1644-1434
3·8·5125

Judicial (1895) Department.

ORDINARY PRINTED.

G.O., No. 2522-23

DATED 5th Dec: 1895

INDEXED.

[Despatch Abstract.]

JAIL STANDARD FORMS.

Forwarding to the Government of India, with an expression of concurrence, copies of communications containing the views of certain officers subordinate to this Government on the subject of the proposed modifications in the headings of statement XV (Vital) of the--

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
R	987		3/9/95				
	1579		19/7/95				

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
C	1221		96				

Govt. of {1895} Madras.

JUDICIAL.

Issued

Read. *Encl.*

G.O., No. 2522, 5th December 1895.

DECEMBER.

Jail Standard Forms.

Directing that the Government of India be addressed regarding certain modifications in the headings of statement XV (vital) of the — proposed by the Surgeon-General with the Government of India.

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

Read—again the following papers:—

G.O., Mis. No. 1519, Judicial, dated 19th July 1895.

Read—the following papers :—

From A. G. CARDEW, Esq., M.A., Inspector-General of Prisons, Madras, to the Chief Secretary to Government, dated Ootacamund, the 2nd May 1895, No. 2281.

I have the honour to address His Excellency the Governor in Council on the subject of the vital statements which are annexed to the Annual Jail Report.

2. These statements have hitherto been numbered XV, XVI, XVII and XVIII, but, under the orders of the Government of India conveyed in paragraph 5 of Home Department Resolution No. 10, Jails—668—79, dated 13th December 1894, they have been numbered XIV, XV, XVI and XVII in the annual report for 1894, and are, therefore, referred to under these numbers in this letter.

3. Statements Nos. XIV, XV and XVII were prescribed by the Government of India in Home Department Resolution No. 19—1349—59, dated 12th September 1882, and statement No. XVI in Home Department Resolution No. 697—706—16, Jails, dated 21st December 1893. It is proposed to refer first to statements Nos. XIV and XV.

4. Statement No. XIV was slightly modified by the Jail Conference of 1877, but was in use as far back as 1870 in a form differing but little from that now followed. Statement No. XV was not modified at all by the Jail Conference of 1877, and seems to have been prescribed in the year 1874, and was first used in the report of 1875. The precise age of the statements is not a material matter, but it is evident that No. XV has not been revised for twenty years, while No. XIV has been unaltered to any practical extent for eighteen years.

5. In these circumstances, it is not surprising that these statements are no longer in accordance with current medical classification and nomenclature, and that revision is urgently called for. It will also be observed from Home Department Resolution No. 19—1349—59, dated 12th September 1882, that no instructions for the filling up of these statements have been laid down, and hence that their right compilation is a matter of uncertainty.

6. These statements Nos. XIV and XV are compiled in my office from the monthly and annual sick returns, the forms of which were laid down by the Government of India in Home Department Resolution No. 26—1742—53, dated 31st October 1887. If the form of annual return of sick prisoners therein shown is compared with columns 9 and 10 of statement No. XIV and with column 3 of statement No. XV, the difficulty of compiling those columns correctly, in the absence of any instructions, will be apparent.

7. Column 9 of statement No. XIV provides for the exhibition of deaths from fever. On turning to the annual return of sick, it will be seen that simple continued fever and enteric fever are arranged in sub-group (i), group A of general diseases; ague, remittent fever, and malarial cachexia in sub-group (ii). It would, of course, be wrong to include deaths from enteric fever in column 9 of statement No. XIV, but I should not be surprised if it is sometimes done. Whether simple continued fever should be included in column 9 is not so clear; probably it should not, but I have no doubt that, if a death were so returned, it would generally be included in column 9. And it is still more doubtful whether a casualty from malarial cachexia ought to be returned in column 9 of statement No. XIV.

8. Column 10 provides for the exhibition of deaths from "bowel-complaints." This is the vaguest of terms, and there is, doubtless, complete absence of uniformity as to the compilation of the figures for this column. Under general diseases, epidemic diarrhœa and dysentery would, of course, be recognized and tabulated correctly, and diarrhœa under diseases of the digestive system, but, in the absence of instructions, it is not certain whether tubercle of the intestine and cancer of the bowel ought or ought not to be placed in column 10, while there is a great probability of cases returned as "perforation of intestine," "inflammatory intestinal catarrh," "obstruction of intestine," "muco-enteritis," &c., being wrongly tabulated.

9. Turning to column 3 of statement No. XV, fresh difficulties present themselves. The sub-headings A to K of this column seem to require thorough revision, for not only are there no instructions for filling up the particulars, but several of the sub-heads seem ill-chosen. As both "intermittent" and "remittent and continued fever" are, presumably, of malarial origin, the object of distinguishing between them is, for the purposes of jail administration, not apparent. The meaning of the sub-head "other fevers" seems to be quite uncertain. The sub-head "scrofula and phthisis pulmonalis" should surely be extended to include all cases of tubercular disease. Jaundice does not appear at all in the form of "annual return of sick," and ulcers and boils hardly require to be separately exhibited.

10. These reasons for a revision of statements Nos. XIV and XV have been recently augmented by the issue from the Surgeon-General's office of certain circulars for the guidance of Medical officers in the preparation of monthly and annual sick returns. One of the special objects of these circulars is, it is understood, to produce increased accuracy in the diagnosis of disease and with this object stress has been laid on the fact that diarrhœa, dyspepsia, jaundice, debility, colic, ascites, &c., are usually names of symptoms and not of diseases, and that the causes of the symptoms should be sought for and the cases returned accordingly. These instructions, in so far as they lead to more careful diagnosis, will, doubtless, have a salutary effect, but they increase the discrepancies between the vital statements Nos. XIV and XV and the sick returns. As, for instance, diarrhœa is ordinarily only a symptom, cases are no longer returned under that head, but are shown as "intestinal catarrh," which would be excluded from column 3-I of statement No. XV. Similarly the return of cases as "debility" having been objected to by the Surgeon-General, the effect is that obscure cases of mal-nutrition now tend to be lumped under "malarial cachexia," and so no longer come under column 3-G of the same. It will thus be seen that, in addition to the difficulties which have hitherto beset the compilation in a non-professional office, without any detailed instructions, of annual statements Nos. XIV and XV, the circulars lately issued by the Surgeon-General have had the effect of still further divorcing those statements from the monthly and annual returns of sick, so that, even if the statements were correctly prepared from the returns, they would be misleading.

11. It seems clear that a complete revision of annual statements Nos. XIV and XV, as well as the drawing up of clear instructions for their preparation, including lists of the diseases (in accordance with the revised Nomenclature of Diseases) which should fall in the various columns and sub-columns, is necessary. I addressed the Surgeon-General with the object of obtaining an expression of his opinion on the subject, and beg to enclose copies of the correspondence.* It will be observed that Surgeon-Major-General Sibthorpe concurs as to the need for revising the annual statements in question, but considers that it can best be carried out by the Sanitary Commissioner with the Government of India. In these circumstances, I beg to suggest, for the consideration of Government, the desirability of the Government of India being addressed on the subject.

* (i) To the Surgeon-General, No. 417-C., dated 8th March 1895.
(ii) From the Surgeon-General, No. 2375, dated 15th March 1895.
(iii) To the same officer, No. 1531, dated 21st March 1895.
(iv) From the same officer, No. 3063, dated 8th April 1895.

12. Annual statement No. XVI was newly prescribed in Home Department Resolution of the 21st December 1893 and the object in view was explained by the Government of India's letter No. 346, dated 23rd June 1894. After the experience obtained in compiling the annual report for 1894, I beg to record the opinion that this statement is entirely useless, and very respectfully to suggest that the orders prescribing it may be reconsidered. The Government of India has stated that its object is to show that short sentences of imprisonment do not involve an undue amount of mortality. But this can be shown with sufficient certainty from annual statement No. XVII, because every death of a prisoner sentenced to under six months must be recorded in column 3 of statement No. XVII. For the purposes of jail administration, statement No. XVII supplies all necessary information and, for other purposes, the information supplied by statement No. XVII, inasmuch as it must furnish a maximum number of deaths in each of the earlier time-periods, seems sufficient.

Enclosures.

(i) Copy of letter from the Inspector-General of Prisons, to the Surgeon-General, No. 417-C., dated 8th March 1895.

I have the honour to acknowledge the receipt of the copies of your circulars Nos. 29 and 43 of 1894 with which you have been good enough to furnish me under your endorsement No. 1822, dated 1st March 1895.

2. I beg to invite attention to the bearing which these circulars have on the vital statements which, under the orders of the Government of India, are appended to the Annual Jail Administration Report.

3. It will be observed that statement No. XVI makes special provision for the separate exhibition of admissions and deaths under "anæmia and general debility," under "jaundice," and under "dysentery and diarrhœa." Paragraph 11 of circular No. 29 and paragraph 8 of circular No. 43 prohibit the use of the terms "debility," "jaundice," "diarrhœa," &c., except in certain very special and uncommon cases. When, therefore, debility is merely a symptom of mal-nutrition and diarrhœa of intestinal catarrh, and they are returned under the appropriate heading in the revised Nomenclature of Diseases, they will not appear in the columns intended for their exhibition in annual statement No. XVI.

4. It seems evident that this annual statement requires revision in order to bring it into accord with the orders now issued in the Medical department regarding nomenclature. The distinction drawn in the statement between "intermittent fever," "remittent and continued fever" and "other fevers" appears not to be in agreement with the present classification of disease, which distinguishes rather between "simple continued fever" and "intermittent fever or ague." It is not clear whether tuberculosis of organs other than the lungs is to be classed with scrofula and phthisis or not. Jaundice does not seem to demand the dignity of a separate column. Dysentery and diarrhœa are far apart in the classification of the sick returns.

5. It appears to me that the chief diseases or symptoms of sickness, regarding the prevalence of which it is useful to have separate statistics, are—

1. Small-pox.
2. Cholera.
3. Dysentery and epidemic diarrhœa.
4. Ague.
5. Phthisis and other tubercular disease.
6. Pneumonia and other respiratory disease.
7. Syphilis.
8. Such symptoms as are commonly known as anæmia and debility.
9. Such symptoms as are commonly known as diarrhœa, muco-enteritis, and the like.

The last two heads present the chief difficulty, because the instructions which have lately been issued from your office prohibit the use of these terms as being names of symptoms.

6. I shall be obliged if you will favour me with your opinion as to the best means of amending annual statement No. XVI. I also beg to enquire what diseases should, in your opinion, be included in columns 9 and 10 of annual statement No. XV, which refer generally to "fever" and "bowel-complaints," both headings of which seem far too general.

(ii) Copy of letter from the Surgeon-General, Madras, to the Inspector-General of Prisons, No. 2375, dated 15th March 1895.

With reference to your letter No. 417-C., dated 8th March 1895, in which you have raised some most important questions as regards the vital statistics as furnished from the jail, I concur in most of your statements, but have not the power of altering the forms in use.

2. I may remark that my circular No. 29 of the 2nd October 1894 only refers to civil hospitals and dispensaries and had better not be brought into the jail question.

3. If you consider it desirable, I will send on your letter above mentioned, with a copy of my circular No. 43 of the 1st November 1894, to the Sanitary Commissioner with the Government of India, in order that the necessary orders of the Government of India may be passed on the subject.

(iii) Copy of letter from the Inspector-General of Prisons, Madras, to the Surgeon-General, Madras, No. 1531, dated 21st March 1895.

I have the honour to acknowledge the receipt of your letter No. 2375, dated the 15th instant, on the subject of the vital statements appended to the Annual Jail Administration Report.

2. Of these statements those hitherto numbered XV and XVI (which are in future to be numbered XIV and XV) were prescribed by the Government of India in Home Department Resolution, dated 12th September 1882, No. 19—1349—59. Statement No. XV was drawn up by the Jail Conference of 1877, as stated in Chapter XIV, paragraph 20 of their report. Statement No. XVI they left unaltered, and it, therefore, dates from some still more remote period. Both statements were framed at least seventeen years ago.

3. It would be no matter of surprise, therefore, if they now needed revision, and your recent circulars have drawn attention to the fact. Moreover, since my letter, No. 417-C., dated 8th March 1895, was written, I have had further experience of the necessity, not only for revision, but for the existence of clear instructions for the preparation of these statements. It falls upon my office to compile the statements from the monthly and annual returns of sick submitted by Medical officers, and, without instructions, it is practically impossible to do this correctly. Column 10 of statement No. XV provides for the exhibition of deaths from "bowel-complaints," and there is no guide whatever to show what diseases should be there shown. The heading probably was originally intended to denote much the same as "dysentery and diarrhœa" in column 3-I of statement No. XVI, but there are other "bowel-complaints" besides dysentery and diarrhœa, and whether such diseases as tubercle or cancer of the bowel should go into column 10 of statement XV there is nothing to show. Statistics compiled in this way are as likely to be misleading as they are to be useful, and I feel considerable doubt whether the figures that have been submitted to Government in statement No. XVI in the past are of a very reliable character.

4. The revision of the statements can, of course, only be carried out by the Government of India, and the object of my letter No. 417-C., dated 8th March 1895, was to obtain your advice as to the best revision to be proposed to that Government through the Local Government. It would, apparently, be preferable that the reference should be submitted through the Government of Madras, who would probably lend it its support rather than direct to the Sanitary Commissioner to the Government of India. If you can see your way to favouring me with your opinion as to the proper mode of revising statements Nos. XV and XVI and as to the instructions which should accompany them, your suggestions will be forwarded through the channel named.

(iv) Copy of a letter from the Surgeon-General, Madras, to the Inspector-General of Prisons, No. 3063, dated 8th April 1895.

With reference to your No. 1531 of the 21st March 1895, I concur in everything you state regarding the necessity of revision of all the orders published in the Jail department regarding vital statistics requiring revision.

2. If you will look over the orders published in—

G.O., No. 2667, Judicial, of 22nd November 1887,
G.O., No. 43, Judicial, of 11th January 1888,
G.O., No. 1414, Judicial, of 29th June 1888,
G.O., No. 2606, Judicial, of 22nd December 1888,

you will see the task you ask me to take up in paragraph 4 of above letter is no light one and, as it is quite possible that the Government of India might not concur in my views regarding the actual details of the revision, I consider it would be a useless labour on my part going into the details of the question.

3. It must be remembered that the Sanitary Commissioner with the Government of India with his large office and a special Statistical Secretary who is a senior Commissioned Medical officer and has experience of the statistics submitted by all Local Governments is in a far better position to revise such details than I am.

From the Inspector-General of Prisons, dated Ootacamund, 20th May 1895, No. 2779.

Order—Mis. No. 1519, Judicial, dated 19th July 1895.

The Government considers that the best course to adopt will be for the Surgeon-General to discuss with the Sanitary Commissioner to the Government of India the form which the vital statements attached to the Jail Report should take. When the Surgeon-General is in a position to make definite recommendations in the matter, the Government will be prepared to forward them to the Government of India with its support.

(True Extract.)

(Signed) J. F. PRICE,
Chief Secretary.

To the Inspector-General of Prisons.
,, Surgeon-General.

G.O., R. No. 987, Judicial, dated 3rd September 1895.

Read—also the following papers:—

From A. G. CARDEW, Esq., M.A., Inspector-General of Prisons, to the Chief Secretary to Government, dated Camp Palamcottah, 16th September 1895, No. 819-C.

I have the honour to acknowledge the receipt of G.O., R. No. 987, dated 3rd September 1895, referring for remarks certain proposals of the Surgeon-General with the Government of India for the amendment of the jail statement showing admissions and deaths from the principal diseases. The correct number which this statement now bears is XV and not XVI, and the necessity for its amendment was brought to notice in my letter No. 2281, dated 2nd May 1895, recorded in G.O., No. 1519, dated 19th July 1895.

2. The selection of the headings of disease to be included in statement No. XV is mainly a medical question. It appears to me that, as a matter of principle, these headings should (1) coincide with the revised Nomenclature of Diseases, (2) follow the order adopted in the monthly returns of sick. For the most part Dr. Cleghorn's proposals comply with these principles. I think it would be better to arrange the first four heads as follows:—

A.—Cholera.
B.—Dysentery.
C.—Malarial fevers.
D.—Other diseases of group A, sub-group (i).

This, however, is a minor matter. As regards group E, I would enquire whether there is any scientific or other reason for limiting its application to tubercle connected with the lung. I think all forms of tuberculosis should be included in this group. Subject to these small criticisms, I think Surgeon-General Cleghorn's proposed headings to statement No. XV will do very well and will effect an immense improvement on those now in use.

3. It is essential, however, that there should be appended to the statement clear instructions for the correct filling up of some of its columns. Thus there should be a note that 23 (*a*) Ague, 23 (*b*) Remittent fever, 23 (*c*) Malarial cachexia are to be tabulated in the group "malarial fevers." A list of the diseases to be classified in group H. "Other respiratory diseases" is desirable. It has to be remembered that the tabulation in Madras, Bombay and the Central Provinces, Assam, Coorg, &c., is carried

out by non-professional officers. Lastly there is the difficult heading I. Diarrhœa. Under Surgeon-Major-General Sibthorpe's circular No. 43 of 1894, the use of the term diarrhœa is discouraged, if not prohibited. In consequence the disease or symptom usually called diarrhœa is now being returned by Medical officers of jails under all sorts of other names such as "intestinal catarrh," "enteric catarrh," "muco-enteritis," "congestion of liver," and so on. With due deference, I think the Surgeon-General's action in this matter, though taken with the best intentions, has been mistaken, but at any rate it is necessary if the term "diarrhœa" is maintained in statement No. XV that correct instructions for tabulating thereunder shall be laid down.

4. I would now invite attention to statement No. XIV, some columns of which require amendment as much as statement No. XV. It is clear that if statement No. XV gives information as to the number and ratio of deaths from fevers, cholera and other diseases, the repetition of that information in statement No. XIV is useless. Columns 10, 11 and 12 of statement No. XIV are thus superfluous as also is sub-column C of column 13 of the same. I would recommend their entire omission. If, however, for the purpose of giving information regarding deaths among civil and under-trial prisoners, these columns of statement No. XIV are to be retained, they ought to be brought into unison with statement No. XV. Thus the word "fever" in column 10 of statement No. XIV ought to refer to some definite group of disease in statement No. XV and the words "bowel complaints" in column 11 of statement No. XIV should be so defined as to include distinct groups in statement No. XIV. Should these columns of statement No. XIV be retained, column 10 should correspond with groups A and D and column 11 with groups C and I. But this grouping shows at once that the columns of statement No. XIV, if thus treated, are useless and misleading, for, as the Surgeon-General with the Government of India points out, dysentery and diarrhœa are widely differing diseases. Columns 10, 11 and 12 and sub-column C of column 13 of statement No. XIV should, therefore, be abolished.

5. Finally, I would suggest that the Government of India should again consider the necessity of retaining statement No. XVI. This statement shows the mortality among convicts according to length of original sentence, and the Government of India has stated (Home Department letter, No. 346, dated 23rd June 1894) that its object is to show that short sentences of imprisonment do not involve an undue amount of mortality. But this can be shown with sufficient certainty from annual statement No. XVII, because every death of a prisoner sentenced to under six months must be recorded in column 3 of that statement. Statement No. XVII must always furnish a test of the *maximum* mortality occurring among short-term prisoners and the inclusion of a few prisoners, who, though sentenced to longer terms, die during the first few months of imprisonment, would not invalidate the figures for the Government of India's purpose. The opinion which I ventured to express in paragraph 79 of the Annual Report on Jail Administration for 1894 as to the uselessness of statement No. XVI has been stated in almost similar words by the Inspector-General of Prisons of the Punjab in his annual report for the same period and would, I believe, be found to be held by all other officers of the same position in India. The compilation of the statement involves a monthly census which takes up a good deal of time, and it would therefore be an advantage if the statement were abandoned.

No. 2292.

Referred to the Surgeon-General for remarks which, it is requested, may be submitted along with his reply to G.O., R. No. 987, dated 3rd September 1895.

(By order.)

Ootacamund,
26*th September* 1895.

(Signed) L. DAVIDSON,
Ag. Under Secretary.

To the Surgeon-General.

From Surgeon-Major-General C. SIBTHORPE, F.R.C.P.I., Surgeon-General with the Government of Madras, to the Chief Secretary to Government, dated 2nd October 1895, No. 424.

With reference to G.O., Judicial Department, R. No. 987, dated the 3rd September 1895, forwarding a copy of letter No. 6-Jails—327, dated the 19th August 1895, from the Deputy Secretary to the Government India for remarks, I have the honour to state that I consider the proposed "Statement XVI. Vital" would be an improvement on the old one, but I think it might be further improved. Column 3-A should read "malarial fevers including malarial cachexia and malarial enlargements of the spleen." Column 3-E should be divided into two—

(*a*) Tubercle and scrofula.

(*b*) Acute and chronic pneumonic phthisis.

Column 3-F should read "cases of anæmia and debility in which the cause has not been diagnosed."

Column 3-I should read "case of diarrhœa in which the cause has not been diagnosed."

Column 4 should be corrected accordingly if the above proposals are accepted.

2. On the 17th August, I forwarded to the Sanitary Commissioner with the Government of India a copy of the Proceedings of the Madras Government, No. 1519, Judicial, dated the 19th July 1895, and asked him to inform me whether he considered it desirable to address the Government of India on the subject. I also pointed out that it seemed to me that the rules regarding the record and compilation of vital statistics in jails required revision. He replied on the 3rd of September "that statement XV has already been under consideration and proposals regarding its revision have been submitted for the opinion of Local Government and Administration."

From Surgeon-Major-General C. SIBTHORPE, F.R.C.P.I., Surgeon-General with the Government of Madras, to the Chief Secretary to Government, dated Madura, 13th October 1895, No. Tour 2—10.

With reference to your endorsement No. 2292 of the 26th September 1895, referring letter No. 819-C., dated the 16th September 1895, from the Inspector-General of Prisons on vital statistics for my remarks, I have the honour to refer to my letter, No. 424, dated the 2nd October 1894, in which I dealt with this subject.

2. I concur with the suggestion of the Inspector-General in paragraph 2 of his letter that it would be better to arrange in the amended form the first four heads as follows:—

A.—Cholera.
B.—Dysentery.
C.—Malarial fevers.
D.—Other diseases of group A, sub-group (i).

As regards his remarks on tubercle, the proposals in paragraph 1 of my letter above quoted will, if adopted, meet the case by separating tubercle from pneumonic phthisis as is done in the Nomenclature of Diseases, the former being a general disease and the latter a local one.

3. With reference to the suggestions in paragraph 3 of the Inspector-General's letter, I quite agree with him, but I think these returns should be made to correspond with the monthly and annual returns compiled by Medical officers and that the rules published in G.Os., No. 43, Judicial, dated the 11th January 1888, No. 1414, Judicial, dated the 28th June 1888, and No. 2606, Judicial, dated the 22nd November 1888, should be reconsidered by the Sanitary Commissioner with the Government of India, corrected by him up to date and republished for general guidance.

4. I also concur with the Inspector-General that it is desirable, if the term "diarrhœa" is to be retained, that accurate instructions for tabulating such cases should be published. My circular No. 43 of 1894 simply called attention to rule 1203 in the Jail Code, which is founded on the first rule published in G.O. No. 43, Judicial, of the 11th January 1888.

5. The general disease "epidemic diarrhœa No. 21" in the Nomenclature of Diseases is practically unknown in the jails in India, and the term "diarrhœa No. 473" is only recognized as a symptom and should only be used when the cause is unknown.

6. I concur in the suggestion of the Inspector-General of Prisons in paragraphs 4 and 5 of his letter.

From the Government of India, Home Department (Jails), dated Calcutta, the 16th November 1895, No. 512.

From the Surgeon-General with the Government of Madras, dated Madras, 22nd November 1895, No. 514.

Order—No. 2522, Judicial, dated 5th December 1895.

The Government of India will be addressed.

(Here enter No. 2523, Judicial, dated 5th December 1895.)

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Surgeon-General.
" Inspector-General of Prisons.
" Sanitary Commissioner.

Exd. C. Rajagopaul.

JUDICIAL DEPARTMENT.

Letter—from

The Chief Secretary to the Government of Fort St. George,

To

The Secretary to the Government of India, Home Department.

Sir,

I am directed to acknowledge the receipt of Mr. Thornton's letter of the 19th August last, No. 6-Jails—327, inviting the opinion of this Government upon certain modifications in the headings of statement XV (vital) of the Jail standard forms proposed by the Surgeon-General with the Government of India. In reply, I am to forward, for favour of submission to His Excellency the Governor-General in Council, copies of the communications noted in the margin containing the views of the officers consulted by this Government on the subject and to say that His Excellency the Governor in Council concurs generally in their remarks.

From the Inspector-General of Prisons, dated 16th September 1895, No. 819-C.
From the Surgeon-General, dated 2nd October 1895, No. 424.
From the Surgeon-General, dated 13th October 1895, No. T.-2—10 with copies of circulars Nos. 29 and 43 of 1894.

2. The necessity for the amendment of statements XIV and XV appended to the Jail Report was brought to the notice of this Government in May last by the Inspector-General of Prisons of this Presidency, but, before addressing the Government of India on the subject, His Excellency in Council desired the Surgeon-General to submit definite proposals for the revision of these statements in communication with the Sanitary Commissioner with the Government of India; copies of this correspondence are also enclosed.

I have the honour to be,
Sir,
Your most obedient servant,

Fort St. George,
5th December 1895.

Chief Secretary.

Exd. C. Rajagopaul

Regr. No.

HOME 1895 DEPT.

[ ]

From the Government of
Fort St. George.

Issued

Recd. *Encl.*

Letter, No. 2523, 5th December 1895.

DECEMBER.

Jail Standard Forms.

Forwarding copies of certain communications containing the views of the officers consulted by this Government on the subject of the proposed modifications in the headings of statement XV (vital) of the —.

4463

No. C/819.

Camp Palamcottah Prisons
OFFICE OF THE INSPECTOR-GENERAL OF ~~JAILS~~,
Dated 16th September 1895.

Read also the following papers

120

From

A. G. CARDEW, Esq., M.A.,

INSPECTOR-GENERAL OF ~~JAILS~~, Prisons

To

THE Honble T. F. Price CSI

CHIEF SECRETARY TO GOVERNMENT,

SIR,

Enclosure. I have the honour to acknowledge the receipt of G.O. 3rd September 1895 No. 987 R. referring for remarks certain proposals of the Surgeon General with the Government of India for the amendment of the Jail Statement showing Admissions and Deaths from the principal diseases. The correct number which this Statement now bears is XV and not XVI, and the necessity for its amendment was brought to notice in my Letter No. 2281 dated 2nd May 1895, recorded in G.O. 19th July 1895 No. 1579.

2. The selection of the headings of disease to be included in Statement No. XV is mainly a medical question. It appears to me that, as a matter of principle, these headings should (1) coincide with the revised nomenclature of disease (2) follow the order adopted in the Monthly Returns of Sick. For the most part Dr. Cleghorn's proposals comply with these principles. I think it would be better to arrange the first four heads as follows:—

A. Cholera
B. Dysentery
C. Malarial Fevers
D. other Diseases of Group A Sub Group I

This, however, is a minor matter. As regards Group E I would enquire whether there is any scientific or other reason for limiting

for limiting its application to Tubercle connected with the lung. I think all forms of tuberculosis should be included in this Group. Subject to these small criticisms, I think Surgeon General Cleghorn's proposed headings to Statement No. XV will do very well and will effect an immense improvement on those now in use.

3. It is essential however, that there should be appended to the Statement clear instructions for the correct filling up of some of its columns. Thus there should be a note that 23a Ague 23b Remittent Fever 23c Malarial Cachexia are to be tabulated in the Group "Malarial Fevers" A list of the diseases to be classified in Group H. "other Respiratory Diseases" is desirable. It has to be remembered that the tabulation in Madras, Bombay and the Central Provinces, Assam Coorg etc is carried out by non-professional officers. Lastly there is the difficult heading I Diarrhœa. Under Surgeon Major General Sibthorpe's Circular No. 43 of 1894, the use of the term diarrhœa is discouraged, if not prohibited. In consequence the disease or symptom — usually called diarrhœa is now being returned by Medical officers of Jails under all sorts of other names such as "intestinal catarrh", "enteric catarrh", "muco-enteritis", "congestion of liver", and so on. With due deference, I think the Surgeon General's action in this matter, though taken with the best intentions, has been mistaken, but at any rate it is necessary if the term "diarrhœa" is maintained in Statement No. XV that correct instructions for tabulating thereunder shall be laid down.

4. I would now invite attention to Statement No. XIV some columns of which require amendment as much as statement No. XV. It is clear that if Statement No. XV gives information as to the number and ratio of Deaths from Fevers, Cholera and other diseases, the repetition of that information in Statement No. XIV is useless. Columns 10–11 and 12 of Statement No. XIV are thus superfluous as also is subcolumns C of Column 13 of the same. I would recommend their entire omission. If however, for the purpose of Giving information regarding deaths among civil and undertrial prisoners these Columns of Statement No. XIV are to be retained, they ought to be brought into unison with Statement No. XV. Thus the word "Fever" in Column 10 of Statement No. XIV ought to refer to some definite group of diseases in Statement No. XV and the words "Bowel Complaints" in Column 11 of Statement No. XIV should be so defined as to include distinct Groups in Statement No. XIV. Should these Columns of Statement No. XIV be retained Column 10 should correspond with Groups A and D, and Column 11 with Groups C and I. But this grouping shows at once that the Columns of Statement No. XIV, if thus treated, are useless and misleading, for as the Surgeon General with the Government of India points out, dysentery and diarrhœa are widely differing diseases. Columns 10, 11 and 12 and Subcolumn C of Column 13 of Statement No. XIV should, therefore, be abolished.

5. Finally I would suggest that the Government of India should again consider the necessity of retaining statement No. XVI. This statement shows the mortality among Convicts according to length of original sentence and the Government of India has stated (Home Department Letter No. 346 dated 23rd June 1874) that its object is to show that short sentences of imprisonment do not involve an undue amount of mortality. But this can be shown with sufficient certainty from Annual statement No. XVII, because every death of a prisoner sentenced to under 6 months must be recorded in column 2 of that statement. Statement No. XVII must always furnish a test of the maximum mortality occurring among short-term prisoners and the inclusion of a few prisoners, who — though sentenced to longer terms, die during the first few months of imprisonment would not invalidate the figures for the Government of India's purpose. The opinion which I ventured to express in para 79 of the Annual Report on Jail Administration for 1894 as to the uselessness of — statement No. XVI has been stated in almost similar words by the Inspector General of Prisons of the Punjab in his Annual Report for the same period and would, I believe, be found to be held by all other officers of the same position in India. The compilation of the statement involves a — monthly census which takes up a good deal of time and it would therefore be an advantage if the statement were abandoned.

I have the honour to be,
Sir,
Your Most obdt. Servant

A. G. Carden
Insp. Genl. of Prisons.

FS

CURRENT No. 4463

JUDICIAL.

JAIL (1895) DEPARTMENT.

From

THE INSPECTOR-GENERAL OF ~~JAILS~~, Prisons

To

THE CHIEF SECRETARY TO GOVERNMENT.

CHIEF SECRETARY 20 SEP. 1895 GOVERNMENT OF MADRAS

Dated 16th }
Despatched 17 } September 1895.
Received 20 }
Regd. 25

No. C/879

ENCLOSURES.

Subject.

Submits his remarks on certain proposals of the Surgeon General with the Government of India for the amendment of the Jail Statement showing admissions and Deaths from the principal diseases.

G.O. 987 d. 3.9.95 R.
" 1519 d. 19.7.95 Mis
" 105 d. 18.7.95 "
" 1787 d. 19.7.94 "
" 169 d. 25.1.94 Sc.
" 2606 [?] d. 22.12.88 Sc
" 1414 d. 29.6.88 Sc
" 43 d. 4.1.88 Sc
" 2667 d. 22.11.87 "
" 2626 d. 18.11.87 "
Madras & Punjab Jail Reports for 94

Current No. 977 of 1895

148

OFFICE OF SURGEON-GENERAL 30 SEP. 95 WITH GOVT. OF MADRAS.

C/

Endorsement No. 2292

Referred to the Surgeon-General for remarks which, it is requested, may be submitted along with his reply to G.O. of 3. Sept. 95 R No 987.

(By order)

Sd/ 26/9/95

Lionel Davidson
25.9

Ag. Under Secretary.

Ootacamund
26th Sept. 1895

29/9/95

To the Surgeon-General.

TO BE RETURNED WITH REPLY.

Judicial (1895) DEPARTMENT.

CURRENT NO. 4681

From

SURGN. MAJOR-GENL. C. SIBIHORPE, F.R.C.P.I.,
SURGEON-GENERAL WITH THE
GOVERNMENT OF MADRAS,
Madras,

987 R.D. 3.9.95 & papers
1519 d. 19.7.95 – 4463 d. 28.9.95

To

The Honble the Chief Secy. to Govt.
Judicial Department

CHIEF SECRETARY -4 OCT. 1895 GOVERNMENT OF MADRAS

No. 424

ENCLOSURES. nil

Dated 2nd }
Recd 4th } October 1895.

No.

Subject.

Remarking on the proposed "Statement XVI Vital" shewing admissions and deaths from Chief diseases amongst Convicts in Jails.

13 S.G.—500 - 9-3-95.

CURRENT NO. 4681

OFFICE OF SURGEON-GENERAL
WITH THE GOVERNMENT OF MADRAS,

No. 424.
Encl.
Madras, 2nd October 1895.
From
156

SURGEON MAJOR-GENERAL C. SIBTHORPE, F.R.C.P.I.,
SURGEON-GENERAL WITH THE
GOVERNMENT OF MADRAS,

Madras,
To THE *Honorable the Chief Secretary to Government*
Judicial Department

SIR,

With reference to G.O. Judicial Department No: 987 dated the 3rd September 1895 forwarding a copy of letter No. 6 Judicial 327 dated the 19th August 1895 from the Deputy Secretary to the Government of India for remarks, I have the honor to state that I consider the proposed "Statement XVI Vital" would be an improvement on the old one but I think it might be further improved. Column 3 A should read "Malarial fevers including malarial Cachexia and Malarial enlargements of the Spleen". Column 3-E. should be divided into two -

(a) Tubercles and Scrofula.

(b) Acute and Chronic pneumonic phthisis.

Column 3-F should read "Cases of anaemia and debility in which the cause has not been diagnosed"

Column 3-I should read "Case of Diarrhoea

diarrhoea in which the cause has not been diagnosed".

Column 4 should be corrected accordingly if the above proposals are accepted.

2. On the 17th August, I forwarded to the Sanitary Commissioner with the Government of India a copy of the Proceedings of the Madras Government No. 1519 Judicial dated the 19th July 1895 and asked him to inform me whether he considered it desirable to address the Government of India on the subject. I also pointed out that it seemed to me that the rules regarding the record and compilation of Vital Statistics in Jails required revision. He replied on the 3rd of September "that Statement XV has already been under consideration and proposals regarding its revision have been submitted for the opinion of Local Government and administration".

I have the honor to be
Sir
Your most obedient Servant
C. Sibthorpe
Surgeon Major General
Surgeon General with the Govt of Madras.

Recd

CURRENT No. 4878/98

No. Jour 2
Encl. 10

OFFICE OF SURGEON-GENERAL
WITH THE GOVERNMENT OF MADRAS,
Madras, 13 October 1895

From

SURGEON MAJOR-GENERAL C. SIBTHORPE, F.R.C.P.I.,
SURGEON-GENERAL WITH THE
GOVERNMENT OF MADRAS,
~~Madras,~~

To THE Honorable the Chief Secretary
to Government
Judicial Department.

SIR,

With reference to your Endorsement No. 2292 of the 26th September 1895 referring letter No. C/819 dated the 16th September 1895 from the Inspector General of Prisons on Vital Statistics for my remarks, I have the honor to refer to my letter No. 424 dated the 2nd October 1894, in which I dealt with this Subject.

2. I concur with the suggestion of the Inspector General in paragraph 2 of his letter that it would be better to arrange in the amended form the first four heads as follows:-

A Cholera
B. Dysentery
C. Malarial Fevers
D. Other diseases of Group A Sub group I

As regards his remarks on Tubercle, the proposals in paragraph one of my letter above

above quoted will, if adopted, meet the case by separating Tubercle from Pneumonic Phthisis as is done in the nomenclature of diseases, the former being a general disease and the latter a local one.

3. With reference to the suggestions in paragraph 3 of the Inspector Generals letter, I quite agree with him, but I think these returns should be made to correspond with the monthly and annual returns compiled by Medical Officers and that the rules published in G.O.s No. 43 Judicial dated the 11th January 1888, No 1414 Judicial dated the 28th June 1888 and No 2606 Judicial dated the 22nd November 1888 should be reconsidered by the Sanitary Commissioner with the Government of India corrected by him up to date and republished for general guidance.

4 I also concur with the Inspector General, that it is desirable, if the term diarrhœa is to be retained, accurate instructions for tabulating such cases should be published. My circular No 43 of 1894 simply called attention to rule 1203 in the Jail Code, which is founded on the first rule published in

in G.O No. 43, Judicial, of the 11th January 1888.

5 The general disease "Epidemic diarrhœa No 21" in the nomenclature of diseases is practically unknown in the Jails in India and the term "diarrhœa No 47" is only recognized as a symptom and should only be used when the cause is unknown.

6. I concur in the suggestion of the Inspector General of Prisons in paragraphs 4 and 5 of his letter.

I have the honor to be,

Sir,

Your most obedient Servant

C. J. Thorpe

Surgeon Major General

Surgeon General with Govt of Madras

CURRENT No. 4874

Judicial (1895) DEPARTMENT.

From

SURGN. MAJOR-GENL. C. SIBTHORPE, F.R.C.P.I.,

SURGEON-GENERAL WITH THE

GOVERNMENT OF MADRAS,

~~Madras,~~

To

The Hon'ble the Chief Secy to Government

No. Tour 2 / 10

ENCLOSURES. C No 4463 rd

Dated 13th } October 1895.
Recd 16 }
Regd 18th No.

Ry
S.O. (27-9-82, No 181) 16 OCT. 95
Jail conference report of 1877
Jail reports of 1874 & 1875
Jail report for Bengal, 1894

Subject.

Remarking on certain proposals for the amendment of the Jail Statement shewing admissions and deaths from principal diseases

Ry
copy of jail report for 1875-76

[illegible]
29/10/95

13 S.G.—500 - 9-3-95.

C 4681/95
R 987 : 3 · 9 · 95
1519 : 19 · 7 · 95
105 : 18 · 1 · 95
1787 : 19 · 7 · 94
169 : 25 · 1 · 94 S.C.
2606-7 : 22 · 12 · 88 S.C.
1414 : 29 · 6 · 88 S.C.
43 : 11 · 1 · 88 S.C.
2667 : 22 · 11 · 87 S.C.
2626 : 18 11 87

(linked file with the above [illegible])

Recd [illegible] Jan 1878

No 2705

Ry

The S. G. is requested to forward, for the perusal of Govt. copies of his circulars No 29 & 43 of 1894.

[illegible] 9/11/95

[illegible]
8/11/95

To the S. G. Cd 15/11
Xd 15/11
Despd 16/11

Ry

When the reply is recd. please put up also the following papers —

1 S.O. (27-9-82, No 181) ✓
2 Jail Conference report 1877 ✓
3 Jail reports of 1874 & 1875 ✓
4. Jail report for Bengal, 1894

[illegible]
8/11/95

CURRENT No. 5494

HOME DEPARTMENT
(Jails);
Calcutta, the 16th Nov. 1895.

18 heading only

No. 512

To
The Chief Secretary to the Govt. of Madras

SIR,

I AM directed to invite attention to the communication* marginally noted, and to request an early reply thereto.

SUBJECT.

Proposed modifications in the headings of Statement No. XVI (Vital) of the Jail Standard forms.

CHIEF SECRETARY 20 NOV. 1895 GOVERNMENT OF MADRAS

I have the honour to be,
SIR,
Your most obedient Servant,

[signature]

Under-Secretary to the Govt. of India.

* No. 6 Jails / 327 dated 19th Aug. '95
~~subsequent reminder~~
~~No. dated~~

G. I. C. P. O.—No. 615 H. D.—25-11-90.—100.

Jud

5494

Jud

From

The Govt. of India
Home.

No. 512

Dated 16-11-95
Recd 20-11-95
Reptd 21-11-95

Subject

Reqn. an early reply to their Communication reg. the proposed modifns. in the headings of Statement No. XVI (vital) of the Jail Standard forms.

To await reply to the Refn. on C No 4874

AW
22/4/95

D987-3-9-95

Jud

No. 574

Encl.

From

5549 Office of Surgeon-General
with the Government of Madras,
Madras, 22nd November 1895.

19 heading only

Surgeon-Major-General C. Sibthorpe, F.R.C.P.I.,
Surgeon-General with the
Government of Madras,

To

The Hon'ble the Chief Secretary to Government,
Judicial Department.

Sir,

I have the honor to forward herewith copies of my circulars Nos. 29 and 43 of 1894, as requested in your memorandum No. 2745, Judicial, dated the 16th November 1895

CHIEF SECRETARY 23 NOV. 1895 GOVERNMENT OF MADRAS

I have the honour to be,
Sir,
Your most obedient Servant,
C Sibthorpe
Surgeon-Major-General,
Surgeon-General with the Govt. of Madras.

25. S.G.—200—13-4-95.

Gov 2992

5549

Judicial (1895) DEPARTMENT.

From

SURGEON-MAJOR-GENERAL C. SIBTHORPE, F.R.C.P.I.,

SURGEON-GENERAL WITH THE

GOVERNMENT OF MADRAS,

Madras,

No. 514

ENCLOSURE. 2

Dated 22nd } November 1895.
Received 23 }
Regd 25th

No.

SUBJECT.

Furnishing a copy of Each of Circulars No. 29 and 43 of 1894 as desired

[G./24.]
200—5-10-95.

Jud. DEPARTMENT.

Papers to be read in proceedings :—

A – ~~Again G.O. d~~ 19. Aug. 95, No 1519.
A – Again G.O., dated 3. Sept. 95 ~~189~~ R, No. 987
Again G.O., dated 189 , No.
A – Current No. 4463 of 1895, dated 16 Sept., from the I.G. of Prisons
A – " " 4681 " 1895, " 20th, " the S.G.
A – ——— 4874 ——— 13 Oct. ——— do
A – " " 5494 " 1895, " 16 Nov., " the S.G.
A – ——— 5549 ——— 22 Nov ——— S.G.

208

ORDER.
P.S.

G.O. 5 Dec. 95, No. 2522

The I.G. of P. will be addressed.

To the S.G. 6
" I.G. of Prisons 6
" Sanitary Commissioner 6

Fd 2.12.95
Despd 23/12/95

Letter No. 2523

To the Secy. to the S.G.

Letter 31 corr. H.D.
Press 31 — with rev.
Despd 23/12/95

Sir,

I am directed to acknowledge the receipt of Mr Thornton's letter of the 19. Aug. last, No 6 Jail/327 inviting the opinion of this Govt. upon certain modifications in the headings of Statt. XV (?) of the Jail standard forms proposed by the S.G. with the I.G. of P. In reply, I am to forward, for favour of

AD 4/12/95

485

submission to H. E. the G. G. in C, copies of the communications noted in the margin containing the views of the officers consulted by this Govt on the subject and to say that H. E. the G. in C concurs generally in their remarks

2. The necessity for the amendment of statts XIV & XV appended to the jail report was brought to the notice of this Govt in May last by the Supt.-Genl of Prisons of this Presy, but before addressing the Govt of India on the subject H. E. in C desired the S. G. to submit definite proposals for the revision of these statts in communication with the Santy Commr with the G. of I. Copies of this correspondence ~~on the subject~~ are also enclosed.

W 29/11/95   I. D. 2.12.95

× From the I. G. of Prisons of 16. Sept 95. No C/819.
—— S. G. — of 2. Nov 95. No 424
—— of 13. Nov 95, No T2/10
with copies of circular Nos 29 & 43 of 94

× in G. O. of 19 July 95, No 1579.

Note

In such a case as this it is perhaps sufficient to forward the opinions of Hds of Depts concerned

The selection of the headings of Disease to be entered in vital statements is purely a medical question & the whole subject bristles with professional technicalities. The various suggestions now made by Mr Cardew & Dr Thorpe will no doubt be considered in due course by the medical experts with the G. of I, viz. the Santy Commr & the S. G. with that Govt & it seems inexpedient for this Govt to enter into details in this matter.

Dt 28/11/95.   W 29/11/95   I. D. 2.12.

Revision of retak statements appended to the Jail report

Draft letter to India

H. M.

Proof for U.S.

No. 2522, Judicial, 5th December 1895.

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

Read—again the following papers:—

G.O., Mis. No. 1519, Judicial, dated 19th July 1895.

Read—the following papers :—

From A. G. CARDEW, Esq., M.A., Inspector-General of Prisons, Madras, to the Chief Secretary to Government, dated Ootacamund, the 2nd May 1895, No. 2281.

I have the honour to address His Excellency the Governor in Council on the subject of the vital statements which are annexed to the Annual Jail Report.

2. These statements have hitherto been numbered XV, XVI, XVII and XVIII, but, under the orders of the Government of India conveyed in paragraph 5 of Home Department Resolution No. 10, Jails—668—79, dated 13th December 1894, they have been numbered XIV, XV, XVI and XVII in the annual report for 1894, and are, therefore, referred to under these numbers in this letter.

3. Statements Nos. XIV, XV and XVII were prescribed by the Government of India in Home Department Resolution No. 19—1349—59, dated 12th September 1882, and statement No. XVI in Home Department Resolution No. 697—706—16, Jails, dated 21st December 1893. It is proposed to refer first to statements Nos. XIV and XV.

4. Statement No. XIV was slightly modified by the Jail Conference of 1877, but was in use as far back as 1870 in a form differing but little from that now followed. Statement No. XV was not modified at all by the Jail Conference of 1877, and seems to have been prescribed in the year 1874, and was first used in the report of 1875. The precise age of the statements is not a material matter, but it is evident that No. XV has not been revised for twenty years, while No. XIV has been unaltered to any practical extent for eighteen years.

5. In these circumstances, it is not surprising that these statements are no longer in accordance with current medical classification and nomenclature, and that revision is urgently called for. It will also be observed from Home Department Resolution No. 19—1349—59, dated 12th September 1882, that no instructions for the filling up of these statements have been laid down, and hence that their right compilation is a matter of uncertainty.

6. These statements Nos. XIV and XV are compiled in my office from the monthly and annual sick returns, the forms of which were laid down by the Government of India in Home Department Resolution No. 26—1742—53, dated 31st October 1887. If the form of annual return of sick prisoners therein shown is compared with columns 9 and 10 of statement No. XIV and with column 3 of statement No. XV, the difficulty of compiling those columns correctly, in the absence of any instructions, will be apparent.

7. Column 9 of statement No. XIV provides for the exhibition of deaths from fever. On turning to the annual return of sick, it will be seen that simple continued fever and enteric fever are arranged in sub-group (i), group A of general diseases; ague, remittent fever, and malarial cachexia in sub-group (ii). It would, of course, be wrong to include deaths from enteric fever in column 9 of statement No. XIV, but I should not be surprised if it is sometimes done. Whether simple continued fever should be included in column 9 is not so clear; probably it should not, but I have no doubt that, if a death were so returned, it would generally be included in column 9. And it is still more doubtful whether a casualty from malarial cachexia ought to be returned in column 9 of statement No. XIV.

G.O. 2522 4/12/95 Jud.

C 3/12

R 4/12

8. Column 10 provides for the exhibition of deaths from "bowel-complaints." This is the vaguest of terms, and there is, doubtless, complete absence of uniformity as to the compilation of the figures for this column. Under general diseases, epidemic diarrhœa and dysentery would, of course, be recognized and tabulated correctly, and diarrhœa under diseases of the digestive system, but, in the absence of instructions, it is not certain whether tubercle of the intestine and cancer of the bowel ought or ought not to be placed in column 10, while there is a great probability of cases returned as "perforation of intestine," "inflammatory intestinal catarrh," "obstruction of intestine," "muco-enteritis," &c., being wrongly tabulated.

9. Turning to column 3 of statement No. XV, fresh difficulties present themselves. The sub-headings A to K of this column seem to require thorough revision, for not only are there no instructions for filling up the particulars, but several of the sub-heads seem ill-chosen. As both "intermittent" and "remittent and continued fever" are, presumably, of malarial origin, the object of distinguishing between them is, for the purposes of jail administration, not apparent. The meaning of the sub-head "other fevers" seems to be quite uncertain. The sub-head "scrofula and phthisis pulmonalis" should surely be extended to include all cases of tubercular disease. Jaundice does not appear at all in the form of "annual return of sick," and ulcers and boils hardly require to be separately exhibited.

10. These reasons for a revision of statements Nos. XIV and XV have been recently augmented by the issue from the Surgeon-General's office of certain circulars for the guidance of Medical officers in the preparation of monthly and annual sick returns. One of the special objects of these circulars is, it is understood, to produce increased accuracy in the diagnosis of disease and with this object stress has been laid on the fact that diarrhœa, dyspepsia, jaundice, debility, colic, ascites, &c., are usually names of symptoms and not of diseases, and that the causes of the symptoms should be sought for and the cases returned accordingly. These instructions, in so far as they lead to more careful diagnosis, will, doubtless, have a salutary effect, but they increase the discrepancies between the vital statements Nos. XIV and XV and the sick returns. As, for instance, diarrhœa is ordinarily only a symptom, cases are no longer returned under that head, but are shown as "intestinal catarrh," which would be excluded from column 3-I of statement No. XV. Similarly the return of cases as "debility" having been objected to by the Surgeon-General, the effect is that obscure cases of mal-nutrition now tend to be lumped under "malarial cachexia," and so no longer come under column 3-G of the same. It will thus be seen that, in addition to the difficulties which have hitherto beset the compilation in a non-professional office, without any detailed instructions, of annual statements Nos. XIV and XV, the circulars lately issued by the Surgeon-General have had the effect of still further divorcing those statements from the monthly and annual returns of sick, so that, even if the statements were correctly prepared from the returns, they would be misleading.

11. It seems clear that a complete revision of annual statements Nos. XIV and XV, as well as the drawing up of clear instructions for their preparation, including lists of the diseases (in accordance with the revised Nomenclature of Diseases) which should fall in the various columns and sub-columns, is necessary. I addressed the Surgeon-General with the object of obtaining an expression of his opinion on the subject, and beg to enclose copies of the correspondence.* It will be observed that Surgeon-Major-General Sibthorpe concurs as to the need for revising the annual statements in question, but considers that it can best be carried out by the Sanitary Commissioner with the Government of India. In these circumstances, I beg to suggest, for the consideration of Government, the desirability of the Government of India being addressed on the subject.

* (i) To the Surgeon-General, No. 417-C., dated 8th March 1895.
(ii) From the Surgeon-General, No. 2375, dated 15th March 1895.
(iii) To the same officer, No. 1531, dated 21st March 1895.
(iv) From the same officer, No. 3063, dated 8th April 1895.

12. Annual statement No. XVI was newly prescribed in Home Department Resolution of the 21st December 1893 and the object in view was explained by the Government of India's letter No 346, dated 23rd June 1894. After the experience obtained in compiling the annual report for 1894, I beg to record the opinion that this statement is entirely useless, and very respectfully to suggest that the orders prescribing it may be reconsidered. The Government of India has stated that its object is to show that short sentences of imprisonment do not involve an undue amount of mortality. But this can be shown with sufficient certainty from annual statement No. XVII, because every death of a prisoner sentenced to under six months must be recorded in column 3 of statement No. XVII. For the purposes of jail administration, statement No. XVII supplies all necessary information and, for other purposes, the information supplied by statement No. XVII, inasmuch as it must furnish a maximum number of deaths in each of the earlier time-periods, seems sufficient.

Enclosures.

(i) Copy of letter from the Inspector-General of Prisons, to the Surgeon-General, No. 417-C., dated 8th March 1895.

I have the honour to acknowledge the receipt of the copies of your circulars Nos. 29 and 43 of 1894 with which you have been good enough to furnish me under your endorsement No. 1822, dated 1st March 1895.

2. I beg to invite attention to the bearing which these circulars have on the vital statements which, under the orders of the Government of India, are appended to the Annual Jail Administration Report.

3. It will be observed that statement No. XVI makes special provision for the separate exhibition of admissions and deaths under "anæmia and general debility," under "jaundice," and under "dysentery and diarrhœa." Paragraph 11 of circular No. 29 and paragraph 8 of circular No. 43 prohibit the use of the terms "debility," "jaundice," "diarrhœa," &c., except in certain very special and uncommon cases. When, therefore, debility is merely a symptom of mal-nutrition and diarrhœa of intestinal catarrh, and they are returned under the appropriate heading in the revised Nomenclature of Diseases, they will not appear in the columns intended for their exhibition in annual statement No. XVI.

4. It seems evident that this annual statement requires revision in order to bring it into accord with the orders now issued in the Medical department regarding nomenclature. The distinction drawn in the statement between "intermittent fever," "remittent and continued fever" and "other fevers" appears not to be in agreement with the present classification of disease, which distinguishes rather between "simple continued fever" and "intermittent fever or ague." It is not clear whether tuberculosis of organs other than the lungs is to be classed with scrofula and phthisis or not. Jaundice does not seem to demand the dignity of a separate column. Dysentery and diarrhœa are far apart in the classification of the sick returns.

5. It appears to me that the chief diseases or symptoms of sickness, regarding the prevalence of which it is useful to have separate statistics, are—

1. Small-pox.
2. Cholera.
3. Dysentery and epidemic diarrhœa.
4. Ague.
5. Phthisis and other tubercular disease.
6. Pneumonia and other respiratory disease.
7. Syphilis.
8. Such symptoms as are commonly known as anæmia and debility.
9. Such symptoms as are commonly known as diarrhœa, muco-enteritis, and the like.

The last two heads present the chief difficulty, because the instructions which have lately been issued from your office prohibit the use of these terms as being names of symptoms.

6. I shall be obliged if you will favour me with your opinion as to the best means of amending annual statement No. XVI. I also beg to enquire what diseases should, in your opinion, be included in columns 9 and 10 of annual statement No. XV, which refer generally to "fever" and "bowel-complaints," both headings of which seem far too general.

(ii) Copy of letter from the Surgeon-General, Madras, to the Inspector-General of Prisons, No. 2375, dated 15th March 1895.

With reference to your letter No. 417-C., dated 8th March 1895, in which you have raised some most important questions as regards the vital statistics as furnished from the jail, I concur in most of your statements, but have not the power of altering the forms in use.

2. I may remark that my circular No. 29 of the 2nd October 1894 only refers to civil hospitals and dispensaries and had better not be brought into the jail question.

3. If you consider it desirable, I will send on your letter above mentioned, with a copy of my circular No. 43 of the 1st November 1894, to the Sanitary Commissioner with the Government of India, in order that the necessary orders of the Government of India may be passed on the subject.

(iii) Copy of letter from the Inspector-General of Prisons, Madras, to the Surgeon-General, Madras, No. 1531, dated 21st March 1895.

I have the honour to acknowledge the receipt of your letter No. 2375, dated the 15th instant, on the subject of the vital statements appended to the Annual Jail Administration Report.

2. Of these statements those hitherto numbered XV and XVI (which are in future to be numbered XIV and XV) were prescribed by the Government of India in Home Department Resolution, dated 12th September 1882, No. 19—1349—59. Statement No. XV was drawn up by the Jail Conference of 1877, as stated in Chapter XIV, paragraph 20 of their report. Statement No. XVI they left unaltered, and it, therefore, dates from some still more remote period. Both statements were framed at least seventeen years ago.

3. It would be no matter of surprise, therefore, if they now needed revision, and your recent circulars have drawn attention to the fact. Moreover, since my letter, No. 417-C., dated 8th March 1895, was written, I have had further experience of the necessity, not only for revision, but for the existence of clear instructions for the preparation of these statements. It falls upon my office to compile the statements from the monthly and annual returns of sick submitted by Medical officers, and, without instructions, it is practically impossible to do this correctly. Column 10 of statement No. XV provides for the exhibition of deaths from "bowel-complaints," and there is no guide whatever to show what diseases should be there shown. The heading probably was originally intended to denote much the same as "dysentery and diarrhœa" in column 3-I of statement No. XVI, but there are other "bowel-complaints" besides dysentery and diarrhœa, and whether such diseases as tubercle or cancer of the bowel should go into column 10 of statement XV there is nothing to show. Statistics compiled in this way are as likely to be misleading as they are to be useful, and I feel considerable doubt whether the figures that have been submitted to Government in statement No. XVI in the past are of a very reliable character.

4. The revision of the statements can, of course, only be carried out by the Government of India, and the object of my letter No. 417-C., dated 8th March 1895, was to obtain your advice as to the best revision to be proposed to that Government through the Local Government. It would, apparently, be preferable that the reference should be submitted through the Government of Madras, who would probably lend it its support rather than direct to the Sanitary Commissioner to the Government of India. If you can see your way to favouring me with your opinion as to the proper mode of revising statements Nos. XV and XVI and as to the instructions which should accompany them, your suggestions will be forwarded through the channel named.

(iv) Copy of a letter from the Surgeon-General, Madras, to the Inspector-General of Prisons, No. 3063, dated 8th April 1895.

With reference to your No. 1531 of the 21st March 1895, I concur in everything you state regarding the necessity of revision of all the orders published in the Jail department regarding vital statistics requiring revision.

2. If you will look over the orders published in—

G.O., No. 2667, Judicial, of 22nd November 1887,
G.O., No. 43, Judicial, of 11th January 1888,
G.O., No. 1414, Judicial, of 29th June 1888,
G.O., No. 2606, Judicial, of 22nd December 1888,

you will see the task you ask me to take up in paragraph 4 of above letter is no light one and, as it is quite possible that the Government of India might not concur in my views regarding the actual details of the revision, I consider it would be a useless labour on my part going into the details of the question.

3. It must be remembered that the Sanitary Commissioner with the Government of India with his large office and a special Statistical Secretary who is a senior Commissioned Medical officer and has experience of the statistics submitted by all Local Governments is in a far better position to revise such details than I am.

From the Inspector-General of Prisons, dated Ootacamund, 20th May 1895, No. 2779.

Order—Mis. No. 1519, Judicial, dated 19th July 1895.

The Government considers that the best course to adopt will be for the Surgeon-General to discuss with the Sanitary Commissioner to the Government of India the form which the vital statements attached to the Jail Report should take. When the Surgeon-General is in a position to make definite recommendations in the matter, the Government will be prepared to forward them to the Government of India with its support.

(True Extract.)

(Signed) J. F. PRICE,
Chief Secretary.

To the Inspector-General of Prisons.
" Surgeon-General.

G.O., R. No. 987, Judicial, dated 3rd September 1895.

Read—also the following papers:—

From A. G. CARDEW, Esq., M.A., Inspector-General of Prisons, to the Chief Secretary to Government, dated Camp Palamcottah, 16th September 1895, No. 819-C.

I have the honour to acknowledge the receipt of G.O., R. No. 987, dated 3rd September 1895, referring for remarks certain proposals of the Surgeon-General with the Government of India for the amendment of the jail statement showing admissions and deaths from the principal diseases. The correct number which this statement now bears is XV and not XVI, and the necessity for its amendment was brought to notice in my letter No. 2281, dated 2nd May 1895, recorded in G.O., No. 1519, dated 19th July 1895.

2. The selection of the headings of disease to be included in statement No. XV is mainly a medical question. It appears to me that, as a matter of principle, these headings should (1) coincide with the revised Nomenclature of Diseases, (2) follow the order adopted in the monthly returns of sick. For the most part Dr. Cleghorn's proposals comply with these principles. I think it would be better to arrange the first four heads as follows:—

A.—Cholera.
B.—Dysentery.
C.—Malarial fevers.
D.—Other diseases of group A, sub-group (i).

This, however, is a minor matter. As regards group E, I would enquire whether there is any scientific or other reason for limiting its application to tubercle connected with the lung. I think all forms of tuberculosis should be included in this group. Subject to these small criticisms, I think Surgeon-General Cleghorn's proposed headings to statement No. XV will do very well and will effect an immense improvement on those now in use.

3. It is essential, however, that there should be appended to the statement clear instructions for the correct filling up of some of its columns. Thus there should be a note that 23 (*a*) Ague, 23 (*b*) Remittent fever, 23 (*c*) Malarial cachexia are to be tabulated in the group "malarial fevers." A list of the diseases to be classified in group H. "Other respiratory diseases" is desirable. It has to be remembered that the tabulation in Madras, Bombay and the Central Provinces, Assam, Coorg, &c., is carried

out by non-professional officers. Lastly there is the difficult heading I. Diarrhœa. Under Surgeon-Major-General Sibthorpe's circular No. 43 of 1894, the use of the term diarrhœa is discouraged, if not prohibited. In consequence the disease or symptom usually called diarrhœa is now being returned by Medical officers of jails under all sorts of other names such as "intestinal catarrh," "enteric catarrh," "muco-enteritis," "congestion of liver," and so on. With due deference, I think the Surgeon-General's action in this matter, though taken with the best intentions, has been mistaken, but at any rate it is necessary if the term "diarrhœa" is maintained in statement No. XV that correct instructions for tabulating thereunder shall be laid down.

4. I would now invite attention to statement No. XIV, some columns of which require amendment as much as statement No. XV. It is clear that if statement No. XV gives information as to the number and ratio of deaths from fevers, cholera and other diseases, the repetition of that information in statement No. XIV is useless. Columns 10, 11 and 12 of statement No. XIV are thus superfluous as also is sub-column C of column 13 of the same. I would recommend their entire omission. If, however, for the purpose of giving information regarding deaths among civil and under-trial prisoners, these columns of statement No. XIV are to be retained, they ought to be brought into unison with statement No. XV. Thus the word "fever" in column 10 of statement No. XIV ought to refer to some definite group of disease in statement No. XV and the words "bowel complaints" in column 11 of statement No. XIV should be so defined as to include distinct groups in statement No. XIV. Should these columns of statement No. XIV be retained, column 10 should correspond with groups A and D and column 11 with groups C and I. But this grouping shows at once that the columns of statement No. XIV, if thus treated, are useless and misleading, for, as the Surgeon-General with the Government of India points out, dysentery and diarrhœa are widely differing diseases. Columns 10, 11 and 12 and sub-column C of column 13 of statement No. XIV should, therefore, be abolished.

5. Finally, I would suggest that the Government of India should again consider the necessity of retaining statement No. XVI. This statement shows the mortality among convicts according to length of original sentence, and the Government of India has stated (Home Department letter, No. 346, dated 23rd June 1894) that its object is to show that short sentences of imprisonment do not involve an undue amount of mortality. But this can be shown with sufficient certainty from annual statement No. XVII, because every death of a prisoner sentenced to under six months must be recorded in column 3 of that statement. Statement No. XVII must always furnish a test of the *maximum* mortality occurring among short-term prisoners and the inclusion of a few prisoners, who, though sentenced to longer terms, die during the first few months of imprisonment, would not invalidate the figures for the Government of India's purpose. The opinion which I ventured to express in paragraph 79 of the Annual Report on Jail Administration for 1894 as to the uselessness of statement No. XVI has been stated in almost similar words by the Inspector-General of Prisons of the Punjab in his annual report for the same period and would, I believe, be found to be held by all other officers of the same position in India. The compilation of the statement involves a monthly census which takes up a good deal of time, and it would therefore be an advantage if the statement were abandoned.

No. 2292.

Referred to the Surgeon-General for remarks which, it is requested, may be submitted along with his reply to G.O., R. No. 987, dated 3rd September 1895.

(By order.)

Ootacamund,
26*th September* 1895.

(Signed) L. DAVIDSON,
Ag. Under Secretary.

To the Surgeon-General.

From Surgeon-Major-General C. SIBTHORPE, F.R.C.P.I., Surgeon-General with the Government of Madras, to the Chief Secretary to Government, dated 2nd October 1895, No. 424.

With reference to G.O., Judicial Department, R. No. 987, dated the 3rd September 1895, forwarding a copy of letter No. 6-Jails—327, dated the 19th August 1895, from the Deputy Secretary to the Government India for remarks, I have the honour to state that I consider the proposed "Statement XVI. Vital" would be an improvement on the old one, but I think it might be further improved. Column 3-A should read "malarial fevers including malarial cachexia and malarial enlargements of the spleen." Column 3-E should be divided into two—

(*a*) Tubercle and scrofula.

(*b*) Acute and chronic pneumonic phthisis.

Column 3-F should read "cases of anæmia and debility in which the cause has not been diagnosed."

Column 3-I should read "case of diarrhœa in which the cause has not been diagnosed."

Column 4 should be corrected accordingly if the above proposals are accepted.

2. On the 17th August, I forwarded to the Sanitary Commissioner with the Government of India a copy of the Proceedings of the Madras Government, No. 1519, Judicial, dated the 19th July 1895, and asked him to inform me whether he considered it desirable to address the Government of India on the subject. I also pointed out that it seemed to me that the rules regarding the record and compilation of vital statistics in jails required revision. He replied on the 3rd of September "that statement XV has already been under consideration and proposals regarding its revision have been submitted for the opinion of Local Government and Administration."

From Surgeon-Major-General C. SIBTHORPE, F.R.C.P.I., Surgeon-General with the Government of Madras, to the Chief Secretary to Government, dated Madura, 13th October 1895, No. Tour 2—10.

With reference to your endorsement No. 2292 of the 26th September 1895, referring letter No. 819-C., dated the 16th September 1895, from the Inspector-General of Prisons on vital statistics for my remarks, I have the honour to refer to my letter, No. 424, dated the 2nd October 1894, in which I dealt with this subject.

2. I concur with the suggestion of the Inspector-General in paragraph 2 of his letter that it would be better to arrange in the amended form the first four heads as follows:—

A.—Cholera.
B.—Dysentery.
C.—Malarial fevers.
D.—Other diseases of group A, sub-group (*i*).

As regards his remarks on tubercle, the proposals in paragraph 1 of my letter above quoted will, if adopted, meet the case by separating tubercle from pneumonic phthisis as is done in the Nomenclature of Diseases, the former being a general disease and the latter a local one.

3. With reference to the suggestions in paragraph 3 of the Inspector-General's letter, I quite agree with him, but I think these returns should be made to correspond with the monthly and annual returns compiled by Medical officers and that the rules published in G.Os., No. 43, Judicial, dated the 11th January 1888, No. 1414, Judicial, dated the 28th June 1888, and No. 2606, Judicial, dated the 22nd November 1888, should be reconsidered by the Sanitary Commissioner with the Government of India, corrected by him up to date and republished for general guidance.

4. I also concur with the Inspector-General that it is desirable, if the term "diarrhœa" is to be retained, that accurate instructions for tabulating such cases should be published. My circular No. 43 of 1894 simply called attention to rule 1203 in the Jail Code, which is founded on the first rule published in G.O. No. 43, Judicial, of the 11th January 1888.

5. The general disease "epidemic diarrhœa No. 21" in the Nomenclature of Diseases is practically unknown in the jails in India, and the term "diarrhœa No. 473" is only recognized as a symptom and should only be used when the cause is unknown.

6. I concur in the suggestion of the Inspector-General of Prisons in paragraphs 4 and 5 of his letter.

From the Government of India, Home Department (Jails), dated Calcutta, the 16th November 1895, No. 512.

From the Surgeon-General with the Government of Madras, dated Madras, 22nd November 1895, No. 514.

Order—No. 2522, Judicial, dated 5th December 1895.

The Government of India will be addressed.

(Here enter No. 2523, Judicial, dated 5th December 1895.)

(True Extract.)

Chief Secretary.

To the Surgeon-General.
" Inspector-General of Prisons.
" Sanitary Commissioner.

Exd. C. Rajagopaul.

Govt. of {1895} Madras.

JUDICIAL.

Issued

Recd. *Encl.*

G.O., No. 2522, 5th December 1895.

DECEMBER.

Jail Standard Forms.

Directing that the Government of India be addressed regarding certain modifications in the headings of statement XV (vital) of the — proposed by the Surgeon-General with the Government of India.

JUDICIAL DEPARTMENT.

LETTER—from

THE CHIEF SECRETARY TO THE GOVERNMENT OF FORT ST. GEORGE,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA, HOME DEPARTMENT.

SIR,

I am directed to acknowledge the receipt of Mr. Thornton's letter of the 19th August last, No. 6-Jails—327, inviting the opinion of this Government upon certain modifications in the headings of statement XV (vital) of the Jail standard forms proposed by the Surgeon-General with the Government of India. In reply, I am to forward, for favour of submission to His Excellency the Governor-General in Council, copies of the communications noted in the margin containing the views of the officers consulted by this Government on the subject and to say that His Excellency the Governor in Council concurs generally in their remarks.

From the Inspector-General of Prisons, dated 16th September 1895, No. 819-C.
From the Surgeon-General, dated 2nd October 1895, No. 424.
From the Surgeon-General, dated 13th October 1895, No T.-2—10 with copies of circulars Nos. 29 and 43 of 1894.

2. The necessity for the amendment of statements XIV and XV appended to the Jail Report was brought to the notice of this Government in May last by the Inspector-General of Prisons of this Presidency, but, before addressing the Government of India on the subject, His Excellency in Council desired the Surgeon-General to submit definite proposals for the revision of these statements in communication with the Sanitary Commissioner with the Government of India; copies of this correspondence are also enclosed.

I have the honour to be,
Sir,
Your most obedient servant,

FORT ST. GEORGE,
5th December 1895.

Chief Secretary.

Exd. C. Rajagopaul.

Regr. No.

HOME 1895 DEPT.

[ ]

From the Government of
Fort St. George.

Issued

Recd. *Encl.*

Letter, No. 2523, 5th December 1895.

DECEMBER.

Jail Standard Forms.

Forwarding copies of certain communications containing the views of the officers consulted by this Government on the subject of the proposed modifications in the headings of statement XV (vital) of the —.

First copy sent to Press.

Returned for signature.

Despatched in print.

Number of copies required: Order complete. Letter only. Order complete with

Read again G.O. No. dated 189

Current No.

Enclosures to C. No.

Orders of Government

Letter of Government

Statement with ditto.

Papers not filed up, being meant for insertion in original.

N.B.—

A = Print in full.
B = Not to be printed.
P = Print abstract only.
Q = Print heading only.