AND OBSERVATIONS OF THE INSPECTOR-GENERAL OF PRISONS ON "RELEASE ON PAROLE"

Letter from the Inspector-General of Prisons, to the Secretary to Government, Home Department, dated Madras, the 27th May 1948, No. 140-S-6/48.

[SUBJECT.—Prisoners—Release on parole. Reference.—Government Memorandum No. 43274-C/47-2, dated 4th July 1947, and No. 43274-D/47-4, dated 23rd September 1947 and No. 43274-D/47-10, dated 21st April 1948.]

I submit herewith my remarks on the various points referred to in the Government Memoranda cited above.

Suggestions by Government.

2. Prisoners who have been sentenced to a term of imprisonment not exceeding two years may continue to be released on parole for specific purposes, as at present, under section 401, Criminal Procedure Code.

3. In the case of prisoners sentenced to a term of imprisonment of over two years, but not exceeding ten years, the system of temporary release on parole which obtains in the Central Provinces and Berar Prisoners' (Amendment) Act, 1939 and the rules framed thereunder is enclosed.

It has been suggested that the provisions of this Act and rules could be applied with adaptations to suit local conditions.

4. In the case of prisoners who have been sentenced to a term of imprisonment exceeding ten years, the following system of releases on parole may be adopted:—

(1) release on parole should be allowed only after the prisoner has served for three years in jail;

(2) the prisoner may be allowed parole for ten days in a year for the next period of three years;

(3) the period of parole may be increased up to one month in a year after the sixth year; and

(4) if the prisoner is found to be adjusting himself to society for two periods of parole after he has served for three years in jail, he may be released conditionally from jail. One of the conditions for release shall be that he will serve the unexpired portion of sentence if he is convicted of an offence similar to that for which he had been sentenced. Other suitable conditions may also be imposed.

5. The following classes of prisoners will not be eligible for release on parole under the schemes referred to in paragraphs 3 and 4 above:—

(a) Habitual prisoners.

(b) Prisoners convicted of offences which involve moral turpitude of a serious nature.

(c) The latter class will include those convicted of offences, such as rape, calculated and deliberate cheating and forgery and offences which betray a sort of mental depravity and sadist tendencies. The nature of the crime and the sections of the Indian Penal Code will have to be examined and specified.

6. (1) The District Magistrate will be authorized to grant temporary releases on parole under the schemes mentioned in paragraphs 3 and 4 above, on the recommendation of the Superintendent of the Jail with reference to the conduct of the prisoner in Jail.

(2) The period of temporary release will count as part of the sentence undergone by the prisoner;

(3) The expenses for the journey from the jail to the prisoner's destination and for the return journey will be borne by the Government.

(4) When they are temporarily released on parole, the prisoners will be entrusted to probation officers.

7. The Inspector-General of Prisons is requested to offer his remarks on the suggestions contained in the previous paragraphs. He is also requested to state—

(a) What adaptations of the Central Provinces and Berar Act and Rules mentioned in paragraph 3 may be made?

(b) What other conditions may be imposed for the conditional release referred to in paragraph 4 (iv)?

(c) What sections of the Indian Penal Code and crimes other than those mentioned in paragraph 5 may be considered to disqualify a prisoner for release on parole under this scheme?

Remarks.

I submit herewith my remarks on the various points referred to in the Government Memoranda cited above.

2. If a Madras Act is going to be enacted on the lines of the Central Provinces and Berar Prisoners' (Amendment) Act, 1939, for the release on parole of prisoners sentenced to more than two years' rigorous imprisonment then, suitable provisions may be made in the Act itself to provide for the release on parole leave of prisoners sentenced to two years or less so as to make the Act comprehensive. When a special Act is going to be enacted for the purpose, it is better that the

7:4:60 N50L
N50.201

Act is made comprehensive enough to include all cases of parole. In view of the remarks regarding paragraphs 3 and 4 below, I suggest that temporary releases on parole may be made for those sentenced to five years or less.

3 & 4. All cases of prisoners sentenced to more than five years imprisonment may be treated alike. As it is, the provisions of the Central Provinces and Berar Prisoners' (Amendment) Act, 1939, and the provisions contained in paragraph 4 (1) and (2) are almost the same. The Act may be made comprehensive enough to cover also cases coming under paragraph 4 (3) and 3 (4). I suggest that for a prisoner who has completed two years including remission, the period of parole in the first instance (during the third year) should be ten days excluding the days of travel; for the next year double this period (provided he acquitted himself well during the previous release), and treble that, viz., one month in the third year (i.e., fifth year of imprisonment). This gradual increase in the period of parole will be a great incentive to good behaviour for parolees.

If during the third release also the prisoner behaves well, and if, according to the authorities the prisoner's conduct is such that he is not likely to be a menace to society, he may be released on parole once for all—on the usual conditions the chief amongst them being that if he commits another offence he will undergo in addition to the sentence for the fresh offence, the unexpired portion of his sentence.

The modifications to be made in the Central Provinces and Berar Act are shown in the amended draft.

5. (a) Habitual prisoners should not be given the benefit of release on parole.

(b) Prisoners convicted of offence under the undermentioned sections of the Indian Penal Code may also be excluded from the benefit of the release since these offences involve grave moral turpitude or exhibit in the offender extreme moral and mental depravity, etc. But on individual representations, each case may be examined on its own merits:—

Sections 376, 377, 383, 389, 392, 398, 396, 397, 436, 465, 466, 467, 468, 469, 470 and 471.

6. (1) As already suggested in paragraph 8 of my letter No. 1579-S-6/46, dated 18th July 1947, releases for a month or less may be made by the Superintendent of the Jail himself. The conditional discharge, i.e., final release on parole to be made by Government themselves on the recommendations of the Parole Board consisting of members of the existing Advisory Boards.

(2) The temporary release (unlike in the Central Provinces and Berar) should be counted as part of the sentence and gone, provided the prisoner conducted himself well during the whole period of parole.

(3) As already suggested in paragraph 1 of my letter No. 1579-S-6/46, dated 18th July 1947, the expenses of the prisoner's journey to and fro should be borne by the Government, and this extra expenditure will, to some extent, be set off by the reduction in feeding, etc., during the prisoner's absence on parole leave.

(4) When prisoners are released on parole for short periods such as 10 or 20 days and sent to their villages, it is not possible for the probation officer to keep a close watch over his movements during the period of parole. For, as it is, there is only one probation officer in most of the districts, and these probation officers are overworked. Moreover, if two or more prisoners are released and sent to different corners of the district, it would not be possible for a single probation officer to keep watch over them. Hence as stated in paragraph II of my letter No. 1579-S-6/46, dated 18th July 1947, the onus of watching the parolees during their short paroles should fall on the Police. But, when the prisoners are finally released on parole, then they may be entrusted to the probation officers for supervision, and the probation officers may be asked to send to a prescribed authority, monthly reports about the progress of their parolees until the period of their parole (i.e., the unexpired period of their sentence) expires.

7. (a) An amended draft of the Central Provinces and Berar Prisoners' (Amendment) Act, which may be adopted by the Madras Government is submitted. The rules and Executive Instructions of the Central Provinces and Berar Government may, *mutatis mutandis*, be adopted except in regard to rules 9 and 10, which may be recast as below:—

Executive Instruction 9.—As regards the payment of gratuity, it has already been suggested to Government in my letter No. 140-S-6/46, dated 1st March 1948, that the gratuity shall be paid only at the time of final release as indicated in rule 342-A of the Madras Prison and Reformatory Manual, Volume II, and not at the time of release on parole.

Hence, paragraph 9 may be modified as follows:—

“At the time of release on parole, the prisoner shall be given railway warrant to his place of residence and batta for the days of his journey.”

Executive Instruction 10.—If the prisoner has no private clothing, the Superintendent shall supply each male prisoner with a dhoti, a shirt and a towel and each female prisoner with a saree and jacket which shall be returned to the jail authorities on return from parole.”

(b) In the case of those who are finally released on parole, in addition to the usual conditions on release, in the case of those released under the Advisory Board scheme, a special condition may be imposed that they shall be under the supervision of the probation officers during the period of their parole. A special bond shall also be executed by them with or without sureties, similar to the bond under section 4 (3) of the Madras Probation of Offenders Act, that they shall subject themselves to the guidance and supervision of the probation officers during the period of their parole.

(c) Vide remarks against paragraph 5 (b) above.

Amended draft.

1. The Provincial Government, or any authority to which the Provincial Government may delegate their power in this behalf, may, subject to such conditions as may be prescribed by rules, release temporarily or permanently, any prisoner who has been sentenced to a term of imprisonment.

2. No prisoner shall be released temporarily under section 1 unless—

(a) he has, at the time of his release, served not less than two years of his sentence including remission;

(b) his conduct in prison has been uniformly good; and

(c) there is reasonable probability that he will live in and remain at liberty during the period of his release without violating the law.

3. The first such release shall not exceed ten days in a year excluding the time required for journey from prison to his destination and from his destination back to prison.

4. The next releases shall not be until twelve months have elapsed from the date of expiry of the period of his previous release, if any, under this Act, and shall not exceed twice the period of the first release, i.e., twenty days excluding time of travel to and fro.

5. The next (third) release shall again be not until twelve months more have elapsed from the date of expiry of the previous release, but shall be for a period thrice that of the first release, i.e., twenty days excluding time of travel.

6. The Provincial Government may, subject to such rules and conditions as may be made from time to time and on the recommendation of a Parole Board which may be constituted for each jail, order the permanent release on parole of a prisoner who, during the three temporary releases, mentioned above, conducted himself satisfactorily and whose conduct in prison has been uniformly good.

7. Notwithstanding anything in the preceding sections of this Act or in any other Statute, the Provincial Government or any authority to which they may delegate their power in this behalf, may, at any time, release a prisoner

for a very special reason for a period not exceeding 10 days excluding days of travel to and fro to attend urgent and important functions in his house such as deaths, marriages, etc., provided—

- (1) the prisoner has spent at least six months in the jail including remission;
- (2) his conduct during this period has been good;
- (3) he is not a habitual; and
- (4) his offence is not one which involves grave moral turpitude or mental depravity.

8. The period of release of a prisoner on parole including the days of travel shall count towards the total period of his sentence provided he behaves satisfactorily during parole. Otherwise the period shall not count towards the total sentence.

9. (1) On the expiry of the parole period, he shall surrender himself to the officer-in-charge of the prison from where he was released.

(2) If a prisoner does not surrender himself as required by sub-section (1) he may be arrested by any Police Officer without a warrant and shall be remanded to undergo the unexpired portion of his sentence complete.

10. Any prisoner who does not surrender himself, as required by sub-section (1) of section 9, shall be liable upon conviction to be punished with imprisonment of either description for a term which may extend to two years and with a fine up to five hundred rupees or with both.

APPENDIX 4.

(Paragraph 43.)

RULES GOVERNING CONSTITUTION AND FUNCTIONS OF ADVISORY BOARD.

Constitution of Advisory Board.

1. The Advisory Board constituted to review the sentences of prisoners in jails consists of—

In the Madras City—

- The Inspector-General of Prisons (*Chairman*).
- The Chief Presidency Magistrate, Madras.
- The Commissioner of Police, Madras.
- One or more non-official members appointed by the Government.
- The Superintendent, Penitentiary, Madras (*Secretary*).

In the mufassal—

- The Inspector-General of Prisons (*Chairman*).
- The Sessions Judge of the Sessions Division in which the prison is situated.

In the districts where the scheme of separation of judiciary from the executive is in force, the District Magistrate as well as the Collector and Additional District Magistrate of the district in which the prison is situated.

One or more non-official members appointed by the Government.

The Superintendent of the Jail concerned shall be the Secretary of the Board.

NOTE.—The District Magistrate or the Collector and Additional District Magistrate as the case may be in the mufassal and the Commissioner of Police in the City of Madras shall preside over the meetings of the Advisory Board in the absence of the Inspector-General of Prisons.

Cases of prisoners to be placed before the Board for consideration.

2. The cases of the following prisoners are to be placed by the Secretary for consideration by the Board:—

- (1) *Lifers* who have served two-thirds sentence including remission irrespective of the fact whether their conduct is exemplary or not.

(2) *Long-term prisoners* who have served two-thirds sentence including remission and have served not less than two and a half years including remission provided their conduct in jail is exemplary.

(3) *Short-term prisoners*.—Prisoners sentenced to two years in aggregate or more but not exceeding three years who have served three-fourths of the sentence excluding remission.

(4) *Old prisoners*.—(i) The prisoners who are over 65 years of age and have served not less than two and a half years of their sentence; and

(ii) the prisoners who are serving for their first and only conviction.

(5) *Old and decrepit prisoners*.—The cases of old and decrepit prisoners who are incapable of doing any real work and would appear to be unable to commit or organize crime if released.

NOTE.—(i) The sentences of all prisoners sentenced to transportation for life, to more than 20 years imprisonment in the aggregate or to transportation, or transportation and imprisonment exceeding in the aggregate 20 years, shall be deemed to be sentences of imprisonment for 20 years.

(ii) The cases of prisoners imprisoned for failure to furnish security under Chapter VIII of the Code of Criminal Procedure, 1898, shall not be placed before the Board under items (ii) and (iii).

(iii) Sentences of imprisonment for failure to furnish security should not be taken into account in determining the aggregate sentence for the purpose of items (ii) and (iii).

(iv) The cases of prisoners convicted by court-martial should also be placed before the Advisory Board for consideration under items (i), (ii) and (iii) provided their cases were not reviewed previously by the Military authorities.

(v) The term "exemplary" should be broadly interpreted to refer to conduct which has been more than ordinarily good and free from serious breaches of the rules.

Functions of the Secretary of the Board, i.e., Jail Superintendent.

3. The meetings of the above Board shall be held at least once a quarter and oftener if there be cases to come before it.

The Superintendent of the Jail in his capacity as the Secretary of the Board will collect the undermentioned records in the cases of prisoners to be considered by the Advisory Board sufficiently in advance and place the cases for consideration of the Board three months in advance of the date on which the prisoners will complete two-thirds sentence or three-fourths sentence as the case may be—

- (i) copy of judgment of lower and appellate court; and
- (ii) report of the District Superintendent of Police and the District Magistrate on the desirability of releasing the prisoner under the Advisory Board in the case of prisoners falling under items (1) and (2) of paragraph 2.

In the case of short-term prisoners, i.e., item (3), report from the District Magistrate is not necessary.

After the cases have been reviewed by the Advisory Board the Superintendent of the Jail shall submit the papers relating to the prisoners recommended for premature release by the Advisory Board to the Inspector-General of Prisons for submission to Government along with the undermentioned records:—

- (i) Nominal roll of the prisoner showing the particulars of convicting court, conduct in jail and unexpired portion of sentence, etc.
- (ii) Recommendation roll showing the reports of the Police and District Magistrate and the opinion of the Board.

NOTE.—The cases of prisoners falling under items (i), (iv), (v) and members of the Criminal Tribes Act should be submitted to the Government irrespective of the fact whether the Board recommends the release or not.

4. The Government after considering the report of the Police and the District Magistrate, opinion of the Advisory Board, and judgment of the lower and appellate court either remit the unexpired portion of sentence under section 401 of the Code of Criminal Procedure, conditionally or unconditionally or refuses to order the release of the prisoners. They can also direct the resubmission of the case for their consideration again after such period as they deem fit. Prisoners other than *lifers* are to be released unconditionally on expiry of sentence without the specific orders of the Government.

APPENDIX TO CHAPTER XVI ON INDETERMINATE SENTENCE.

(Paragraph 12.)

REPORT OF THE INDIAN JAILS COMMITTEE, 1919-20.

Chapter XVI.

THE INDETERMINATE SENTENCE.

Economic loss involved in imprisonment.

446. The average number of convicted persons who are admitted into the prisons of British India annually amounts to nearly 170,000, while the daily average number of such prisoners confined in those jails is a little under 100,000. This large number of persons has not only to be housed and guarded, but also fed, clothed, provided with medical attendance and otherwise cared for at the expense of the community, and the annual cost per head of each prisoner, even after deducting such cash earnings as are obtained from his labour, amounts to a sum of about Rs. 84 per annum a figure which is rapidly rising in consequence of the general rise of prices. It is evident that the detention of this large number of persons in prison involves a serious economic loss to the State, for, in addition to the expenditure which the State incurs upon these persons, there is the loss which is sustained through their withdrawal from the producing ranks of the community. The question which must suggest itself to anyone who reflects on these figures is whether it is not possible by the adoption of suitable measures to reduce this economic waste. It may, of course, be hoped that, by the removal of the causes of crime by the spread of education and by the various means for the prevention of recidivism which we have noticed in the preceding chapter, some reduction of jail population will be gradually achieved but there is still a further possibility, viz., that by a modification of the prevalent system of sentences of imprisonment, the same aim might be advanced. This possibility we shall now proceed to examine.

Mere length of imprisonment harmful.

447. It has long been pointed out by writers on penal science that the mere detention of a criminal in prison in no way supplies a remedy for the social evil of which crime is a manifestation. In this report, we have endeavoured throughout to keep in view the principle that a main object of imprisonment should be the reformation of the criminal so that he may turn from his evil courses and refrain from crime in future. Even, however, if the methods employed in our prisons are as far as possible directed to this object, it still remains unlikely that the average prisoner will come out of prison better fitted to take up his place in the community than he was when went in. Imprisonment is seldom beneficial in its effect on the individual and it is probable that the longer the sentence the less likely it is to be of benefit. Removal from the free life of the world and subjection to the monotonous and depressing influences of jail discipline tend more and more to destroy the prisoner's power of initiative, his vigour of mind and his capacity for free action. It would seem, therefore, legitimate and desirable to adopt measures with the object of shortening the longer sentences provided that this can be done without injury to the community. It must, we think, be generally admitted that mere length of sentence is not only purposeless, but harmful, both as imposing enhanced cost on the community and as tending to render the prisoner himself less and less able to occupy a useful place in the world, and that no person should be detained in prison longer than is necessary to deter him, and others, from the commission of crime. It is no

doubt also necessary to take into account the effect which the punishment and its mitigation may have on potential criminals in the community; but it seems probable that for the most part, this effect is produced by the original sentence and by the loss and disgrace caused by conviction and that, except in the case of the potential offender who is already a hardened habitual, mere length of detention is not a very weighty influence. It is also generally recognized that certainty of detection is a more important factor in the prevention of crime than severity of punishment.

Defective information available to sentencing courts.

448. Another consideration which has an important bearing on this question is the undoubted fact that the criminal courts, on whom is placed the duty not only of deciding on a man's guilt or innocence but also of apportioning the punishment to be imposed for the crime which he has committed, are to a great extent without the means necessary to enable them to adjust the punishment to the offender. The older view that the sole subject to be considered in awarding punishment was the nature of the crime, is being superseded by the more rational view that the punishment should also fit the criminal. It hardly needs demonstration that the judge sitting in his court imposing the sentence is totally unable to forecast in advance what will be the effect of his sentence on the prisoner's mind and when that prisoner could be released without injury to the community. This effect will necessarily vary with the character of the individual prisoner and may only gradually become apparent as time goes on. In this country, if not in all countries, the information which is available to the judge at the time of trial as to the antecedents of a prisoner, his character and environment and the causes which conduced to the commission of the crime, is often very inadequate. One of the most thoughtful and valuable of the witnesses who appeared before us, Mr. Justice Heaton of the Bombay High Court, made the suggestion that the apportionment of punishment should be entrusted to a different body from that which tried the question of guilt or innocence. He recognized, however, the force of the objection to this which is, that apart from the duplication of work which it involved, it would still be too early to judge of the effect of conviction, and of the yet and pronounced sentence, on the accused. In some of the States of America an attempt has been made to get over this difficulty by appointing in every court an officer whose duty it is after the prisoner's guilt has been established, to make inquiries and to furnish the judge with information including a report on his mental condition, which will enable him to award punishment wisely and equitably. This system is said to work satisfactorily in the United States although even there it was admitted that attempts had been made, though unsuccessfully, to influence the courts' officers in favour of or against the prisoner. In this country, we do not think that such a system would have any chance of success. The many religious and social cleavages which exist in India would inevitably lead to unevenness in the officers' reports even if direct corruption could be guarded against, and we do not think that it would be wise to attempt to imitate the American system in this respect. At the same time, it does seem to us possible that more might be done, especially through the instrumentality of the Public Prosecutor generally a valid of long-standing and position, to lay before the court, after the question of the prisoner's guilt has been determined, such reliable information as would enable the court to adjust its sentence to the needs of the case.

Adoption of the indeterminate sentence in America.

449. After all possible improvement has been brought about in this direction, it will still remain true, we think, that the court is compelled to pass sentence in at least partial ignorance of the criminal's true character and history. It seems to us impossible that the difficulties in the way of adjustment of sentence to crime at the moment when the sentence is pronounced can be overcome and the theoretically correct solution of these difficulties would be that the court should refrain altogether from passing a definite sentence and should

merely decide whether a man is guilty or not and then hand him over to an expert body of penologists, to be detained and dealt with in accordance with his subsequent conduct, the fuller information which they can obtain regarding his previous history and a careful study of his mental and physical characteristics. This is the idea of the indeterminate sentence which has been gradually winning its way to acceptance in the United States of America. In no State, so far as we are aware, has the principle of the indeterminate sentence been carried to its logical conclusion but in a very large number of States the old conception of the definite fixed sentence has been abandoned and a more elastic or variable form of sentence has been adopted. Many varieties of the indeterminate sentence are to be found in the United States, but the most generally adopted plan is that of a sentence which involves both a fixed minimum and a fixed maximum, but which leaves it to the revising body, generally known in America as the Parole Board, to decide after what period within those limits the prisoner can be released. It is thus open to the prisoner by good conduct and industry in the prison to secure release as early as possible after he has served the minimum period of sentence while it is within the power of the Parole Board to adjust any detention beyond that period to all the circumstances of the case. When release is decided upon, it is almost invariably made subject to certain conditions. The prisoner is said to be on parole and during the parole period he is usually under the supervision of an officer known as a Parole Officer whose duty it is both to see that the conditions of release are observed and to give the prisoner any protection, assistance or advice he may need. It would take too long here to detail the different forms under which the principle of the indeterminate sentence and of release on parole has been given effect to in the United States. A fuller account of the working of the indeterminate sentence and of the system of release on parole in the United States and other countries will be found in Appendix X to this report. It may be added that in no State in which the principle of the indeterminate sentence has once been adopted has there ever been any reaction in favour of the fixed sentence, and, as will be seen from Appendix, the principle of the indeterminate sentence secured acceptance at the International Penitentiary Conference of 1910.

Arguments in favour of the indeterminate sentence.

450. There are various considerations other than those noticed above which are cited in support of the principle of the indeterminate sentence and the revising Board. One of these is the uncertainty and inequality which is liable to result when a fixed sentence is passed on a prisoner by a single judge, whose temperament or state of health at the moment may affect the result. In India these uncertainties and inequalities are no doubt a good deal guarded against by the moderating functions of the High Court, but they cannot altogether be eliminated and a Revising Board, sitting the matter when some years of the sentence have elapsed and with all the additional information made available by the prisoner's conduct and bearing in jail, is, it is urged, in a much better position than either the original court or the High Court to assess the penalty correctly. Again, it is pointed out how powerful an influence the indeterminate sentence and the possibility of release on parole must have on reformation of the prisoner. Here in India we possess a valuable reformatory influence in the remission system which enables a prisoner by good conduct and industry to reduce his sentence by one-sixth or one-fourth. But it is urged, this influence would be much enhanced if it were within the prisoner's power to shorten his sentence to a still greater extent. Moreover it is suggested that the application of the indeterminate principle renders it possible to afford much more adequate protection to society against the repetition of crime than is likely to be secured under the system of fixed sentences. Public opinion is almost invariably adverse—to the imposition of lengthy sentences of imprisonment for offences against property where the value lost or stolen is small.

To sentence a man to penal servitude for life for stealing an anna's worth of rice or for taking an article of trifling value from some one's pocket is generally made the subject of adverse comment, though the prisoner may have been

convicted a dozen times before and the small value of the theft may have been due merely to his inability to take more. Some courts too are unwilling to follow the evidence to its logical conclusion and to condemn a man to a long term of detention as an incorrigible thief when the individual offence seems to be trifling. But the same unwillingness would not be felt if the sentence were indeterminate and if the prisoner could be released at any time on proof of amendment. Indefinite detention is also specially disliked by the criminal classes themselves, and the institution of Camp Hill was at first much resented by them though the human methods followed have since done much to reduce this feeling.

Analogies in England and India.

451. The idea of the indeterminate sentence has not yet been adopted in any definite form in Great Britain although there have been indications that public opinion there is to some extent moving in that direction. In the system of preventive detention of habitual offenders and of conditional release which has been introduced in Great Britain by the Prevention of Crime Act, 1908, which is carried out at Camp Hill in the Isle of Wight and which is described in Appendix X, some of the elements of the indeterminate sentence have received legislative recognition. Again, under the Borstal system of Great Britain, the fact that the authorities of Borstal institutions are authorized to release on licence the youths committed to their charge whenever they think that a suitable occasion for such release has arrived, is also a recognition by the legislature of the indeterminate principle. Similar provisions exist in regard to reformatory and industrial schools. Some precedents favourable to the idea of the indeterminate sentence are also to be found in India. Section 401 of the Code of Criminal Procedure, expressly recognized the principle of conditional release and many instances of such release have occurred. The Reformatory Schools Act, 1897, empowers the authorities of the school to license out youthful offenders who have attained the age of fourteen at any stage in their period of detention. In the preceding Chapter we have advocated the application of a similar procedure to adolescent offenders in India, and there appears to be no essential difference in this respect between the case of the adolescent offenders and that of the adult criminal. Moreover the Government of India, in Home Department Resolution No. 159-169, Jails, dated the 6th of September 1905, has adopted a procedure which directly involves the revision of sentences. Under that Resolution when the term of imprisonment undergone together with any remission earned amounts to fourteen years, the question of remitting the remainder of the prisoner's sentence is brought under consideration. It is there laid down that the local Government when considering the case should take into account the circumstances of each case, the character of the convict's crimes, his conduct in prison and the probability of his reverting to criminal habits or of instigating others to commit crime. It is also provided that it is open to the local Government to prescribe as a condition of release that the convict shall during any term of punishment remitted be subject to police supervision or to any conditions. This system has now been enforced for fifteen years and has, we believe, worked successfully. It has not called forth any protests from the courts against such interference with their sentences as this system involves, nor has it led to any outcry on the part of the public or the police that criminals are being prematurely let loose. If it does not in terms recognize the principle of the indeterminate sentence, it has much in common with it.

Revision of long sentences recommended.

452. We fully recognize the theoretical advantages of the indeterminate sentence and we think it probable that it will continue to be more and more widely accepted; but we do not think that it is suitable for adoption under the conditions of some Provinces in India at present. The principles underlying it are too little understood by the general public for it to be safe to recommend its introduction and it is probable that there would have to be such large exceptions made to the application of the system that the result would be both imperfect and unsatisfactory. We are, however, strongly impressed by the desirability of bringing

every long sentence of imprisonment under review at some period in the course of the sentence by an impartial authority, which will have before it information, which no sentencing court can possess, as to the results of the period of imprisonment undergone by the prisoner and as to the question of his fitness for release. It seems to us that a system of revision of sentence on these lines could be introduced without radical change in the Indian system of criminal administration and that thereby many of the advantages of the indeterminate sentence could to a great extent be achieved.

Details of Scheme.

453. The scheme which we advocate would be somewhat on the following lines. The sentence of every long-term prisoner would be brought under revision, as soon as he has served half the period awarded by the court in the case of the non-habitual and two-thirds of that period in the case of the habitual convict, provided in both cases that remission earned, but not remission granted in celebration of public events, should be included in calculating the period undergone and provided also that no sentence should come up for revision until a period of two and a half years, including remission, has been served. This restriction is necessary in order to prevent an overwhelming amount of work coming before the revising board and also because the revision of shorter sentences is less required than that of long sentences. It may be mentioned here that, in main outline, the foregoing scheme is that followed in Norway, Holland and possibly other European countries.

The Revising Board.

454. There should be constituted in each Province a revising board which might be constituted either on a provincial basis or on a local basis. We are inclined to favour a plan under which the Inspector-General of Prisons would be the Chairman of the Board, and the District and Sessions Judge of the area in which the jail is situated, together with a non-official appointed by the Government, would be the other two members of the board. When the Inspector-General of Prisons inspects each prison, it should be part of his duties to summon a meeting of the board and to consider the case of every prisoner put before it for the purpose by the superintendent of the prison. It would be necessary, we think, to appoint a secretary to the revising board whose duty it would be to prepare in advance the information regarding each prisoner whose case is to come before the board, to obtain the opinion of the superintendent of the prison as to the prisoner's conduct and fitness for release, the best available medical opinion regarding his physical and mental condition, the opinion of the magistrate of the district in which the prisoner was convicted or in which the prisoner's home is situated regarding the possibility of releasing the prisoner in advance of the expiry of his sentence and also if necessary, that of the judge who presided at the original trial, together with all other material information bearing on the case. Then, when the board assembled, it would take into consideration the data thus collected. It would be open to the board, after a full consideration of the whole of the material collected, either to postpone the further consideration of the matter indefinitely or until its next meeting which would probably not be until after the expiry of another twelve months, or to recommend to the Government the release of the prisoner with or without conditions or security and with or without any intermediate period of probation. It would be clearly understood that the revising board would have complete discretion to put back the case altogether or for any definite period or indefinitely and would be under no necessity to make any recommendation on behalf of the prisoner. It would also be entirely at the discretion of the local Government to accept the recommendation of the revising board and to make an order under section 401 of the Code of Criminal Procedure, or not. All that the scheme we have indicated would insure would be that the sentence of every long-term prisoner would be brought under revision by an expert body after a certain proportion of the sentence including any remission gained under the rules, has been undergone. For the purpose of this proposal a life sentence

should be taken at 20 or 25 years, as laid down in the remission rules. This scheme would require no legislation and could be carried out immediately by executive order. We are fortified in bringing forward these proposals by the fact that all the judicial witnesses whom we examined on the point were of opinion that no objection would be raised by the courts to their sentences being revised in the manner suggested.

Intermediate imprisonment—Thana and Lahore experiments.

455. We consider that it would materially assist in the practical carrying out of this scheme if arrangements were made for the provision of an intermediate stage of detention during which a prisoner might, under the orders of the revising board, be required to undergo a definite period of probation. During this period of probation, the prisoner would be removed from the ordinary precincts of the jail and would be granted such larger measure of freedom as would enable his fitness for ultimate release to be tested. A system of this character existed for several years at the Thana Jail in Bombay. At that jail a scheme was introduced in 1905 under which a limited number of first conviction prisoners of proved good character who had undergone two-thirds of their sentences were completely separated from all other prisoners in the jail. They were employed in the garden and were allowed various privileges, such as freedom from the obligation to wear jail clothing, permission to purchase a limited quantity of tobacco and sweets, to receive and write letters, to have better food, to get a larger amount of remission and to guard themselves. This interesting experiment, while it lasted, is reported to have been completely successful. The prisoners selected for the purpose gave no trouble and none of them attempted to escape although no warders were employed to watch them while at work. By their labour they greatly improved the garden and the profits from their labour were larger than the average. The scheme finally came to an end not because it failed to achieve the objects with which it was started, but because a sufficient number of prisoners could not be found for its continuance without reducing that available for employment as convict officers. A somewhat similar method is now in operation at the Borstal Central Prison at Lahore. There, a certain number of selected youths are provided with separate quarters outside the jail. Employment is secured for them in the railway workshops in the town of Lahore and they attend the workshops without guard of any kind. They are credited with the daily wages they earn in the workshops, but are required to pay a fixed sum towards their maintenance, the rest of the pay being left at their disposal. They are required to return to their quarters in the evening, but no roll-call is held during the night and they are treated with as much confidence as possible and are expected to respond by loyally carrying out the conditions under which they are thus partially released. One of these youths gave evidence before us and we were favourably impressed by his account of the working of the system and by the evidently successful manner in which it was operating in this instance.

Suggestions regarding intermediate period.

456. Following these precedents we advocate the introduction of a probationary period during which prisoners might be "tried out" to use a convenient Americanism, in order that their fitness for eventual release may be tested and the prisoners themselves given a half-way house between confinement in the jail and full liberty. In the United States this idea is represented by the system of treating selected prisoners as "trusties" and allowing them to go outside the prison unattached for farm operations or other work and other purposes. This enables the authorities to judge whether a prisoner is a suitable person for parole and so permits of a definite recommendation being placed before the parole referred to in paragraph 449. Another method would be to provide or set aside at each central jail suitable buildings, in which prisoners could be placed while undergoing a probationary period. Possibly, these buildings might be outside the main wall, as is the case at the Borstal Central Jail.

Lahore, labour being found in neighbouring works or farms and the prisoners being merely required to return to sleep at the jail. Again it might be found possible in some Provinces to make over a district jail in a suitable locality for the accommodation of prisoners thus on probation. In Burma, a scheme is under consideration for the creation in the Irrawady Delta of a Farm Colony, to which prisoners after a period in jail might be sent and there allowed to live with their families, the control of the colony being entrusted to an officer of the Salvation Army. Such a scheme appears to have great potentialities, but there may be difficulty in some Provinces in finding land for the purpose. It would be left to local Governments and local circumstances to decide which of these plans should be adopted, but we think that an essential feature of the period of probation should be that the probationer should be gradually released from restrictions, being thus subjected to the ordinary temptations of free life, while supported by the assistance and advice of the supervising authorities. We would not make this probationary period an absolute essential of the adoption of the principle of revision of sentence, but we certainly think that it would be wise to give it a trial in each Province.

Conditions of release.

457. When the release of a prisoner has been recommended by the revising board and sanctioned by the local Government under section 401 of the Code of Criminal Procedure, either after or without an intermediate period of probationary detention, we think that in all ordinary cases the release should be subject to certain definite conditions which should be laid down by the local Government and should be adapted as far as possible to the requirements of the individual case. It is unnecessary for us to enter into any great detail as to what these conditions should contain. It is certainly necessary that it should bind the released prisoner to keep the authorities advised of his place of residence and of his method of employment. It is also desirable that it should require a prisoner to abstain from consorting with bad characters, to lead an industrious life, and to refrain from all breaches of the law. It should bind him to habits of temperance and general good behaviour and to submit himself to the guidance of the parole officers whose functions are described in the next paragraph. Any breach of the conditions subject to which he is released would render the prisoner liable to undergo the full period of sentence which remained unexpired on the date when he was released from prison. It would be necessary that the prisoner should himself assent to and accept the conditions before his release.

Parole officers.

458. Some agency would be required to ascertain and insure that the prisoner carried out the conditions under which he is released. It would, in our opinion, be altogether undesirable to impose this duty upon the police. All the witnesses whom we consulted on the subject were unanimous on this point, and they generally agreed that the period of supervision which we contemplate in these proposals should replace that of police surveillance which can at present be imposed under section 565 of the Code of Criminal Procedure. Nor does it seem to us ordinarily desirable that the supervision of the released prisoner should be entrusted to the village headman. In many parts of India the villages are so much broken up into factions that it might be impossible for a released prisoner to receive fair play if he were placed under the supervision of the village headman. Moreover the capacity, education and efficiency of the village headmen vary indefinitely. We are reduced, therefore, to the conclusion that some fresh grade of official would have to be created for the supervision of released prisoners. These officials, to be known as parole officers, should, we think, be attached to the appropriate jail and be under the control of the superintendent thereof. It would be their business to find employment for released prisoners, to protect the prisoner from any interference by the police or other persons, to extend friendly advice and support to the prisoner in the critical period which must elapse immediately after his release and to see that the

conditions of release are loyally and carefully observed. In order to secure suitable persons for this work, it will be necessary to give somewhat liberal remuneration, with such prospects of promotion as will ensure faithful service, and to select candidates with special care and discretion. We should be inclined not to insist on any definite qualifications such as the possession of a University degree or the like, but a good standard of education would be essential and we think that every candidate should undergo a period of training in the duties of his office before he is actually appointed. Further details regarding the method of selecting such candidates must necessarily be left to local Governments, our proposals on this subject being throughout entirely tentative.

Police not to exercise supervision.

459. Under section 565 of the Code of Criminal Procedure, certain courts have power, when passing sentence on a prisoner convicted for the second time of certain offences under Chapters XII and XVII of the Indian Penal Code, to order that, for a period not exceeding five years from the date of expiry of sentence, his residence and any change of residence shall be notified in accordance with rules to be made by the local Government. This procedure would evidently be inappropriate in the case of persons released by the revising board under the proposals made in this chapter. As observed in the last paragraph, we do not think that the supervision of such persons should be entrusted to the police. If, as we recommend, this duty is imposed on a special class of officers, to be termed parole officers, it would be very undesirable that the police, as well as the parole officer, should exercise supervision over these persons. We think, therefore, that the revising board, when releasing a prisoner on parole, should have power to direct that any order which may have been made regarding him under section 565 of the Code of Criminal Procedure, should be suspended, and that, if the person so released completes the period of parole successfully, the order should be finally set aside and become void.

Lump remissions on public occasions to cease.

460. If the scheme of revision of sentence proposed in this Chapter is approved and introduced, we would strongly urge the abandonment of the system of granting lump remission of sentence, generally at the rate of one month for each year of sentence, which has of late years been used as a means of marking such events as the Accession or Jubilee of the Sovereign or other occasions of public rejoicing. The release of a certain number of short-term prisoners on these celebrations is a comparatively harmless, if not a very appropriate, way of recognizing public cause of thanks-giving, but the shortening of the sentences of prisoners who are not released seems to us to have very little utility and to be open to many objections. The prisoner whose conviction occurs just after the fixed date finds himself excluded from the benefit of this act of clemency and sees no sense or justice in the exclusion. The prisoner who is sentenced in time to participate receives a benefit which he has not earned and which he rightly regards as merely due to a stroke of luck. In other ways the system works unevenly and inequitably. If the execution of judicial sentences is to be placed at all on a scientific basis, such fortuitous accidents should, as far as possible, be excluded.

APPENDIX TO CHAPTER XVII ON AFTER-CARE.

(Paragraph 12.)

DISCHARGED PRISONERS' AID SOCIETIES.

Year.	Amount received by Central Committee.			Total.	Amount spent on establishments.			Amount of aid to prisoners.	
	Government grant.	Subscription.	Miscellaneous receipts.		RS.	A.	P.	RS.	A.
1945	7,000	2,696	* 18,403 4 0	28,372 4 0	8,189	5	6	1,458	9
1946	2,000	3,003	* 13,318 14 4	18,351 14 4	15,249	2	11	1,676	7
1947	5,000	960	2,712 5 3	8,672 5 3	6,428	7	11	1,219	14
1948	5,000	991	5,019 5 8	11,019 9 8	7,016	5	8	1,128	2
1949	5,000	1,303	3,703 13 6	10,006 13 0	5,725	11	2	1,561	12

* Includes subsidy for probation work done by the Committee. The expenditure also includes that relating to probation work.

APPENDICES TO CHAPTER XVIII ON PRISON ESTABLISHMENT.

APPENDIX I.

(Paragraph 5.)

I. POLICE.

1940.

Inspector-General.

Deputy Inspector-General. Deputy Inspector-General.
Five Deputy Inspectors-General and one Assistant Inspector-General.

1950

Inspector-General.

Deputy Inspector-General. Deputy Inspector-General.
Seven Deputy Inspectors-General and two Assistant Inspectors-General.

II. AGRICULTURAL DEPARTMENT.

1940.

Director.

Deputy Director. Research Assistant. Research Assistant
One Director and four Deputy Directors and eight Research Assistants of same grade.

1950.

Director.

Joint Director.

Deputy Director. Deputy Director.
Deputy Director posts 15—Rs. 800-100/2-1,000.
One Director and one Joint Director and fifteen posts of Deputy Director.

III. CO-OPERATIVE DEPARTMENT.

1940.

Registrar.

Joint Registrar. Joint Registrar.
Two Joint Registrars—575-800.

1950.

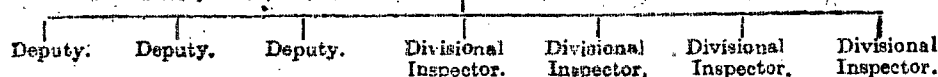
Registrar.

Joint Registrar (Re-settlement). Joint Registrar. Joint Registrar. Joint Registrar. Joint Registrar. Joint Registrar. Joint Registrar.
(Amelioration). (Agricultural (yarn) credit).
Seven posts on Rs. 700-100/2-1,000.

IV. EDUCATION DEPARTMENT.

Same in 1940 and 1950.

Director of Public Instruction.



JAIL DEPARTMENT.

Inspector-General.

Assistant Inspector-General.

APPENDIX 2.

(Paragraph 5.)

Duties of the Assistant Inspector-General of Prisons.

(a) To countersign the detailed contingent bills and manufactory bills of all the jails and borstal schools.

(b) To pass the establishment and contingent bills of the office of the Inspector-General of Prisons.

(c) To deal with matters concerning transfers and promotions of first and second-grade warders in jails and first and second-grade petty officers and special first and second-class petty officers in borstal schools.

(d) To dispose of appeals received from those referred to in item (c).

(e) He is the appointing and punishing authority in respect of the following posts in the office of the Inspector-General of Prisons:—

(1) Superintendents.

(2) Upper division clerks.

(3) Lower division clerks.

(4) Typists.

(5) Attenders.

(6) Duffadar and peons.

(7) Other menial staff paid from contingencies.

(f) To visit if so directed by the Inspector-General of Prisons, such jails as the Inspector-General is unable to visit at least twice a year and oftener when deputed by the Inspector-General for other purposes.

(g) To scrutinise all files before being passed on to the Inspector-General of Prisons and pass such orders as necessary under the general direction of the Inspector-General of Prisons.

(h) To examine all registers and books maintained in the office of the Inspector-General of Prisons.

(i) To examine once a month or oftener the cash book maintained by the manager, check the entries in it with the vouchers, test the correctness of the balance by comparison with the actual cash and initial the book in token of the check.

(j) To see that the orders of the Government regarding the arrangement and periodical destructions of records are maintained, and

(k) In the absence of any directions to the contrary, to attend to all emergent matters relating to the jail administration during the absence of the Inspector-General on tour.

APPENDIX 3.

(Paragraph 10.)

ORGANISATIONAL SET UP IN THE OFFICE OF THE INSPECTOR-GENERAL OF PRISONS, MADRAS.

The set up of the headquarters establishment excluding probation section is as follows:—

(1) Manager—Scale Rs. 250-10-300 pay Rs. 270 plus Rs. 53 D.A.

(2) There are five sections—

(a) *Audit section*.—Consists of one superintendent in the scale of Rs. 140-5-190, four upper division clerks in the scale of Rs. 80-3-95-5-110 and two lower division clerks in the scale of Rs. 45-3-60-2-90.

(b) *Establishment section*.—One superintendent, two upper division clerks and one lower division clerk.

(c) *Statistical section*.—One superintendent, one upper division clerk and two lower division clerks.

(d) *Works section*.—One superintendent and six lower division clerks.

(e) *Copying section*.—Two lower division clerks and three typists.

(f) *Attenders*.—Three.

(g) *Stock verifier*.—One on Rs. 140-5-190.

(h) *Camp clerk*.—One upper division clerk.

(i) One duffadar and eight peons.

APPENDIX 4.

(Paragraph 10.)

The duties performed by the Senior Superintendent are—

(1) Distribution of tappings to the Accountants, watching disposals and checking of pendency.

(2) Checking of all bills after check by the Accountants.

(3) Supervision and scrutiny of work of the Accountants.

(4) Administration Reports—Jails and Borstal School relating to finance portion—Preparation of text.

(5) Attending to important correspondence relating to the audit section.

APPENDIX 5.

(Paragraph 12.)

STAFF EMPLOYED IN THE OFFICE OF THE INSPECTOR-GENERAL OF PRISONS, MADRAS, IN 1940 AND 1950.

1940.			1950.		
Designation.	Number of posts.		Designation.	Number of posts.	
	Permanent.	Temporary.		Permanent.	Temporary.
(1)	(2)	(3)	(4)	(5)	(6)
Manager	1	..	Manager	1	..
Head Accountant ..	1	..	Senior Superinten- dent.	1	..
Clerks, Grade I ..	2	..	Junior Superinten- dent.	3	..
Clerks, Grade II ..	6	..	Clerks, Grade II ..	8	..
Lower division clerks.	7	..	Lower division clerks.	11	2†
Typists	2	2*	Typists	3	..

* The post of one typist was converted as a lower division clerk and included in the 11 permanent lower division clerks.

† Out of 2 temporary lower division clerks, one is for work in connection with detenus and this post will terminate on the discharge of the detenus.

APPENDIX 6.

(Paragraph 12.)

AUDIT SECTION.

One Senior Superintendent.

Two Upper Division Clerks.

Three Lower Division Clerks.

The total number of currents received by all the six clerks in the Audit Section during the calendar year 1950 is 11,854 and it works out to an average of seven currents per clerk per day. But these currents also include, unlike in other sections, contingent bills, manufactory bills, audit reports on the accounts of Jails by the Accountant-General Madras, invoices for adjustment, etc., involving heavy clerical work. The nature of work involved in these special currents is explained below:—

I. *Contingent bills of jails for check and for the counter-signature of the Inspector-General.*—(i) Checking of the statement showing in detail the number of prisoners dieted daily.

(ii) Checking of diet roll with reference to the scale of diet allowed to each class of prisoners and diets. This consists of 38 classes of prisoners and diets and 42 items of ration and other articles issued from the store.

(iii) Checking of the stock statement with reference to the previous month's balance, receipts and issues during the month and the balance at the end of each month. Wastage accounts and conversion into cleaned and powder (full month's ration accounts—payment).

(a) Checking of payments made for supplies during the month.

(iv) Checking of the adjustments made under "Hospital—A" and "Hospital—B" with reference to the issues shown in the diet roll.

(v) Checking of the cash extract with reference to the disbursing officers return which contains the details for the expenditure incurred under the various sub-heads and detailed heads of accounts to see whether all items of expenditure have been properly classified and debited under the correct head of account and whether sanction of the competent authority has been obtained for all items requiring such sanction.

(a) Checking of the statement of ration articles issued to civil debtors from the jail ration stock and the abstract expenditure, remittances done during the month.

(b) Checking of expenditure incurred under petty construction and repairs and details with reference to works sanctioned by the Inspector-General.

(vi) Checking of vouchers received with the bills to see (1) whether the amount claimed in each voucher is correct with reference to the rate mentioned therein, (2) whether pay orders are endorsed on all vouchers, (3) whether the writings in vernacular are transliterated into English and (4) whether the articles purchased during the month have been brought on to stock in the stock statement, etc.

II. *Manufactory bills.*—(1) Checking of the vouchers to see—

(i) Whether the purchases made are in order.

(ii) Whether the amount paid in each voucher is correct with reference to rate mentioned in each voucher

(iii) Whether pay orders are endorsed on all vouchers.

(iv) Whether writing in vernacular is transliterated into English.

(2) Checking of the purchases made under "Tools and Plant" to see whether sanction of the competent authority has been obtained.

Total transaction in the manufactory runs to Rs. 14 lakhs per year.

To check the above two classes of bills and to make out an objection memo. on the incorrectness, mistakes, omissions, if any, and to put up the two classes of bills (contingent and manufactory) with the respective "Not payable at the Treasury" together with all vouchers ready for counter-signature of the Assistant Inspector-General of Prisons, the accountant takes at least two full working days without attending to any other routine correspondence. There are 13 Central Jails, two District and Special Jails, two Borstal Schools and five special subsidiary jails from where two sets of contingent bills are being received for check. The Not payable at the Treasury of each of the bills is sent to the Accountant-General, Madras, with vouchers above Rs. 100 by the 10th of every month.

III. *Audit report on the accounts of Jails issued by the outside audit department of the Accountant-General's Office.*

The audit report on the accounts of jails generally contain about 50 objections in each report on an average and each objection has to be gone through and replies furnished to the Accountant-General, Madras, besides issuing necessary orders to the Superintendents of jails or calling for information required. circular instructions are also issued in cases where the existing practice and procedure require to be modified.

IV. *Adjustment of Invoices.*—Invoices received for adjustment, from the superintendents of jails fall into three classes, viz.:—

(i) IV-A. Supplies made from Maintenance Section of the Jail department to other departments.

(ii) IV-B. Supplies made from maintenance section to the manufactory section of the same jail or other jails or to the maintenance section of other jails.

(iii) IV-C. Supplies made from the manufactory section of jails to the maintenance section of the same jail or other jails.

Invoices under IV-A and IV-C are always collected and sent to this Office during the first week of each month with a covering letter for effecting necessary adjustments. The covering letter is taken as one current for purposes of diarrying but in fact each bundle received with a covering letter will contain a large number of invoices for adjustment. On an average about 600 IV-A invoices and 150 IV-C invoices are received every month for adjustments and if each invoice is taken as a current the average number of currents disposed of by each clerk in the audit section will work out to 12 currents per day.

One of the upper division clerks in the audit section has to accompany the Inspector-General on inspection tour for test auditing the jail accounts and for bringing any irregularities in the maintenance of accounts, etc., of the jail which is being inspected by the Inspector-General. Since the audit section is over worked, the tappals of this clerk who accompanies the Inspector-General on tour fall into arrears till he returns to headquarters. This test audit clerk on return to headquarters has to attend to all the accumulated tappals in addition to the work in connection with the answering of the account questionnaire.

Duties performed by the Senior Superintendent are:—

(1) Distribution of tappals to the Accountants, watching disposals and checking of pendency.

(2) Checking of all bills after check by the accountants.

(3) Supervision and scrutiny of work of the Accountants.

(4) Administration Reports—Jails and Borstal School relating to Finance portion—Preparation of text.

(5) Attending to important correspondence relating to the Audit Section.

Clerk A-1—

(1) Budget—

(a) Charges and receipts—Reconciliation with the figures of the Accountant-General, Madras, monthly.

(b) Countersigned detailed bills—Transmission to the Accountant-General, Madras.

(c) Jails Receipts—Preparation of Revised Estimate and Budget Estimate annual.

(d) Jail charges—Preparation of Revised Estimate and Budget Estimate annual.

(e) Distribution of funds to jails and sub-jails.

(f) Supplementary grant and reappropriation of funds.

(g) Variation in expenditure over 10 per cent of the allotment explanation to Government and Public Accounts Committee.

(h) Advance Budget Copy of establishment preparation of number statement.

(2) Maintenance charges of Madras Prisoners confined in the jails of other states—Payment.

(3) Grants-in-aid payment of—

(a) The Madras Seva Sadan.

(b) The Madras Presidency Discharged Prisoners' Aid Society.

(4) Charges in England—Watching of expenditure.

(5) Endowments—Payment of interest.

(6) Administration report—Preparation of financial statements and paragraphs regarding Finance.

(7) Blood Bank—Statement of expenditure—Transmission to Surgeon-General, Madras.

Clerk A-2—

(1) Pension paper of Jailers and Superintendents of Jails and other members of the staff of the Head Office.

(2) Compassionate gratuity of all the subordinates of Jail department.

(3) Counting of Military service towards Civil pension, condonation of service, and miscellaneous correspondence relating to pension.

(4) Maintenance charges of prisoners belonging to other provinces and Indian States recovery of maintenance charges of ex-military prisoners from the Government of India.

(5) Forwarding Budget Estimate and Revised Estimate to other Provinces and Government regarding maintenance charges of prisoners.

(6) Indent for Europe Stores.

(7) Indent for Iron and Steel—Procurement of—Advance payments, etc.

(8) Exhibition of losses in appropriation accounts statement to Accountant-General, Madras.

(9) Prisoners' cash property.

(10) Grant of workmen's compensation to prisoners injured.

(11) Allowances and batta to prisoners, etc., enroute.

(12) Disposal of condemned jute mats.

(13) Statement showing receipts and disbursements of Civil debtors subsistence allowance to Accountant-General.

(14) Fixation of rate of subsistence allowance to civil prisoners.

(15) List of non-gazetted officers of this Department who will attain the age of 55 years—compiling.

(16) Recoveries of excess wastage from contractors.

(17) Sales tax collection of sales tax and submission of statements to Board of Revenue.

(18) Permanent advances—Increase and decrease relating to all jails.

(19) Motor vehicles—Lorries—Purchase of—Relating to, etc.

(20) Audit report of all jails and Borstal School, Palayamcottai.

(21) Other miscellaneous subjects—

Deposit of duplicate keys in treasury.

Excise duty—Payment of.

Control order.

(22) Checking of contingent and manufactory bills of the following jails:—

(a) Alipuram Jail, Bellary—Contingent and manufactory.

(b) Central Jail, Salem.

(c) Special Sub-Jail, Nellore.

(d) Special Sub-Jail, Tiruchirappalli.

Clerk A-3—

(1) Audit—Test—Jails and Schools.

(2) Bills—Manufactory and contingent—Central Jails, Bellary, Rajahmundry and Presidency Jail for Women, Vellore.

(3) Band—Hire of.

(4) Contingencies—Head Office.

(5) Contract compensation claims.

(6) Contract sports goods.

(7) Contract—Well, Central Jail, Bellary.

(8) Electricity—Payment of bills.

(9) Establishment—Annual returns.

(10) Funds—G.P.F., C.P.F. and D.S.P.F. and C.P.P.F.

(11) Games and Sports.

(12) Permanent advance—Recoupment of.

(13) Telephones—Installation—Payment of bills, etc.

(14) Plant and tools.

Clerk A-4—

(1) Contracts of all Jails and Borstal School, Palayamcottai. Approval of rates, countersignature of agreement bonds and correspondence relating thereto.

(2) T.A. Bills—Preparation and checking of.

(3) Diet—Change when dietary articles are not procurable and all questions.

(4) Pay bills—Preparation.

(5) Service Books—Maintenance.

(6) Income-tax—Correspondence relating to it.

(7) Contingent and manufactory bills—Penitentiary, Sub-jail, Kozhikode.

Clerk A-5—

- (1) Civil Stores—Purchase—Annual verification—All jails and Borstal School, Palayamcottai.
- (2) I.S.D. Running and Rate contract—For Lorry tyres and tubes flaps—Hind cycles—Cycle tyre and tubes—Metal polish, etc.
- (3) Radio sets—Installation and repairs—All jails.
- (4) Tell-tale clocks—Supply—Servicing of.
- (5) Trees cutting—Year celebration of Vanamahotsava—All jails and Borstal School, Palayamcottai.
- (6) Security deposit—Jail staff—Refund of annual return—Verification—All jails and Borstal School, Palayamcottai.
- (7) Dairy maintenance—Central Jails, Tiruchirappalli, Coimbatore, Vellore, Rajahmundry, Salem and Cannanore.
- (8) Dairy—Half-yearly profit and loss statement.
- (9) Dairy—Annual profit and loss statement—Submission of—To Government.
- (10) Annual Stores Accounts—Submission to Accountant-General—All jails and Borstal School, Palayamcottai.
- (11) Manufactory—Half-yearly profit and loss statement—All jails and Borstal School, Palayamcottai.
- (12) Conveyance allowance.
- (13) Supply of spectacles to prisoners.
- (14) Cycles—Purchase—Repairs—Wall clocks—Repairs—All jails and Borstal School, Palayamcottai.
- (15) Disposal of empty gunnies and tins—All jails.
- (16) Stock taking of ration articles—All jails.
- (17) Checking of contingent and manufactory bills, Central Jail, Vellore, Cuddalore, Borstal School, Palayamcottai, Central Jail, Visakhapatnam.

Clerk A-6—

- (1) Jails—Library books—Purchase of.
- (2) Jails—Water charges—Repairs and renewals of pumps, etc.
- (3) Manufactured articles and raw materials lying in stock for over one year—Disposal of.
- (4) Jails—Camping grounds and lands—Leasing of, etc.
- (5) Surplus stores—Surplus Military stores, etc.
- (6) Railways—Disposal of movement of goods.
- (7) Grow More Food Campaign—Progress—Review of.
- (8) Band instruments—Purchase of.
- (9) IV. a. Receipts—Adjustment of.
- (10) IV. b. Receipts—Adjustment of.
- (11) IV. c. Receipts—Adjustment of.
- (12) Checking of contingent and manufactory bills of Central Jail Coimbatore, Cannanore, Tiruchirappalli, Madurai, Royapuram Camp Jail, Kagal, District Jail, Pudukkottai, Special Sub-Jail, Mangalore and Bandar Fort.
- (13) Comparing the contract rates of the year.
- (14) Checking the statements of maintenance charges of ex-military prisoners.

ESTABLISHMENT SECTION.

One Junior Superintendent.

Two Upper Division Clerks.

One Lower Division Clerk.

• The duties assigned to the Junior Superintendent are—

B-1—

- (1) Gazetted Officers—Postings—Appointments—Grant of leave, etc., including casual leave.
- (2) Submission of confidential reports of Gazetted Officers and Probationers' return.
- (3) Submission of estimates of vacancies in the Madras Jail Service.
- (4) Distribution of tappals among the clerks, watching disposal and checking of pendency.
- (5) Supervision and scrutiny of work of the clerks. (B2, B3 and B4.)
- (6) Petitions and appeals from officers in the Madras Jail Service—Disposal of.

B-2—

- (1) Jailors, Deputy Jailors, Reserve Deputy Jailors—Appointments, postings, leave, etc.
- (2) Clerks employed in jails—Appointments, postings, leave, etc.
- (3) Jailors—Sub-jails—Appointment—Postings, leave, etc.
- (4) Correspondence regarding absorption of war returnees.
- (5) Amendments to service rules.
- (6) Correspondence regarding training school staff and cadets.
- (7) Increment certificates of Jailors, etc.
- (8) Review of periodicals regarding staff received from jails.
- (9) Petitions and appeals from Jailors, Deputy Jailors and Reserve Deputy Jailors—Disposal of.
- (10) Fixation of pay—Correspondence relating to.
- (11) Corrections of the quarterly list of Gazetted Officers in the Madras Presidency.
- (12) Miscellaneous correspondence relating to staff, etc., received from other Provinces.
- (13) Creation of new posts other than warders.

B-3—

- (1) Civil Assistant Surgeons—Postings—Leave, etc.
- (2) Appeals from staff other than Jailors, Deputy Jailors and Reserve Deputy Jailors.
- (3) Service Commission returns (monthly statement of appointments, promotions, etc., to the Madras Public Service Commission).
- (4) Maintenance and corrections to 'Non-Gazetted Officers' list of the Jail department.
- (5) Maintenance and corrections to the Departmental list of Gazetted Officers of the Jail department.
- (6) Examinations—Special and Departmental tests—Correspondence relating to.
- (7) Government Servants' Conduct Rules.
- (8) Allocation of residential quarters to the staff of jails—Correspondence relating to.
- (9) Head Office establishment—Postings, grant of leave, etc., to all the Ministerial staff in the Head Office.

(10) Head Office establishment: postings, grant of leave, etc., peons and menials paid from contingencies.

(11) House-rent allowance—Applicability to warders, etc.

(12) Other miscellaneous correspondence relating to establishment.

B-4—

(1) Warders' staff—

(a) Transfers and appointment—Correspondence relating to.

(b) Petitions from warders for transfers, promotions, etc.—Disposal of.

(2) Teachers and Instructors—

(i) Appointments, transfer, grant of leave, etc.

(ii) Petitions for transfers, promotions, etc.—Disposal of.

(3) Application for renewal of sanction for continuance of temporary staff.

(4) Military service to count for increment—Correspondence relating to.

(5) Chief Head Warders—Gate-keepers and Reserve Head Warder including Chief and Assistant Chief Officers—Appointment, transfers, grant of leave, etc.—Petitions from—Disposal of.

(6) Creation of new posts in the Warders' establishment.

Camp Clerk—

(1) Arrangement and preparation of Inspector-General's tour programme.

(2) Correspondence relating to the Inspector-General's questionnaire.

(3) Drill, Musketry, etc., competitions—Grant of proficiency pay to successful warders.

(4) Inter-jail competition—Award of shields—Correspondence relating to.

(5) Accompanying the Inspector-General when on tour.

(6) Typing fair copies of drafts approved by Inspector-General and attending to demi-official and urgent despatches.

(7) Typing of confidential communications.

Stock verifier—

(1) Verification of stock in the various jails and correspondence relating to Head Office furniture, etc.

(2) Clothing and bedding of prisoners—Indents—Sanctioning of.

(3) Stock taking of manufactures—Jails and Borstal School, Palayamkottai.

(4) Quarterly stock taking of ration articles.

STATISTICAL SECTION.

One Junior Superintendent.

One Upper Division Clerk.

Two Lower Division Clerks.

Superintendent—

(1) Review of Administration Report of Jails and Borstal School, Palayamkottai, so far as it relates to statistics—Preparation of text.

(2) Discharged Prisoners' Aid Society—General correspondence—Review in the Administrative Report.

(3) Amendments to Borstal Acts and Rules (in so far as it relates to the rules pertaining to the statistical section).

(4) Distribution of tappal to clerks and watching disposals, and checking pendency.

(5) Supervision and scrutiny of the work of the section clerks.

S. 2.—(1) Inter-transfer of prisoners between jails.

(2) (a) Transfer of convicts for registration under the Criminal Tribes Act from one jail to another.

(b) Correspondence relating to these convicts received from District Magistrates and the Police.

(c) Reception and release of criminal tribes members received on transfer from other Provinces.

(3) Prisoners Testimony Act—

(a) Attending to requisitions from other Provinces for the production of prisoners.

(b) Arranging for the production of prisoners before courts in the several districts of the Presidency.

(4) P.R.T. Prisoners—

(a) Attending to correspondence relating to transfers of P.R.T. prisoners from other Provinces and to other Provinces.

(5) Convicts' petition—

(a) For transfer.

(b) Re-classification, etc.

(6) Classification of prisoners—

(a) Correspondence relating to the classification of prisoners not classified by the committing courts.

(b) Classification of by District Magistrates' correspondence relating to.

(c) Confirmation of classification orders of Government—Communication of.

(7) Ex-Military Prisoners—

(a) Transfers of ex-military prisoners to place of origin.

(b) Classification of ex-military prisoners—Confirmation by Government.

(8) Lock-up reports—

(a) Review of weekly lock-up reports and maintenance of lock-up register—Report—Submission to Government once in fortnight.

(b) Issue of instructions and orders on the preparation and submission of lock-up reports.

(c) Regulating accommodation by relieving over-crowding in jail by way of transfers.

(9) Epidemics—

References relating to and issue of circulars—Return of—Review, etc.

(10) Statistical Returns of subsidiary jails: (200 sub-jails in the State).

(a) Checking and issuing references on the statistical returns from sub-jails received every quarter.

(b) Posting of nine registers relating to the quarterly returns and compiling figures for various annual administration reports.

(11) Inspection Reports—Sub-jail—Visits.

(12) Committals—Under-trial prisoners—Guardings, Segregation, etc.—Correspondence relating to.

S. 3.—

(1) Checking of monthly statistical returns received from the Central, District and Special jails—Issuing of references and maintenance of connected registers.

(2) Monthly sick returns from all the jails and Borstal Schools—Preparation of consolidated statement for transmission to the Director of Public Health.

(3) Maintenance of registers of details of admission and deaths of prisoners in jails—Preparing figures for annual returns.

(4) Vital statistics—Periodical review.

(5) Religious and moral lectures—Appointment of—Correspondence relating to.

(6) Lunatics—Transfer to Mental Hospital, Madras—Release of—Correspondence relating to.

(7) Civil prisoners—Correspondence relating to release and commitment, etc.

(8) Hunger-Strike.

(9) Change of religion of prisoners in jails—Instructor's permission to visit the jails.

(10) Special remission—Grant to prisoners.

(11) Star class—Promotion of prisoners.

(12) Illegal sentences—Correspondence relating to.

(13) Escapes—Correspondence relating to.

(14) Enquiries from other Provinces on jail rules.

S. 4—

(1) Advisory Board—Central and District Jails—Reviewing of papers and submission to Government.

(2) Petitions from convicts and relatives of convicts for remission of sentence—Submission to Government.

(3) Prisoners—Borstal inmates—Transfer to Penitentiary, Madras, for treatment in the General Hospital, Madras.

(4) Convict officers—Promotion of unqualified convicts as convict night watchman, work overseer and convict warders—Sanctioning of.

(5) Jails and schools—Remarks of visitors—Official and non-official—Review of.

(6) Release of prisoners and borstal inmates on grounds of health—Correspondence relating to.

(7) Transfer of borstal school inmates to other States—Correspondence relating to.

(8) Accidents, suicides, assaults in Central and District Special Jails—Enquiry and investigation reports—Reviewing of.

(9) Release of borstal inmates on licence.

(10) Transfer of incorrigibles (borstal inmate) to jails—Correspondence relating to.

(11) Illegal award of sentence on borstal inmates—Regularizing.

(12) Irregular committal of overaged inmates to borstal institutions.

(13) Borstal inmates—Training in several industries.

(14) Transfer of prisoners to borstal school under section 10-A of the Madras Borstal Schools Act, 1925.

(15) Condemned prisoners—Convening of medical boards—Submission of reports to Government.

(16) Condemned prisoners—Submission of mercy petitions—Interview, etc.—Correspondence relating to.

(17) Prisoners—Conditional release—Revocation of—Correspondence relating to.

(18) Sentence, commutation of sentence—Regarding.

(19) Prisoners—Ex-Military—Transfer to the United Kingdom.

(20) Return of ex-Military prisoners.

FAIR COPYING SECTION.

This section consists of three typists, two lower division clerks, one lower division clerk is engaged in comparing while the other in despatch work. The daily average number of files typed is about 70. Stencil work is also done in this section.

MISCELLANEOUS AND WORKS SECTION.

One Junior Superintendent and six clerks.

Duties assigned to the Junior Superintendent are:—

(1) Correspondence relating to quinine section.

(2) Distribution of tappals to clerks and watching disposals and checking pendency.

(3) Supervision and scrutiny of works by clerks.

W. 2—

(1) Minor works under "50. Civil works—Jails and convict settlements"—Entertainment and scrutiny of proposals and provision of funds, etc.

(2) Part II schemes under "50. Civil works—Jails and convict settlements"—Entertainments and scrutiny of proposals and provision of funds, etc.

(3) Minor works below Rs. 2,500 under "50. Civil works, etc."—Entertainment and scrutiny of proposals and provision of funds, etc.

(4) Ordinary repairs—Execution—Correspondence relating to.

(5) Special repairs—Execution—Correspondence relating to.

(6) Electrification of jails and schools—All correspondence.

(7) Electric supply—Repairs, alterations and rates—All departmental buildings.

(8) Construction of quarters for warders and other jails staff.

(9) Acquisition of lands and buildings.

(10) Water-supply—Installation of engines and pumps—Boring of wells and laying pipe lines—Repairs and construction of reservoirs.

(11) Office buildings—Lease—Extension, water-supply, etc.—All correspondence.

(12) Shifting of Penitentiary—Correspondence relating to.

(13) Property tax on jails and school buildings—Correspondence relating to.

(14) Convict labour on P.W.D. works—Correspondence relating to.

(15) P.C.R. scrutiny of estimates, correspondence, etc.

(16) Water analysis—Jails and schools—King Institute, Guindy.

(17) Employment of convict labour—Extramural and Intramural—Correspondence relating to.

(18) Appointment of Non-official Visitors, Special Visitors and State Visitors to Jails—Recommendations and correspondence relating to.

(19) Appointment of members to the Advisory Board—Recommendations and correspondence relating to.

(20) Iron pipes and fittings (controlled commodities)—Consolidation of indents from jails and correspondence relating to.

W. 3—

(1) Rules and Regulations—General—Compilation of.

(2) Supplies—All departments—Inter-Intra distribution of orders—Certificates on the quality of jail products.

(3) Privileges to prisoners—Correspondence relating to.

(4) Arms and ammunition—Indents—Rearmament—Annual returns, etc.

(5) General and miscellaneous correspondence not relating to other sections.

(16) Industries in jails—Opening and re-organization, and their progress, etc.—Correspondence relating to.

(7) Madras Prison and Reformatory Manual, Volumes II and III, Madras Subsidiary Jail Manual, Volume I—Reprint of and correspondence relating to issue of correction slips.

(8) Jail Reforms Committee—Correspondence relating to.

W. 4—

(1) Locks—Repairs, etc., arrangement of contract and correspondence relating to.

(2) Manufacture—Jails and schools—Standardization of jail-made products including furniture.

(3) Progress report of manufactures—Review of.

(4) Returns—Lands and liabilities—Warrants and property.

(5) Reforms—Issue of leaflets containing Government orders, etc., and correspondence relating to.

(6) State prisoners allowances—Correspondence relating to.

(7) Surveillance of released prisoners from States—Railway warrants, etc.

(8) Petitions from ex-prisoners and prisoners for private property, etc.—Disposal of.

(9) Railway priority—Correspondence relating to.

(10) Holidays—Jails and schools—Correspondence relating to.

(11) Pasting of correction slips in the books of the section.

(12) Ambulance and first-aid.

(13) School inspection reports of jails and schools by District Educational Officer.

(14) Telephone attendance.

(15) Correspondence relating to allowance to state prisoners.

W. 5—

(1) Forms.—Jail I, Jail II, Jail III Forms from jails and schools—Common forms, T. & A Forms, lunacy forms, covers economy forms, maintenance of the stock books and insuring whenever necessary on indents.

(2) Correction slips.—To all manuals—Distribution—Regarding.

(3) Stationery.—Preparation of stationery indent of head office and checking of stationery indents of jails and schools.

(4) Books and Publications.—Codes and Manuals—Purchase to head office and jails.

(5) Library books of Inspector-General's Library.—Sending for reference of Superintendents.

(6) Livery both warm and ordinary.—To peons of head office and duffadar.

(7) Rubber stamps.—Indenting on the Superintendent, Government Press.

(8) Annual list of gazetted and non-gazetted officers.—Distribution.

(9) Typewriters.—Head office and jails—Repairs and new purchase.

(10) Waste paper collection and disposal.—Head office.

W. 6—

(1) Detenus—Eye treatment and correspondence relating thereto.

(2) Detenus—Dental treatment and correspondence relating thereto.

(3) Detenus—Other medical treatments and correspondence relating to.

(4) Detenus—Condition of detention—Court and attendance—Affidavits—Ground of detention—Petitions and correspondence relating to.

(5) Detenus—General correspondence.

(6) Detenus—Clothing—Issue of and correspondence relating to.

(7) Detenus—Bedding—Issue of and correspondence relating thereto.

(8) Detenus—Interviews and letters, newspapers, books and periodicals and correspondence relating thereto.

(9) Detenus—Additional privileges and correspondence relating thereto.

(10) Detenus—Civil stores and correspondence relating thereto.

(11) Detenus—Supply and use of furniture and correspondence relating thereto.

(12) Detenus—Diet allowed to—Correspondence relating thereto.

(13) Detenus—Subsequently convicted and correspondence relating thereto.

(14) Police source report regarding detenus and correspondence relating thereto.

(15) Security Prisoners Rules—Amendment and correspondence relating thereto.

(16) Detenus—Production in Supreme Court, New Delhi, in connection with their *habeas corpus* petition and correspondence relating thereto.

W. 7—

(1) Detenus—Admission in jails and correspondence relating thereto.

(2) Detenus—Orders of detention and correspondence relating thereto.

(3) Detenus—Transfer from jail to jail and correspondence relating thereto.

(4) Detenus—Lock up and correspondence relating thereto.

(5) Detenus—Manager—Strike petitions and correspondence relating thereto.

(6) Detenus—Release on parole—Petitions and correspondence relating thereto.

(7) Detenus—Release—Petitions and correspondence relating thereto.

(8) Detenus—Release on parole on medical grounds—Petitions and correspondence relating thereto.

(9) Detenus—Family allowance—Petitions and correspondence relating thereto.

(10) Detenus—Representations and correspondence relating thereto.

(11) Detenus—Weekly search—Compilation of report.

(12) Detenus—Daily lock up report—Compilation.

(13) Detenus—Review orders and correspondence relating thereto.

(14) Detenus—Advisory Board—Correspondence relating thereto.

(15) Detenus—Escape and correspondence relating thereto.

(16) Committee to look into the complaints of detenus—Petitions and correspondence relating to.

APPENDIX 7.

(Paragraph 13.)

AUDIT SECTION.

Senior Superintendent	...	...	...	...	1
Upper division clerks	...	...	...	...	3
Lower division clerks	...	...	...	...	2

A-1. Upper division clerk—

- (1) Contracts—Ration, manufactory, wool, sports materials and all other articles—Cancellation of contracts, etc.
- (2) Agreement bonds—Execution of.
- (3) Suits arising out of contracts and all correspondence relating to contracts.
- (4) Diet of all kinds of prisoners—Change in the scale of diet, etc.
- (5) Recovery of excess wastage if any from contractors.
- (6) Compensation—Petition from contractors.

A-2. Upper division clerk—

- (1) Pension—Jailors and Superintendents of Jails and all members of the head office—Settlements of.
- (2) Gratuity papers of all members staff of the Jail department.
- (3) Counting of Military service towards Civil pension—Correspondence relating to that.
- (4) Maintenance of list of officers who retire at the age of 55.
- (5) Security deposit of staff in jails—Correspondence relating thereto.
- (6) Subsistence allowance of prisoners—under-trials, en route prisoners and civil debtors—Preparation of annual statement showing receipts and disbursements of civil debtors' subsistence allowance due to the Accountant-General Madras.
- (7) Profit and loss statements of manufactory sections in jails—Review of.
- (8) Telephones—Installation, extension, repairs, etc.
- (9) Plant and tools—Purchase, repair, maintenance, etc.

A-3. Upper division clerk—

- (1) Audit report of the Accountant-General, Madras, on the accounts of the jails and Borstal School, Palayamcottai—Review and reply of.
- (2) Funds—General Provident Fund, Contributory Provident Fund, etc., and correspondence relating thereto.
- (3) Permanent advance of jails—Application from Jails Superintendents for increase or decrease and annual acknowledgment to the Accountant-General.
- (4) Motor vehicles—Purchase, maintenance, repair, etc.
- (5) Water charges—Repair and renewal of pumps, etc.
- (6) Test Audit Report of jails and Borstal School Palayamcottai.

A-4. Lower division clerk—

- (1) Indent for iron and steel—Consolidation and transmission to the Director of Industries and Commerce.
- (2) Prisoners and cash property—Correspondence relating thereto.
- (3) Condemned cumblies, jute mats, etc.—Disposal of.
- (4) Sales-tax collection of jails—Annual report.
- (5) Band—Hiring of—Purchase of spare parts, etc.
- (6) I.S.D. running contracts—Placing of indents, etc.
- (7) Radio sets in jails—Purchase, repair, etc.
- (8) Library books—Purchase of.
- (9) Grow More Food Campaign—Half yearly return from jails—Review of.

BUDGET SECTION.

Junior Superintendent	...	...	...	...	1
Lower division clerks	...	...	...	...	2
Upper division clerks	...	...	...	...	2

—
5*B-1. Upper division clerk—*

- (1) Budget—Preparation of revised and budget estimates.
- (2) Distribution of funds to jails and sanction of additional allotments.
- (3) Supplementary grants and reappropriation of funds—Obtaining sanction of Government.
- (4) Public Accounts Committee—Explanation for variation in expenditure over 10 per cent of the sanctioned appropriation.
- (5) Advance budget copy of establishment—Preparation of number statement.
- (6) Changes—Monthly—Reconciliation with the Accountant-General's figures.
- (7) Receipts—Monthly review.
- (8) Administration Report—Preparation of financial statements.

B-2. Upper division clerk—

- (1) Checking of contingent and manufactory bills of all jails and Borstal School, Palayamcottai.
- (2) Preparation of pay bills of officers and staff of the head office.
- (3) Maintenance of service registers.
- (4) Countersigning of travelling allowance bills and claims of travelling allowance arising from head office.
- (5) Calculation of income-tax, deductions and correspondence relating thereto.
- (6) Europe stores—Placing of annual indents and fixation of revised and budget estimates.
- (7) Endowments—Payment of interest—Annual.
- (8) Disposal of manufactory articles lying in stock for over a year.

B-3. Lower division clerk—

- (1) Maintenance charges for ex-military and other prisoners—Recovery from other State Governments, etc., and fixation of revised estimate and budget estimate under "Receipts".
- (2) Grant-in-aid bills—The Madras Seva Sadan and the M.P.D.P.A. Society, Madras.
- (3) Stores account—compilation of annual returns.
- (4) Dairy—Purchase of cows, bulls and their disposal, writing off, etc.
- (5) Civil stores—Sanction of indents and condemnation of civil store articles.
- (6) Conveyance allowance to moral and religious lecturers, etc.
- (7) Disposal of empty gunnies, tins, etc., in jails.
- (8) Camping grounds in jails—Lease of.
- (9) Blood Bank expenditure in jails—Monthly statement to the Surgeon-General, Madras.

B-4. Lower division clerk—

- (1) Adjustment of IV-A invoices.
- (2) Adjustment of IV-B invoices.
- (3) Adjustment of IV-C invoices.

- (4) Payment of rent for the head office.
- (5) Payment of electricity bills of the office.
- (6) Contingent expenditure of head office—Recoupment of P.A.
- (7) Trees—Cutting in jails—Vana Mahotsava.
- (8) Stack-taking of ration articles in jails and Borstal School, Palayam-cottai—Quarterly and annual.
- (9) Surplus stores—Disposal of.
- (10) Medical indents—Forwarding.

APPENDIX 8.

(Paragraph 44.)

SCALE OF PAY—EXECUTIVE, CLERICAL AND WARDER ESTABLISHMENT IN JAILS.

Serial number and name of post.	Pre-1933 scale of pay.	Existing scale of pay.	Remarks.
(1)	(2)	(3)	(4)
	RS.	RS.	
<i>Class I—Men's Branch.</i>			
1 Jailors in jails other than sub-jails and Deputy Superintendents, Borstal Schools.	200—15—350	200—10—300	G.O. No. 78, Finance, 6th February 1947.
2 Deputy Jailors and Assistant Superintendent, Borstal School.	75—5—150	90—5—140	Do.
3 Reserve Deputy Jailors	60 70	80—3—95 —5—110	Do.
<i>Grade I.</i>			
4 Gate-keepers and Chief and Reserve Head Warders in jails and Chief and Assistant Chief Officers in Borstal Schools.	Gate-keepers, Grade I, 40—2—60. Chief Head Warders and Officer, Borstal School, 40—2—60.	45—2½—90	G.O. No. 3676, Home, dated 12th September 1949. Do.
	<i>Grade II.</i> Reserve Head Warders in jails and Assistant Chief Officers, Borstal School, 30—1—1940.	40—2—60	Do.
5 Warders, I Grade	* 25—1—30 † 26—1—31.	35—1—40 (E.B.)—1—45.	G.O. No. 2304, Home, dated 20th May 1947.
6 Special Petty Officer, I Grade, in Borstal School.		40—1—50	G.O. No. 2304, Home, dated 20th May 1947.
7 Special Petty Officer, I Grade, in Borstal School.		40—1—50	Do.
	Pay in mufassal. RS.	Madras City. RS.	
8 Warders, I Grade, one to five years' service.	17	18	G.O. No. 1483, Home, dated 22nd April 1948.
Do. Six to ten years' service.	18	19	
Do. Eleven to seventeen years' service.	20	21	
Do. After 17 years' service.	22	23	
Special Petty Officers in Borstal School, Grade II.		30—½—A—40	Do.

* Pay in mufassal. † Pay in City.

Serial number and name of post.	Pre-1933 scale of pay.	Existing scale of pay.	Remarks.
(1)	(2)	(3)	(4)
	RS.	RS.	
<i>Class II—Women's Branch.</i>			
1 Matron Superintendent	200—15—300	..	Post converted as Lady Deputy Superintendent in the scale of Rs. 250—25½—450 in G.O. No. 357, Home, dated 9th August 1950.
2 Assistant Matron Superintendent.	90—5—140	125—5—175	G.O. Ms. No. 1178, Home, dated 24th March 1949.
3 Reserve Assistant Matron Superintendent.	80—3—95—5—110	90—5—125	G.O. Ms. No. 2669, Home, dated 30th June 1949.

NOTE.—(1) Female first and second grade warders get the same scale of pay of male warder. (2) All the executive staff are provided with rent-free quarters on the jail premises. If quarters are not available, they are paid house-rent allowance. (3) Warders serving in the jails outside their native district are given a special pay of Rs. 2 per month. In addition a free railway warrant once in three years is given to the warder and his family to visit his native place. (4) First and second grade warders get a proficiency allowance of Rs. 2 and Re. 1 respectively per month provided they obtain proficiency in musketry.

APPENDIX 9.

(Paragraph 63.)

STATEMENT SHOWING THE CLERICAL ESTABLISHMENT IN JAILS.

Name of the jail or school.	Upper division clerks.	Lower division clerks.
Alipuram Jail, Bellary ..	1	3
Central Jail, Rajahmundry ..	2	4
Do. Vellore ..	2	6
Do. Tiruchirappalli ..	2	6
Do. Coimbatore ..	9	15
Penitentiary, Madras ..	2	6
Central Jail, Cannanore ..	2	5
Do. Salem ..	2	5
Do. Bellary ..	2	4
Do. Visakhapatnam ..	2	2
Do. Madurai ..	2	4
Do. Cuddalore ..	1	3
Royapuram Camp Jail, Kaggalu ..	1	2
District Jail, Pudukkottai ..	1	2
Presidency Jail for Women, Vellore ..	1	1
Borstal School, Palayamecottai ..	1	3

APPENDIX TO CHAPTER XIX ON SUBSIDIARY JAILS

(Paragraph 12.)

Year.	Convicts.	Under-trials.	Civil prisoners.	Security prisoners.	Total.
1940	909.46	3,103.62	1.70	..	4,015.08
1941	1,016.48	3,254.01	4.92	..	4,275.41
1942	1,091.88	4,152.82	4.68	..	5,249.38
1943	1,126.27	4,825.52	1.11	..	5,942.90
1944	981.24	4,185.19	1.90	..	5,168.33
1945	969.93	3,632.72	2.83	..	4,605.48
1946	955.15	3,587.59	1.46	..	4,494.20
1947	994.35	3,624.87	0.21	..	4,619.43
1948	1,293.98	4,615.19	0.03	0.06	5,909.19
1949	1,628.10	4,884.30	..	..	6,512.90
1950	1,647.25	6,303.63	0.71	..	7,951.59

APPENDIX TO CHAPTER XX ON BORSTAL SCHOOLS.

(Paragraph 15.)

STAFF EMPLOYED IN THE BORSTAL SCHOOL, PALAYAMCOTTAI.

Superintendent	1
Medical Officer	1*
Deputy Superintendent	1
Assistant Superintendent	1
Chief Officer	1
Gate keeper	1
Assistant Chief Officer	1
Petty Officers, I Grade	3
Petty Officers, II Grade	33
Upper Division Clerk	1
Lower Division Clerks	3
Teachers	13
Civil Assistant Surgeons	2
Physical Training Instructors	2
Band Master	1
Mason Instructor	1
Agricultural Instructor	1
Weaving Instructors	2
Carpentry Instructors	2
Tailor Instructors	2
Binding Instructor	1
Blacksmith Foreman	1

* The District Medical Officer, Tirunelveli, is also in medical charge of the school.

As the Borstal School, Alipuram, Bellary, was recently opened there is no full complement of staff and hence details not furnished.

APPENDICES TO CHAPTER XXI ON JUVENILE DELINQUENCY.

APPENDIX 1.

(Paragraph 26.)

NUMBER OF CHILDREN RECEIVED IN CERTIFIED SCHOOLS BY DIRECT COMMITTAL.

Age.	1946.	1947.	1948.	1949.
Under 12	279	233	338	552
Between 12 and 14	309	300	407	354
Between 14 and 15	198	145	184	77
Between 15 and 16	28	65	49	10
	<u>805</u>	<u>743</u>	<u>978</u>	<u>1,003</u>

APPENDIX 2.

(Paragraph 26.)

STATEMENT SHOWING THE PROGRESS OF PUPILS DISCHARGED FROM THE CERTIFIED SCHOOLS IN THE STATE OF MADRAS (VIDE STATEMENT IN THE ADMINIS- TRATION REPORT).

(1) Nature of discharge—

	1947.	1948.	1949.
Ordinary discharge	511	437	444
On appeal	5	6	5
On licence	290	127	87
Special discharge	818	186	50
	<u>1,624</u>	<u>756</u>	<u>586</u>

(2) Vocation taught in school—

Tailoring	284	153	70
Weaving	300	149	89
Metal work	30	21	17
Carpentry	272	97	87
Laundry	34	11	14
Masonry	93	51	47
Gardening	314	149	150
Band	136	37	47
Blacksmithy	51	26	12
Book-binding	25	17	13
Spinning	2	4	2
	<u>1,511 *</u>	<u>756</u>	<u>586</u>

(3) Education of pupils discharged—

Literates—			
On admission	445	193	148
On discharge	1,624	756	585
Illiterates—			
On admission	1,179	573	449
On discharge	..	..	..

* Excludes numbers trained in more than one vocation.

(4) Vocation followed after discharge—

	1947.	1948.	1949.
Tailoring	23	8	8
Metal work	..	4	..
Weaving	21	..	1
Blacksmithy	8	13	2
Carpentry	23	1	8
Masonry	2	16	10
Gardening and Agriculture	36	..	20
Band	..	6	..
Beedi-making	24	32	1
Cooking	64	68	29
With parents	153	44	75
Whereabouts not known	69	67	30
Unemployed	42	140	63
Employed and behaving well	137	205	111
Reports not received	531	..	120
Reports not due	194	29	1
Employed in factories	22	19	27
Coolies and labourers	88	18	1
Employed in Government office	15	1	37
Studying	103	50	26
Domestic servants	46	18	2
Employed in hotels	10	8	6
Reverted to crime	7	6	2
Farm work	..	..	2
Goldsmith	..	..	2
Laundry	..	..	2
Spinning	..	..	..
Licence revoked	2	6	..
Died	2	..	..
Military	..	1	..
Teaching	2	..	..
Total	<u>1,624</u>	<u>656</u>	<u>586</u>

APPENDIX 3.

(Paragraph 27.)

ACCOMMODATION AND DAILY LOCK-UP OF GOVERNMENT CERTIFIED SCHOOLS.

	Accommodation.	Daily average lock-up.			
		1946.	1947.	1948.	1949.
Senior Certified School, Chingleput.	630	699-00	667-43	654-40	560-50
Junior Certified School, Ranipet.	404	719-55	589-33	414-71	329-15
Junior Certified School, Bellary.	300	637-44	348-97	245-98	233-62
Junior Certified School, Tanjore.	1,086	546-44	400-80	366-90	581-18

APPENDIX 4.

(Paragraph 23)

TYPES OF CHILDREN ADMITTED TO THE CERTIFIED SCHOOLS SHOWING THE PREVIOUS OCCUPATION, CRIME RECORD ESCAPES AND RECAPTURES.

	1947.	1948.	1949.
Employed under Government or Municipal service ..	..	..	..
Following a profession ..	30	65	21
Employed in agriculture or with animals ..	15	25	15
Employed in commerce and trade ..	14	18	16
Employed in mechanical arts ..	3	8	25
School boys ..	24	31	50
Labourers and coolies ..	191	185	216
Beggars and wanderers ..	132	292	191
Not employed ..	334	364	460
Total committal ..	743	978	1,003
Once previously convicted ..	43	36	47
Twice previously convicted ..	1	..	1
First offenders ..	699	942	947
Destitutes ..	308	480	554
Uncontrollables ..	12	9	29
Escapes ..	90	123	45
Recaptures including those escaped in previous years ..	23	64	29

APPENDIX 5.

(Paragraph 41.)

STATEMENT SUGGESTING THE ADDITIONAL STAFF AND REVISED SCALES OF PAY REQUIRED FOR THE CERTIFIED SCHOOLS DEPARTMENT.

Serial number and designation.	Existing strength.	Additional staff required.	Scale of pay.	Remarks.
(1)	(2)	(3)	(4)	(5)
			Rs.	
<i>Superintendence.</i>				
Chief Inspector of Certified Schools,	1	..	750—1,250	The Chief Inspector is on Rs. 500 per mensem, the lowest paid Head of the Department. The additional charge allowance of Rs. 100 now drawn by him will continue only so long as the vigilance department is under his control. The suggested scale of Rs. 750—1,250 is not a new one. It was suggested for the Chief Inspector even when proposals for the bifurcation of Certified Schools from Jails were first made.
1 Superintendent ..	1	..	..	
2 Junior Superintendent ..	..	1	140—190	
3 Upper Division Clerks ..	2	1	80—110	
4 Lower Division Clerks ..	3	1	45—90	One clerk is required to be in charge of forms, stationery, stores, etc. and miscellaneous correspondence.

Serial number and designation.	Existing strength.	Additional staff required.	Scale of pay.	Remarks.
(1)	(2)	(3)	(4)	(5)
			Rs.	
<i>Superintendence—cont.</i>				
5 Steno Typist ..	1	..	45—90	
6 Typist ..	..	1	45—90	Typist is required as it is not possible to cope with the work only one.
7 Attender ..	1	..	24—35	
8 Peons ..	4	1	18—25	The present strength is less than the sanctioned scale by one peon.
<i>Certified Schools.</i>				
1 Headmasters ..	4	..	230—700	The present scale of pay is Rs. 230—380. As the officers have the same status and qualification as the District Educational Officers the maximum may be raised to Rs. 700.
2 Civil Assistant Surgeons ..	4	..	..	
3 Compounders ..	4	..	..	
4 Headmaster's Assistant (Administrative).	4	..	125—5—175	As per proposals for Deputy Jailors in Jails.
5 Headmaster's Assistant (Character-Training).	4	..		
6 House-masters ..	24	24	45—90	The present strength of six for each school is inadequate. Children have to be divided into houses in convenient numbers and each house-master to be in charge.
7 Head watchmen ..	4	..	..	
8 Gatemen ..	8	8	..	To arrange for proper relief.
9 Night watchmen ..	16	16	..	
10 Peons ..	8	..	..	
11 Weaving Instructors ..	7	1	..	Each school should have two instructors.
12 Carpentry Instructors ..	7	1	..	Do.
13 Blacksmith Instructors ..	2	2	..	Additional Instructors for the schools in Chingleput and Ranipet.
14 Metal Work Instructors ..	1	1	..	
15 Tailoring Instructors ..	8	..	..	The scale of pay of Rs. 50—80 is recommended for the Head Tailoring Instructor.
16 Mason Instructors ..	3	5	..	At present Ranipet has no instructor. When the instructors go on leave there is no one to look after, hence Assistant Instructors proposed.
17 Head Instructors ..	..	4	90—180	This is proposed analogous to the teaching staff for which there is a senior (Head).

Serial number and designation.	Existing strength.	Additional staff required.	Scale of pay.	Remarks.
(1)	(2)	(3)	(4)	(5)
			Rs.	
Certified Schools—cont.				
18 Teachers				As the Higher Elementary Grade teachers are to be replaced by Secondary Grade Teachers as per recent orders of Government, special pay of Rs. 10 allowed to Secondary Grade Teachers should be given to the House-masters also who are Secondary Grade Teachers.

APPENDIX 6.

(Paragraph 41.)

REASONS FOR THE ENHANCED SCALES OF PAY.

1. Department of Certified Schools.

(1) *Chief Inspector.*—Remarks justifying the increase in pay to the time scale of Rs. 750—1,250 have already been furnished in the original statement. This scale was suggested and recommended by the Inspector-General of Prisons even before the separation of certified schools. No Head of the Department under the State Government is so low-paid as the Chief Inspector of Certified Schools. Unless the time-scale asked for is given, the post carries no status nor will there be attraction for it.

(2) *Office of the Chief Inspector of Certified Schools.*—The additional staff asked for are in accordance with the proposals made even before the bifurcation of the department. The additional upper division clerk and typist are absolutely indispensable in view of the volume of work turned out and the expanding nature of the department. The strength of the peons is asked to be fixed according to the scale authorised by the Government even after the findings of the Retrenchment and Reorganization Committee.

(3) *Headmasters of Certified Schools.*—The present scale of Rs. 230—380 is asked to be raised to Rs. 230—700 on a par with the scale of District Educational Officers. Our Headmasters are required to have the same qualifications and unless they are treated on a par with the District Educational Officers in every respect, efficient hands will not be available.

(4) *Headmaster's Assistants.*—The revised scale of Rs. 125—175 is in accordance with that proposed for Deputy Jailers as even the existing scale does.

(5) *Housemasters.*—The existing strength requires to be doubled. Originally six housemasters were proposed for each school on a no-cost basis for a population of less than 300 in each school. The strength of Chingleput and Tanjore Schools is over 500 in each and even the other two schools are following suit. Two years'

T3

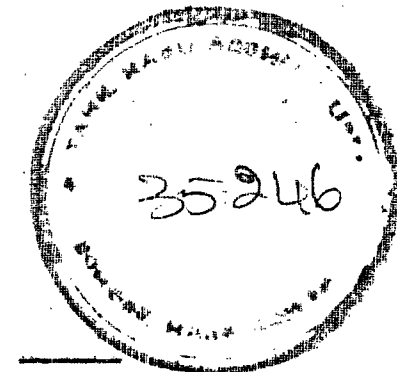
experience gained in running the new system has proved that houses should be increased with less number of children so that the housemasters can tackle the problem of character-training and pay individual attention effectively.

The strength of gatemen and night-watchmen also requires to be doubled, to arrange for proper relief.

(6) *Instructors.*—The statement provides for a minimum establishment of two instructors in each craft. The object is that, side by side with instructional purpose, the remunerative side of the question can also be tackled to advantage.

(7) *Head Instructor.*—The necessity for this post is on the analogy of senior teacher on the teaching side. Without a qualified person in supervision, it is ordinarily not possible to gauge the work of the several technical instructors.

(8) *Teachers.*—The proposal concerns only with the grant of the special pay to all housemasters who are also secondary grade teachers.



R

7:4:60. NSOT
NSD. 2,1