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MADRAS RECORD OFFICE.

Government of Madras.

Judicial DEPARTMENT.

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Not to be folded or roughly handled

No. 57. Read the following MINUTE by the Right Honorable the PRESIDENT, — dated 10th July 1866.

The defective condition of the Jails in this Presidency has long been attested by a death-rate which might well touch the conscience of a Government which admits its duties in reference to the life, welfare, and reformation of criminals.

2. Measures for the correction of abuses, which constituted a reproach to civilized administration, have been for years past contemplated, and in part embraced, by the Government of Madras; nor has their solicitude been unshared by the Supreme Government, which pledged itself, in Mr. Secretary Bayley's letter, of June 23rd, 1864, "to make the necessary provision of funds for giving early effect to any "carefully matured proposals for increasing Jail accommodation, wherever it is now "manifestly insufficient."

3. Conformably to the principles thus avowed, the construction of six Central Jails has been sanctioned in this Presidency at the following places: Salem, Coimbatore, Rajahmundry, Cannanore, Vellore, and Trichinopoly. At the same time, it has been determined to repair, develope, and improve almost all the District Jails in the country, and to rebuild several. The local lock-up-houses and places of preliminary detention, though most insufficient, have necessarily been left for after consideration. From time to time, some palliatives are sanctioned for evils which it is impossible at present radically to remedy.

4. When the construction of the projected six Central Jails has been completed, it is estimated that these establishments, in connection with the improved District Jails, will afford proper and sufficient accommodation for about 9000 prisoners, the number which the Presidency may probably furnish, but which, as a yearly average, has not yet been attained.

5. The perspective of Jail improvement which is thus opened would be satisfactory if there was any security that the end desired would be certainly and rapidly attained; but this is not the case. The design, which was pushed forward at first with benevolence and ardour, is in some danger of being arrested.

Little has been sanctioned for the present year. It becomes my duty once more to record the wrongs and sufferings of the prisoners in our charge; to point out what can be effected for their partial relief from local resources; and to urge the Supreme Government to redeem its promise by sanctioning a larger expenditure than that which we can independently undertake.

6. The Central Jail at Salem is alone completed. That of Coimbatore is nearly terminated. The buildings at Rajahmundry are about half finished. At Cannanore, Vellore, and Trichinopoly nothing has been done.

7. It would be unjust to deny the benefits which have been already conferred even by the works commenced. The pressure on certain District Jails has been materially lightened by the drafts of prisoners employed on the construction of the new buildings, or transferred to them for confinement. Many lives have probably been saved in this way. In some places the mortality, which had attained disastrous proportions, has sunk to something like a normal death-rate.

8. It would, however, be an error to suppose that the relief hitherto procured is such as to justify the Government in relaxing its efforts to obtain Jail accommodation fully commensurate for the wants of the Presidency. On the contrary, the two last years have witnessed in the Jails of Madras both a continuous loss of

life from various maladies indigenous to neglected prisons, and sudden out-bursts and ravages of epidemic disorders in these institutions, which cannot be recorded without deep concern, and which are certainly susceptible of being restrained.

9. With the view of illustrating these evils, the accompanying return has been prepared, with reference to nine Jails which seem most subject to a high death-rate, either chronic or occasional. It shows the rates of mortality during the last four years, calculated on the average daily number of prisoners; the classes in which such mortality has occurred; and the diseases by which it has been caused.

10. It will here be seen that for these four successive years, respectively, the average annual death-rate in these nine Jails has been 11, 15, 20, and 21 per cent. The highest death-rate reached in any year in any single Jail was at Calicut, where the loss was nearly 55 per cent. on the daily average. The same Jail shows the highest average death-rate in the four years, upwards of 31 per cent. It is, however, followed at no great distance by Tillicherry, with a culminating death-rate of 41, and a mean death-rate of 24 per cent.; by Rajahmundry with 42 and 22 in the same categories; and by Madura with 28 and 18 per cent.

The mean annual death-rate in the nine Jails struck on the four years is nearly 17 per cent.*

11. In instituting a comparison between the death-rate in Jails, and that of other classes of men, it would not, however, be strictly correct to adopt, as the basis of comparison, the death-rate calculated on the daily average number of prisoners; for the population of a Jail is a transitory and fluctuating quantity, and on the whole year many more than the daily average are brought under the influence of Jail life and discipline, for good or evil.

I do not possess any scientific formula for calculating the rate of mortality under these circumstances, so as to bring it accurately into juxtaposition with that of other bodies of a more stable, though not of an absolutely stationary, character, such as a Regiment, or the inhabitants of a parish, or the population of a country. I conceive, however, that if to the daily average number about one-third be added, in consideration of those who come and go, and if, consequently, the same proportion be subtracted from the death-rate calculated on the daily average number, it would be a liberal allowance. I will, therefore, as the basis of comparison, assume the average annual death-rate in the nine Jails under consideration, not to be 17 per cent., but, in round numbers, to be 12 per cent. This rate of mortality is seven times greater than the mortality of a European Regiment in the Madras Presidency; it is twelve times greater than that of a Native Regiment in Cantonments; it is fifteen times greater than the death-rate in a well managed Jail in England; it is fifteen times greater than that of the common civil population in England. The death-rate among the miscellaneous inhabitants of an Indian city has not been very exactly ascertained. It is estimated, on returns little worthy of confidence, to be rather more than 10 per thousand; if we assume it to be 12 per thousand, the death-rate of the Jail is still ten times greater than that of the Town.

12. Such being the actual and comparative death-rate in the bad Jails of the Madras Presidency, we may naturally inquire what the normal death-rate ought to

* Note.—In the year 1864-65, the death-rate on the average daily number of prisoners in *all* the Jails of the Presidency was 12½ per cent., 999 deaths on 7855 prisoners; but the average daily strength is not a proper basis for comparative statements.

be in a Native Jail under a good system of management. The reply may be deduced from analogy, or supplied from experience.

13. In England, the death-rate in prisons does not exceed that of the general population of the most favorable age. It is less than in the Army. Prisoners have considerable advantages with regard to the maintenance of health compared with other men. Good lodging, sufficient food, light work, regular medical assistance, enforced sobriety, protection against contagion from without, and the power of removal in case of necessity, ought to place them in a superior sanitary position to the lower orders of the general population: on the other hand, the depression of spirits incidental to confinement is a predisposing cause of sickness, and the pressure of numbers in a limited area may render the progress of infectious disease at first more rapid and fatal if it once breaks out. The influences favorable to prisoners ought not to be less operative in India than in Europe. If the effects of change of climate and diet* be narrowly observed, I cannot see speculatively why the death-rate among this class need be higher than that of the miscellaneous population, viz., 12 per thousand. Yet, as the Native constitution may possibly be more susceptible of deterioration by confinement than the European, as our experience is of short date, as the means of organization and control are less perfect here than in Europe, and as, with the best intentions in the superior authorities, there will still be errors and abuses in the subordinate management, I am willing to concede that the mortality in a Native Jail might rise to an average of 20 per thousand, or 2 per cent. As in the Jails under consideration it is 12 per cent., if the basis of my argument be sound, 10 per cent. are destroyed by the neglect of Government.

14. The same conclusion is warranted by experience, that is, by the results exhibited in the healthiest Jails of the Madras Presidency. In the prisons at Guindy, Tanjore, and Vellore, the mortality in the years 1863-64 and 1864-65, was from one to two per cent. There are examples of the same low rate in other places; yet no exceptional intelligence or care seems to have been exercised in those places, nor do they enjoy any extraordinary privileges of position.

15. The causes of the great sacrifice of life in the Madras Jails are defects in the buildings, attacks of epidemic diseases, and a general inadequacy of space.

16. Defects of position and construction are so numerous and general, that it would be superfluous to analyze and enumerate them. They are set forth in detail in the report addressed by the Inspector General and the Sanitary Commissioner to Government, under date of 10th April 1865, and in previous communications on the same subject. In some places the Jail is placed in the casemates of an old fort, or it is in the centre of a town, or it is intersected by a public road, or it is the adaptation of a barrack or of a Native rest-house, or of a private dwelling. In all the old, and in some of the recent, buildings, provisions for ventilation have been neglected; in almost all, subsoil drainage has been deficient; in some, there has been no hospital; at some there is no garden or recreation ground; in some the soil is so tainted by excretions, and the walls so saturated with disease, that the place

* Note.—A gang of nearly 500 convicts was employed at the Lawrence Asylum works on the Neilgherry Hills in the year 1864-65. Of this number 128 died in the year, chiefly of scurvy and ulcers caused by bad food, by an unaccustomed climate, by exposure, and, I suspect, by labor in irons. This shocking mortality lies at the door of those who selected the drafts from the Jails in the plains, and of those who made no sufficient preparation for their reception on the Hills. After this sacrifice of life, proper measures were taken for the diet, protection, and treatment of the convicts. The gang is now very healthy.

is incurable, and must be abandoned; in some there is a mysterious liability to sickness, that cannot be explained by apparent material facts. The death-rate is not always highest where the locality or the structure is most objectionable.

17. If epidemic disease were a powerful agency in raising the death-rate, that might be in a measure consolatory to Government; for the apparition and destructive power of cholera are sometimes beyond human anticipation and control. But an inspection of the return will not wholly justify this reflection. There are undoubtedly occasions on which cholera suddenly breaks out, claims its victims, and as promptly vanishes.

In the years 1862-63 and 1863-64, there was not one single death from cholera in the Jail at Nellore, and in other respects it was unusually healthy; in 1864-65, 95 persons were swept off by the disease; in 1865-66, the mortality from the same cause declined to 4. At Calicut, in 1862-63, there were 86 deaths by cholera; in 1865-66, 40 deaths; in the two intervening years none at all. At Tellicherry there were for three years no deaths by cholera; in the fourth year there were 22. As a general rule, however, when cholera does come, it is most fatal in Jails which are otherwise unhealthy, and it is often found, as at Calicut and Tellicherry, in its greatest virulence associated with dysentery, fever, and anasarca, which is the result of Jail diarrhœa. Jail reform will not extirpate cholera; but the locality will be less congenial to the malady, and the sufferer will be better able to resist it.

18. After all, it is satisfactory to observe that the defects of construction and situation, and the deadly visitations of epidemic disorders, are mere auxiliary forces in producing the death-rate. The main agency is over-crowding. The prisoners perish by impure air. If this cause implies most reproach to Government, it is also the cause most easy to subdue. Government has only to build more Jails, and the prisoners will be saved. It is a simple question of arithmetic: we can redeem so much life with so much money. At the close of the year 1864-65, 8120 persons were confined in Jails, which, according to the standard of the Supreme Government, contained accommodation for 4492. There was, therefore, an excess of 3628 prisoners, who were doing injury to each other and to the normal number. The pressure may not have been quite so great during the past year, for prisoners have been placed in the Central Jail at Coimbatore, and there are gangs of convicts established for labor at various points of the Neilgherry range. The death-rate of 1865-66 was, however, rather larger than the death-rate of the preceding year; the number of prisoners has increased, and it will probably increase still more under the pressure of the prevailing scarcity of food. At certain periods of the current year, there will probably be not less than 3000 prisoners thrust into habitations already full. I need not add that the general excess of prisoners over the general capacity of the Jails affords no accurate picture of the local mischief occasionally inflicted. In particular Jails, at particular moments, the actual number of inmates, compared with the legitimate space, is much higher than the general disproportion, and the distressing effects may easily be conceived. There is an example of 195 being confined where the proper number would be 53; another of 499 being lodged in the room adapted for 175; another of 347 being received where 117 was the normal strength. It would be idle to multiply instances. The deadly

effect of crowding is not a mere speculative inference. It is practically demonstrated by the salutary result obtained by thinning over-peopled Jails. The Jail at Rajahmundry is calculated to hold 77. The average number confined in it, during the last quarter of 1865-66, was 120. There were 14 deaths in ten months and ten days. On the 10th of April, 60 were drafted out to the works at the Central Jail, and vigorous measures were embraced for purifying the building. The mortality instantly disappeared. For six weeks there was not a single death, and on the 29th of May the report showed a strength of 102 with 1 man sick. At Calicut the average number confined during the same quarter in a prison adapted for 200 was 328. In the three months, 34 died without a single case of cholera. In April, however, 128 prisoners were transferred elsewhere. In May and the first half of June, there were only two deaths. The buildings, however, of this notorious prison are bad, and the position is condemned.

I must add that both these prisons will be rapidly filled up again, unless extensive works are undertaken elsewhere, and hundreds of convicts are hutted out.

19. In contemplating measures for the acceleration of Jail reform, we ought not to lose sight of any branch of the general undertaking. The correction of defects in District Jails which are to be preserved, the construction of new District Jails, and the expansion of General Jail accommodation by the construction of Central Prisons, should all go hand in hand.

20. During the present financial year, the sum of Rupees 50,000 might be advantageously laid out in the improvement of District Jails, in conformity with the plans submitted by the Inspector General, and approved by Government, selecting the most urgent cases for prior execution.

21. Plans and Estimates have been prepared for rebuilding the Jails at Madura and Calicut, both of which have long since been condemned as among the worst in the Presidency. It is hoped that the cost of the Jail at Madura, estimated at above one lakh may not exceed Rupees 70,000 if a cheaper style of construction be adopted, and if convict labor be vigorously applied, in conformity with the strict injunctions of the Supreme Government and the example of Northern India.

The Jail at Calicut will be rather more expensive. The outlay on each during the remaining portion of the present year may, however, be limited to Rupees 30,000.

22. In the budget of the current year, sums have been already appropriated to the completion of the Central Jails at Rajahmundry and Coimbatore, according to the amount of the estimates for those buildings respectively. Rupees 43,679 have been awarded to the former, Rupees 50,000 to the latter.

I do not propose, at present, to add any thing to these appropriations, though they will doubtless prove insufficient. I would, however, respectfully suggest that the Central Jail at Cannanore, for which a site has been selected and a plan prepared, should be immediately advanced with energy. Rupees 60,000 might be expended on this work during the present season.

23. To these appropriations, we must add about Rupees 5000 for the expense of hutting the convicts, and their Guards, in connection with the new works.

24. I also submit the expediency of setting apart Rupees 20,000 for the commencement of a Lunatic Asylum at Madras, a subject to which I shall return at the end of this minute.

25. The projected expenditure would, therefore, be as follows:—

	Rs.
For improvements in the Old District Jails	50,000
For a New District Jail at Madura	30,000
For a New District Jail at Calicut	30,000
For the New Central Jail at Cannanore	60,000
For hutting Convicts and Guards	5,000
For the Lunatic Asylum at Madras	20,000
	1,95,000

The sum of Rupees 1,95,000 can be obtained from our local resources by the application of one lakh from the Reserve Fund, and by the transfer of Rupees 95,000 from other appropriations on the Budget of Public Works in the Civil Department.

26. According to the present scheme, the convicts at Madura and Calicut would be hutted on the locality of their future prisons, and build themselves in. They would thus be withdrawn from the influences which have made the old prisons so obnoxious to health and life. Three or four hundred convicts could be employed on the Central Jail at Cannanore. As the Jails at Rajahmundry and Coimbatore approach completion, they will be gradually filled up. In this way, before the end of the current year, about 1000 prisoners may be eliminated from the existing Jails, leaving the excess at the reduced, but still formidable, amount of 2000.

27. It is for the extrication and employment of these 2000 prisoners, or of a large portion of them, that this Government is, in my humble judgment, constrained once more, to appeal to the Supreme Government. In the letter addressed to the Governor General of India in Council by this Government, on the 0th March 1865, the Government of India was earnestly requested to appropriate the sum of two lakhs, as an addition to the amount of the Public Works' grant in this Presidency for the current year, with a view to the commencement of the New Central Jails. To this appeal, concerning a question of the highest social importance, and based on a distinct engagement on the part of the Supreme Government, no reply has, after the lapse of seven months, been received; for, though a communication in general terms has been recently transmitted to this Government on the subject of Public Works, the question of prisons and the application regarding them has not been so much as adverted to. It is no doubt repugnant to natural feeling to reiterate arguments which remain unanswered, and solicitations which remain unnoticed, nor can we be insensible to the numerous demands which beset the Supreme Government in all the Departments of public expenditure; but the cause in which this Government has spoken, and is now asked to speak, is one in which the moral character of the English Administration in India is plainly at stake. It will not do for us to be silent, nor can the Supreme Government seriously intend to close its eyes and its ears. If the Supreme Government cannot heal these wrongs of ancient standing all at once, it can, at least, recognize and discuss them when its attention and assistance are respectfully invoked, and afford some imperfect help. I cannot do less than advise a new application for the sum set down in the letter of December last. With a grant of two lakhs, the Central Jails at Rajahmundry and Coimbatore could be more rapidly completed, and a considerable advance might be made in those of Vellore and Trichinopoly. But the sum of one lakh even would enable us to make a commencement at the two last mentioned places in the current year, and thus relieve the existing prisons from the deadly pressure under which they labor. From the limited resources of the local budget, no more can, at present, be

supplied. In the higher interest of prison reform, sums would even, according to my present proposal, be withdrawn from works of considerable material utility.

28. It now remains for me to justify the proposal that the sum of Rupees 20,000 should be at once applied to the commencement of a Lunatic Asylum at Madras. This question is closely allied to the question of prison discipline and organization.

29. There are in this Presidency about 23,000 persons of unsound mind if the proportion of lunatics to the general population is approximatively the same in India as in Europe, namely 1 to 1000. I am not enabled to state what percentage of insane persons urgently requires supervision and restraint. It would, of course, be idle at present to contemplate the application of European principles of treatment to the mass of insane persons in this country. We are very far from that. The expenditure involved in such a project would far exceed any means at the command of Government. If we assume, however, that only one in ten of this unfortunate class is a perfectly helpless idiot, or a dangerous maniac, without any provision for his sustenance, protection, and control, on the part of relatives or other charitable persons, then the Government would lie under an obligation to provide places of habitation and restraint for 2300 persons.

Let us see how far this obligation has been recognized and acted on.

30. The public provision for insane persons in this Presidency is, as far as I can learn at this moment, as follows:—

(1). The Asylum at Madras, with accommodation for 46 persons of both sexes and all conditions.

(2). The so-called Idiot Asylum at the Monegar Choultry, containing about 80 individuals.

(3). An Asylum at Vizagapatam, in a hired house, for 20 persons.

(4). A similar establishment at Trichinopoly, in some old Government building.

(5). In the District Jails, accommodation afforded to 17 lunatics.

(6). At the General Hospital at Madras, occasional accommodation for European Lunatics.—I conceive, however, that others are not excluded, for I recently saw a native lunatic lying in the corner of a dark shed attached to that establishment in charge of some one.

31. The provision systematically made by the State for lunatics is thus for 183 out of a general estimated total of 23,000, and a presumable destitute or dangerous class of 2300.

32. If we turn from the number of persons to the nature of the accommodation and treatment, there is not much reason for satisfaction. All that is good in the existing Asylums depends on the intelligence and benevolence of those who direct them. The Government has no share in it; it only votes a little money—that is all.

33. The Lunatic Asylum is a collection of very humble buildings—I had almost said hovels—scrupulously clean, in which the patients are managed with the utmost humanity and solicitude, by an estimable East Indian Director. But the Asylum has no bath-rooms, no infirmary, no padded cells for frantic patients, and no department for the convalescent; no space walled in for recreation or exercise; no place of labor; no place of instruction; no division in the grounds for the separation of the sexes, so that the male and female patients are walked out alternately in gangs to take the air, the former twice, the latter once a day. The Government have

paid for many years a high rent for this place. It cannot be improved, because it is not State property.

34. The Idiot Asylum at the Monegar Choultry is not properly termed an Idiot Asylum; for clamorous and fretful lunatics of the milder sort are mixed up with the idiots. The sexes are divided, and that is the only division. The men on their side, and the women on their side, are penned up, each in their respective common room at night, with what results may be conceived; however, there are night—latrines, to which they can repair if they please. They are unlocked in the morning. The women sit together all day, and mope or chatter in the verandah or the sun; the men make some attempts at ordinary, and even at skilled, labor. The dietary is good, and the discipline humane. This establishment, even in its primitive shape, reflects credit on Dr. vanSomeren, the Visiting Physician, and on the Warders, by whom it is controlled. It cannot be seen without sympathy and approval.

35. Nothing is known here of the Asylums at Vizagapatam and Trichinopoly, if such they may be called. The District Jails and the General Hospital are not fit places for the confinement of lunatics. It is obvious that their presence must be embarrassing to the authorities of these establishments, and that no proper system can be carried out for the separate lodging and treatment of the insane. Insane criminals should be placed in an appropriate department of a General Lunatic Asylum. They are often refused at the present Lunatic Asylum of Madras, for want of room. The only justification for the reception of lunatics at the General Hospital is to be found in the reflection that there is not fitting accommodation at the Lunatic Asylum for Insane Europeans of the superior class, and that space is often wanting there for East Indians or for Natives of the lower orders. If they were not received at the General Hospital, they would be abandoned in the streets.

36. The facts which I here submit to the Council are not discoveries. They are well known to the Council, and have often engaged its attention. The evils complained of have been debated, and remedies have been designed. There are reports and plans of remote and recent date; but nothing has been done—nothing effectual will, perhaps, ever be done until some small beginning is set on foot. Adopting as my basis the judicious letter addressed by Dr. Shaw, the Inspector General of Hospitals, to the Chief Secretary, under date of March 24th, 1864, I would suggest that Government should call for plans for a Lunatic Asylum of a very modest character, calculated to accommodate 200 persons, but susceptible of eventual expansion, and place it on the Government estate called Locock's Gardens. The Idiot Asylum might remain where it is for the present, in connection with the Monegar Choultry, but it should be restricted to idiots properly so called, and be relieved from the disturbing association of lunatics.

37. If the design which I here advocate be carried out, ample provision would be made for the reception and treatment of all the lunatic criminals in the Presidency; better accommodation and discipline would be provided for the lunatics of the capital and the adjoining Provinces; and the General Hospital would be relieved of the care of European Lunatics of the superior class. The expenditure of Rupees 20,000 in the present year would effect little in a work which would probably cost about Rupees 1,50,000, but the Government would stand committed to the prosecution of an indispensable undertaking.

(Signed) NAPIER.

RETURN of Mortality in the undermentioned Jails for the Official years 1862-63, 1863-64, 1864-65, and 1865-66.

Names of Jails.	Daily average number of Convicts in confinement.	Number of Convicts who died during the year from: Cholera.	Jail Diarrhœa or Dysentery.	Fever.	Scurvy.	Other diseases.	Daily average number of Prisoners under trial.	No. of Prisoners under trial who died during the year from: Cholera.	Jail Diarrhœa or Dysentery.	Fever.	Scurvy.	Other diseases.	Daily average number of Debtors.	Number of Debtors who died during the year from: Cholera.	Jail Diarrhœa or Dysentery.	Fever.	Scurvy.	Other diseases.	Daily average number of State Prisoners.	Number of State Prisoners who died during the year from: Cholera.	Jail Diarrhœa or Dysentery.	Fever.	Scurvy.	Other diseases.	Daily average number of Insane Prisoners.	Number of Insane Prisoners who died during the year from: Cholera.	Jail Diarrhœa or Dysentery.	Fever.	Scurvy.	Other diseases.	Daily average of Prisoners on security.	Deaths from: Cholera.	Jail Diarrhœa or Dysentery.	Fever.	Scurvy.	Other diseases.	Per-centage of deaths on the mean daily average of all classes of Prisoners.	Remarks.
1862-63.																																						
Rajahmundry	180·25	...	9	3	...	2	21	...	...	...	...	...	·75	...	...	...	...	...	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	6·81	
Nellore	336·5	...	...	...	...	9	12·75	...	...	...	...	...	2·5	...	...	...	...	...	6·5	...	...	...	...	...	41	...	...	...	...	1·5	...	...	...	...	...	2·40	
Trichinopoly	414·7	2	15	1	...	21	44	...	...	...	...	...	1·7	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	15·5	...	...	...	...	...	9·26	
Madura	241·25	4	17	1	...	8	31·75	2	...	...	...	...	16·25	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11·06	
Tinnevelly	157	...	11	...	...	11	32	...	...	...	...	...	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11·51	
Coimbatore	464	2	21	1	...	15	33	...	...	...	...	...	5	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	1	...	7·76	
Calicut	380·75	86	20	3	1	27	18·75	4	1	...	...	1	11·5	2	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	12	...	...	...	...	...	34·88	
Mangalore	238	...	10	2	...	8	8	...	1	...	...	1	17	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	7·5	...	...	...	...	...	8·36	
Tellicherry	121·25	...	6	3	...	11	10	...	1	...	...	2	8	...	...	...	...	...	...	...	...	...	...	...	4	...	...	...	...	...	...	...	...	...	...	15·97	
1863-64.																																						
Rajahmundry	134	...	2	...	...	15	11·75	...	...	...	...	...	1·25	...	...	...	...	...	2	...	...	...	...	...	...	...	...	...	...	1	7	...	...	...	...	...	11	
Nellore	416·66	...	5	...	...	10	14·75	...	...	...	...	...	3·55	...	...	...	...	...	2·5	...	...	...	...	1	·75	...	...	...	...	5·5	...	...	...	...	...	3·56	
Trichinopoly	397·8	3	8	2	...	10	10·5	...	...	...	...	...	2·7	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	10·83	...	...	...	...	...	5·59	
Madura	219·75	20	26	1	...	10	15·25	1	...	...	...	...	22·5	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	28·35	
Tinnevelly	202	...	20	...	...	15	23·25	...	1	...	...	...	5·75	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	15·58	
Coimbatore	264	35	22	...	...	17	12	...	...	...	...	...	4	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	25·42	
Calicut	321·5	...	17	1	3	54	20	...	...	...	...	3	9	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	10	...	...	...	...	...	1	22·51	
Mangalore	256	...	18	...	...	13	20	...	...	...	...	1	11	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4·75	...	1	...	...	...	...	11·15	
Tellicherry	120·75	...	5	2	...	9	7·5	...	1	...	...	...	7	...	...	...	...	...	...	...	...	...	...	...	3	...	...	...	...	3·5	...	1	...	...	...	15·52	
1864-65.																																						
Rajahmundry	132	...	14	2	...	28	7·5	...	...	...	...	...	2·5	...	1	...	...	...	1·75	...	...	...	...	1	·25	...	...	...	...	...	...	...	...	...	...	...	31·72	
Nellore	416·16	94	6	...	...	5	12·83	...	...	...	...	...	2·66	...	...	...	...	...	2	...	...	...	...	...	1·08	...	...	...	...	1	...	...	...	...	...	23·63	
Trichinopoly	341·2	...	40	...	...	14	2·7	...	...	...	...	...	2·3	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	8·66	...	...	...	...	...	15·59	
Madura	244·25	26	20	...	...	14	15·25	1	...	...	...	1	31·75	1	2	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	22·31	
Tinnevelly	195	...	15	...	...	23	18	...	2	...	...	2	5·75	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	19·2	
Coimbatore	322	...	54	3	...	24	12	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	23·89	
Calicut	343·75	4	28	5	...	21	11·5	...	...	...	...	...	19·25	...	1	...	...	1	...	...	...	...	...	...	·5	...	...	...	...	3	...	...	...	...	...	15·05	
Mangalore	258	...	9	1	...	17	12	...	1	1	...	...	8	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	3·5	...	...	...	...	...	11·87	
Tellicherry	136·5	...	21	1	1	12	6·5	...	...	...	...	...	8	...	...	...	...	...	...	...	...	...	...	...	·75	...	...	...	...	...	...	...	...	...	...	24·14	
1865-66.																																						
Rajahmundry	109	3	5	...	...	41	8·5	...	...	...	...	1	1·5	...	...	...	...	...	1	...	...	...	...	1	...	...	...	...	...	2	1·5	...	...	...	...	...	42·5	
Nellore	310·18	4	13	...	...	12	7·44	...	1	...	...	...	1·67	...	...	...	...	...	2·41	...	...	...	...	...	34	...	...	...	...	...	...	...	...	...	...	9·24	
Trichinopoly	322·1	1	7	1	...	3	6·83	...	...	...	...	...	3·06	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2·63	...	...	...	...	...	3·61	
Madura	188	6	14	...	...	5	13·25	...	...	...	...	...	33·25	3	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	11·94	
Tinnevelly	288·18	1	28	1	...	4	19·73	...	...	...	...	...	3·98	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	10·9	
Coimbatore	354·58	1	14	2	...	5	13	...	...	...	...	...	2·75	...	...	...	...	...	1	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	5·89	
Calicut	349·25	40	25	9	9	114	19·75	8	3	1	4	...	16·5	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	1	...	...	...	...	...	54·89	
Mangalore	258·40	2	19	...	...	16	10·94	...	2	...	...	2	3·84	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	1·5	...	...	...	...	...	15	
Tellicherry	127·18	13	22	5	...	7	9·68	11	1	...	...	1	17·3	...	...	1	...	3	...	...	...	...	...	...	1	...	...	...	1	1·56	...	...	...	...	...	41·47	

MADRAS,
27th June 1866.

(Signed) W. J. WILSON,
Inspector General of Jails.

No. 58. To the Secretary to the Government of India, Public Works Department, dated Fort Saint George, 4th August 1866, No. 1200

Adverting to the 1st paragraph of Colonel Orr's letter of the 12th ultimo, No. 2182, I am directed to submit, for the consideration of His Excellency the Viceroy and Governor General of India in Council, the annexed copy of a Minute by His Excellency Lord Napier, in which His Lordship has reviewed at length the requirements of this Presidency, in the matter of Jail accommodation, as well as the necessity of providing better accommodation for lunatics. I am directed to state that the other Members of the Government entirely concur in His Lordship's views and recommendations, and to request that, under the circumstances, and, adverting to the promise given in Mr. Secretary Bayley's letter, of the 23rd June 1864, No. 952, to the effect that the Government of India would be prepared to make the necessary provision of funds for giving early effect to any carefully considered proposals for increasing Jail accommodation, wherever it may be manifestly insufficient, the Governor General in Council will be pleased to reconsider the decision conveyed in your telegram of the 12th January last, and to sanction a special grant of Rupees 2,00,000, or such sum as the state of the finances may admit of, to be expended on Jail buildings in the course of the present official year, in order that the erection of the projected Central Jails at Vellore and Trichinopoly may be at once proceeded with.

2. I am to explain, with reference to the remarks made in the 25th paragraph of Lord Napier's Minute, that the sums therein referred to, amounting to Rupees 1,95,000, cannot now be obtained by transfers from the Budget, the greater part of the reserve having been expended, while expenditure has been already incurred on many of the items forming the sum of Rupees 95,000. The buildings, however, to which His Lordship proposed to appropriate the sums in question will be proceeded with, and their cost will be met from savings in the General Budget.

(Signed) A. J. ARBUTHNOT,
Chief Secretary.

1

4

Minute

1. The defective condition of the Jails in this Presidency has long been attested by a death rate which ought to touch the conscience of a Government which admits its duties in reference to the life, welfare, and reformation of Criminals.

2. Measures for the correction of abuses which constitutes a reproach to civilized administration have been for years past contemplated and in part embraced by the Government of Madras.

Nor

Nor has their solicitude been
unshared by the Supreme
Government which pledges
itself in Mr Secretary Bayley's
letter of June 23rd 1864
"to make the necessary pro-
"vision of funds for giving
"early effect to any carefully
"matured proposals for in-
"creasing jail accommodation
"wherever it is now manifestly
"insufficient".

3. Conformably to the principles
thus advised, the construction
of six Central Jails has been
sanctioned in the Presidency
at the following places;
Salem, Coimbatore, Raja-
-mundry, Cannanore, Vellore
and Trichinopoly. at the
the

Of late some time it has been
determined to repair, develop
and improve almost all the
District Jails in the Country and
to rebuild several - The local
and subordinate lock up houses
and places of preliminary
detention, though hitherto unprovided
have necessarily been left for
after consideration. From time
to time some palliatives are
sanctioned for evils which it is
impossible at present radically
to remedy -

4. When the construction of the
projected Six Central Jails
has been completed it is estimated
that these establishments in
connection with the improved
District Jails will afford proper
and sufficient accommodation
for about 9000 prisoners by
Number

Member which the Presidency may probably furnish this which took yearly average has not yet been attained.

5. The perspective of Jail improvement which is thus opened would be satisfactory if there was any security that the end desired would be certainly and rapidly attained, but this is not the Case: The design which was pushed forward Affords with benevolence and Wisdom is in some danger of being arrested.

Little has been done for the present year. It becomes

becomes my duty once more to record the wrongs and sufferings of the prisoners in our charge, to point out what can be effected for their relief from local resources and to urge the Supreme Government to redeem its promise by sanctioning a larger expenditure than that which we can independently undertake.

1. The Central Jail at Salem is alone completed. That of Coimbatore is nearly terminated. The buildings at

at Rajamundry are about half finished. At Cauvinore, Vellore, and Trichinopoly Nothing has been done.

7. I would be unjust to deny the benefits which have been already conferred even by the works Commenced. The prisoner on certain distinct Jails has been materially lightened by the drafts of Prisoners employed on the Construction of the New buildings or transferred to them for confinement. Many lives have probably been saved in the way

In

In some places the Mortality which had attained disastrous proportions has sunk to something like a normal death-rate.

8. I would however be an error to dispose that the relief hitherto procured is such as to justify the Govern- ment in relaxing its efforts to obtain full accommodation fully commensurate for the wants of the Presidency On the Contrary the last 6 years have witnessed in the Jails of Madras both a continuous loss of life from various Maladies indigenous to

to neglected prisons and
sudden outbursts and
ravages of epidemic disorders
in these institutions which
cannot be regarded without
deep concern and which
are certainly susceptible of
being restrained.

9. With the view of illus-
trating these evils, the accom-
panying return has been
prepared with reference to
those Jails which seem
most subject to a high death
rate, either Chronic or occasion-
al. It shews the rates
of Mortality during the last
four years calculated on
the Average daily Number

of

of prisoners, the disease to
which such mortality has
occurred, and the disease
by which it has been caused
10. From here be seen that
for these four successive years
respectively the Average annual
death rate in these nine
Jails has been 11. 15. 20.
And 21. per Cent. The
highest death rate reached
in any year in any single
Jail was 81 Calcutt where
the loss was nearly 55. per
Cent on the inmates. The
same Jail shews the highest
Average death rate in the
four years upwards of
31 per cent. It is however
followed at no great
distance

distance by Tillicherry with a calculating death rate of 41 and a Mean death rate of 24 per cent, by Rajamundry with 42 and 22 in the same categories, and by Madura with 28 and 18 per cent.

The mean annual death-rate in the nine jails struck on the four years is nearly 17 per Cent. *

11. In instituting a comparison between the death rate in Jails and that of other Classes of Men it would not however be strictly correct to adopt as the basis of comparison the death-rate

* (note)
In the year 1884-85. The death rate on the average daily number of prisoners in all the jails of the Province was 12½ per cent, 998 deaths on 7855 prisoners. But the daily average daily strength is not a proper basis for comparative statements.

9

rate calculated on the daily average number of prisoners for the population of a Jail is a transitory and fluctuating quantity and on the whole year many more than the daily average are brought under the influence of Jail life and discipline for good or evil.

I do not propose any scientific formula for calculating the rate of mortality under these circumstances. So as it brings out accurately into juxtaposition with that of other bodies of a more stable character, such as a Regiment or the inhabitants of a Parish

Jerish or the Population of a Country. I conceive however that if to the daily average Number about one third be added in consideration of those who come and go, and if Consequently the same proportion be subtracted from the death rate calculated on the daily average Number it would be a liberal allowance. I will therefore as the basis of Comparison assume the average annual deathrate in the Nine Jails under consideration not to be 17 per cent, but in Round Numbers to be 12 per Cent.

The rate of Mortality is eleven times greater than the Mortality of

of a European Regiment in the Madras Presidency, it is the time greater than that of a Native regiment in fifteen Cantonments, it is the times greater than the death rate in a well managed jail in England. it is the times greater than that of the Common civil Population in England. The death rate among the miscellaneous inhabitants of an Indian City has not been accurately ascertained. Its estimated or returns little worthy of Confidence to be rather more than 10 per Thousand, if we assume it to be 12 per Thousand, the death rate of

of the Jail is still ten times
greater than that of the troops.
12. Such being the Actual
and Comparative death rate
in the best Jails of the Madras
Presidency we may Naturally
augure what the Normal
death rate ought to be in a
Native Jail under a good
System of Management.
Thereby may be deduced from
Analogy or Supplied from
Experience -
13. In England the deaths rate
in Prisons does not exceed
that of the General Population
of the most favorable age.
It is kept down in the Army.
Prisoners have considerable
advantage with regard to
the

the Maintenance of health
Compared with other Men.
Good lodging, sufficient food,
light work, regular Medical
Assistance, enforced Sobriety,
protection against Contagion
from without, and the power
of Removal in case of necessity
ought to place them in a
superior Sanitary position
to the lower Orders of the
General Population: On
the other hand the depression
of Spirits incidental to Con-
=finement is a predisposing
Cause of Sickness and the
Presence of Numbers in a
limited area may render
the prospect of infectious
disease at first worse
Exhibit and fatal if it
once

Cure breaks out. The influ-
-ences favorable to Prisoners
Health not to be less operative
in India than in Europe
if the effects of Change of
Climate and diet be Warily
observed, I cannot see
Speculatively why the death
rate among this classified
be higher than that of the
Miscellaneous Population
kept 12 per thousand. Yet
as the Native Constitution
may possibly be more
Susceptible of deterioration
by Confinement than the
European, as our Experience
is of short date, as the
Means of Organization and
Control

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*"A gang of nearly 500 convicts are employed at the Port Lawrence Asylum works on the Neilgherry Hills in the year 1864-65. Of this number 128 died in the year chiefly of scurvy and ulcers caused by bad food, by an unwonted climate, by intemperance and I suspect by Cholera or Fever. This shocking mortality lies at the door of those who selected the Hills for the jails in the Plains and of those who made no sufficient preparation for their reception on the Hills. After this sacrifice of life proper measures were taken for the diet protection and treatment of the convicts. The gang is now nearly 1000."

Control are less perfect
here than in Europe, and
as with the best intentions
in the Superior Authorities
there will still be errors
and Abuses in the Subor-
-dinate Management,
I am willing to Concede
that the Mortality in a
Native Jail might rise
to an average of 20 per
Thousand or 2 per Cent,
as in the Jails under Con-
-sideration it is 12 per Cent,
if the basis of my argument
be sound; 10 per Cent
are destroyed by the
Neglect

neglect of Government.

14. The same conclusion is warranted by experience that is by the results exhibited in the healthiness Jails of the Madras Presidency. In the Prisons at Cuindy, Tanjore, and Vellore, the Mortality in the Years 1863.64 and 1864.65, was from one to two per cent. There are examples of the same low rate in other places; yet no exceptional intelligence or care seems to have been exercised in those places

Nor

nor do they enjoy any extraordinary facilities of position.

15. The causes of the great destruction of life in the Madras Jails are defects in the buildings, attacks of epidemic diseases, and a general inadequacy of space.

16. Defects of position and construction are so numerous and general that it would be difficult to analyze and enumerate them. They are set forth in detail in the Report addressed by the Inspector General and the Sanitary Commissioner to Government under date of 10th April 1865 and in previous Communications on the same subject

In

In some places the jail is placed in the Casemates of an old fort, or it is in the centre of a town, or it is intersected by a public road, or it is the adaptation of a barrack or of a Native rest house, or of a private dwelling. In all the old, and in some of the recent buildings provision for ventilation have been neglected. in almost all subsoil drainage has been deficient, in some there has been no hospital, At some there is no Garden or recreation Ground, in some the soil is so tainted by excretions and the Walls so saturated with disease that the place is unusable and must be abandoned, in some there is a mysterious liability to sickness

that

that cannot be explained by apparent Material facts. The death rate is not always highest where the locality or the Structure is most objectionable

17. In Madras disease were a powerful Agency in raising the death rate that usually is in a Measure Consultary to Government for the Apparition and destruction Power of Cholera are sometimes beyond human Control. But an inspection of the returns will not wholly justify this reflection. There are undoubtedly occasions on which Cholera suddenly breaks out, Claims its victims, And as promptly leaves. In the years 1862.63 and 1863.64 there had not one single death from Cholera in the Jail at Vellore, and in the respective years annually the healthy in 1864.65, 95 persons were swept off by the disease,

or

in 1865. 66 the mortality from the same cause declined to 4. At Calicut in 1862. 63 there were 86 deaths by Cholera, in 1865. 66: 20 deaths, in the two intervening years Nil. At Tellicherry there were for three years no deaths by Cholera, in the fourth year there were 22. As a general rule however, when Cholera does come, it is first felt in Jails which are always unhealthy, And it is often found that Calicut and Tellicherry, in the greatest ordinary epochs are visited with dysentery, fever and anasarca, which is the result of Jail diarrhoea. Jail reform will not interfere Cholera but the locality will be less congenial to the Malady; and the sufferer will be better able to resist it. — 18. After all it is satisfactory to observe that the defects of Constitution and situation, and the deadly excitations of Epidemic disorders are mere auxiliary forces in producing the death rate. The main Agency is Overcrowding. The prisoners breath impure air

&c. If this cause implies most expense to Government, it is also the cause most easy to be dealt. Government has only to build more Jails and the prisoners will be saved. It is a simple Question of Arithmetic; but can there be too much life with too much money. At the close of the year 1864. 65; 8,120 persons were confined in Jails which, according to the Standard of the Supreme Government Contained accommodation for 4,492. There was therefore an excess of 3,628 persons who were doing misery to each other. And to the Normal number. The prisoners may not have been quite so great during the past year. for prisoners have been placed in the Central Jail at Coimbatore and three Gangs of Convicts Established for labour at various points of the Neilgherry range. The death rate of 1865. 66 was however, rather larger than the death rate of the preceding Year, the Number of prisoners has increased, and it will probably increase still more under the pressure of the prevailing scarcity

of

of Jord. At certain periods of the current year there will probably be not less than 3000 prisoners thrust into Habitations already full. Faced as I add this the General excess of prisoners over the General Capacity of the Jails affords no accurate picture of the real mischief occasionally effected.

In certain Jails at certain Moments the actual number of inmates compared with the legitimate Space is much higher than the General distribution, and the destroying effect may easily be conceived. There is an Example of 195, being confined where the proper Number would be 53: Another of 299 being lodged in the room adapted for 175, Another of 347 being received where 117 was the Normal Strength. I would be able to Multiply instances. The deadly effect of crowding is Not a mere Speculative inference. It is practically demonstrated by the salutary result obtained by thinning over peopled Jails. The Jail at Rajamundry is Calculated to hold 77. The average Number confined in it during the last Quarter of 1865. 66. was 120. There were 14 deaths in ten months and ten days. On the

10th of April, 60 were drafted on to the works at the Central Jail and vigorous measures were embraced for purifying the building. The Mortality instantly disappeared. For six weeks there was not a single death, and on the 29th of May the report shewed a strength of 102 with 1 Man Sick. At Calicut the average number confined during the same Quarter in a prison adapted for 260 was 328. In the three months 34 died without a single case of Cholera. In April however 128 prisoners were transferred elsewhere. In May and the first half of June there were only two deaths. The buildings however of this notorious prison are condemned and the position is condemned.

I must add that both these prisons will be rapidly filled up again unless extensive works are undertaken elsewhere and hundreds of Convicts are hutted out.

19. In contemplating measures for the acceleration of Jail reform

lae

be ought not to lose sight of any branch of the General Undertaking. The correction of defects in district jails which are to be preserved, the Construction of new district jails, and the expansion of General Jail accommodation by the Construction of Central Prisons, should all go hand in hand.

20. During the present financial year the sum of Rupees 50.000 might be advantageously laid out in the improvement of district Jails, in conformity with the plans submitted by the Inspector General and approved by Government selecting the most urgent cases for prior execution.

21. Plans and estimates have been prepared for rebuilding the jails at Madura and Calicut both of which have long since been condemned as among the worst in the Presidency. It is hoped that the cost of the jail at Madura estimated at above one lakh may not exceed Rupees 70.000 if a cheaper style of construction be adopted and if convict labour be vigorously applied in conformity with the directions of the Supreme Government and the example of Northern India.

The jail at Calicut will be rather more expensive. The Railway on each during the remaining portion of the present year may however be limited to Rupees 30.000.

22. In the budget of the current year there have been already appropriated to the completion of the Central Jail at Rajamundry and Coimbatore according to the amount of the estimates for those buildings respectively. Rupees 43.679 have been awarded to the former, Rupees 50.000 to the latter.

I do not propose at present to add anything to these Appropriations though they will doubtless prove insufficient. I would however

Etc.

respectfully suggest that the Central Jail at Cannanore for which a Site has been selected and a Plan prepared, should be immediately sanctioned with energy. Rupees 60.000 might be expended on the work during the present season.

23. To these appropriations we must add about Rupees 5000 for the Defence of Building the Convicts and their Guards, in Connection with the New works.

24. Also subsequent Expenditure of Building about Rupees 20.000 for the Commencement of a Lunatic Asylum at Madras a Subject to which I shall return at the end of this Minute.

25. The proposed Expenditure would therefore be as follows.—

	Rupees
For improvements in the Old District Jails	50.000
For a New District Jail at Madura	30.000
For a New District Jail at Calicut	30.000
For the New Central Jail at Cannanore	60.000
For Building Convicts and Guards	5.000
For the Lunatic Asylum at Madras	20.000
	195.000

The sum of Rupees 95.000 can be obtained from our Local Resources by the Application of one Lakh from the Revenue Fund, and by the transfer of Rupees 95.000 from other Appropriations on the Budget of Public Works in the Civil Department.

26. According to the present scheme the Convicts at Madura and Calicut would be Lodged on the locality of the future Prison, and build themselves &c. Thereafter they be withdrawn from the influences which lead to Epidemics & Health and Life. Three or four hundred Convicts could be employed on the Central Jail at Cannanore. As the Jails at Rajemundry and Coimbatore approach completion, they will be gradually filled up. In this way before the end of the Current year about 1000 Prisoners may be Eliminated from the existing Jails leaving the same at the Reduced but still formidable Amount of 2000.

27. If for the fabrication and employment of these 2000 persons or of a large portion of them, that the Government is, in my humble judgment, Constrained once more to appeal to the Supreme Government

In

In the letter addressed to the Governor of India by this Government on the 9th March 1865, the Government of India was earnestly requested to appropriate the sum of two Lakhs as an Addition to the Amount of the Public Works Grant in this Presidency for the current year with a view to the Commencement of the New Central Jails. In this Appeal concerning a Question of the highest Local importance and based on a distinct engagement on the part of the Supreme Government, no reply has after the lapse of Seven Months been received, for though a Communication in General Terms has been recently transmitted to the Government on the subject of Public Works, the Question of Prisons and the Application regarding them has not been so much as adverted to. It is no doubt repugnant to Natural feeling to reiterate arguments which remain unanswered, and Solicitations which remain unnoticed, nor can we be insensible to the numerous demands which beset the Supreme Government in all the departments of public expenditure, but the cause in which this Government has spoken and is now asked to back is one in which the Moral Character of the Department of Administration in India is plainly at stake. We will not do for us to be silent nor can the Supreme Government demand intend to close its ears against them. If the Supreme Government cannot heal these wrongs of ancient standing all at once, it can at least recognize and discuss them when its attention and assistance are respectfully invoked and afford some unexpected help. I cannot do this than advise a new Application for the sum set down in the letter of December last. With a grant of two Lakhs the Central Jails at Rajamundry and Combatore could be more rapidly completed and a Considerable Advance must be made in Kind of Yellow and Trichinopoly. But the Sum

sum of one Lakh even would enable us to make a commencement at the two last mentioned places in the current Year, And thus relieve the existing prisons from the deadly pressure under which they Labour. From the limited resources of the local budget as more can, at present be supplied. In the higher interest of Prison reform, Items would even according to my present proposal be withdrawn from works of considerable Material utility.

18. Upon remains for me to satisfy the proposal that the sum of Rupees 20.000 should be at once applied to the Commencement of a Lunatic Asylum at Madras. This Question is closely allied to the Question of Prison discipline and Organization.

There

29. There are in this Presidency about 23.000 persons of Unsound mind if the proportion of Lunatics to the General Population is approximately ~~existing~~ the same in India as in Europe, namely 1 to 1000. I am not enabled to state what percentage of insane persons urgently require supervision and restraint. It would appear to be idle at present to contemplate the application of European principles of treatment to the Mass of insane persons in this Country. We are very far from that. The expenditure involved in such a project would far exceed any means at the Command of Government. If we assume however that only one in ten of this unfortunate class is a perfect helpless idiot or a dangerous Maniac without any provision for his Sustenance

Zero

protection and Control on the part of Relatives or other Charitable persons than the Government would be under an Obligation to provide Places of habitation and restraint for 2300 persons.

I shall see how far this Obligation has been recognized and acted on.

30. The Public provision for insane persons in the Presidency is, as far as I can learn at this moment as follows.

(1) The Asylum at Madras with accommodation for 146 persons of both sexes and all conditions.

(2) The so called Idiot Asylum at the Nonagar Choultry containing about 20 individuals.

(3) An Asylum at Vizagapatam in a hired house for 20 persons.

(4) A similar establishment at Trichinopoly in some old Government building.

(5) In the District Jails accommodation afforded to 17 lunatics.

(6)

16) At the General Hospital at Madras occasional accommodation for European lunatics. I conceive, however, that others are not excluded for Recently there a native lunatic lying in the Convalescent of a dark shed attached to that establishment in Charge of Some one.

31. The provision systematically made by the State for lunatics is limited for 183 out of a general estimated total of 23,000 and a presumable destitute or dangerous Class of 2300.

32. If one turn from the number of persons to the nature of the accommodation and treatment, there is not much reason for satisfaction. All testimony goes to the existing asylums depends on the intelligence and benevolence of those who direct them. The Government has no share in it, it only rules a little Money, that is all.

33. The Lunatic Asylum at Madras is a collection of very humble buildings

buildings, I had almost said
prisons, scrupulously clean, in
which the patients are managed
with the utmost humanity and
solicitude, by an Estimable
East Indian Director. But
the Asylum has no bathrooms,
No infirmary, No padded cells
for frantic patients, and no
department for the convalescent
No place called in Recreation
or exercise, No place of labour,
No place of instruction, no division
in the grounds for the seperation
of the Sexes, so that the Male
and female patients are taken walked
but separately in gangs to walk take the air,
the former twice, the latter
once a day. The Government
have paid for many years a
Rent for this place.
It cannot be improved, because
it is not State property.
34 The Idiot Asylum at the
Norwegian Chontry is not property
termed

termed an Idiot Asylum for
the clamorous and fretful lunatic
lunatics of the Miller torture
mixed up with the idiots.
The sexes are divided and
that is the only division.
The Men on their side and
the women on their side are
penned up each in their respective
Common room at night, with
what results may be conceived,
however there are light
Latrines which they can repair
if they please. They are unlocked
in the morning, the women
set together all day and taken
the Verandah or the Sun
The men make some attempts
at ordinary and even at skilled labour
The dietary is good and the
discipline humane. The
establishment even in its limited
scope reflects credit on Dr Van
primitive Lomeren the Visiting Physician
and on the Warders by whom
it is controlled. It cannot
be

Sedition without sympathy and Approval

35. Nothing is known here of the Asylums at Vizagapatam and Trichinopoly if such they may [illegible] be called. The District Jails and the General Hospitals are not fit places for the Confinement of lunatics, it is obvious that their presence must be embarrassing to the Authorities of these establishment and that no proper System can be carried out for the separate lodging and treatment of the insane. Insane Criminals should be placed in an Appropriate Department of a General lunatic Asylum. They are often received at the present Lunatic Asylum of Madras, for want of room. The only justification for the reception of lunatics at the General Hospital is the

bound

found in the reflection that there is not fitting accommodation at the Lunatic Asylum for insane Europeans of the superior Class and that space is often wanting there for East Indians or Natives of the lower Orders. If they [illegible] are not received at the General Hospital they would be abandoned in the streets. The fact which I have to submit to the Council are not discoveries. They are well known to the Council and have often engaged its attention. The evils complained of have been debated and remedies have been despaired. Therefore there are reports and plans of remote and recent date: but Nothing has been done, Nothing effectual will perhaps ever be done until some small beginning is [illegible] on foot. Adopting as my basis the judicious letter addressed by Dr Shaw, the Inspector General of Hospitals to the Chief Secretary under date

f

[illegible] Parish 24 Oct 1866. Sends
[illegible] to Government Kindly call
[illegible] Government for a Grant to Glebe
[illegible] Academy Building & Church
[illegible] Parsonage Rectory, but
[illegible] available if Endowment can
[illegible] place it at Disposal of Bishop
[illegible] Church Property.

The Parishioners of the Parish
Right Reverend where of to Grants
Rev. Edward Parr the Rectory
Grant in Connection with the
Bengers Church, and Schools
Easterly to Christ Church, Parish
Rev. Rectory and Glebe
Corner of Queen Street
of Fitzroy Road, the above
Corner and Apple Grove and
Title for the Western and Northern
Parish Lands Limited in the Rectory

Like Communication and Circular would
Chronicles for the Country Queen
Lord to assume Province, and to grant
Authority to the Bishop of the Church
Province Lands of the Glebe
Glebe. The Endowment for Religious
with Reference to the Glebe Question
Church Land Bill Church Society
Order 1850, and the Governor
Island Commissioners & Reserves
Parish Indefinable Endowments

Yours

10 Aug 1866

The reasons adverted to in Her Lordship's minute for commencing the construction of a much needed Lunatic Asylum, are so clear and ample, that I should [illegible] the proposition and request of making a determination if the required £10,000 can any how be found. I concur also, very willingly in Her Lordship's proposal to issue on application to the Government of India Settlers funds necessary to enlarge our Lunatic Asylum, and accommodation

CWO

JH

Returns of Mortality in certain
Jails of the Madras Presidency
for the Official Years 1862/63.
1863/64. 1864/65. and 1865/66.

Madras
27 June 1868

Return of Mortality in the Undern[illegible]entioned Jails for the Official Years [illegible]

Names of Jails	Daily average No. of Convicts under trial	No. of Convicts who died during the year from: Cholera	Jail diarrhœa or dysentery	Fever	Scurvy	Other diseases	Daily average No. of Prisoners under trial	No. of Prisoners who died during the year from: Cholera	Jail diarrhœa or dysentery	Fever	Scurvy	Other diseases	Daily average No. of Debtors	No. of Debtors who died during the year from: Cholera	Jail diarrhœa or dysentery	Fever	Scurvy	Other diseases	Daily average No. of State Prisoners	No. of State Prisoners who died during the year from: Cholera	Jail diarrhœa or dysentery	Fever	Scurvy	Other diseases	Daily average No. of Insane Prisoners	No. of Insane Prisoners who died during the year from: Cholera	Jail diarrhœa or dysentery	Fever	Scurvy	Other diseases
1862.63																														
Rajahmundry	180.25	-	9	3	-	2	21	-	-	-	-	-	.75	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-
Nellore	336.5	-	-	-	-	9	12.75	-	-	-	-	-	2.5	-	-	-	-	-	6.5	-	-	-	-	-	-	-	-	-	-	.41
Trichinopoly	414.7	2	15	1	-	21	44	-	-	-	-	-	1.7	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Madura	241.25	4	17	1	-	8	31.75	2	-	-	-	-	16.25	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Tinnevelly	157	-	11	-	-	11	32	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Coimbatore	464	2	21	1	-	15	33	-	-	-	-	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Calicut	380.75	86	20	3	1	27	18.75	4	1	-	-	-	11.5	2	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1
Mangalore	238	-	10	2	-	8	8	-	1	-	-	-	17	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Tellicherry	121.25	-	6	3	-	11	10	-	1	-	-	-	8	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
1863.64																														
Rajahmundry	134	-	2	-	-	15	11.75	-	-	-	-	-	1.25	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-
Nellore	416.66	-	5	-	-	10	14.75	-	-	-	-	-	3.55	-	-	-	-	-	2.5	-	-	-	-	-	-	-	-	-	-	-
Trichinopoly	397.8	3	8	2	-	10	10.5	-	-	-	-	-	2.7	-	-	-	-	-	-	-	-	-	-	1	.75	-	-	-	-	-
Madura	219.75	20	26	1	-	25	15.25	1	-	-	-	-	22.5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Tinnevelly	202	-	20	-	-	15	23.25	-	1	-	-	-	5.75	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Coimbatore	264	35	22	-	-	17	12	-	-	-	-	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Calicut	321.5	-	17	1	3	54	20	-	-	-	-	-	9	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-
Mangalore	256	-	18	-	-	13	20	-	-	-	-	-	11	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Tellicherry	120.75	-	5	2	-	9	7.5	-	1	-	-	-	7	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1864.65																														
Rajahmundry	132	-	14	2	-	28	7.5	-	-	-	-	-	2.5	-	1	-	-	-	1.75	-	-	-	-	-	-	-	-	-	-	-
Nellore	416.16	94	6	-	-	5	12.83	-	-	-	-	-	2.66	-	-	-	-	-	2	-	-	-	-	1	.25	-	-	-	-	-
Trichinopoly	341.2	-	40	-	-	14	2.7	-	-	-	-	-	2.3	-	-	-	-	-	-	-	-	-	-	-	1.08	-	-	-	-	-
Madura	244.25	26	20	-	-	14	15.25	1	-	-	-	1	31.75	1	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Tinnevelly	170	-	15	-	-	23	18	-	2	-	-	2	5.75	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Coimbatore	322	-	52	3	-	24	12	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Calicut	344.75	-	25	5	-	21	11.5	-	-	1	-	-	19.25	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1
Mangalore	258	4	9	1	-	17	12	-	1	-	-	-	8	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	.5
Tellicherry	136.5	-	21	1	1	12	6.5	-	-	-	-	-	8	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1865.66																														
Rajahmundry	109	3	5	-	-	41	8.5	-	-	-	-	1	1.5	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	.75
Nellore	310.18	4	13	-	-	12	7.44	-	1	-	-	-	1.67	-	-	-	-	-	2.41	-	-	-	-	1	-	-	-	-	-	-
Trichinopoly	322.1	1	7	1	-	3	6.83	-	-	-	-	-	3.06	-	-	-	-	-	-	-	-	-	-	-	.34	-	-	-	-	-
Madura	188	6	14	-	-	5	13.25	-	-	-	-	-	33.25	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Tinnevelly	288.18	1	28	1	-	4	19.73	-	-	-	-	-	3.98	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Coimbatore	354.58	1	14	2	-	5	13	-	-	-	-	-	2.75	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Calicut	349.25	40	25	9	9	114	19.75	8	3	1	4	-	16.5	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-
Mangalore	258.40	2	19	-	-	16	10.94	-	2	-	-	2	3.84	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-
Tellicherry	127.18	13	22	5	-	7	9.68	11	1	-	-	1	17.3	-	-	1	-	3	-	-	-	-	-	-	1	-	-	-	-	-

Madras
27 June 1866

A

1862/63, 1863/64, 1864/65, and 1865/66

4

No. of Insane Prisoners who died during the year from					Daily average No. of Prisoners in Asylum	Deaths from					Percentage of deaths on the mean daily number resident	Remarks
Cholera	Fall or Privation or Dysentery	Fever	Insanity	Other Diseases		Cholera	Fall or Privation or Dysentery	Fever	Insanity	Other diseases		
					1.5						6.81	
					15.5						2.40	
											9.26	
											11.06	
											11.51	
					12					1	7.76	
					7.5						34.88	
											8.36	
				1	7						15.97	
					5.5						11	
					10.83						3.56	
											5.59	
											28.35	
											15.58	
					10						25.42	
					4.75		1			1	22.51	
											11.15	
			4		3.5		1				15.52	
					1						31.72	
					8.66						23.63	
											15.59	
											22.31	
											19.2	
					3						23.89	
					3.5						15.05	
											11.87	
			2		1.5						24.14	
											42.5	
					2.63						9.24	
											3.61	
											11.94	
											10.9	
					1						5.89	
					15						57.89	
											15	
			1		1.56			1			41.47	

Inspector General of Jails

The Government being desirous of beginning the construction of the Central Jails at Cannanor and Vellore as well as of the Lunatic Asylum at the Presidency it is necessary to consider whence funds can be provided not only for these buildings but for the Madura Jail and the completion of that at Coimbatore, for the latter of which only Rupees 50000 have been entered in the Budget while the expenditure will probably be more than double that.

2. A list of ten items of the Budget from which an aggregate of Rs. 90000 might be taken was some time ago

Dated 10 July 1862

Enclosure

No 1692

Reviewing at length the requirements of the Presidency in the matter of jail accommodation, as also the necessity of providing better accommodation for lunatics

57

ago made out and this sum with Rs. 100,000 which it was expected might be obtained from the Reserve was intended to be applied to the erection of the Jails. Lately however Government have not only ordered some of the works noted in the List to be proceeded with with all dispatch, but have authorized additional outlay to be incurred. The Reserve too has necessarily been drawn upon till it has been reduced to Rs. 21,359 under all heads, at this date of which only Rs. 735 stand under the Head "Civil Buildings".

In general last year, altho Government sanctioned works to be proceeded with without special allotments to the extent

extent of upwards of three lacs of Rs. the Annual assignment was not expended within nine thanna pies, these proving that with works in progress estimated to cost in the aggregate greatly more than the Annual assignment and with every effort to make Officers work fully up to their allotments, there must unavoidably remain a large unexpended balance at the end of every year. This balance will be great if no works be put in hand except those provided for in the Budget, and it is accordingly advisable each year to have several of these in progress. I am consequently of opinion that instead of endeavouring to find funds, say two lacs, by cutting down Budget assignments, it will be better to order such Jails as it may be thought necessary

Thanks [illegible] December [illegible]

[illegible]

by a Committee, composed
of the Principal Inspector General, the
superintending Engineer and the
Sanitary Commissioner, is now
considering and discussing the best
plan for the proposed Lunatic
Asylum, and is therefore desirous
of having a couple of spare

copies of Lord Hopetoun's private, I am
desired by Dr Montgomery to ask you
to be kind enough to have
some with the papers required, for
circulation amongst the Members
Should you desire that this
paper be returned to you, Dr Mo.
will be glad to do so.

Yours sincerely

H D Rolleston

Dated 10th July 1866 concerning Jails &

Medical Department

09

d-4 Aug 1866 No 1209.

7/1

desp 7/8 per
P.O. Addamee
Golconda

1

Judicial Department.

No. 1209.

To

The Secretary to the Government
of India,
Public Works Department.

Sir,

Simla

Adverting to the
1st paragraph of Colonel
Orr's letter of the 12th
ultimo, No 2182, I am
directed to submit for
the consideration of H.E.
the Viceroy and Governor
General of India in
Council, the annexed
copy of a minute by
His Excellency Lord
Napier in which His
Lordship has reviewed
at length the requirements
of this Presidency in
the

the matter of Jail accommodation, as well as the necessity of providing better accommodation for lunatics. I am directed to state that the other members of the Government entirely concur in His Lordship's views and recommendations, and to request that, under the circumstances, and adverting to the promise given in Mr Secretary Bayley's letter of the 23rd June 1862 No 952, to the effect that the Government of India would be prepared to make the necessary provision of funds for giving early effect to any carefully considered

considered proposals for increasing Jail accommodation wherever it may be manifestly insufficient, the Governor General in Council will be pleased to reconsider the decision conveyed in your telegram of the 12th January last, and to sanction a special grant of Rs 20,000, or such sum as the state of the finances may admit to be expended on Jail buildings in the course of the present official year, in order that the erection of the projected Central Jails at Vellore and Trichinopoly may be at once proceeded with.

I

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I

I am to explain, with reference to the remarks made in the 25th para of Lord Napier's Minute, that the sums therein referred to, amounting to Rs 195,000, cannot now be obtained by transfers from the Budget, the greater part of the Reserve having been expended while expenditure has been already incurred on many of the items forming the Rs 95,000. The buildings, however, to which His Lordship proposed to appropriate the sums in question will be proceeded with and their cost will be

3

be met from Savings in the General Budget.

I have &c
(sd) C. Beadon
Secy to the Govt

Fort St. George,
4th August 1866.

Copy to the Pub. Works Dept. desp 8/8
" to the Sanitary Commissioner desp 7/11/66
" of the minute by the Hon'ble the Com. to the Mad. Incp. Genl. Hosps. &c. } desp 3/1/67

Judicial 1866 Departt

No 1209.

To
The Secy to the Govt
of India

Fd 30 Aug 66

Dated 14th August 1866.

5/7 58