MADRAS RECORD OFFICE

(1) Number of pages 2082

(2) Date of [illegible] 23-7-97

(3) Initials of the Re[illegible]

MADRAS RECORD OFFICE.

Government of Madras.

Secretariat DEPARTMENT.

G.O. No. 2a 56 Press Mis

Dated 6 " 1897.

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GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

Read—again the following papers:—

G.O., dated 18th November 1890, Nos. 1804, 1805, Judicial.

Abstract.—Passing orders ~~with reference to~~ the report of the Committee appointed to enquire into certain matters of Jail administration and the Inspector-General's remarks thereon; and addressing the Government of India on the subject.

G.O., dated 18th November 1890, No. 1806, Judicial.

Abstract.—Deputing Mr. A. G. Cardew, C.S., on special duty to make a full report in connection with the recommendations of the Committee appointed to enquire into certain matters of Jail administration.

Read—also the following papers:—

From the Inspector-General of Jails, dated 12th May, 22nd June and 9th August 1891, Nos. 765, [illegible].

Ordered—dated 6th November 1891, No. 2286, Judicial.

Under the orders contained in Home Department Resolution, dated 9th October 1888, No. 458, Deputy Surgeon-General Walker and Surgeon-Major Lethbridge were deputed to after inspection, report upon certain matters connected with the administration of the jails in the Madras and Bombay Presidencies, Bengal, the North-West Provinces and Oudh and the Punjab. With a letter dated 16th September 1889, No. 659, the Government of India in the Home Department forwarded to this Government the report submitted by these two officers, with the request that the views of His Excellency in Council might be expressed as to certain suggestions therein made; the disposal of the other proposals contained in the report was at the same time left to the discretion of the Local Government. The letter above alluded to, as well as the report of the Committee, were referred to the Inspector-General of Jails for remarks, and his reply was considered in the Proceedings of this Government, dated 18th November 1890, No. 1804, Judicial, in which His Excellency in Council, being of opinion that it was impossible to arrive at any conclusion upon many of the suggestions made by Drs. Walker and Lethbridge until a further enquiry had been made into the conditions of Jail administration in this Presidency, resolved to depute an officer upon special duty with instructions to submit a detailed report upon certain subjects specially referred to him for investigation. Upon other proposals of the Committee the Government thought it unnecessary to defer passing orders; a part of these were therefore finally dealt with in G.O., dated 18th November 1890, No. 1804, Judicial, and the opinion of His Excellency in Council as regards others was expressed in a letter to the Government of India of the same date, No. 1805, Judicial.

The officer deputed for the purpose above referred to was Mr. A. G. Cardew, C.S., and he has dealt with the subjects referred to him for consideration in two reports,

which are so admirably lucid and careful, as to call for the thanks of His Excellency in Council.

The reports are dated respectively the 20th May and the 25th July last; the former deals with all those general questions of administration, whether left entirely to the discretion of this Government or referred to His Excellency in Council for opinion by the Government of India, in respect of which no definite conclusion was arrived at in G.O., dated 18th November 1890, No. 1804, Judicial; the latter report relates to the forms of registers maintained in jails.

The Government now proceeds to pass orders upon the various questions for decision raised in the report of the 20th May.

2. *Paragraphs* 3—8.—In paragraph 11 of chapter II of their report, Drs. Walker and Lethbridge recommended that the use of subsidiary jails should be restricted to persons under trial or sentenced to imprisonment for terms not exceeding fifteen days, the present rule in this Presidency being that prisoners under sentence for terms not exceeding 30 days are confined in these jails.

Mr. Cardew opposes this proposal in paragraphs 3 to 8 of his report, and in the opinion of Government shows excellent grounds for adhering for the present to existing arrangements; the Government of India will be informed accordingly.

3. *Paragraphs* 9—13.—In paragraphs 13 and 14 of chapter II of the report of the Jail Committee, the reporting officers recommend—

(1) that, wherever possible, subsidiary jails situated at the head-quarters of districts where a district jail also exists or within easy reach by railway of the head-quarters district jail should be abolished;

(2) that lock-ups, or subsidiary jails, at head-quarters of districts should in future be located within district jails.

So far as regards this Presidency, the two proposals are identical and the Government agrees with Mr Cardew that the subsidiary jails at Calicut, Coimbatore, Bellary, Madura and Berhampore should be at once closed.

4. *Paragraphs* 14 *and* 15.—In chapter III of the Committee's report the question of jail construction is dealt with; this chapter was commended to the attention of the Public Works Department in G.O., dated 18th November 1890, No. 1804, Judicial, and a report was called for from the Inspector-General of Jails in regard to defects specified in certain of the Madras jails. On this chapter, therefore, so far as it relates merely to jail buildings, there is but little to be said. The Government, however, approves Mr. Cardew's suggestion that standard plans for the various classes of jail buildings should be prepared, and the necessary steps will be taken in the Public Works Department in communication with the Inspector-General of Jails at an early date. The Government also considers that the plan of enclosing all workshops with wire-netting, recommended in paragraph 41 of chapter III of the report, should be invariably adopted in future, this style of enclosure appearing preferable to the alternative of a grating of bamboo or wood.

5. *Paragraphs* 16—29.—In these paragraphs the important subject of segregation of habitual offenders is dealt with. As Mr. Cardew points out, it is impossible to carry out the suggestion of Drs. Walker and Lethbridge that all male prisoners of this class shall be absolutely isolated both by day and night; were such separation attempted during the daytime, manufacturing operations would inevitably suffer. The reasons set forth in paragraph 18 of the report apply, however, with much less force to female convicts, and the Government considers that, in the case of women, endeavours should be made to isolate habitual offenders by day as well as by night both in central and district jails. As regards the segregation of male offenders of this class, the Government is decidedly of opinion that the provision of separate sleeping accommodation must be insisted upon as a minimum requirement in every central and district jail, and, where the existing room is insufficient to admit of separation by night, estimates and plans must be submitted by the Inspector-General for the construction of the additional buildings requisite. The segregation of habituals at night has indeed already been ordered (G.O., dated 8th July 1887, No. 1469, Judicial) and seems to be on the whole fairly satisfactorily carried out. At the Salem and Coimbatore Central Jails, however, this rule is only partially complied with, though it

appears that in each of these cases the existing accommodation is sufficient to admit of the complete separation desired. The necessary rearrangement of the sleeping blocks should now be carried out in these two jails. As regards district jails, it appears that the rules are neglected in four cases only—Kurnool, Nellore, Cuddapah and Bellary. In all these jails the necessary steps will now be taken to ensure isolation of habituals at night; there is no reason why the collection of a number of habitual offenders together at night should be more dangerous at Bellary than elsewhere.

The Government is inclined to agree with Mr. Cardew in considering that the present definition of an habitual offender prescribed by the Government of India is rather too complicated, and the matter will be brought to the notice of that Government, in view to a clearer description being issued. Meanwhile, the only step that can be taken is the amendment of Jail Code Rule 327 (*a*) in view to rendering it clearer. The substitute for this rule proposed in paragraph 21 of the report is approved, and the Government also considers it desirable that a circular should be issued to all Superintendents of Jails pointing out the distinction between reconvicted and habitual offenders as suggested in paragraph 22.

In connection with the subject of isolation of habituals, Mr. Cardew deals with the question of close prisons. As regards the suggestion that habitual offenders should be concentrated in jails possessing close prisons only, the Government concurs with the Inspector-General and Mr. Cardew in considering that the necessity of maintaining a certain number of long-sentence prisoners in each jail for the sake of the manufacturing department renders it advisable to provide each central jail with the means of isolating its own habituals; the withdrawal of all the best workmen from jails not possessing close prisons would greatly prejudice the industrial occupations of the prisoners and consequently their discipline also.

The Government further approves the proposal that all new jails, so far as they are designed for the confinement of convicts, shall be constructed on the cellular principle; buildings for the use of under-trial and civil prisoners need not be designed on this system. In district jails also the Government considers that it is desirable wherever feasible to adopt the cellular method of construction in the case of all additional wards, and the system should certainly be adopted in the case of all new buildings for convicts in existing central jails. The construction of the cells in these close prisons with doors facing alternately in different directions would probably render communication between the prisoners more difficult. It is obviously desirable that all habituals should sleep in separate cells during the whole of their period of imprisonment in order to prevent the contamination of other prisoners, and by the extension of the close-prison system this object will become gradually capable of attainment. At present it is impossible to carry out this complete separation of habituals, but it should be accepted as a principle that this class of convicts should, as far as practicable be confined at night in the close prison, and, in any case, the Superintendent should have power, as suggested in paragraph 27, to direct that any convict convicted or suspected of the commission of unnatural offences or guilty of more than one escape or attempt to escape shall sleep invariably in a separate cell.

The scale of close-prison confinement which Mr. Cardew proposes to adopt in future in lieu of that laid down by Mr. Grimes is approved; it is understood that this arrangement is to be viewed as merely provisional and that the complete isolation of habituals is to be regarded as the ultimate object of the close-prison system.

The proposal to limit to three months the period for which a prisoner can be relegated to a close prison as a punishment will be dealt with later on.

6. *Paragraphs* 30—34.—In these paragraphs of his report Mr. Cardew refers to two proposals contained in chapter VI of Drs. Walker and Lethbridge's report to the effect that—

(1) the Superintendents of District Jails should be the Civil Surgeons of districts;

(2) the Jailor-Superintendentships of the Tanjore and Palamcottah District Jails should be abolished and the jails placed in charge of the District Surgeons.

The Government has little to add on this subject to the remarks of Mr. Cardew, with which His Excellency in Council is in complete accord. The supervision of a District Medical officer can never have the same value as the constant attendance of a

advantage of employing men at a distance from their native localities can only be secured gradually. Mr. Cardew's proposals as regards the standing guard are also approved. The Inspector-General will now submit through the Accountant-General formal proposition statements giving effect to the changes suggested in respect of the inferior jail establishment.

12. *Paragraphs* 65 *and* 66.—This portion of the report deals with the convict warder guard, and all the proposals appearing in these two paragraphs have the concurrence of Government. In this connection Mr. Cardew's attention will be drawn to the desirability of assimilating Jail Code Rules 424, 542 and 539 in respect of the proportion of convict officers to prisoners.

13. *Paragraphs* 68—71.—All the proposals in paragraph 68 of the report are approved. Tell-tale clocks should be supplied to all jails.

14. *Paragraphs* 72—80.—The policy of abandoning certain jails is discussed in this portion of the report. The Government accepts Mr. Cardew's suggestion that the Calicut District Jail should be abolished and its inmates transferred to Cannanore; the change will be effected as soon as possible. As regards the proposal to utilize the Calicut District Jail buildings as an Asylum for criminal lunatics or as a depôt for criminal lepers, the Inspector-General will report further in communication with the District Magistrate of Malabar. The abolition of the jail will render it necessary to provide a large amount of sub-jail accommodation for under-trial prisoners and perhaps civil debtors; the Inspector-General of Jails will, in communication with the District Magistrate, report what will be needed in this respect.

As regards the more difficult question of the future of the Salem Central Jail, the Government agrees with Mr. Cardew in thinking that its reduction to the status of a district jail, as recommended by Drs. Walker and Lethbridge, is not feasible, and, on the whole, the Government considers that the best plan would be to retain Salem as a central jail and abolish the district jails at Nellore and Kurnool. The prisoners from the last-named district could then be sent to Bellary and Guntúr as may be most convenient, those from Nellore being transferred to Vellore Central Jail; when the Bellary and Guntúr District Jails are full, the excess could be drafted to the central jails at Vellore or Salem as room may be available. The possibility of ultimately abolishing the Cuddapah District Jail should also be borne in mind. The Inspector-General will report his views on this subject at an early date and also as to the possibility of erecting a Central Jail at ~~Ooty~~.

15. *Paragraph* 81.—The last question raised in chapter VI of Drs. Walker and Lethbridge's report, which calls for consideration, is that of the charge allowances to be attached to district jails. On this point the Government agrees with Mr. Cardew that there is no ground for making any modification in the existing scale.

16. *Paragraphs* 82—93.—The Government considers that the following course should be adopted in future in respect of the sick. There will be only two categories of prisoners under medical treatment, viz., those who are on the hospital register and those who are on the invalid gang. The former will contain both in and out patients, that is to say, every prisoner suffering from an active disease or injury of any kind. The invalid gang will contain the three following classes:—

(1) those who have been discharged from hospital as convalescent, but who are unable for a time to perform the ordinary task;

(2) those who are suffering from a degree of anæmia or debility insufficient to require admission into hospital; and

(3) those who from age or other natural causes are permanently incapacitated from performing the ordinary task.

In the hospital register a distinction will, of course, be drawn between in and out patients, the latter not being necessarily exempted from labour of the ordinary kind. As observed in paragraph 90 of the report, the inclusion of every case of sickness in the hospital register will considerably increase the "daily average sick" as shown in column 7, statement XV, of the annual report, and it will therefore be advisable to add in a footnote to the return particulars of the number of convicts treated as in-patients and those suffering from petty ailments only.

17. *Paragraph* 94.—The Government considers it advisable to lay down that where a Government Order effects an alteration of the Jail Code, the Inspector-General of Jails shall as soon as possible after receipt of it submit a correction slip for approval, and after this has been sanctioned he shall send copies of the slip to each jail. Where, again, a Government Order, though not actually effecting an alteration in the Code, is of such a nature that its communication to all Superintendents or Medical officers of Jails is essential, the Inspector-General or Surgeon-General, as the case may be, should see that he receives a sufficient number of copies of the order to admit of such distribution. The Government approves the suggestion that the Medical officer should be relieved of the obligation of writing up the Medical Case Book with his own hand, and that he should be merely required to initial it daily in proof of its correctness. It would be sufficient if the Case Book dealt only with in-patients, and when an in-patient is transferred to the invalid gang, the fact should be stated. The Government approves of the proposal to recognize a fifth description of hospital diet—one, namely, resembling the ordinary dietary of the jail, but composed of rice instead of an equal quantity of dry grain.

18. *Paragraphs* 95—101.—The Government agrees with Mr. Cardew that there is no valid ground why female convicts should not be transferred to jails outside the districts to which they belong, and considers that no change in the policy at present pursued is called for, but in order to obviate all objections, the substance of paras. 8 and 9 of Chapter VIII of the Committee's report should, as suggested, be incorporated in the revised Jail Code.

As pointed out in paragraph 97 of the report, it is unnecessary to appoint female warders in Trichinopoly and Coimbatore Central Jails, but in Cannanore such an appointment will be necessary. All female convicts under sentence exceeding thirty days from the districts of Tanjore, Tinnevelly and Madura will, as proposed, be concentrated in the Madura Jail, where the existing railing round the female yard will be replaced by a wall. Females from Cuddapah will be transferred to Bellary if sentenced to more than 30 days' imprisonment. The proposal that the pay of a matron shall never exceed Rs. 20 *per mensem*, except at the Penitentiary, is approved, and the salaries of the existing posts will be reduced as vacancies occur. The necessary proposition statements for the establishment of female warders required should now be submitted. Early steps should be taken to remedy the want of safety complained of in the case of the residence of the matron at the Penitentiary.

19. *Paragraphs* 102—105.—With a few exceptions, the draft rules for the treatment of juvenile prisoners given in paragraph 105 have the approval of Government. There is an objection to laying down a hard-and-fast rule as to the nature of the occupation upon which juvenile convicts shall be employed, and draft rule (6) must be so amended as to leave the matter entirely at the discretion of the Superintendent. Draft Rule (7) also requires alteration in view of the recent abolition of Schedule K (1) of the Grant-in-aid Code. The notice to the parents or friends of a juvenile offender about to be released required by draft rule (10) should be given by the Superintendent of the jail in the district in which the prisoner is to be released, and not by the Superintendent of the jail in which he has been confined.

20. *Paragraph* 106.—The Government agrees with the views expressed in this paragraph.

21. *Paragraphs* 107—116.—The Government concurs with paragraphs 108—112; Madras Act V of 1869 certainly requires amendment, but before taking any steps in the matter, the Inspector-General will be requested to state whether there are any matters other than those enumerated by Mr. Cardew in respect of which an alteration of the existing law appears desirable. On receipt of this information the necessary Bill will be prepared in the Judicial Department if the Government of India decides not to incorporate the existing local laws on the subject of jails into one general Act. In paragraph 15 of Chapter XVIII of their report, Drs. Walker and Lethbridge recommend the adoption of the following forms of punishment:—

(1) Handcuffs on the wrists in front.
(2) Handcuffing a prisoner to a staple fixed in the wall (standing handcuffs).
(3) Handcuffs on the wrists behind the back.
(4) Fetters not exceeding 4 lb. in weight.
(5) Bar-fetters keeping the legs apart.

The Government fully endorses Mr. Cardew's remarks as to standing handcuffs and bar-fetters, which appear to be barbarous forms of punishment; their adoption could not be sanctioned. The Government disapproves, indeed, of the use of handcuffs under any circumstances save as a means of restraint. Fetters are open to fewer objections, but the adoption of even these as a mode of punishment does not appear desirable; this question will, however, be further discussed when the Act is under amendment. If it is ultimately decided to adopt fetters as a method of punishment, the form of statement given in paragraph 116 will need amendment, in view to showing when fetters are used as a means of punishment and when as a means of restraint only; the offences in respect of which fetters have been imposed should also appear in the statement.

22. *Paragraphs* 117—129.—The rules proposed in paragraph 122 for regulating issue of clothing to convicts are approved. All other suggestions and remarks appearing in these paragraphs have the concurrence of Government.

23. *Paragraphs* 130—134.—The draft rules as regards escapes, outbreaks and firing on prisoners are approved; but the method proposed in No. 3 of the Escape Rules for giving warning of an escape appears insufficient; the officer who discovers an escape, or attempt to escape, should be required to discharge a carbine as quickly as possible.

24. *Paragraphs* 135—147.—Mr. Cardew's proposals in respect of dietary are approved, but in revising the Jail Code, the remarks of the Inspector-General against paragraph 142 must be borne in mind; it will doubtless, owing to want of any other suitable vegetables, be impossible to prohibit the issue of sweet potatoes and brinjals in some districts. Prisoners should be weighed once a fortnight as suggested in paragraph 147. As regards the recipe for curry-powder given in paragraph 138, the Government considers that the following scale would be more suitable and should be tried:—

	oz.	ms.
Chillies	3	8
Coriander seed	3	0
Turmeric	0	8

25. *Paragraphs* 148—155.—A central kitchen should be built in every jail, as has already been done at Trichinopoly; pending the construction of such at Rajahmundry, the number of kitchens there can be at once reduced by half as proposed. The Inspector-General's attention will be drawn to the waste of fuel caused by the present system of standing the cooking-pots over holes in the range; the remedy suggested in paragraph 151 should be adopted. As regards the proposed reduction of the supply of fuel to 14 oz. *per diem* for Natives in central jails, and Classes II, III and IV in district jails, and to 12 oz. for Class I in district jails, the Government is disposed to consider that the scale suggested is too low, and it can hardly, at all events, be brought into force until kitchens on an improved plan have been provided; it is most important that all the food should be properly cooked. When the fuel scale is brought into force, it should be understood that the rates allowed are maxima. The Inspector-General will take early steps to remedy the defect in regard to the kitchen at Bellary brought to notice in paragraph 154 of the report. Kitchens should be enclosed with wire-netting.

26. *Paragraphs* 156—166.—Rule 620 of the Jail Code will be cancelled, and the usual method of working picottahs will be adopted in future. The attention of the Inspector-General will be drawn to the proposal in paragraph 158 of the report as regards raising water at Coimbatore. There is no objection to the trenching of night-soil in the jail garden at Coimbatore, as it is some distance from the jail

drains away from it. The proposal to plant limes along the sides of every water-channel is approved; it may also be accepted as a general rule that jail land otherwise useless should be planted with fuel trees. The Government concurs with the views expressed in paragraph 165; no general orders to the effect that all condiments that enter into the jail dietary shall be grown in the jail garden can be laid down, but wherever water and land are plentiful, the growing of chillies should be attempted. Mr. Cardew's remarks as to the lists of vegetables attached to the report will be commended to the notice of the Inspector-General and the Honorable Mr. Price.

27. *Paragraphs* 167—182.—As regards the method of supply, the Government considers that the excellent system introduced by Mr. Gadsden at Rajahmundry should be adopted in all jails. Under this system a monthly auction is held in the bazaar, and the grain and other articles required for the month are purchased separately; the system necessitates special provision for storage, and the Inspector-General will, therefore, be directed to report in detail for each jail the amount of additional storage-room, if any, required. Ration store-rooms should invariably be within the jail, and where this is not the case, new store-rooms should be provided. The Government also considers that the Inspector-General should compile in his office a monthly circular showing the rate prevailing in each jail for each article of supply; this circular will be of great use to Superintendents in enabling them to detect any unnecessary extravagance in their own jails. The system of account prevailing at Coimbatore, as described in paragraph 181, should certainly be abandoned, it is open to all the objections urged against it by Mr. Cardew, and has been found, as a fact, to promote frauds.

28. *Paragraphs* 183—194.—It should be the general rule, as suggested in paragraph 183, that each jail should keep its own sheep, and the plan of purchasing meat in the market should, as far as possible, be abandoned, and, similarly, whenever possible, cows should be kept on the jail premises and resort to the bazaar for milk prohibited. The Government notes with pleasure the steps taken by Mr. Gadsden at Rajahmundry to promote economy in this direction. It may also often be desirable that one jail should provide the cattle; this should be done wherever practicable. In respect of the supply of fuel, the Government does not concur with the views expressed by Mr. Cardew, and is not prepared to fix any maximum price for the supply of wood by the Forest Department to the Jail Department. It is possible, however, that there are places where all the fuel required could be grown on the jail lands and in this way a considerable saving might be secured; the Inspector-General will report on the point. The system of manufacturing gingelly-oil by jail labour should be introduced everywhere, except on the West Coast, where the expressing of the cocoanut oil used instead of gingelly should be carried on. The Government doubts whether anything is to be gained by adopting the proposal of Drs. Walker and Lethbridge that grain should be bought in the ear, but the experiment might be tried in some jail where cows are kept and the husk given them for food. The purchase of paddy in an unhusked form should also be tried. The supply of kerosine oil is a matter in which a careful Superintendent would effect economy, but which cannot be settled by rules; the storage of large quantities of this substance would probably render special arrangements for its safety necessary. The Inspector-General may try the experiment of purchasing chillies and coriander in places where they are particularly cheap and distributing them, but the Government doubts whether any appreciable economy will result therefrom.

29. *Paragraphs* 195—232.—This portion of the report deals with the important subject of jail manufactures, and with the views expressed in it the Government generally concurs. The list of tasks prescribed in paragraph 195 seems suitable so far as it goes, and may be accepted. The Government agrees that the mid-day rest proposed by Drs. Walker and Lethbridge is generally unnecessary, but it should be prescribed for the invalid gang. The proposals in paragraphs 204—207 in respect of the Penitentiary Press are approved; the Superintendent of the Government Press should dispense as far as possible with free labour in the Penitentiary and utilize convicts to the utmost extent available. As regards the Coimbatore Central Jail, the Government concurs with Mr. Cardew in considering that its main

industry should be the weaving of Police drill and that a minimum outturn of 150,000 yards *per annum* should be required; should it be impossible to meet the whole Police Department indent in this jail, the duty of supplying the remainder should be assigned to Vellore. The further proposals in paragraph 214 on the subject of manufactures at Coimbatore are approved. The distribution of work in the Salem Central Jail which is suggested in paragraph 215 seems suitable, and its chief industry will be in future the weaving of cloth for warders' uniforms, the manufacture of this material at Madura being abandoned; the Government doubts, however, whether it is advisable to put a stop at present to the weaving of warders' uniforms at Rajahmundry, as the expense of sending the cloth thither from Salem would be considerable. The proposal to make the manufacture of tents the staple industry of Trichinopoly Central Jail is approved, and the Military Department will be asked to lend the services of an experienced Conductor from the Ordnance Department who understands tent-making, in order that the industry may be started on lines which will enable it eventually to meet the requirements of the army. The proposal to abolish the manufacture of carpets at Rajahmundry is approved, but so long as a market can be found, the industry should be maintained at Vellore. The weaving of clothing for warders will for the present be continued at Rajahmundry, otherwise Mr. Cardew's suggestions in regard to this jail are approved. The Government concurs with the views expressed in paragraphs 219 and 220. As regards Cannanore, the Government accepts the proposal that coir should be the staple industry in future. It might also be advisable to take in hand the manufacture of pan-frames, a simple industry for which the West Coast offers peculiar facilities. The other proposals in respect of Cannanore are approved, ~~with the exception of that referring to leather-work, which, as already stated, should be concentrated at Cuddapah.~~ The course suggested as regards the Mangalore District Jail in paragraph 225 should be adopted. The views expressed in paragraph 227 have also the approval of Government, and generally it may be said that Mr. Cardew's proposals in respect of manufactures seem suitable; it is not desirable, or indeed possible, to pass definite orders on his suggestions, but they will be commended to the Inspector-General with the foregoing remarks. Rules upon the subject of the purchase of raw materials should be inserted as proposed in the revised Jail Code: the views expressed on this matter in paragraph 229 appear sound. The attention of the Inspector-General will be drawn to paragraph 230, in which the necessity of additional workshops is pointed out. In future, the annual report on the administration of jails will contain particulars of the number and value of articles manufactured for use in those institutions.

30. *Paragraphs* 233—242.—The draft rules proposed in paragraphs 235—238 are approved tentatively, but the question of mark remission will doubtless be dealt with by the Government of India when passing final orders on the Committee's report. The proposals in paragraph 239 are approved, but the Government cannot concur with the views expressed in paragraph 240. It is right in the interest of other convicts that habitual offenders should be segregated, but apart from this there appears no reason why they should be debarred from indulgences and incentives to good conduct. Such convicts have already been treated exceptionally by the courts, and it is adding to their sentences to refuse them the benefits attaching to good behaviour. The Government would not, therefore, debar habitual convicts from the post of convict officer, when they are otherwise particularly fitted for the appointment. As regards the grant of special marks to convicts who are fit for promotion to the post of convict officer but who are for any reason debarred from such promotion, the Government is of opinion that the rule existing prior to the issue of G.O., dated 6th July 1888, No. 1450, Judicial, should be restored, and the Government of India will accordingly be moved to allow the grant of marks in such cases. The Government does not consider it desirable to cancel Jail Code Rule No. 448; the rule applies only to European soldiers sentenced to imprisonment, and the number of these is very small; it is also questionable whether the grant of remission under the ordinary rules would be legal in face of the Army Act, 1881, which contains no provision under which such could be accorded; finally, when the question was discussed in 1875, the Commander-in-Chief objected to the extension of the system to European soldiers under sentence of imprisonment. It appears, moreover, from a letter from the Inspector-General of Jails read in G.O., dated 26th June 1891, No. 1276, Judicial,

that at present the marks are calculated in the usual way, and when remission would be due under the ordinary rules, the fact is reported to the Commander-in-Chief, who releases the prisoner or not, as he sees fit. There is, therefore, no necessity for any change.

31. *Paragraphs* 243—251.—The Government agrees with the remarks appearing in paragraph 246; the necessary rule should be inserted in the Jail Code to the effect that another prisoner, a warder or jail clerk, should write the grounds of appeal for any illiterate prisoner desirous of appealing to a superior court against his sentence. As regards the further question of the right to petition Government for a remission or commutation of sentence, the Government considers that the decision arrived at by the Government of India, to the effect that no limitation of the right of appeal to Government inherent in every prisoner can be countenanced, must be maintained, and with this object it will apparently be necessary that the Court of original jurisdiction should give a second copy of the judgment free of charge when it is applied for by a convict. Before, however, passing final orders on this subject, the Government desires to be favoured with the views of the Honorable the Judges of the High Court on the matter. The Government concurs in the views contained in paragraph 251.

32. *Paragraphs* 252—256.—As regards the subjects dealt with in these chapters, the Government considers that the existing rules are satisfactory and that no changes should be made.

33. There remains for consideration Mr. Cardew's report, dated the 25th July 1891, which deals with the subject of registers and forms for use in jails. On this subject His Excellency in Council accepts Mr. Cardew's proposals which are supported by the Inspector-General in their entirety.

(True Extract.)

Chief Secretary.

To the Inspector-General of Jails.
" Mr. A. G. Cardew, C.S.
" the Financial Department.
" the Surgeon-General with the Government of Madras.
" the District Magistrate, Kistna, with reference to paragraph 3.
" the Public Works Department, with reference to paragraph 4.
" the Public Department, with reference to paragraph 7.
" the Educational Department, with reference to paragraph 10.
" the Honorable Mr. J. F. Price, C.S., with reference to paragraph 26.
" the Military Department, with reference to paragraph 29.
" the Revenue Department, with reference to paragraph 29.
" the Superintendent, Government Press, with reference to paragraph 29.
" the Honorable the Chief Justice, with C.L., with reference to paragraph 31.

JUDICIAL

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 invite attention to my letter, dated the 18th November 1890, No. 1805, Judicial, in which the Government of India was addressed with reference to the report of Drs. Walker and Lethbridge upon the subject of Jail administration in this Presidency. It was brought to the notice of the Government of India in that letter that His Excellency in Council considered it desirable to place an officer on special duty to inquire into the various questions raised, and a further communication was promised upon the receipt of his report. The duty was entrusted to Mr. A. C. Cardew, C.S., and his reports have been considered by Government in the Proceedings of this date, of which I am directed to submit a copy. In this Proceedings the matters referred in Mr. Lyall's letter of the 16th September 1889, No. 659, to this Government for opinion, which have not already been disposed of in the Proceedings and letter dated the 18th November 1890, Nos. 1804 and 1805, will be found to have been dealt with at length.

2. From paragraphs 2 and 3 of the order now forwarded, it will be seen that this Government does not approve of the Committee's proposal to transfer to district jails all persons sentenced to more than 15 days' imprisonment, but that the views expressed in paragraph 2 of Mr. Lyall's letter in regard to the abolition, wherever possible, of subsidiary jails at head-quarters, are accepted.

3. I am to invite attention to paragraph 21 of Mr. Cardew's report of the 20th May and paragraph 5 of the Proceedings of Government of this date. His Excellency in Council is of opinion that the definition of "habitual criminal" contained in the Resolution of the Government of India (Home Department), dated 14th December 1886, No. 27—804-14, might with advantage be rendered simpler; in its present form it is no doubt very complete, but is so complicated that it is frequently misunderstood.

4. Paragraph 4 of Mr. Lyall's letter deals with the subject of establishment—a matter which is disposed of in paragraphs 6 to 11 of the Proceedings of this date. The opinion of His Excellency in Council upon some of the questions raised in connection with this subject has already been communicated to the Government of India in my letter, dated the 18th November 1890, No. 1805 Judicial, and but few observations are now called for. I am directed, however, to request the particular attention of His Excellency the Governor-General in Council to the remarks appearing in paragraphs 30 to 37 of Mr. Cardew's report of the 20th May. These paragraphs simply repeat arguments which have frequently been urged against the proposal to restrict the Superintendentships of Central Jails to commissioned medical officers, but as it is understood that the Government of India no longer contemplates pressing the matter, it is, I am to say, thought unnecessary to refer further to the

subject. It will be
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paragraph 81 of Mr. Cardew's report of the
in Council sees no reason for any change
a uniform scale in force, and the Committee's proposal would merely mean increased
expenditure unaccompanied by any corresponding benefit. In this connection I am
to observe that this Government contemplates addressing the Secretary of State upon
the question of removing the restriction upon the employment of Europeans in posts
carrying a pay of Rs. 200 and upwards in the Jail Department.

lency in Council objects also
Superintendents of District Jails for
Mr. Cardew's report referred to above,
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the special Superintendents appointed
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listrict jails, I am to solicit attention to
th May, and to say that His Excellency
the existing practice; there is already

As regards the subordinate executive and clerical staff and the warder establishment, the Committee's proposals have received due attention in paragraphs 10 and 11 of the accompanying order. It will be observed that the complete reorganization of this portion of the department has been decided upon, with the result that a considerable saving will be secured.

5. The proposals of the Committee in Chapter VIII of their report have been generally adopted, but His Excellency in Council considers that there is no necessity to make any change in the present system under which female prisoners are freely transferred to jails outside the districts to which they belong.

6. The rules relating to the instruction of juvenile convicts, which the Government has decided to adopt in future, will be found discussed in paragraph 19.

7. Paragraph of Mr. Lyall's letter refers among other things to the question of punishments. This subject will be found dealt with in paragraph 21 of the Proceedings of Government of this date, and it will be observed that it has been resolved to amend Madras Act V of 1869. I am, however, to observe that no steps will be taken to amend the Act until the Government of India has decided whether the separate local laws on the subject of jails are to be incorporated into one general Act for the whole of India.

8. The subject of remission under the mark system is referred to in paragraph 30 of the accompanying Proceedings, to which I am to invite particular attention; it will be seen that this Government considers that convicts who are fit for promotion to the grade of convict officer should not be refused special marks merely because it is inconvenient to promote them.

9. Mr. Cardew's second report of the 25th July deals with the forms and registers to be maintained in future in the jails of this Presidency, and His Excellency the Governor in Council has accepted his proposals.

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

FORT ST. GEORGE,
6th November 1821.

Chief Secretary.

SEPTEMBER 1891, No. , JUDICIAL.

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—again the following papers:—

G.O., dated 18th November 1890, Nos. 1804, 1805, Judicial.

ABSTRACT.—Passing orders with reference to the report of the Committee appointed to enquire into certain matters of Jail administration and the Inspector-General's remarks thereon; and addressing the Government of India on the subject.

G.O., dated 18th November 1890, No. 1806, Judicial.

ABSTRACT.—Deputing Mr. A. G. Cardew, C.S., on a special duty to make a full report in connection with the recommendations of the Committee appointed to enquire into certain matters of Jail administration.

READ—also the following papers:—

From the Inspector-General of Jails, dated 12th May, 22nd June and 9th August 1891, Nos. .

ORDER—dated September 1891, No. , Judicial.

Under the orders contained in Home Department Resolution, dated 9th October 1888, No. 458, Deputy Surgeon-General Walker and Surgeon-Major Lethbridge were deputed to inspect and report on certain matters connected with the administration of the jails in the Madras and Bombay Presidencies, Bengal, the North-West Provinces and Oudh and the Punjab. With a letter dated 16th September 1889, No. 659, the Government of India in the Home Department forwarded the report submitted by these two officers above mentioned to this Government, with the request that the opinion of His Excellency in Council might be taken as to certain suggestions of the reporting officers, and to certain other proposals contained in the report at the entire discretion of the Local Government. The letter above alluded to, as well as the report of Drs. Walker and Lethbridge, were referred to the Inspector-General of Jails for remarks, and his reply was considered in the Proceedings of this Government, dated 18th November 1890, No. 1804, Judicial. His Excellency in Council therein arrived at the conclusion that it was impossible to come to a decision upon many of the suggestions made by Drs. Walker and Lethbridge until a further enquiry had been made into the conditions of Jail administration in this Presidency, and accordingly resolved to depute an officer upon special duty with instructions to submit a detailed report upon certain subjects specially referred to him for investigation. Upon other proposals of Drs. Walker and Lethbridge, the Government thought it unnecessary to defer passing orders; and certain of these were finally dealt with in G.O., dated 18th November 1890, No. 1804, Judicial, while upon other questions still, the opinion of His Excellency in Council was expressed in a letter to the Government of India of the same date, No. 1805, Judicial.

The officer deputed to enquire into the management of jails was Mr. A. G. Cardew, C.S., and he has dealt with the subjects referred to him for consideration in two reports,

which are admirably lucid and careful, and for which His Excellency in Council desires to thank them.

The reports are dated respectively the 20th May and the 27th July last; the former deals with all those general questions of administration, whether not entirely to the discretion of the Government of referred to His Excellency in Council for opinion by the Government of India, in respect of which no definite conclusion was arrived at in G.O., dated 15th November 1890, No. 1804, Judicial; the last report relates to the forms of registers maintained in jails.

The Government now proceeds to pass orders upon the various questions for decision raised in the report of the 20th May.

2. *Paragraphs* 3—8.—In paragraph 11 of chapter II of their report, Drs. Walker and Lethbridge recommended that the use of subsidiary jails should be restricted to persons under trial or sentenced to imprisonment for terms not exceeding fifteen days, the present rule in this Presidency being that prisoners under sentence for terms not exceeding 30 days are confined in these jails.

Mr. Cardew opposes this proposal in paragraphs 3 to 8 of his report, and shows excellent grounds for the opinion that existing arrangements; the Government of India will be informed accordingly.

3. *Paragraphs* 9—13.—In paragraphs 13 and 14 of chapter II of the report of the Jail Committee the reporting officers recommend—

(1) that, wherever possible, subsidiary jails situated at the head-quarters of districts where a district jail also exists or within easy reach by railway of the head-quarters district jail should be abolished;

(2) that lock-ups, or subsidiary jails, at head-quarters of districts should in future be located within district jails.

So far as regards this Presidency, the two proposals are identical and the Government agrees with Mr. Cardew that the subsidiary jails at Calicut, Coimbatore, Bellary, Madura and Berhampore should be at once closed. As regards the Guntur Subsidiary Jail which Mr. Cardew was unable to visit, the District Magistrate of Kistna will be directed to report whether it can be abolished and the prisoners sent instead to the district jail.

4. *Paragraphs* 14 *and* 15.—In chapter III of the Committee's report the question of jail construction is dealt with; this chapter was commended to the attention of the Public Works Department in G.O., dated 18th November 1890, No. 1804, Judicial, and a report was called for from the Inspector-General of Jails in regard to specified defects in certain of the Madras jails. On this chapter, therefore, so far as it relates merely to jail buildings, there is but little to be said. The Government, however, approves Mr. Cardew's suggestion that standard plans for the various classes of jail buildings should be prepared, and the necessary steps will be taken in the Public Works Department in communication with the Inspector-General of Jails at an early date. The Government also considers that the plan of enclosing all workshops with wire-netting, recommended in paragraph 41 of chapter III of the report, should be invariably adopted in future; this style of enclosure appears preferable to the alternative of a grating of bamboo or wood.

5. *Paragraphs* 16—29.—In these paragraphs the important subject of segregation of habitual offenders is dealt with. As Mr. Cardew points out, it is impossible to carry out the suggestion of Drs. Walker and Lethbridge that all male prisoners of this class shall be absolutely isolated both by day and night; were such segregation attempted during the daytime, the manufacturing department would inevitably suffer. The reasons set forth in paragraph 18 of the report apply, however, with much less force to female convicts, and the Government considers that, in the case of women, endeavours should be made to isolate habitual offenders by day as well as by night both in central and district jails. As regards the separation of male offenders of this class, the Government is decidedly of opinion that the provision of separate sleeping accommodation must be insisted upon as a minimum requirement in every central and district jail, and, where the existing accommodation is insufficient to admit of night

separation, estimates and plans must be submitted by the Inspector-General for the construction of the additional buildings requisite. The separation of habituals at night has indeed already been ordered (G.O., dated 8th July 1887, No. 1469, Judicial) and seems to be on the whole fairly satisfactorily carried out. At Salem and Coimbatore Central Jails, however, this rule is only partially obeyed, though it appears that in each of these cases the existing accommodation is sufficient to admit of the complete separation of habituals at night. The necessary rearrangement of the sleeping blocks should now be carried out in these two jails. As regards district jails, it appears that the rules are neglected in four cases only—Kurnool, Nellore, Cuddapah and Bellary. In all these jails the necessary steps will now be taken to ensure isolation at night of habituals; there is no reason why the collection of a number of habitual offenders together at night should be more dangerous at Bellary than elsewhere.

The Government is inclined to agree with Mr. Cardew in considering that the present definition* of an habitual offender prescribed by the Government of India is rather too complicated and the matter will be brought to the notice of that Government. Meanwhile, the only step that can be taken is the amendment of Jail Code Rule 527 (*a*) in view to rendering it clearer. The substitute for this rule proposed in paragraph 21 of the report is approved,† and the Government also considers it desirable that a circular should be issued to all Superintendents of Jails pointing out the distinction between reconvicted and habitual offenders as suggested ‡ in paragraph 22.

In connection with the subject of isolation of habituals, Mr. Cardew deals with the question of close prisons. As regards the suggestion that habitual offenders should be concentrated in jails possessing close prisons only, the Government concurs with the Inspector-General and Mr. Cardew in considering that the necessity of maintaining a certain number of long-sentence prisoners in each jail for the sake of the manufacturing department renders it advisable to provide each central jail with the means of isolating its own habituals; the withdrawal of all the best workmen from jails not possessing close prisons would greatly prejudice the industrial occupations of the prisoners and consequently their discipline also.

The Government further approves the proposal that all new jails, so far as they are designed for the confinement of convicts, shall be constructed on the cellular principle; buildings for the use of under-trial and civil prisoners need not be designed on this system. In district jails also the Government is disposed § to think that it would be desirable to adopt the cellular method of construction in the case of all additional wards, and the system should certainly be adopted in the case of all new buildings for convicts in existing central jails. The construction of the cells in these close prisons with doors facing alternately in different directions would probably render communication between the prisoners more difficult. It is obviously desirable that all habituals should sleep in separate cells during the whole of their period of imprisonment in order to prevent the contamination of other prisoners, and by the extension of the close-prison system this object will become gradually capable of attainment. At present it is impossible to carry out this complete separation of habituals, but if should be accepted as a principle that this class of convicts should, as far as feasible, be confined at night in the close prison and, in any case, the Superintendent should have power, as suggested in paragraph 27, to direct that any convict convicted or suspected of the commission of unnatural offences or guilty of more than one escape or attempt to escape shall sleep invariably in a separate cell.

* [NOTE.—His Excellency observes that the Government of India should be asked to define an "habitual", but there is a definition already—see G.O., dated 19th January 1881, No. 87, Judicial.]

† [NOTE.—Honorable Mr. Garstin's note in blue pencil against paragraph 21 is not clearly understood.]

‡ [NOTE.—This has not been specifically approved by Honorable Members, but it is presumed that there is no objection to the proposal.]

§ [NOTE.—On this point the Honorable Messrs. Stokes and Garstin disagree.]

The scale of close-prison confinement which Mr. Cardew proposes to adopt in future in lieu of that laid down by Mr. Grimes is approved; it is understood that this arrangement is to be viewed as merely temporary and that the complete isolation of habituals is to be regarded as the ultimate object of the close-prison system.

The proposal to limit to three months the period for which a prisoner can be relegated to a close prison as a punishment will be dealt with later on.

6. *Paragraphs* 33—34.—In these paragraphs of his report Mr. Cardew refers to two proposals contained in chapter VI of Drs. Walker and Lethbridge's report to the effect that—

(1) the Superintendents of District Jails should be the Civil Surgeons of districts;

(2) that the Jailor-Superintendentships of the Tanjore and Palamcottah District Jails should be abolished and the jails placed in charge of the District Surgeons.

The Government has little to add on this subject to the remarks of Mr. Cardew with which His Excellency in Council is in complete accord. The supervision of a District Medical officer can never have the same value as the constant attendance of a special Superintendent, and, so far from extending the former system, the Government hopes to contract it within still narrower limits. The Government of India will be informed of the views of Government on this subject. As suggested by Mr. Cardew, the title of Jailor-Superintendent of the Tanjore and Palamcottah jails will be abandoned, the officers in charge being styled Superintendents (in future) and the deputy jailors of these jails will be given their proper titles of jailor.

7. *Paragraphs* 35—38.—With the opinion expressed by Mr. Cardew as regards the employment of commissioned medical officers as Superintendents of Central Jails, their selection for this post after two years' military service and the increase of their pay from Rs. 900 to Rs. 1,000 per annum, the Government heartily concurs.

As regards the future recruitment of the higher grades of officers in the Jail Department, the Government is of opinion that the Superintendentships of Jails should be regarded as posts to which the appointment of Europeans should be permitted without the necessity of a reference to the Secretary of State, and His Lordship will accordingly be addressed on the subject in the Public Department. Meanwhile the plan of recruitment from the police proposed by Mr. Cardew has much to commend it and in future, as far as possible, and with due regard to the claims of specially qualified jailors, the selection of Jail Superintendents will be made from the police. It will be a condition that no Police officer shall be selected for the superintendentship unless he has had at least five years' service in the Police Department, and that before taking charge of such an appointment he will be attached to a central jail under an experienced Superintendent for a period of twelve months, during which time he will draw the pay of his grade in the Police Department and will be regarded as on deputation. The period of training—three months—proposed by Mr. Cardew appears to Government to be too short, and the Government also does not approve the proposal to restrict the superintendentship of the two special jails to reserving jailors. When persons not connected with either the Jail or the Police Department are selected for the post of Superintendent, they should also undergo the training prescribed above in the case of Police officers.

[NOTE.—So His Excellency refers, but article 98 (a), Civil Service Regulations, allows a deputation by a Local Government for six months only; after that the sanction of the Government of India is necessary.]

8. *Paragraph* 39.—The Government agrees with Mr. Cardew's views upon the appointment of Deputy Superintendents. There is no such concentration of manufactures in the Madras jails as to render this appointment necessary.

9. *Paragraphs* 40—42.—These paragraphs deal with the question of medical subordinates attached to jails. Drs. Walker and Lethbridge recommend that, for central jails containing less than 1,400 prisoners, one hospital assistant and a compounder should be substituted for the present strength of two hospital assistants.

The opinion of the officers consulted is unanimous against this proposal; but the Government is disposed to concur with the Committee, and it is observed that Mr. Cardew also regards the change as feasible. The staff will be reduced accordingly to that recommended by Drs. Walker and Lethbridge, unless the Surgeon-General can show stronger cause to the contrary than has as yet been urged. There is no necessity for the hospital assistant to live within the jail, it is enough if he lives near, and provision is made for summoning him in case of needs; where serious cases happen to be under treatment he can sleep as now in the jails; the necessary alteration will be made in Jail Code Rule 204. The scale of allowances to medical subordinates, which is proposed by Drs. Walker and Lethbridge, appears to Government to be unduly ~~extravagant~~. The Government considers that it will be sufficient to allow Rs. 15 *per mensem* to the senior medical subordinate in all central jails having an average daily population of less than 1,200 and Rs. 20 *per mensem* when that number is exceeded.

10. *Paragraphs* 43—53.—This portion of the report deals with the subordinate executive and clerical establishment and the conclusions arrived at therein meet with the general concurrence of Government.

In the first place the Government observes that the system of promotion, ~~indeed~~ ~~published~~ all question of educational qualifications which has hitherto prevailed in the Jail Department, is entirely opposed to the intentions of Government. It appears that under G.Os., dated 26th March 1859, No. 171, Public, 14th December 1860, No. 1816, Public, and 15th September 1880, No. 605, Educational, jailors, deputy jailors and warders, who are pensioned soldiers, are exempted from passing the Uncovenanted Civil Service examinations. These orders will now be cancelled and it will be understood that in future the ordinary rules in regard to the educational qualifications of candidates for employment in the public service will apply strictly to all posts in the Jail Department. When it is considered desirable to appoint a European who has not passed the requisite tests, application for exemption will be made to Government by the Inspector-General. The next question with which Mr. Cardew deals is the classification of the whole of the subordinate executive and clerical establishment of the Jail Department into the three grades of jailor, deputy jailor and assistant jailor. This proposal originated with the Committee and, after consideration of the reasons adduced for the change by Drs. Walker and Lethbridge and Mr. Cardew, the Government readyes to adopt the proposed grading. The Government approves the further suggestion in paragraph 46 of the report that promotion beyond the grade of assistant jailor should be made dependent upon the passing of a special test. This test * should comprise certain portions of the Code of Criminal Procedure, of the Indian Penal Code, and of the Civil Account Code, volume I, and the whole of the Jail Code, of Madras Act V of 1869, and of other Acts specially relating to jails. The Inspector-General will ~~see~~, in communication with the Commissioner of Uncovenanted Civil Service Examinations draw up a detailed scheme for the proposed special test including only the necessary portions of the three first-named codes. The Government also agrees with the suggestion in paragraph 47 of the report that a brief report should be made annually by each Superintendent ~~and~~ the Inspector-General upon each subordinate ~~not below~~ the grade of assistant jailor.

It will, as Mr. Cardew says, be understood that direct enlistment of deputy jailors is not prohibited, but that in all cases the necessary general and special educational qualifications will be insisted upon.

The further proposals which are summarized in the statement given in paragraph 53 are all † approved, but the Government considers that the minimum and maximum salaries of assistant jailors in central jails should in every case be raised by Rs. 5 *per mensem*. The sanction

* [NOTE.—The Honorable Mr. Stokes remarks: "There should be only one test for all the department." The meaning of the remark is not clearly understood.]

† [NOTE.—Honorable Mr. Stokes seems to object to the pay and existence of the Deputy Jailors of Central Jails (Rs. 50-5-75) —*vide* paragraph 50. Please see, however, Mr. Cardew's further remarks on this subject in his note of the 3rd August.]

of the Government of India to these changes will be sought after the necessary proposition statements have been formally submitted for approval by the Inspector-General through the Accountant-General. The views as to the Storekeeper and Assistant Storekeeper, expressed in paragraph 61, meet with the concurrence of Government, but the Storekeeper should be in charge of all* stores, not ~~only~~ of manufacturing tools.

With regard to the Inspector-General's note against paragraph 62 of the report, the Government considers that where an additional clerk is required in connection with the duty of issuing rations, he should be regarded as Assistant Storekeeper and not as an Assistant to the Deputy Jailor. As suggested † by Mr. Cardew, however, the question of the creation of such a post can be deferred for the time being.

11. *Paragraphs* 64—64 *and* 67.—These paragraphs deal with the reorganization of the warder establishment and the Government approves generally of the proposals made therein. As regards Cannanore, however, where Mr. Cardew proposes to depart from the general rule that the ratio of warders to prisoners in central jails shall be 1 to 11, it is observed that the construction of a hand-pump which has been recently sanctioned will obviate the necessity of employing large gangs of convicts under guard to fetch water; in consequence it may be possible when the pump has been ~~constructed~~ to reduce the ratio of 1 warder to 10 prisoners proposed in the case of this jail to the ordinary proportion adopted elsewhere. For the reasons given in the report, it is essential that the Inspector-General should retain the ~~power~~ of sanctioning additional warders in the proportion of 1 to 11 whenever any special cause arises or a large increase of jail population takes place, and the Government considers that an increase of 100 or more in the population of a central jail should be regarded as sufficient to justify the exercise of this power.

For the reasons set out in paragraph 62, the Government accepts the proposal that the duty of escorting prisoners shall be retransferred to the police. Escort duty under the Prisoners' Testimony Act can, as Mr. Cardew suggests, be performed by the jail establishment if the court to which the prisoner has to be taken is in the same station as the jail; otherwise the duty will fall on the police. The Government approves the proposed scale of three grades of warders on Rs. 7, 8 and 9 *per mensem*; the only question is whether these rates of pay are enough to admit of recruitment for service at a distance, a matter to which Drs. Walker and Lethbridge attach considerable importance; the above scale can, however, be tried and in any case the advantage of employing men at a distance from their native localities can only be secured gradually. Mr. Cardew's proposals as regards the standing guard are also approved. The Inspector-General will now submit through the Accountant-General formal proposition statements giving effect to the changes proposed in respect of the inferior jail establishment; on their receipt the sanction of the Government of India to the revised establishment will be sought.

12. *Paragraphs* 65 *and* 66.—This portion of the report deals with the convict warder guard and all the proposals appearing in these two paragraphs have the concurrence of Government. In this connection Mr. Cardew's attention will be drawn to the desirability of assimilating Jail Code Rules 424, 542 and 559 in respect of the proportion of convict officers to prisoners.

13. *Paragraphs* 68—71.—All the proposals in paragraph 68 of the report are approved. Tell-tale clocks should be supplied to all jails.

14. *Paragraphs* 72—80.—The policy of abandoning certain jails is discussed in this portion of the report. The Government accepts Mr. Cardew's suggestion that the Calicut District Jail should be abolished and its inmates transferred to Cannanore; the change will be effected as soon as possible. ~~As regards the use to which the Calicut District Jail buildings are to be put when abandoned, orders will be passed separately.~~

* [But please see the arguments against this arrangement in the Inspector-General's letter read in G.O., dated 6th June 1891, No. 1070, Judicial.]

† [NOTE.—It is presumed that this represents Honorable Members, meaning, but I am not sure whether Honorable Members do not mean to sanction the post of clerk at once.]

The abolition of the jail will render it necessary to provide a large amount of sub-jail accommodation for undertrial prisoners and perhaps civil debtors; the Inspector-General of Jails will report what accommodation will be needed in communication with the District Magistrate.

As regards the more difficult question of the future of the Salem Central Jail, the Government agrees* with Mr. Cardew in thinking that its reduction to the status of a district jail as recommended by Drs. Walker and Lethbridge is not feasible, and, on the whole, the Government considers that the best plan would be to retain Salem as a central jail and abolish the district jails at Nellore and Kurnool. The prisoners from the last-named district can then be sent to Bellary and Guntur as may be most convenient, those from Nellore being transferred to Vellore Central Jail; additions should be made to the Bellary District Jail, and when it and the Guntur District Jail are full, the excess should be drafted to the central jails at Vellore or Salem as there may be room available. The possibility of ultimately abolishing the Cuddapah District Jail should also be borne in mind. The Inspector-General will report his views on this subject at an early date.

* [NOTE.—I am very uncertain what orders Honorable Members intended to pass on this portion of the report.]

15. *Paragraph* 81.—The last question raised in chapter VI of Drs. Walker and Lethbridge's report, which calls for consideration, is that of the charge allowances to be attached to district jails.

† [NOTE.—On this point orders are solicited: the Honorable Messrs. Stokes and Garstin disagree and His Excellency the Governor has not recorded any opinion.]

16. *Paragraphs* 82—93.—The Government considers that the following course should be adopted in future in respect of the sick. There will be only two categories of prisoners under medical treatment, viz., those who are on the hospital register and those who are on the invalid gang.§ The former will contain both in and out patients, that is to say, every prisoner suffering from an active disease or injury of any kind. The special gang will contain the three following classes:—

‡ [NOTE.—I am not at all sure as to the orders passed on this subject.]

§ [NOTE.—The term "weakly gang" is used in Lunatic Asylums and Mr. Cardew has proposed in his note for orders on the Jail Code to call this gang the weakly gang. Honorable Members had agreed except the Hon. Mr. Garstin on the name weakly gang, but invalid gang seems preferable.]

(1) those who have been discharged from hospital as convalescent, but who are unable for a time to perform the ordinary task;

(2) those who are suffering from a degree of anæmia or debility insufficient to require admission into hospital; and

(3) those who from age or other natural causes are permanently incapacitated from performing the ordinary task.

In the hospital register a distinction will of course be drawn between in and out patients, the latter being not necessarily exempted from labour of the ordinary kind. As observed in paragraph 90 of the report, the inclusion of every case of sickness in the hospital register will considerably increase the "daily average sick" as shown in column 7, statement XV of the annual report, and it will therefore be advisable to add in a footnote to the return particulars of the number of convicts treated as in-patients and those suffering from petty ailments only.

17. *Paragraph* 94.—The Government considers it advisable to lay down that where a Government Order effects an alteration of the Jail Code, the Inspector-General of Jails shall shortly after receipt of it submit a correction slip for sanction, and after this has been sanctioned he shall send copies of the slip to each jail. Where, again, a Government Order though

‖ [NOTE.—There is some disagreement between Honorable Members as to the orders to be passed on this paragraph.]

not actually effecting an alteration in the Code, is of such a nature that its communication to all Superintendents or Medical officers of Jails is essential, the Inspector-General or Surgeon-General, as the case may be, should see that he receives a sufficient number of copies of the [redacted] in order to admit of such distribution. The Government approves the suggestion that the Medical officer should be relieved of the obligation to write up the Medical Case Book in his own hand, and that he should be merely required to initial it daily in proof of its correctness. It would be sufficient if the Case Book dealt only with in-patients, and when an in-patient is transferred to the special gang the fact should be stated. The Government approves of the proposed to recognize a fifth description of hospital diet—one, namely, resembling the ordinary dietary of the jail, but composed of rice instead of an equal quantity of dry grain.

18. *Paragraphs* 99—101.—The Government agrees with Mr. Cadow that there is no [redacted] in the transfer of female convicts to jails outside the districts to which they belong, and considers that no change in the policy at present pursued is called for, but in order to obviate all objections, the substance of paras. 8 and 9 of Chapter VIII of the Committee's report should, as suggested, be incorporated in the revised Jail Code.

As pointed out in paragraph 97 of the report, it is unnecessary to appoint female warders in Trichinopoly and Coimbatore central jails, but in Cannanore such an appointment will be necessary. All female convicts under sentence exceeding thirty days from the districts of Tanjore, Tinnevely and Madura will, as proposed, be concentrated in the Madura Jail, where the existing railing round the female yard will be replaced by a wall. Females from Cuddapah will be transferred to Bellary if sentenced to more than 30 days imprisonment. The proposal that the pay of a matron shall never exceed Rs. 20 *per mensem*, except at the Penitentiary, is approved, and the salaries of the existing posts will be reduced as vacancies occur. The necessary proposition statements for the establishment of female warders should now be submitted. Early steps should be taken to remedy the want of safety complained of in the case of the residence of the matron at the Penitentiary.

19. *Paragraphs* 102—105.—With a few exceptions, the draft rules for the treatment of juvenile prisoners given in paragraph 105 have the approval of Government. There is an objection to laying down a hard and fast rule as to the nature of the occupation upon which juvenile convicts shall be employed, and draft rule (6) must be so amended as to leave the matter entirely at the discretion of the Superintendent. Draft Rule (7) also requires alteration in view of the recent abolition of Schedule K (i) of the Grant-in-aid Code. The notice to the parents or friends of a juvenile offender about to be released required by draft rule (10) should be given by the Superintendent of the jail in the district in which the prisoner is to be released, and not by the Superintendent of the jail in which he has been confined.

20. *Paragraph* 106.—The Government agrees with the views expressed in this paragraph.

21. *Pragraphs* 107—116.—The Government concurs with paragraphs 108—112; Madras Act V of 1869 certainly * requires amendment, but before taking any steps in the matter, the Inspector-General will be requested to report whether there are any matters other than those enumerated by Mr. Cardew in respect of which an alteration of the existing law appears desirable. On receipt of a reply from the Inspector-General, the necessary Bill will be prepared in the *Judicial* † Department if the Government of India decides not to incorporate the existing local laws on the subject of jails into one general Act. In paragraph 15 of Chapter XVIII of their report, Drs. Walker and Lethbridge recommend the adoption of the following forms of punishment:—

* [NOTE.—Honorable Members have not ordered a further report from the Inspector-General upon the proposed amendment of the Act, but it seems desirable to deal with the matter thoroughly while about it].

† [NOTE.—The Bill will be drafted in the Judicial Department and then transferred in due course to the Legislative Department].

(1) Handcuffs on the wrists in front.
(2) Handcuffing a prisoner to a staple fixed in the wall (standing handcuffs).
(3) Handcuffs on the wrists behind the back.
(4) Fetters not exceeding 4 lb. in weight.
(5) Bar-fetters keeping the legs apart.

The Government fully endorses Mr. Cardew's remarks as to standing handcuffs and bar-fetters. They appear to be a barbarous form of punishment, and Government could not sanction their adoption. The Government disapproves, indeed, of the use of handcuffs under any circumstances save as a means of restraint. Fetters are open to fewer objections, but the adoption of even these as a mode of punishment does not appear desirable; this question will, however, be further discussed when the Act is under amendment. If it is ultimately decided to adopt them as fetters as a method of punishment, the form of statement given in paragraph 116 will need amendment, in view to showing when fetters are used as a means of punishment and when as a means of restraint only; the offences in respect of which fetters have been imposed should also appear in the statement.

22. *Paragraphs* 117—123.—The rules proposed in paragraph 122 for regulating issue of clothing to convicts are approved. All other suggestions and remarks appearing in these paragraphs have the concurrence of Government.

23. *Paragraphs* 130—131.—The draft rules as regards escapes, outbreaks and firing on prisoners are approved; but the method proposed in No. 3 of the Escape Rules for giving warning of an escape appears insufficient; the officer who discovers an escape, or attempt to escape, should be required to discharge a carbine as quickly as possible.

24. *Paragraphs* 135—141.—Mr. Cardew's proposals in respect of dietary are approved, but in revising the Jail Code, the remarks of the Inspector-General against paragraph 142 must be borne in mind; it will doubtless be impossible to prohibit the issue of sweet potatoes and brinjals in some districts, for want of any other suitable vegetables. Prisoners should be weighed once a fortnight as suggested in paragraph 147. As regards the recipe for curry-powder given in paragraph 158, the Government considers that the following scale * would be more suitable should be tried:—

	oz.	ms.
Chillies	3	8
Coriander seed	3	0
Turmeric	0	8

* NOTE.—[General Kenney-Herbert says the scale herein ordered is better than that originally proposed in Mr. Cardew's report.]

25. *Paragraphs* 148—155.—A central kitchen should be built in every jail, as has already been done at Trichinopoly; pending the construction of such at Rajahmundry, the number of kitchens there can be at once reduced by half as proposed. The Inspector-General's attention will be drawn to the waste of fuel caused by the present system of standing the cooking-pots over holes in the range; the remedy suggested in paragraph 151 should be adopted. As regards the proposed reduction of the supply of fuel to 14 oz. *per diem* for Natives in central jails, and Classes II, III and IV in district jails, and to 12 oz. for Class I in district jails, the Government is disposed to consider that the scale suggested is too low, and it can hardly, at all events, be brought into force until kitchens on an improved plan have been provided; it is most important that all the food should be properly cooked. When the fuel scale is brought into force, it should be understood that the rates allowed are maxima. The Inspector-General will take early steps to remedy the defect brought to notice in regard to the kitchen at Bellary in paragraph 154 of the report. Kitchens should be enclosed with wire-netting.

26. *Paragraphs* 156—166.—Rule 620 of the Jail Code will be cancelled, and the usual method of working picottahs will be adopted in future. The attention of the Inspector-General will be drawn to the proposal in paragraph 158 of the report as regards raising water at Coimbatore. There is no objection to the trenching of night-soil in the jail garden at Coimbatore, the garden being some distance from the jail

and drainage away from it. The proposal to plant a tree down the sides of every water-channel is approved; it may also be accepted as a general rule that jail land otherwise useless should be planted with fuel trees. The Government concurs with the views expressed in paragraph 166; no general orders to the effect that all condiments that enter into the jail dietary shall be grown in the jail garden can be laid down, but wherever water and land are plentiful, the growing of chillies should be attempted. Mr. Cardew's remarks as to the lists of vegetables attached to the report will be commended to the notice of the Inspector-General and the Honorable Mr. Price.

27. *Paragraphs* 167-182.—As regards* the method of supply, the Government considers that the excellent system introduced by Mr. Gadsden at Rajahmundry should be adopted in all jails. Under this system a monthly auction is held in the bazaar, and the grain and other articles required for the month are purchased separately; the system necessitates special provision for storage, and the Inspector-General will therefore, be directed to report in detail for each jail the amount of additional storage-room, if any, required. Ration store-rooms should invariably be within the jail, and where this is not the case, new store-rooms should be provided. The Government also considers that the Inspector-General should compile in his office a monthly circular showing the rate prevailing in each jail for each article of supply; this circular will be of great use to Superintendents in enabling them to detect any unnecessary extravagance in their own jails. The system of account prevailing at Coimbatore, as described in paragraph 181, should certainly be abandoned; it is open to all the objections urged against it by Mr. Cardew, and has been found, as a fact, to promote frauds.

28. *Paragraphs* 183—194.—It should be the general rule, as suggested in paragraph 183, that each jail should keep its own sheep, and the plan of purchasing meat in the market should, as far as possible, be abandoned, and, similarly, whenever possible, cows should be kept in the jail premises and resort to the bazaar for milk prohibited. The Government notes with pleasure the steps taken by Mr. Gadsden at Rajahmundry to promote economy in this direction. It may also often be desirable that the jail should provide its own draught-cattle; this should be done wherever practicable. In respect of the supply of fuel, the Government does not concur with the views expressed by Mr. Cardew, and is not prepared to fix any maximum price for the supply of wood by the Forest Department to the Jail Department. It is possible, however, that there are places where all the fuel required could be grown on the jail lands and in this way a considerable saving might be secured; the Inspector-General will report on the point. The system of manufacturing gingelly-oil by jail labour should be introduced everywhere, except on the West Coast, where the cocoanut oil used instead should be prepared in the jails. The Government doubts whether anything is to be gained by adopting the proposal of Drs. Walker and Lethbridge that grain should be bought in the ear, but the experiment might be tried in some jail where cows are kept and the ears given them for food. The purchase of paddy in an unhusked form should also be tried. The supply of kerosine oil is a matter in which a careful Superintendent would effect economy, but which cannot be settled by rules; the storage of large quantities of this substance would probably render special arrangements for its safety necessary. The Inspector-General may try the experiment of purchasing chillies and coriander seed in places where they are particularly cheap and distributing them, but the Government doubts whether any appreciable economy will result therefrom.

29. *Paragraphs* 195—252.—This portion of the report deals with the important subject of jail manufactures, and with the views expressed in it the Government generally concurs. The list of tasks prescribed in paragraph 195 seems suitable so far as it goes, and may be accepted. The Government agrees that the mid-day rest proposed by Drs. Walker and Lethbridge is generally unnecessary, but it should be prescribed for the special gang. The proposals in paragraphs 204—207 in respect of the Penitentiary Press are approved; and it will be distinctly impressed on the Superin-

*[NOTE.—I am not quite certain whether His Excellency the Governor agrees with the other Honorable Members on this subject].

conduct of the Government Press [illegible] should dis
labour in the Penitentiary and utilise convicts to
regard to Coimbatore Central Jail, the Government co
during that the main industry should be the weaving of Police drill and that a minimum
outturn of 100,000 yards per annum should be required; should it be impossible to
meet the whole Police Department indent in this jail, the duty of supplying the
remainder should be assigned to Vellore. The further proposals in paragraph 214 on
the subject of manufactures at Coimbatore are approved. The distribution of work in
the Salem Central Jail which is suggested in paragra[illegible] 215 seems suitable, and its
chief industry will be in future the weaving of cloth for warders' uniforms, the manu-
facture of this material at Madura being abandoned; the Government doubts, however,
whether it is advisable to put a stop at present to the weaving of warders' uniforms
at Rajahmundry, as the expense of sending the cloth thither from Salem would be
considerable. As regards the proposal
to assign the manufacture of sandals and
boots to Salem, Vellore and other jails, the
Govern[illegible]is disposed to think that the
concentration of all leather work in the
Cuddapah District Jail would be more
suitable; the country is peculiarly well
suited for the tanning of leather, and it
is under[illegible]d that the Ordnance Depart-
ment ha[illegible] under consideration to start
a leathe[illegible]tory either in this district or
in Coimbatore. This last point is of importance and [illegible] jail industries, and it should
be enquired into by the Inspector-General, who will report further on the feasibility of
the above suggestion that all leather work should be done at Cuddapah. The proposal
to make the manufacture of tents the staple industry of Trichinopoly Central Jail is
approved, and the Military Department will be asked to lend the services of an
experienced Conductor from the Ordnance Department who understands tent-making,
in order that the industry may be started on lines which will enable it eventually to
meet the requirements of the army. The propo[illegible] to abolish the manufacture of
carpets at Rajahmundry is approved, but so long [illegible]s a market can be found, the
industry should be maintained at Vellore. The wea[illegible]ing of clothing for warders will
for the present be continued at Rajahmundry, [illegible]se Mr. Cardew's suggestions
in regard to this jail are approved. The Government concurs with the views
expressed in paragraphs 219 and 220. As regards Cannanore, the Government
accepts the proposal that coir should be the staple industry in future, and for the
purpose of bleaching it, the Government is prepared to permit the issue of
salt from the reserves at cost price free
of duty. It might also be advisable to take
in hand the manufacture of pan-tiles, a simple industry for which the West Coast
offers peculiar facilities. The other proposals in respect of Cannanore are approved
with the exception of the leather-work, which, as already stated, should be concentrated
at Cuddapah. The course suggested [illegible] the Mangalore District Jail in paragraph 225
should be adopted. The views expressed in paragraph 227 have also the approval of
Government, and generally it may be said that Mr. Cardew's proposals in respect of
manufactures seem suitable; it is not desirable, or indeed possible, to pass definite
orders on his suggestions, but they will be commended to the Inspector-General with the
foregoing remarks. Rules upon the subject of the purchase of raw materials should be
inserted as proposed in the revised Jail Code; the views expressed on this matter in
paragraph 229 appear sound. The attention of the Inspector-General will be drawn
to paragraph 230, in which the necessity of additional workshops is pointed out. In
future, the annual report on the administration of jails will contain particulars of the
number and value of articles manufactured for use in the jails there.

30. *Paragraphs* 233—242.—The draft rules proposed in paragraphs 235—238 are approved tentatively, but the question of mak[illegible]ren[illegible]ission will doubtless be dealt with by the Government of India when passing final orde[illegible]rs on the Committee's report. The

[illegible]

[illegible]

[illegible]

proposals in paragraph 240 are approv[illegible] that the Government cannot concur with the views expressed in paragraph 240. It is right that habitual offenders should be segregated, but apart from this there appears no reason why they should be debarred from all indulgences and incentives to good conduct. Such convicts have already been treated exceptionally by the courts, and it is adding to their sentences to refuse them the benefits attaching to good behaviour. The Government would not, therefore, debar habitual convicts from the post of convict officer, when they are otherwise particularly fitted for the appointment. As regards the grant of special marks to convicts who are fit for promotion to the post of convict officer but who are for any reason debarred from such promotion, the Government is of opinion that the rule existing prior to the issue of G.O., dated 6th July 1888, No. 1150, Judicial, should be restored, and the Government of India will accordingly be moved to allow the grant of marks in such cases. The Government does not consider it desirable to cancel Jail Code Rule No. 488; the rule applies only to European soldiers sentenced to imprisonment, and the number of these is very small; it is also questionable whether the grant of remission under the ordinary rules would be legal in face of the Army Act, 1881, which contains no provision under which [illegible] could be granted. Finally, when the question was discussed in 1875, the Commander-in-Chief objected to the extension of the system to European soldiers under sentence of imprisonment. It appears, moreover, from a letter from the Inspector-General of Jails read in G.O., dated 26th June 1891, No. 1276, Judicial, that the marks are calculated in the usual way and [illegible], and what remission would be due under the ordinary rules, the fact is reported to the Commander-in-Chief, who releases the prisoner or not, as he sees fit. There is, therefore, no necessity for any change.

31. *Paragraphs 245—250.*—The Government agrees with the remarks appearing in paragraph 246, that necessary rules should be inserted in the Jail Code to the effect that another prisoner, a warder or jail clerk, should write the grounds of appeal for any illiterate prisoner desirous of appealing to a superior court against his sentence. As regards the further question of the right to petition Government for a remission or commutation of sentence, the Government considers that the decision arrived at by the Government of India, to the effect that no limitation of the right of appeal to Government inherent in every prisoner can be countenanced, must be maintained, and with this object it will apparently be necessary that the Court of original jurisdiction should give a second copy of the judgment free of charge when it is applied for by a convict. Before, however, passed orders on this subject, the Government desires to be favored with the views of the Honorable the Judges on the matter. The Government concurs in the views contained in paragraph 251.

32. *Paragraphs 252—256.*—As regards the subjects dealt with in these chapters, the Government considers that the existing rules are satisfactory and that no changes should be made.

33. There remains for consideration Mr. Cardew's report, dated the 25th July 1891, which deals with the subject of registers and forms for use in jails. On this subject His Excellency in Council accepts Mr. Cardew's proposals, which are supported by the Inspector-General in their entirety.

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Inspector-General of Jails.
„ Mr. A. G. Cardew, C.S.
„ the Financial Department.
„ the Surgeon-General with the Government of Madras.
„ the District Magistrate, Kistna, with reference to paragraph 3.
„ the Public Works Department, with reference to paragraph 4.
„ the Public Department, with reference to paragraph 7.
„ the Educational Department, with reference to paragraph 10.
„ the Honorable Mr. J. F. Price, C.S., with reference to paragraph 20.
„ the Military Department, with reference to paragraph 28.
„ the Revenue Department, with reference to paragraph 29.
„ the Superintendent, Government Press, with reference to paragraph 29.
„ the Honorable the Chief Justice, with C.L., with reference to paragraph 31.

SEPTEMBER 1891, No. 228, JUDICIAL.

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 invite attention to my letter, dated the 18th November 1890, No. 1805, Judicial, in which the Government of India was addressed with reference to the report of Drs. Walker and Lethbridge upon the subject of Jail administration in this Presidency. It was brought to the notice of the Government of India in that letter that His Excellency in Council considered it desirable to place an officer on special duty to inquire into the various questions raised, and a further communication was promised upon the receipt of his report. The duty was entrusted to Mr. A. G. Cardew, C.S., and his reports have been considered by Government in the Proceedings of this date, of which I am directed to submit a copy. In this Proceedings the matters referred in Mr. Lyall's letter of the 16th September 1889, No. 663, to this Government for opinion, which have already been disposed of in the Proceedings and letter dated the 18th November 1890, Nos. 1804 and 1805, will be found to have been dealt with at length and I am therefore directed merely to invite your attention to these paragraphs which relate to subjects upon which the views of His Excellency in Council were especially sought in Mr. Lyall's letter above referred to.

2. From paragraphs 2 and 3 of the Proceedings, it will be seen that this Government does not approve of the Committee's proposal to transfer to district jails all persons sentenced to more than [illegible] days' imprisonment, but that the views expressed in paragraph 2 of Mr. Lyall's letter in regard to the abolition, wherever possible, of subsidiary jails at head-quarters, are accepted.

3. Attention is invited to paragraph 21 of Mr. Cardew's report of the 20th May and paragraph 5 of the Proceedings of Government of this date. His Excellency in Council is of opinion that the definition of "habitual criminal" contained in the Resolution of the Government of India (Home Department), dated 14th December 1886, No. 27—804-14, might with advantage be rendered simpler; in its present form it is very complete, but so complicated that it is frequently misunderstood.

4. Paragraph 4 of Mr. Lyall's letter deals with the subject of establishment—a matter which is disposed of in paragraphs 6 to 11 of the Proceedings of this date. The opinion of His Excellency in Council upon some of the questions raised in connection with this subject has already been brought to the notice of the Government of India in letter dated the 18th November 1890, No. 1805, Judicial, and but few observations are now called for. I am directed, however, to invite the particular attention of His Excellency the Governor-General in Council to the remarks appearing in paragraphs 30 to 37 of Mr. Cardew's report of the 20th May. These paragraphs simply repeat arguments which have frequently been urged against the proposal to restrict the Superintendentships of Central Jails to commissioned medical officers, but as it is understood that the Government of India no longer intends to [illegible]

press the matter, it is unnecessary to refer
noticed that His Excellency in Council obje
Surgeons to be the Superintendents of Dis
in the paragraphs of Mr. Cardew's report re
mittee's proposal to reclassify the charge allo
to solicit attention to paragraph 81 of Mr. C
say that His Excellency in Council sees no
practice; there is already a uniform scale in t
merely mean increased expenditure unnece
In this connection I am to observe that this G
Secretary of State upon the question of rem
ment of Europeans in posts carrying a pe
Department.

As regards the subordinate executive a
ment, the Committee's proposals have receiv
of the accompanying Proceedings. It will
tion of this portion of the department has l
considerable saving will be secured. The
India to these changes will be applied for o
usual course through the Accountant-Gener

5. The proposals of the Committee in
generally adopted, but His Excellency in C
to make any change in the present system
transferred to jails outside the districts to v

6. The rules relating to the instructi
ment has decided to adopt in future, will b
~~knowledge of this direc~~

7. Paragraph 9 of Mr. Lyall's letter re

* [NOTE.—In paragraph 9 of Mr. Lyall's letter the Government of India raises the question of enacting a General Jail Act for the whole of India, and seems to desire the opinion of this Government on the subject.]

Government of India has decided whethe
jails are to be incorporated into one general

8. The subject of remission under the
of the accompanying Proceedings.

9. Mr. Cardew's second report on th
registers to be maintained in future in the
lency the Governor in Council has accepted

OOTACAMUND,
September 1891.

the subject. It will be
he proposal to appoint Civil
reasons set out at length
ove. As regards the Com-
chief to district jails, I am
the 20th May, and to
any change in the existing
Committee's proposal would
any corresponding benefit.
ment contemplates addressing the
the restriction upon the employ-
Rs 200 and upwards in the Jail

of staff and the warder establish-
attention in paragraphs 10 and 11
rved that the complete reorganiza-
d upon, with the result that a
action of the Government of
proposition statements in the

VIII of their report have been
considers that there is no necessity
hich female prisoners are freely
belong.

male convicts, which the Govern-
discussed in paragraph 19 of the

ng other things to the question of
nts. This subject will be found
h in paragraph 21 of the Pro-
of Government of this date, and
o observed * that it has been
to amend Madras Act V of 1869.
owever, to observe that no steps
taken to amend the Act until the
arate local laws on the subject of
the whole of India.

stem is referred to in paragraph 30

h July deals with the forms and
of this Presidency, and His Excel-
oposals.

e the honour to be,
Sir,
Your most obedient servant,
J. F. PRICE,
Chief Secretary.

OOTACAMUND,
25th July 1891.

FROM

A. G. CARDEW, ESQ.,
UNDER SECY. TO GOVT.
On Special Duty.

TO

THE CHIEF SECY. TO GOVT.,
JUDICIAL DEPARTMENT.

SIR,

In continuation of my Letter dated the 20th May 1891, I have the honour to submit the supplemental report therein referred to on Chapter XXXI of Drs. Walker and Lethbridge's Report on Jail Administration, together with specimens of the Registers and Forms proposed for adoption (Enclosure I). These are mainly in page-proof as arranged for insertion in the revised Jail Code.

2. A list of the Registers now prescribed will be found printed in Rule 1304 of the present Jail Code, and the Forms relating to them are given on pages lxxii, *et seq.*, of Appendix II. It will be observed that in this Appendix the Forms are arranged in rather a confusing order, *e.g.*, the Form relating to Book No. 7 is Form No. 4, while that relating to Book No. 8 is Form No. 1. In revising the Code I propose to place the Books and the Forms corresponding to them in the same order.

3. The first division of Books and Registers given in Rule 1304 of the Jail Code is that headed "Report and Order Books." With regard to these I do not propose any change, except the addition of a Chief Warder's Report-book, consequent on the formation of a regular Jail warder establishment. It is inconvenient, if not impossible, for the Jailor to include in his Report-book matters connected with the Female Yard or Warder Guard which are only in a general way under his supervision, and the existence of a separate Report-book involves no additional clerical labour. The Superintendent's Journal, which has no place in Drs. Walker and Lethbridge's list of proposed registers is an important record, serving the same purposes as the Police Superintendent's

Revised Forms 1, 2, 3, 4 and 5.

Weekly Report. (*Vide* P.O. 12 [illegible] Colonel Porteous, when Inspector-General of Jails, issued detailed instructions as to what the Journal should contain, and these will be embodied in the revised Jail Code. The Superintendent's Minute-book which is No (2) in Drs. Walker and Lethbridge's list apparently corresponds with the Madras Jail Order-book.

4. The second division of Registers given in Rule 1504 of the Jail Code is that headed "General Registers," and as it contains all the non-financial and non-medical registers of the Jail, a more detailed notice is necessary. The books included in this division can be conveniently dealt with in groups.

5. The first group of registers is that comprising the several general registers of Convicts, Under-trial Prisoners and Civil Prisoners, Jail Code Nos. 7, 8, 9, and 10. In each of these I have slightly altered the arrangement of columns so as to produce uniformity, *e.g.*, there is no apparent reason why the column for "Previous occupation" should follow that of "Residence" in one Form, "Caste" in another, and "Personal description" in a third. Beyond this re-arrangement, and a few minor changes in the headings, I have not introduced any alterations in Code Nos. 9 and 10, the Under-trial and Civil Prisoners' Registers. As noticed below in para. 13, columns 21 and 22 of the last-named Register supply all that is necessary for the record of payments of Civil Debtors' subsistence allowance. Jail Code No. 47 can, therefore, be abolished, as suggested in para. 32 of G.O., 18th November 1890, No. 1804.

Revised Forms 6, 7, 8, 9.

6. In the general Convict Registers prescribed for Central and District Jails (Code Nos. 7 and 8), the changes named below are proposed for the reasons specified. There is not much difference between these Forms and Drs. Walker and Lethbridge's Form 3, but it may be noted that the latter would be a very unwieldy Form, needing in reality far more than 24 columns, as its 20th column alone requires some half-dozen sub-columns. Moreover the existence of two Forms of register, one for long-term and the other for short-term convicts, enables space to be saved by recording fewer details regarding the District Jail convicts, while

Revised Forms 6 and 7

allowing a whole page to each Central Jail convict. The changes introduced are as follows:—

(1) reduction of the space allotted for entries regarding education, consequent on the cessation of education of adult convicts in Jail. The entries will in future only show state of education on admission, not on release.

(2) increase of space allowed under the main head Character. One of the rules for the better identification of Habituals sanctioned in the marginally noted orders says (227(*e*), sub-rule 1) "In every Jail a register shall be kept of all re-convicted prisoners," and a form of Register was approved in G.O., 23rd January 1888, No. 176. But an examination of this Register * will show that its separate existence is quite unnecessary. Of its 18 columns, 16 merely repeat entries already given in the General Convict Registers, Jail Code Nos. 7 and 8, and the information given in the 2 remaining columns (viz., columns 10 and 11) can be equally well recorded in those Registers if a little more space is provided. There is no advantage in having a separate Register of re-convicted prisoners; indeed to its existence some of the confusion between the terms "Habitual" and "re-convicted prisoner" is ascribable; and all Jail Superintendents agree that its maintenance is a waste of labour. I propose therefore that it should be abolished, and I have accordingly given more space and more detailed headings to the columns regarding Character in the Central and District Jail General Convict Registers. The same information as to each prisoner's previous convictions and previous character will be maintained, but the clerical labour involved in writing up 16 columns of an additional register will be saved.

G.O. 2nd June 1887, No. 1151.
" 8th July 1887, No. 1469.

* Specimen page enclosed as Enclosure 2.

(3) addition of a column showing whether the convict is classed as a Habitual or not. This is necessary both to draw the Superintendent's attention to the need for classification and as a record of the classification made.

(4) addition of columns, one showing for transferred convicts, their Register Number in their previous jail, the other showing the class of labour for which each convict is passed by the Medical Officer on admission. These are useful additions borrowed from Drs. Walker and Lethbridge's Form 5.

(5) omission from the Central Jail Convict Register of the space now allotted for "Abstract of Labour." This is in practice not generally filled in, and is unnecessary, the information, if required, being obtainable from the Industry Rolls.

7. I do not recommend the adoption of Drs. Walker and Lethbridge's Form No. 6. No practical need for it has been felt in this Presidency, and no difficulty has been experienced in tracing a convict in the Registers. Drs. Walker and Lethbridge's next Form, No. 7, corresponds to the Madras Jail Code No. 18, the Prisoners' Property Book, which I, in common with most Superintendents of Jails, consider may be abolished. The details of prisoners' property can be conveniently recorded among the entries relating to each Prisoner in the General Registers of Convicts, Under-trial Prisoners and Civil Prisoners, and no separate book is needed. In certain Jails, *e.g.*, Vellore and Coimbatore, a separate Register of Lunatics is maintained. It is true that neither a lunatic under observation nor one detained under Section 471 of the Criminal Procedure Code falls exactly within the category of a convict or an Under-trial Prisoner. But the number of these prisoners is so small that I do not think a separate register is necessary. They should usually be entered in the Under-trial Register.

8. The second group of General Registers comprises Nos. 11 and 12 in Rule

Revised Form 10

1304, the Release Register and Release Diary. The first of these is not included in Drs. Walker and Lethbridge's list, but should, I think, be still maintained in Madras Jails, as furnishing a valuable guide to the date on which each prisoner's sentence will expire. As soon as a prisoner is admitted, this date is calculated and his Register Number (not his name) is noted against the date, even though it may be some years off. The Release Register thus involves a very small amount of clerical work, and it is a great convenience to have the dates of expiry of sentence thus clearly mapped out, instead of having to hunt through the warrants or the entries in the general registers. The Release Diary, Jail Code No. 12, partly corresponds with Drs. Walker and Lethbridge's No. 10. The latter, however, includes a number of entries which in Madras are found in the general registers, (Nos. 7 to 10 above referred to) and it seems far preferable to keep them there, so that the record regarding each prisoner may be as nearly as possible complete in one book. Thus, in Drs. Walker and Lethbridge's Register No. 10, not only are entries made regarding a prisoner's health, weight and education on discharge, which in this Presidency appear in Registers 7 to 10, but various entries regarding the prisoner's health, weight &c., on *admission* are unnecessarily repeated, although the Register is called a Release Diary and should apparently, therefore, concern itself only with details connected with release. I accordingly recommend the retention of the Madras form of Release Diary, but I propose to combine with it the Prisoners' Batta Book, Jail Code No. 15, Financial Form No. 3 on page cxx of Appendix II. This combination is already at work in many jails, and is at once simple and convenient. In G.O., 18th November 1890, No. 1804, Government expressed the opinion that Jail Code No. 15 could be dispensed with.

Revised Form 11.

Revised Forms 12 and 13.

9. The next registers are Jail Code Nos. 13 and 15, corresponding to Drs. Walker and Lethbridge's 11 and 12. With regard to these no change is proposed, except the omission of certain unnecessary total-columns in the General Abstract.

10. The fourth group of General Registers is that containing Jail Code Nos.

14 and 27, and relates to labour and the Mark System, No. 27 really comprising two registers as well as a monthly statement, as will be seen by a reference to Jail Code Rules 1339—1341. In the Labour Register, corresponding to Drs. Walker and Lethbridge's No. 13, no change is proposed except certain unimportant alterations in the headings of the columns necessary in order to make them applicable to existing jail industries. The columns relating to Jail paid employes are also omitted, as out of place in a register concerned with convict labour. Of the Registers connected with the working of the Mark System, the Industry Roll needs no change, while the Remission Register (page cii of Appendix II to the *Jail Code*) will be called in future a Remission Sheet, for reasons given in para. 230 of my Letter of the 20th of May. This merely gives sanction to what is already the practice in many jails. The other form connected with the Mark System and printed on page ci of Appendix II to the Jail Code is a statement and not a register, and is, therefore, included among the miscellaneous forms noticed below (para. 29.)

Revised Form 14.

Revised Form 15.

Revised Form 16.

11. The next two forms, Jail Code Nos. 16 and 17 call for no remark. The Fetter Register, Revised Form 18, will be modified in accordance with any orders which Government may pass on para. 116 of my Letter of the 20th May. After them I propose to introduce a Weighment Register, Revised Form No. 19. This is already in use in every Jail and is absolutely necessary for the record of the weekly or fortnightly weighments, but is omitted from Drs. Walker and Lethbridge's list, apparently through oversight. It is proposed to abolish Jail Code No. 18, the Prisoner's Property Book as already explained (*para. 7 supra*), and the next two forms to be noticed are therefore Jail Code Nos. 19 and 20, the Ledger and Register of Clothing. As these two books are kept separately for New and for Part-worn clothing, there are at present no less than 4 books in every Central Jail and in some District Jails, and after careful examination I have no doubt that this number is excessive. In fact the present so-called Ledger (Form No. 18, page xciv of Appendix II) is quite unnecessary, and a single

Revised Forms 17 and 18.

Revised Form 19.

Revised Form 20.

register showing receipts and issues of clothing all that is required. Drs. Walker and Lethbridge's form No. 19 would not do, as it is merely a stock-book, and furnishes no information as to the date on which clothing was issued to any particular prisoner.

12. The remaining Registers contained in the division "General Registers" in Rule 1304 of the Jail Code, viz., Nos. 21 to 25 do not require much notice. In Jail Code Nos. 21, 22, 23 and 24, no alteration is proposed. Jail Code No. 26, the Prison Officers' misconduct book, may, I think, be abolished. A sufficient record of punishments imposed on Jail officials is furnished by the division headed "Misconduct and Punishments" in the Jail Officers' Appointment and History-book, and there is no sufficient reason for maintaining a separate Register of such punishments. On the other hand, in consequence of the creation of a Jail Warder Force, two new registers are necessary, one a register of clothing received and issued to the Warder establishment, the other one of receipts and issues of ammunition. These are shown in Revised Forms 26 and 27.

Revised Forms 21, 22, 23, 24 and 25.

Revised Form No. 25.

Revised Forms 26 and 27.

13. As their 20th Register, Drs. Walker and Lethbridge give one termed a Register of Solitary Confinement, for the purpose of recording the periods of judicial solitary confinement undergone by prisoners sentenced to that form of punishment. The object of this register is answered in Madras jails by a note being made on the warrant and in the General Convict Register in accordance with Code Rule 1013, and it does not seem that anything more is needed. As their 21st and 22nd Registers the Jail Commissioners give two separate Maingate Registers, one for persons, the other for articles. It is certain that a Maingate Register is necessary, but I think that a single one is sufficient, such as is now in use in every jail, a form having been prescribed by Colonel Porteous. This Form, subject to slight modification, I have adopted as revised Form 28, and the second division of jail books, that headed "General Registers" in Rule 1304 of the present Jail Code, is thus completed.

Revised Form 28.

14. I propose to deal next with the

Financial books necessary to be maintained in jails, and it is here that the most important modification of present procedure which I have adopted has to be noticed. The Financial books properly so-called now maintained are as follow:—

Jail Code No. 39—Cash Book.
" " No. 40—Permanent Advance Account.
" " No. 43—Jailor's Account Book.
" " No. 44—Storekeeper's Account Book.
" " No. 41—Tabular Statement of Receipts and Charges.
" " No. 42—Register of Contingent Charges.
" " No. 48—Pay List and Acquittance Roll.

The Forms relating to these books are printed on pages cxxxvi to cxxxix of Appendix II, but no Form of Contingent Register or Acquittance Roll is prescribed in the Code.

15. On examining these books in the jails which I visited, the following results appeared. In the first place the Tabular Statement of Receipts and Charges was found nearly everywhere to be entirely useless. It is intended as a posting book, in which the several payments and receipts shall be day by day entered and grouped under their respective heads. In practice, however, the transactions of a jail are not numerous enough to make this daily posting necessary, and consequently it is not done from day to day, but is written up at the end of the month. It thus becomes merely a copy of the entries in the contingent bill (Financial Form No. 2, Appendix II, page cxvii), instead of being the basis on which that bill depends. Superintendents were generally agreed that this Tabular Statement may be abolished. In the second place I found that instead of the Cash Book containing a full record of all cash transactions connected with the jail, it was invariably a mere abstract or skeleton of these transactions, and served mainly to chronicle the drawings made to replenish the permanent advance. Owing to the large permanent advance (Rs. 500) held in jails, the great majority of payments are made out of it and are recorded in the

Permanent Advance Account but never come into the Cash-book. Moreover, behind the general permanent advance of the jail and the Permanent Advance Account, there is a smaller permanent advance (really a portion of the general permanent advance) which is made over to the Jailor and which is accounted for in the Jailor's Account-book. Just as the transactions in the Permanent Advance Account do not come into the Cash-book, so the transactions in the Jailor's Account Book do not come into the Permanent Advance Account, and in order to get a view of the details of jail expenditure all three books have to be examined. Lastly in some jails, *e.g.*, Bellary, I found in existence, in addition to all these books, an unauthorised register called a Diet Money Book. A sum of money *in addition* to the permanent advance is drawn from the Treasury on minor abstract and is held as a special permanent advance for meeting payments on account of rations, being replenished by fresh drawings as it runs out. This procedure is irregular and directly contrary to Rule 1362 of the Jail Code, and adds considerably to the difficulty of ascertaining the real course of jail expenditure.

16. In clause (18) of para. 4 of Chapter XXXI, Drs. Walker and Lethbridge observe that there is really no necessity for having more than one Cash-book for all transactions exclusive of those connected with the Manufacturing Department, and that this should be kept by the Jailor in whose hands the permanent advance or other money should be. "Since the Jailor is required to deposit a large amount as security," they say, "it is useless to insist on the Superintendent keeping the permanent advance and a separate account book for that purpose as is done in Madras." After carefully considering the question, and in view of the fact that Government in para. 32 of G. O. 18th November 1890 No. 1804 has determined that Jailors shall give security, I have come to the conclusion that Drs. Walker and Lethbridge's view of this matter is correct. In fact from the reference in para. 32 of the G.O. above named to the Jailor's and Storekeeper's account book, Jail Code Nos. 43 and 44, as being no longer necessary, I understand that this is the opinion at which Government has

already arrived. I therefore propose that the course indicated by Drs. Walker and Lethbridge, *loc. cit.*, shall be adopted, except that the three columns for money in the Cash-book are unnecessary in this Presidency. The permanent advance, which is generally excessive in amount and susceptible of reduction, should then be entrusted to the Jailor. The smaller payments will be made from it by the Jailor, while large ones will be made, as at present, by the Superintendent by means of mineral-straets. Every transaction, great and small, will come into the Cash-book, of which there will be only one, and which will thus take the places of the present Jail Code Nos. 39, 40, 41 and 43. A footnote explaining the daily balance will be added after each day's transactions in the manner indicated by Drs. Walker and Lethbridge, and transactions connected with the Manufacturing Department will be entirely excluded and will be separately exhibited in the Cash-book of that Department.

Revised Form 29.

17. It seems clear that this arrangement, if it meets with the approval of Government, will save much clerical labour, and will greatly simplify and concentrate the accounts of the Jails, while the effective control exercised by Superintendents over expenditure will be in no way impaired. Out of the first five books enumerated in para. 14 *supra*, four will be dispensed with. In the notes submitted by Superintendents on the revision of the Jail Code, Mr. Gadsden also advocates the adoption of this system. He writes "I would adopt the recommendation of the Bengal Commissioners and place the cash in the charge of the Jailor. * * * It is my firm belief that if this procedure is adopted Jailors could make better terms with merchants for the supply of provisions, &c. Prompt cash payments will induce tradesmen to deal with the Jail and should be insisted on. The Writers should have nothing to do with payment of bills."

18. The only two Financial books that will be needed in addition to the Cash-book are the Contingent Register and the Acquittance Roll. The form of the first is prescribed by the Accountant-General; while the second needs no form,

being a mere list of the names of the establishment. Of the other books included under the head of Financial Books in Rule 1304 of the Jail Code, No. 45 can be abolished, being merged in the Release Diary as noted in para. 8 *supra*; No. 46 is a Rations-book and is noticed below; No. 47 can also be abolished, its purposes being fully met by columns 21 and 22 of the Civil Prisoners' Register as observed in para. 5 *supra*; and the pay-list is a periodical return, and not a register, and will consequently be included among returns (para. 31 *infra*.

19. After the Financial Books, I propose to introduce a new division containing the Rations Books. When the present Jail Code was drawn up, the system of procuring rations by means of contract was in force in the Madras Jails, and consequently only one Rations Book was needed, viz., the Diet Roll, No. 46 in the list given in para. 1304 of the Code and Form No. 4 on page cxxi of the Appendix. Since the system of procuring supplies by direct departmental purchase was introduced, no additional forms of registers have been prescribed and in consequence a great variety of forms are at present in use. The first thing needed is a Stock-book, and for this purpose I have adopted Drs. Walker and Lethbridge's Form 27, which is that in use in Bengal. The only important difficulty which arises in maintaining a Stock-book of articles of rations is in connection with such provisions as raggi and condiments. Raggi, for instance, is first received uncleaned; it is issued from stock as uncleaned raggi, is pounded, washed and winnowed, and is received back; the raggi thus pounded, washed and winnowed is re-issued for grinding and received back as flour; lastly the ground flour is itself issued for consumption. In each of the cleaning processes a certain amount of wastage occurs, which has to be allowed for in the Stock-book, and it is thus evident that there is no correspondence between the consumption of raggi flour and the issue of uncleaned raggi on any one day. To meet this difficulty I propose that uncleaned raggi, pounded raggi, and raggi flour should be treated as distinct articles in the Stock-book, each being given a

Revised Form 30.

separate page, and a column is provided to shew wastage in each case. This plan is in force in several jails.

Revised Form 31.

20. The second Ration form needed is a bill book, with counterfoil. This is a simple matter, and the form submitted for adoption is that now generally in use. The third Ration book necessary is the Diet Roll. In this case Drs. Walker and Lethbridge propose an exceedingly complicated form, divided into two parts, each composed of a large number of columns, and their proposed form is so drawn up that a separate register would be needed for Europeans. Since the introduction of the departmental system of procuring rations the duty of keeping the Diet Roll has rested on the Deputy Jailor, and it is of great importance that this officer, who is the Jailor's only assistant in the numerous duties of executive management, should not be burdened with more clerical work than is absolutely necessary. For this reason alone, it seems desirable to make the Ration books, and especially the Diet Roll, which has to be filled up every day, as simple as possible. I have, therefore, rejected, as unnecessarily complicated, the forms in use in the Vellore and other Jails, as well as that proposed by Drs. Walker and Lethbridge, and have drawn up a form of Diet Roll which will, I believe, give all requisite information in a moderate compass. The chief point of difference between this form and that proposed by Drs. Walker and Lethbridge is the absence of detailed statistics of the number of prisoners fed. So far as concerns the total number of diets issued, it can be checked by reference to the Lock-up Register. For the figures required for column 2 of the proposed Diet Roll, the officer issuing rations will depend on a daily slip to be furnished from each barrack, showing how many prisoners receiving each class of diet are locked up therein. I was inclined at first to think that the information furnished by these slips should be tabulated in a separate register, but on further consideration it seems to me that this labour is unnecessary, and that the slips themselves will give all needful information. They should be regularly filed, the slips of each day being stitched together, and they will

Revised Form 32.

then be available, if wanted, to check the issue and distribution of rations.

Revised Form 33.

21. The only other Rations-book that will be needed is a Daily Purchase-book, and this should not be required in most jails. In a case like that of the Penitentiary, where it is difficult to keep cows, it may be necessary to keep a daily record of purchases of milk, and in other jails there may be extras required for the use of patients in hospital which are of a perishable nature and cannot, therefore, be brought on the Stock-book. Such cases, however, will be few and the Daily Purchase-book is an unimportant register which may not be needed in many jails. It concludes the list of Ration registers which, it will be observed, really embraces only two important records, the Stock-book and Diet Roll.

22. The only division of registers dealt with in Rule 130 t of the Jail Code which remains to be noticed, comprises those connected with the Medical Administration, and in these, several changes of importance seem necessary. In the first place the Admission Register or Nominal Register of Sick (page cxlix of Appendix II) is so drawn up as to give a minimum of information in a maximum of space, and, like most details of the Jail Code, is arranged in the most unsatisfactory manner. It will be observed that the only information of any importance from a medical point of view which can be gleaned from this register is the name of a patient's disease, the date of his admission to hospital and the date of his discharge therefrom. There is nothing to show whether, prior to admission, the patient had been under treatment, or whether, subsequent to discharge, he remained an out-patient or was placed on the Convalescent Gang. Examination of the Medical records in several jails proved that it was a matter of much time and difficulty to trace the history of a patient from the time he first came under treatment to the date of final release by death or otherwise. The arrangement of the columns is also faulty, that giving the patient's disease being interposed between those containing his description and those relating to his sentence.

23. For the purposes of this Form, I

have assumed that the proposals made in my Letter of the 20th May will be approved by Government and that every patient more than 24 hours under observation will be brought on the Hospital Register. On this assumption I have drawn up a Form which, I think, will give all necessary facilities for tracing the stages of a patient's treatment, as under observation, as out-patient and as in-patient, besides showing the reasons of discharge and whether the prisoner is then placed on the Convalescent or Special Gangs. In drawing up this Form, I have adopted certain suggestions from Drs. Walker and Lethbridge's Form 24, but as a whole I do not think that Form answers the objects required of a Hospital Register, while it would certainly be of most unwieldy dimensions.

Revised Form 34.

24. The next medical books which must be maintained are the Convalescent and Special Gang Registers. In Drs. Walker and Lethbridge's scheme of registers, no separate books are allowed for this purpose but certain additional columns are provided in the Hospital Register. It would be possible to adopt a similar plan in this Presidency by adding columns to the Hospital Register shown in Revised Form 34, but it does not seem to me to be desirable to do so. As the Hospital Register will include every case of sickness extending over more than 24 hours, it must deal with a very large number of patients who will not come upon the Convalescent or Special Gangs. In their cases the columns provided for entries relating to those gangs would be useless, and if there was a small economy in clerical labour, there would also be a large waste of paper and printing. The Hospital Register would become unduly large, and in order to ascertain what patients were on the Convalescent Gang at any given date a minute and difficult examination of the Hospital Register would be necessary. Furthermore, there would be no appropriate place for entering the names of those prisoners who are placed permanently on the Convalescent Gang not on account of any active disease but as being permanently incapacitated by physical causes from labour. This reason seems alone sufficient to render a separate register for the Convalescent and

Special Gangs necessary. The form given on page clii of the Appendix to the Jail Code has been slightly altered.

Revised Form 35.

25. The next register, that of Prisoners vaccinated, is Jail Code No. 29, one of those of which Government remarks in para. 32 of G.O., 18th November 1890, No. 1804, that it does not seem to be wanted. It is certainly not a very important record, but it is difficult to see how to do away with it. Under Rule 88 of the Jail Code, every prisoner is required to be vaccinated on admission to jail, and it seems necessary to maintain some record of the names of those vaccinated and of the success or failure of the operation. The register is a simple one, and I have not been able to see the way to its abolition.

Revised Form 36.

26. The next Medical Register is that corresponding to Drs. Walker and Lethbridge's Form 25. For the Form now submitted for the approval of Government I am indebted to Dr. Carruthers, Medical Officer of the Rajahmundry Jail, who was good enough to draw it up for me, after a careful examination of the requirements of the Jail. It is so framed as to take the place of three existing Forms, viz., Nos. 32 and 33 in Rule 1304, Medical Forms Nos. 6, 7 and 9, shown on pages clii, cliii and cliv of the Appendix. It will thus effect a not immaterial saving of labour while comprising everything of importance that the present forms contain.

Revised Form 37.

27. The remaining Medical Forms, though important in themselves, do not call for prolonged notice, as little or no change in them is proposed. Drs. Walker and Lethbridge's list includes neither Prescription-book nor Case-book, and as far as their list of registers goes, there would be no authorized record of the treatment which a patient in hospital receives. This seems sufficient evidence of the inadequate character of the list of registers which they recommend for adoption. The Medical Officer's Journal has already been noticed above under the first division "Report and Order Books." The next two Jail Code Registers, Nos. 35 and 36, are certainly unnecessary, and may be abolished, while Nos. 37 and 38 are merely file-books for receiving office copies of reports and

Revised Forms 38 and 39.

letters, and have no specified forms. As regards the suggestion in clause (17) of para. 4 of Drs. Walker and Lethbridge's Chapter XXXI that all the letter writing of the hospital should be done in the Jail office, I am convinced that it is impracticable. The hospital is always at a considerable distance, 100 or 200 yards, from the Jail office, and it would be very inconvenient to have to send over to the office whenever a paper had to be copied or despatched, or whenever a reference had to be made to any previous correspondence. No clerical labour would be saved by so doing, and constant delay and consequent inconvenience would be caused to the Medical Officer. The plan may answer where the offices of Superintendent and Medical Officer are combined, but would be very objectionable in Madras. It would moreover add another burden to the already sufficiently taxed office establishment. The Bed side Ticket and the Daily Return of Epidemic Sickness are not registers, but it appears convenient to place them in the same neighbourhood as the other Medical Forms.

Revised Forms 40 and 41.

28. This concludes the enumeration of the Registers to be maintained in Jails corresponding to those given in para. 1864 of the Jail Code. The general result is that 13, viz., Nos. 18, 19, 26, 32, 33, 36, 36, 40, 41, 43, 44, 45, and 47 can without inconvenience be abolished or amalgamated with other books. On the other hand, it seems necessary to make certain additions to the existing list viz, a Chief Warder's Report-book (in Central Jails only), a Weighment Register, Warders' Clothing Register, Ammunition Register, Maingate Register, Stock and Bill-books of Rations, a Daily Purchase-book (to be kept up only in larger jails or where found necessary) and a Special Gang Register. After allowing for these increases, which have been mostly rendered necessary by the creation of the Warder Establishment and the adoption of the departmental supply system, there remains a nett saving which ought to give some relief to the Jail establishments. It will be observed that I have not found it possible very generally to adopt Drs. Walker and Lethbridge's proposed forms. On the

whole I think their suggestions on this subject are the least valuable part of their report, and disclose a tendency to put forward the forms with which the writers were familiar without sufficient discrimination of their real merits in comparison with those of others. It also appears to me that it would be a mistake to entirely revolutionize the registers with which the Jail officers of this Presidency are familiar, merely in order to produce uniformity with those employed elsewhere, and I have endeavoured to avoid adopting alterations unless there was some distinct advantage to be gained by so doing.

29. The Forms other than Registers which are prescribed in the Jail Code or are in use in jails are of a good deal less importance and I should have been inclined to omit several from the revised Code as unnecessary, but perhaps this omission might be misunderstood. I have, however, been able to leave out a few which are not in accordance with present usage, such as Miscellaneous Form No. 8 printed in Appendix II, page cx. The following is a list of those retained, arranged in the order of the rules of the revised Code in which they are referred to or prescribed, and with a reference to the corresponding form of the present Code :—

Revised Form No.		Page of present Jail Code.
42	Receipt for convicted prisoners	App. ... cv.
43	Cell-door ticket	... cxiv.
44	Remission Statement	... ci.
45	Clothing Indent	... cxi.
46	Descriptive Roll of transferred convict	... cviii.
47	Medical Certificate in certain cases	... cxiii.
48	Release Certificate	... cvi.
49	List of prisoners for release	... cvii.
50	List of prisoners dying in jail	... cxv.
51	Agreement to be signed on conditional release	...
52	Nominal Roll	... cx.
53	Receipt for under-trial prisoners	... cxiii.
54	Descriptive Roll of transportation convict	... cviii.
55	Nominal roll of do.	... cix.
56	Abstract Contingent Bill	cxxvi.
57	Railway warrant under Railway Credit Note System	...
58	Credit note under do.	...

30. None of these Forms have been materially changed. The Remission Statement has been revised in accordance with G.O., 13th April 1888, No. 884. The form of agreement to be signed on conditional release is that prescribed in G.O., 19th June 1888, No. 1348. The Descriptive and Nominal Rolls of Transportation Convicts are those approved by Government in its Proceedings, No. 53, dated 10th January 1891. Lastly the two forms for use under the Railway Credit Note system were drawn up by the Accountant General at the time of the introduction of the system and have been in use since.

31. Next to these somewhat miscellaneous forms come those of the several monthly and other returns. The first batch comprises the following Financial monthly returns and does not require any alteration, viz. :—

Revised Form No.		Page of Jail Code.
59	Salary List ...	cxvi.
60	Detailed Contingent Bill ...	cxvii.
61	Bill for Petty Construction and Repair ...	201.
62	Statement of Batta, etc. paid to released prisoners ...	cxx.
63	Statement of Prisoners dieted in Central Jails ...	cxxi.
64	Do. do. District Jails ...	cxxii.
65	Statement of rations issued ...	cxxiii.
66	Memo. of charges on account of Burmese convicts ...	cxxiv.

32. The next set of returns are the usual monthly statistical returns, which are printed on pages clvii *et seq.* of the Appendix II to the Jail Code. The Press has not yet supplied me with proofs of these, but it seems unnecessary in any case to submit them to Government as no change is proposed except in two respects. One is the omission of the Appendix to Statement No. I showing unexpired periods of convicts' sentences, which is printed on page clix of Appendix II. This was apparently prescribed with a view to the transfer of long-term convicts from District to Central Jails. In no case, therefore, was it required from Central Jails and its purpose is entirely met by the statement prescribed in Rule 673 of the Jail Code. The other is the omission of Statement No. III-B, in consequence of the cessation of education of adult convicts in jails. The ~~same~~ remark applies also to the quarterly, half yearly and annual returns, the forms of some of which are ~~also~~ printed on page clxxxiii of the Appendix, and which need not be further noticed. In para. 32 of G.O., 18th November 1890, No. 1804, the Government has remarked that it seems essential to maintain a Treasury Pass-book, as suggested by Drs. Walker and Lethbridge in para. 3 of Chapter XXXI of their Report. The institution of this Pass-book would, doubtless, draw early attention to any fraud if the Contingent Register had not been tampered with, but it seems improbable that any one would attempt a falsification of a minor abstract unless he could also manipulate the Register and so postpone detection for a month or so. In any case the discrepancy would appear directly the monthly detailed Contingent Bill reached the Accountant-General's office and was compared with the Treasury accounts. I, therefore, doubt the necessity for the Pass-book, which has not hitherto been in use in this Presidency.

made in the second sentence of this paragraph regarding the monthly returns.

33. It remains now to refer to the subject of manufacturing books and returns, a list of which is given in Rules 1431 and 1432 of the Jail Code. Drs. Walker and Lethbridge's account of their proposals on this subject is not very explicit, but it is evident from clause (18), para. 4 of Chapter XXXI that they intend that all transactions connected with the manufacturing department should be kept distinct from those of the general department of the jail and should not appear in the General Cash-book, Form 29. Under Rule 1442 of the present Jail Code, the daily totals of receipts on account of manufactures are brought on to the General Cash-book while all expenditure is supposed also to appear there, but it does not seem that anything is gained thereby, and if Drs. Walker and Lethbridge's scheme in regard to the General Cash-book is adopted, as above proposed, it will be desirable to follow their suggestions also in this respect and to exclude from it manufacturing transactions.

34. It will be observed from Rules 1367 and 1443 to 1445 of the present Jail Code that the Storekeeper of Central Jails already has a small advance entrusted to him which forms part of the

general permanent advance of the jail and which he accounts for in a Permanent Advance Account book of his own. Government has decided (para. 32 of G.O., 18th November 1890, No. 1804) that Storekeepers, like Jailors, shall give security, and the same system should, therefore, be applied to them as is above proposed in the case of Jailors, i.e., the Storekeeper should be given a permanent advance of his own, not drawn from any permanent advance in the hands of the Superintendent nor from that of the Jailor. The Storekeeper will, thus, account for this permanent advance exactly in the same way as the Jailor, entering all charges paid from it in the Factory Cash-book, which will have a daily foot-note showing balance similar to that described in clause (181), para. 4 of Drs. Walker and Lethbridge's Chapter XXXI. In Central Jails, therefore, there will be two permanent advances, quite distinct from one another, one entrusted to the Jailor, the other to the Storekeeper, and accounted for in two separate Cash-books kept on the same plan, viz., one that of the General Department Form 29 *supra* the other that of the Factory Department (Form 72 *infra*). Neither permanent advance will be kept by the Superintendent, nor will he have any additional permanent advance in his own hands, all petty payments being made either by Jailor or Storekeeper. For the purposes of the Finance Department, however, it may be convenient to let both advances be shown as a single whole in the Superintendent's name.

35. In those jails in which there is no Storekeeper, it does not appear possible to carry out this system in its integrity. The duties of Storekeeper will there generally be performed by a Head Warder, who will give no security and who cannot, therefore, be entrusted with a permanent advance. Accordingly it will be necessary in such jails that petty payments on account of manufactures, as well as those on account of the general department of the jail, shall be made by the Jailor from his permanent advance, and, if so, these payments must come on the General Cash-book (Form 29). Moreover in the absence of a Storekeeper the Factory books of District Jails must be fewer and simpler than those of a Central Jail, and there is less difficulty about this because most of the manufacturing products of District Jails will be in aid of jail services and will not be sold to the public or other departments. Consequently the Factory Cash-book of a District Jail must differ from that of a Central Jail and its transactions can more conveniently be brought on the General Cash-book.

36. The manufacturing books now maintained in Central Jails are 8 in number, as enumerated in Rule 1431 of the Jail Code. A careful examination of these books as kept in several Central Jails has led me to the conclusion that in several respects they are faulty and defective. There is no real Cash-book at all. The so-called "Cash-book of Receipts," of which no form is given in the Appendix to the Code, shows only Receipts, while payments appear in the so-called Ledger C of articles purchased. The Ledger D of manufactured articles is an entirely useless account, because all details of sales are given in Books E and F, while an abstract of the same appears in the Stock-book B of manufactured articles. The so-called Ledger C of articles purchased is moreover unnecessary, if kept as such, because the Stock-book A of raw materials gives sufficient information as to the amounts of raw materials bought; in fact the Ledger C is really kept as a Ledger-book of persons from whom purchases are made rather than as a ledger of articles. The Forms of Stock-books A and B also appear defective.

Revised Forms 67 and 68.

37. I have dealt first with the last-named books. These are really ledgers as the names of Drs. Walker and Lethbridge's proposed forms 35 and 36 suggest, the entries being ledgered under each article referred to, and perhaps they should correctly be called Stock-ledgers. I have, however, retained the familiar name of Stock-book, and have somewhat modified Drs. Walker and Lethbridge's proposed forms, which seem to me to enter into too much detail. The revised forms of these books which are submitted for the approval of Government will give all necessary information to enable goods to be traced into or from the books, while they do not go beyond

Sales E and the Individual Ledger F and the repetition of which in D serves no apparent purpose. It will be observed that the revised forms number 6 against 8 at present in use.

41. In District Jails it appears impossible and hardly necessary to keep up so many books. Instead, therefore, of the revised books C to F, it is proposed to maintain only a single Cash-book G, which is in the same form as that given on page cxlvi of Appendix H to the present Jail Code. As stated above, the transactions recorded in this Cash-book will be brought on the General Cash-book, Revised Form 29, not in detail but as daily totals.

Revised Form 73.

42. The manufacturing forms other than registers are enumerated in Rule 1432 of the Jail Code. The first, viz., the Abstract Bill, is the ordinary Muster Abstract already referred to as Revised Form 56 *supra*. In regard to the remainder viz.:—

	Revised Form.	Jail Code Appendix.
Detailed Statement of Manufactures ...	No. 73	P. cxviii.
Statement of Monies Remitted to Treasury ...	„ 76	„ cxxx.
Invoice of Goods supplied to Govt. Departments	„ 75	„ cxxxii.
Progress report of Manufactures on account of Govt. Departments ...	„ 77	„ cxxxi.
Statement of Cash Received from and paid into Treasury ...	„ 79	„ cxxxiii.
Indent on Storekeeper...	„ 74	„ cxxxiv.

no change is proposed in the first 5. The last is a form of considerable importance, as it is by its means only that the issues of raw materials for manufacture and the corresponding receipts of manufactured articles can be checked. Thus, if wool is issued from Stock-book A, on the 20th January, the manufactured cumblies may not be received and brought on Stock-book B till 20 days or more later. In the case of thread, the interval is often much longer. There is thus no correspondence between Books A and B, and the only manner in which it can be ascertained that all raw material issued is duly accounted for is by means of the Indent Form. The procedure for this purpose is detailed in Rule

1461 of the Jail Code. On visiting the Jails, however, I found that the check supplied by this indent was not always sufficient. The form itself is defective. In the first place it contains no counterfoil, so that if the entries in the indent have been altered, so as to make the issue of raw materials larger, there are no means of saying whether the alteration was genuine or was made fraudulently by the Storekeeper. In the second place it contains no column for the date on which the manufactured articles are received. Under the Rule referred to, moreover, the indents have to bear a *monthly* serial number. In consequence, on the first of each month every indent in every yard begins again as number one, and as there may be a dozen yards in a large jail, the confusion thus produced is considerable. Lastly the Rule speaks as though it is necessary that the right-hand side of the form should show the precise article manufactured from the raw materials issued on the entries in the left-hand columns. This is obviously impossible, and in many cases no attempt at all is made to fill in the right-hand entries.

Revised Form 74.

43. In the revised form now submitted for approval an endeavour has been made to remedy these defects. Indents will be issued to warders in charge of work-shops bound together in books of a certain number, which will be noted on the cover. Each indent and counterfoil will bear a serial number. As the manufactured articles are received back from the work-shops by the Storekeeper, he will enter the quantity, weight or number of articles received in the right-hand portion of the indent, until the whole of the raw materials issued on that indent is accounted for. It may not be possible to ensure that the manufactured articles thus entered as a set-off against raw materials issued have been made with that identical issue, but if all indents are thus regularly satisfied, the outstanding balance of raw materials on unsatisfied indents will be small and can easily be checked by an examination of the half-manufactured goods in the yard. This examination should be made by the Superintendent once a month or oftener. Rules to this effect will be inserted in the revised Jail Code.

44. It was suggested to me that it would be advisable to prescribe the preparation of an annual Balance Sheet, showing how far the Manufacturing Department of each jail was worked at a profit or loss during each year. It would be easy to prepare a form of Balance Sheet suited to the purpose, and I found one which would apparently do very well in the recently issued Military Account Code. But on drawing out the form of Balance Sheet (of which Enclosure 3 is a rough specimen), it appeared to me that it was so invalidated by the absence of any charge for labour on the Debtor side as to be valueless. It cannot be much good to prepare an elaborate statement, setting off a percentage for depreciation of plant and building, a percentage for interest on invested capital and a further percentage for interest on working capital, if one of the largest items in the cost of production of all articles and in the price of such as are not devoted to jail services, is omitted altogether. The value of labour is taken into account in fixing the price of any article unless intended for jail services (*vide* Rules 1455 and 1458 of Jail Code), but the price of labour cannot be satisfactorily estimated and shown on the Debtor side without the maintenance of additional registers for the purpose. The idea, therefore, of a Balance Sheet did not appear worth adopting.

45. Some form of Stock-book of plant and civil stores, however, appears desirable, and it does not seem very convenient to keep it in the form proposed by Drs. Walker and Lethbridge (Register No 33). A revised form is accordingly submitted for approval, and it should be noted that the percentage for depreciation referred to in Rule 1455 of the Jail Code should be made on each item separately and not on the total. The percentage allowed, viz., 10 per cent. appears to be unduly high. An allowance of 5 per cent. for machinery and 7½ per cent. for other articles would be much nearer current usage, and if Government approves may be adopted in the revised Code.

47. In paragraph 5 of Chapter XXXI Drs. Walker and Lethbridge refer to the registers to be maintained in Sub-Jails, and give a list of no less than eleven,

including a Stock Account of provisions stores and dead stock not belonging to the factory, a Stock Account of raw materials and plant for factory, a Stock Account of manufactured articles, a Register of Letters received and despatched, &c. The list shows that the Jail Commissioners hardly understood the character and position of the Sub-Jails of this Presidency, where the "Factory" transactions, if there are any, are generally limited to breaking stones. The Jail Code Rule 1539, prescribes only a single register, and in many Sub-Jails which I visited nothing more is kept. In others, however, numerous additional registers have sprung up, and at one (Kokenkulam—Tinnevelly), no less than sixteen books were maintained, some with 25 columns a-piece and most of them quite unnecessary. For the purposes of the Sub-Jail returns, something more than the register prescribed in Jail Code Rule 1539 no doubt is needed, but I think this excessive multiplication of books should be prohibited. In order to remove any tendency to introduce unauthorised registers, I have prepared and submit for the approval of Government forms of three registers which will, I think, furnish all the information required for the monthly returns of Subsidiary Jails. These returns are printed on page clxxxv of Appendix II to the Jail Code, and it will be seen that while they necessitate the collection of a good deal more information than can be obtained from the Register in Rule 1539 of the Code, their objects will be fully met by the forms now proposed. The information needed for the three additional statements which are required from Sub-Jails, viz. :—

(1) Statement of Escapes and Recaptures

(2) Expenditure in Guarding and Maintaining Prisoners

(3) Employment of Convicts

will be supplied, the first from column 7 of the proposed Lock-up Register, and third from the proposed Labour Register. The second will be compiled from the monthly bills, and no books seem necessary on this account. I have no alterations to suggest in the Sub-Jail returns.

Revised Forms for Sub-Jails :—
(1) Admission Register.
(2) Lock-up Register.
(3) Labour Register.

Revised Form No. 80.

50. As regards the remarks of Drs. Walker and Lethbridge in paras. 10 and 11 of Chapter XXXI, it seems enough to observe that the division of clerical work there proposed between Jailor and Clerk is not much different from that in vogue in District Jails in this Presidency, and that it is not advisable to introduce any hard and fast rules altering the existing procedure merely in order to produce uniformity with other Provinces. For instance, the remission sheets are kept by the Clerk in Madras (*vide* Rule 435 of the Jail Code), and there is no reason for changing the practice. I consider Drs. Walker and Lethbridge's proposal to sanction the employment of Convict-writers in the Jail office in jails receiving over 900 admissions per annum is objectionable and Government has already disapproved it. As to the matter referred to in para. 12 of Chapter XXXI, rules regarding the preservation and destruction of Jail records were approved by Government in G.O., 4th June 1887, *No. 1174*, and will be embodied in the revised Code.

51. One more matter may be here mentioned. Jail Rule 739 directs that, on a prisoner's admission, certain particulars as to his sentence shall be endorsed on the outside of his warrant. Under Rule 1013 the periods of solitary confinement undergone are similarly entered. The warrant itself is an important record, and in the case of men under long sentences, it has to be referred to many times during their imprisonment and should be printed or written on durable paper of sufficient size. This is not now always the case. Mr. Gadsden writes:—"It would be a good thing to arrange with all courts to have their warrants printed of one size and on good thick foolscap paper. I have in my keeping warrants of the Sessions Court, Trichinopoly, printed on quarter sheets of thin bazaar-made paper, in which prisoners have been committed to jail for a long term of imprisonment. During my *regime* in Vellore I frequently got warrants printed on paper that went to pieces every time they were unfolded." The Government has, I believe decided that all forms shall in future be printed in Madras and distributed. I do

49. In G.O., 13th November 1891, No. 1804, the Government has directed that security shall in future be taken from Jailors and Subordinates, and it remains to fix the amounts of such security. If the rates of pay proposed in my Letter of the 20th May are approved, the salaries of Jailors will be as follows:—

Central Jails and Penitentiary	1st grade	Rs. 200—	10—250.
	2nd "	" 150—	10—200.
	3rd "	" 125—	5—150
District Jails	1st "	" 100—	5—125
	2nd "	" 75—	5—100
Civil Debtors' Jail, Madras		" 75	

Drs. Walker and Lethbridge recommend that the security be fixed at the equivalent of 12 months' pay, but it seems to me that a sum equal to 6 months' salary would be sufficient. As a rough approximation to that amount, the following scale of security is submitted for approval:—

	Security.
Central Jails 1st & 2nd grade	Rs. 1000.
Central Jails 3rd grade & First Jails 1st grade	" 750.
District Jails 2nd grade and Civil Debtors' Jail	" 500.

The pay of the Storekeeper is Rs. 30 rising to Rs. 35. For this class of officer security to the amount of Rs. 200 would probably suffice. Drs. Walker and Lethbridge's suggestions (Chapter VI, para. 26) as to the manner in which the security should be collected might be adopted, and the forms of Penalty and Security Bond given by them on pages xiv and xv of Appendix C, if approved, may be embodied in the Code.

not know whether this plan will be applied to judicial forms such as warrants. If not, it might be considered desirable to ask the Honourable the Judges of the High Court to prescribe a uniform size and quality of paper on which warrants should be printed.

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

A G Cardew

Under Secretary to Government,
on Special Duty.

From

A. G. CARDEW, Esq.,
Under Secy. to Govt.
Penal Dept.
On Special Duty.

To

The CHIEF SECY. to GOVT.,
Ootacamund.

(Through the Inspector-General of Jails.)

Dated 25th July 1891.

Despatched 6th August

Submitting a supplementary report on questions of Jail Administration.

ENCLOSURES.

1. Specimens of Registers & Forms referred to in paragraph 1.
2. Specimen of Reconvicted Register referred to in paragraph 6 (2)
3. Specimen of Balance Sheet referred to in paragraph 44

NOTES.

2d Department.

C No. 2771, 2913 & 2914 of 1891.

From

Dated 189 .

FOR ORDERS.

C. No 2913 is the Report of the Off. of Fails in respect of 29 Loan. Coys & 1 Bank &c.

C. No 2914 is the Cardiff Reformatory Jail Admin. Statt.

Such brief Notes as seem to be called for have been made in the margin of the Memoranda.

[illegible]
2 July.

16 July

The question of the abolition of the Ordinaries fund is under discussion separately. It is submitted that the Ordinary report is not required on and that the Papers be returned to Chambers for us

16 July

and 9

[illegible]

Let the Reference [illegible]
(on Col. from this Report of 2 Loan Coys
[illegible] Report of Jail
[illegible]
to the others [illegible]
[illegible] to withdraw Comment
[illegible]
[illegible]

23 July 91

I think the Report shows that Mr Forder has brought to bear upon the difficult Cardiff and great personal care and attention - and he deserves the best thanks of Govt. for the manner in which he has performed it.

[illegible]

2 July

OOTACAMUND,
20th May 1891.

FROM

A. G. CARDEW, ESQ.,
UNDER SECRETARY TO GOVT.,
On Special Duty,

To

THE CHIEF SECRETARY TO GOVERNMENT,
JUDICIAL DEPARTMENT.

(Through the Inspector-General of Jails.)

SIR,

I have the honour to submit, for the consideration of Government, the following report on the questions of Jail Administration as to which the Government, in its order No. 1804, Judicial, dated 18th November 1890, directed that further inquiries should be made. In order to collect the necessary information I visited, between the 5th of January and the 26th of March, all the Central Jails in this Presidency, the marginally-noted District Jails, and several Sub-jails, and from the District Jails which I have not visited I have obtained the requisite facts by means of a circular letter of inquiry. I propose to deal with the matters to be noticed as far as possible in the order followed in Drs. Walker and Lethbridge's report, taking chapter by chapter. As ordered by Government, I have consulted the Surgeon-General on those matters which concern the Medical Department, and have also communicated with the Inspector-General of Police on the subject of escort and with the Director of Public Instruction on that of the education of juveniles, and copies of their replies are annexed.* My report has been drawn up in communication with the Inspector-General of Jails, and, with the exception of Rajahmundry and Bellary, I had the advantage of visiting all the jails I have seen in his company.

Tanjore.	Calicut.
Palamcottah.	Mangalore.
Madura.	Bellary.

* *Vide* Appendices 1 to 4.

2. One matter which is referred to me is not noticed in the following report, and regarding it I beg to be allowed to submit a supplementary report. This is the question of Jail Registers and Forms referred to in Chapter XXXI. of Drs. Walker and Lethbridge's report. I am unwilling to burden this report, which

is already very bulky by attaching to it the samples of all forms in use which Government wishes to preserve and the question of Registers is also an intricate one which I shall be glad to examine whilst revising the Jail Code. The first chapter of Drs. Walker and Lethbridge's report with which I propose now to deal is therefore Chapter II., which forms the subject of para. 2 of G.O., 18th November 1880, No. 1804.

Chapter II. 2. This chapter relates to Subsidiary Jails, and on this subject the Government Order referred to directs me to notice particularly the three following questions, viz.:—

(1) In what districts is it possible to carry out the proposal that all persons sentenced to more than 15 days' imprisonment shall be transferred to a District Jail?

(2) In what cases will it be expedient to abolish the Sub-jail at the head-quarters of the district?

(3) In what instances is the location of the Sub-jail *within* the District Jail possible?

All District Magistrates were also directed by the Government Order to express an opinion upon these points, and I have been allowed to examine their replies. The following is a *précis* of the opinions expressed on the first question stated by Government:—

Ganjam.—Reports that at present it would be quite impossible to adopt the proposal, and that even when the railway is completed, it will be impossible to move prisoners sentenced by the Madiah Sub-Magistrates, and by those of Russellkonda and Surada, and of doubtful advisability in the case of prisoners from Chicacole.

Vizagapatam.—Considers that prisoners sentenced to over 15 days might be sent in from Anakápalle (20 miles, 2 stages), and from Bimlipatam (21 miles, 2 stages), but that till the East Coast Railway is opened, to transfer from other jails would cost too much in police time.

Godávari.—States that there is no District Jail in the district. [This statement is hardly correct, the Rajahmundry Jail being a combined Central and District Jail. The District Magistrate has abstained from giving any information as to whether prisoners sentenced to over 15 days could be sent to this jail.]

Kistna.—Reports that it is not possible to adopt the proposal for the whole district, the railway communication not being yet completed; but that prisoners sentenced to over 15 days can be sent to Guntúr from Bezváda, Mangalagiri, Narsaraopet and Vinukonda (distance by rail 18, 13, 29 and 54 miles, respectively, and also from Gannavaram, Nandigáma, Jaggayapet, Tiruvur, Sattenapalle, Tenali and Ponnur (distance 44, 63, 78, 61 and 23 miles by road and rail, and 13 and 18 miles by road, respectively).

Nellore.—Recommends that till the East Coast Railway be opened, the proposal be adopted only as regards the two Sub-jails on the line of rail, viz., Gúdúr and Venkatagiri. In the case of other jails, the transfer would take too long. Also points out that the time spent in travelling would practically prevent the prisoner's appealing.

Kurnool.—States that he concurs as to desirability of the proposal contained in paragraph 2 of the Government Order, but that it would be impossible to carry it out till a new District Jail is built.

Bellary.—Reports that the proposal may be adopted in the case of Adóni, Hospet, Yemmigamúr and Kampli, but not of other taluks on account of distance.

Anantapur.—Recommends that the proposal be adopted only as regards Gooty and Anantapur itself, prisoners sentenced to over 15 days from these taluks being sent to the Bellary District Jail. Gooty is a railway station, and Anantapur is 33 miles from one. The other Sub-jails are too far off the line.

Cuddapah.—Is opposed to the proposal to send prisoners sentenced to over 15 days to the District Jail, on the ground of loss of police time and the hardship to the prisoners. Out of 13 Sub-jails in the district, 9 are from 30 to 80 miles by roads from the District Jails. Of the remaining 4, 3 are on or near the line of rail, viz., Rajampet, Sidhout and Proddutur, and 1 is 11 miles by road, viz., Jammalamadugu.

North Arcot.—Considers that the proposal can be carried out only with regard to prisoners convicted at Vellore; the cost of transit and escort in other cases would be excessive.

Salem.—Is altogether opposed to the change. In seven cases it would involve a journey of over 23 miles by road and in five more one of over 40 miles by rail in addition to a road journey of from 5 to 13 miles. Five cases remain; but even here the change is objectionable as tending to inflict hardship on and contaminate petty offenders.

Chingleput.—Recommends that the proposal be adopted, and prisoners sentenced to over 15 days sent to the Penitentiary from the following courts situated on or near the line of rail, viz., Tiruvallúr, Poonamallee, Saidápet, Chingleput, St. Thomas' Mount, Pallávaram, Madurántakam and Conjeeveram, but not from the four remaining courts.

South Arcot.—Considers that the proposal should be adopted only in regard to the Sub-jails on the line of rail, viz., Cuddalore, Panruti, Chidambaram, Porto Novo, Tindivanam, Villupuram, Tiruvannámalai and Tirukoilúr, and to Bhuvanigiri and Vanur which are respectively 4 and 6 miles from the nearest railway station. The distance of the other Sub-jails from the nearest railway station varies from 18 to 48 miles, and to transfer prisoners from these would seriously affect the efficiency of the police.

Tanjore.—Reports that Sub-jail prisoners sentenced to over 15 days can be sent to the District Jail from all taluks except the following, viz., Patukóta, Arantángi, Vedarniem and Tranquebar.

Trichinopoly.—Recommends that all persons sentenced to imprisonment in Trichinopoly be sent to the District and Central Jail, and that persons sentenced to over 15 days be similarly transferred from Musiri and Kulitalai, but not elsewhere, owing to difficulty of providing police escorts.

Madura.—Is opposed to the proposal on the grounds of cost of police guard, danger of sickness of road, and risk of introducing it into District Jail. Considers that the Sub-jail buildings are good, and prisoners well looked after. Adds that it is possible, though inexpedient, to carry out the proposal for the following Subsidiary Jails, viz., Tirumangalam (distance from Madura 12 miles by rail); Usilampati (distance 11 miles by rail and 18 more by road); Nelakota (25 miles by rail and 5 more by road); Dindigul (58 miles by rail); Vedasandur (9

miles by road and 38 miles by rail) and Melúr 18 miles by road.

Tinnevelly.—Entirely deprecates the change on the ground of expense, extra labour to police, and hardship to prisoners.

Malabar.—Considers the proposal impracticable owing to the great distances to be traversed, except in the case of Tirurangadi (4 miles by road, 15 by rail), and states that prisoners sentenced to 15 days and above by the Magistracy in Calicut taluk are now sent to the District Jail.

South Canara.—Reports that the proposal is only feasible during all seasons of the year in the case of Bantvál (distance 16 miles) and then provided prisoners are not sent in very bad weather during the monsoon. Considers that the proposal may be adopted as regards Puttur (distance 31 miles), Belltangadi (37 miles) and Karkal (32 miles), except between the 15th of May and the 15th of September.

Coimbatore.—No report received.

Nilgiris.—Reports that the adoption of the proposal is inexpedient owing to the distance between the Sub-jails of Gúdalúr and Ootacamund and the nearest District Jail, viz., the combined District and Central Jail at Coimbatore.

4. The foregoing *précis* gives the available information as to the districts in which it is *possible* to transfer all prisoners sentenced to more than 15 days' imprisonment to the District Jail. It will be observed that, in the opinion of the District Magistrates, there is no case in which it would be possible to apply the rule proposed to the whole district. The utmost that can be done is to direct that in the case of certain taluks and Sub-jails the limit of imprisonment shall be 15 days, all prisoners sentenced to a longer period being transferred to the District Jail, while in the case of other taluks the existing limit of 30 days shall be maintained. It seems to me that to introduce such a difference between taluks of the same districts is undesirable as rendering the infliction of punishment unequal, and for other reasons I do not think the proposal of Drs. Walker and Lethbridge should be adopted.

5. I would first invite attention to the question of *cost*. In no case will the

proposed alteration in the limit of imprisonment in Sub-jails enable any Sub-jail to be closed, and as the establishment is nearly everywhere an irreducible minimum, consisting of a taluk peon and a sweeper, no saving will be effected under this head. Clothing is so small an item that it may be neglected, and the only other heads of charges are rations and contingencies. Taking these together the average cost of a convict in a Subsidiary and in a District Jail in the years 1889 and 1890 was as follows:—

	Sub-jail.			District Jail.		
	Rs.	A.	P.	Rs.	A.	P.
1889	41	9	0	37	5	10
1890	38	15	10	35	15	9

It will be seen that the difference amounted to Rs. 3-9-8 per head per annum on the average of the two years. No information is available as to the number of prisoners who would be transferred under the proposed rule or as to the cost of each transfer, but it may safely be asserted that the expense of convict and escort's journey, of the escort's return, and of the batta payable to the prisoner on discharge would not be less than the saving in the rations; probably it would be far more. On the other hand, the escort work of the police will be increased, and in some districts, *e.g.*, Tinnevelly, a claim may even be set up for an increase to the force. This would involve heavy additional expenditure, and even without it it may be assumed that while there will be no economy there will be a considerable increase in the work of the police.

6. It is necessary to find some other reason than cost, therefore, in support of the proposal. If it were shown that the Sub-jails were unhealthy and unfit to keep prisoners in, that would be a weighty consideration. But by this time great numbers of taluks are provided with offices on the revised standard plans* and in these the Sub-jail buildings leave little to be desired. Information is not available as to what taluks have offices on the new pattern, and it would take too long to call for it, but it is improbable that all those taluks which are without revised accommodation are within reasonable distance of the District Jail. Moreover, if a Sub-jail is fit to receive prisoners for two weeks, it is fit to accommodate them for twice that time. The mortality of convicts in

* See in G.O., 3rd June 1887, No. 1495 W.
" " 15th " " " 1602 W.

Sub-jails in 1889 was 13·46 per mille, and in 1890 5·88 per mille, against 39·95 and 25·30 in Central and District Jails. There thus seems no evidence here in support of the proposal. As to its effect on the convict from other points of view, some remarks of the District Magistrates of Tinnevelly and Salem seem specially to merit attention. Mr. Nicholson points out that it is a useless hardship and degradation to a ryot, who has perhaps merely hurt another in a fight and whose offence cannot be a grave one, to be sent long distances in hand-cuffs as a convict. Mr. Stokes draws attention to the fact that whereas short sentenced offenders in a Sub-jail at present escape much contamination, they would be exposed to far more evil influences locked up in a sleeping ward with criminals whose sentences extend to twelve months or (where the Central is also the District Jail) to longer periods. Both these arguments seem to furnish weighty reasons against the change.

7. The only remaining question is whether imprisonment would be more deterrent if passed in the District Jail. Doubtless it would be so, and as Mr. Stokes observes, it is more the disgrace than the inconvenience of punishment which at present furnishes the deterrent effect of imprisonment in a Sub-jail. There seems, however, some reason to think that in these petty cases it is better to rely on the fear of disgrace as a motive for avoiding crime than to attempt to deter by increased rigour of imprisonment, and at any rate this reason, the only valid one in support of the proposal, does not seem to outweigh the many objections to it already noticed.

8. I think, therefore, that, for the present, and at least until railway communication is much more extended, the present rule limiting imprisonment in a Sub-jail to 30 days should be maintained. That it is a fair compromise, as Mr. Stokes observes, is shown by the fact that no reduction of the term can be applied to all districts or to the whole of any district.

9. The second question is in what cases it will be expedient to abolish the Sub-jail at the head-quarters of the district. This may be considered as practically identical with the third question, viz., in what instances the location within the District Jail of the lock-up or Sub-jail

for remand prisoners is possible. In these cases the objections arising from the expense of a lengthy journey, and from the unnecessary indignity suffered by a prisoner sentenced for some petty offence if he is taken a long distance as a criminal, do not apply. There remains the probable contamination of the Sub-jail prisoner, but the entire closing of the Sub-jail will result in some economy, and in cases where the Sub-jail buildings are not on the revised plan, I think the change is desirable. The following shows the opinion of the several District Magistrates on these proposals:—

Approves.—Ganjam, Kurnool (if a new District Jail is built), Bellary, Malabar.

Disapproves.—Salem, South Arcot, Tanjore, Trichinopoly, Madura, Tinnevelly.

10. In Vizagapatam, Nellore, Cuddapah and South Canara, the Sub-jail at the district head-quarters has already been abolished,* and all Sub-jail prisoners are sent to the District Jail. In the North Arcot, Nilgiri, Kistna, Godávari, Chingleput and Anantapur districts, there is no District Jail at the district head-quarters. Of the remaining 11 districts, 4 District Magistrates approve and 6 disapprove the proposal, no reply having been received from Coimbatore.

11. The worst Sub-jail I have seen is that at Calicut. The District Magistrate recommends that it be abolished and merged in the District Jail, and I entirely agree, while if the District Jail is closed, I would make over a part of the buildings for the use of the Sub-jail. The Coimbatore Sub-jail is also a very bad one, the prisoners being kept during the day in a yard which is reached through the street, and which is surrounded only by a low mud-wall. I would abolish this Sub-jail, and send all prisoners to the Central Jail. At Bellary, the Sub-jail is likewise very bad; for meals the prisoners are conveyed through the street to a sort of caged verandah where they cook. I agree with the District Magistrate that this Sub-jail should be abolished. At Madura, the location of the Sub-jail has been the subject of much correspondence;† it is now placed in what seems to be an old mahal, with cells opening into a single compound, the men thus having free access to the female cells. The District

* G.O., dated 4th July 1887, No. 1115, J.D.
„ „ 19th Jan. 1888 „ 137 „

† *Vide* G.O., 9th July 1874, No. 1242, Judl.
„ „ 28th Oct. „ „ 1998 „
„ „ 8th May 1884 „ 1155 „
„ „ 19th Jan. 1888 „ 137 „

Magistrate has always opposed the abolition of the Sub-jail, but the objections to its present position seem to me very great, and I would close it and send all prisoners to the District Jail. The distance between the courts and the District Jail is not great. At Salem, Tanjore, Palamcottah and Trichinopoly, the Sub-jails are situated in good buildings, and as the District Magistrates are opposed to the proposed change, I would not recommend it, especially as at Palamcottah and Trichinopoly, the District and Central Jails are a long way from the courts.

12. The cases of Kurnool and Cuddalore may perhaps be left out of account, as the District Jails at those places will, it is to be hoped, be soon closed. In Ganjam, the District Magistrate's recommendation to close the Sub-jail may be accepted. At Vellore, the Central Jail is too far distant from the courts to enable the Sub-jail to be closed, and the same is the case at Rajahmundry and Cannanore, in both of which places the Sub-jail is located in a building of the new pattern.

13. The cases in which I would close the Sub-jail at District head-quarters are, therefore:—

Calicut.
Coimbatore.
Bellary.
Madura.
Berhampore.

Chapter III. 14. This chapter deals with jail construction and contains many excellent suggestions. Government has directed the attention of the Public Works Department to it, but remarks embedded in a large report like that of Drs. Walker and Lethbridge are likely soon to be lost sight of and I therefore beg to suggest, for the consideration of Government, the propriety of having standard plans for the several classes of jail buildings prepared. The usefulness of such standard plans can hardly be doubted, and had they existed, many of the mistakes which have occurred even in recent jail buildings * would have been avoided. I understand that no standard plans at present exist except one obtained by the present Inspector-General for a central kitchen. It would be easy to prepare plans of a jail latrine, store-room, workshed, association ward, separate and solitary cell, hospital, female enclosure, &c., as well as a general plan for the arrangement of buildings in both a cellular and ordinary jail, and if once

* *E.g.*, the construction of the female enclosures at Tanjore and Palamcottah with only a 2-foot wall and iron railing round them, through which the women in the yard can be plainly seen.

approved, they would ensure uniformity in future.

15. The Inspector-General is, I believe, dealing with such of the specific defects in jail buildings as have been adverted to by Government. Many of the points noted by Drs. Walker and Lethbridge have been remedied since the date of their visit, now two years ago, and, I believe, they admitted that the jail buildings in this Presidency were superior to anything in Bengal or the North-West Provinces. I desire to draw attention only to one matter, viz., the closing in of workshops by wire netting, which is recommended in para. 41 of this chapter and in para. 8 of the note on the Vellore Central Jail, page xc. of the appendix. I have mentioned the same matter in regard to kitchens in connection with Chapter XXI. The use of bamboo or wooden grating, which Drs. Walker and Lethbridge suggest as an alternative for wire-netting, is inadvisable, as it could easily be torn down and converted into weapons of offence. To deal with all workshops at once would be perhaps impossible, but I think something in this way should be done each year. The existence of wire netting shutting in the work-sheds would improve discipline by preventing convicts strolling across the yards, help to prevent articles being passed out of the shops, and put some check even on an outbreak.

16. I now turn to the question of the segregation of habitual convicts, as to which, in para. 3 of G.O., 18th November 1890, No. 1804, I am specially directed to report. In inquiring regarding this subject, I was met by an initial difficulty in the varying interpretation placed on the term habitual. This word is defined in Jail Code Rule 327 (*a*),* but the definition has not been understood or correctly acted on in the jails, and I found several varieties of procedure in force. Few habituals are so classed by the courts, and in practice the classification has mainly to be carried out by the Superintendents of Jails. In some jails, *e.g.*, Salem, Coimbatore and Bellary, the term habitual has been treated as merely synonymous with the term reconvicted prisoner, and every prisoner with even a single conviction against him has been termed "habitual" or "reconvicted" according to the custom of the jail. This is evidently wrong, because a man convicted of rioting who had previously been convicted of forgery would not be

* As revised in—
G.O., 2nd June 1887, No. 1151, J.D.
" 8th July " " 1469, J.D.

a habitual under the definition, and ought not to be kept with such criminals unless specially so classed by the sentencing court. A contrary mistake has occurred at Trichinopoly, where no convict has been classed as habitual unless he had more than one previous conviction. Here, it is obvious, that many a man sentenced under sec. 75, I.P.C., would escape from being included in the category of habitual. A similar course was followed at Vellore, but through a misunderstanding of Rule 327 (*a*) (3) the Superintendent of this jail considered he had no power himself to class a man as a habitual, and has been accustomed to send lists of all prisoners having more than one previous conviction to the District Magistrate, asking him to class them. At other jails, *e.g.*, Tanjore, the intention of the definition has been frustrated by only prisoners classed as habituals by the sentencing court being so regarded. A man might have six or eight previous convictions, but unless classed as habitual by the court he was not so termed in the jail.

17. It will thus be evident that any figures as to the number of prisoners now classed as habitual convicts would be entirely misleading. In some jails it would greatly understate the number of those who should be so classed while in others it would exaggerate it. Moreover, the figures would be useless for another reason, viz., because in almost all jails, whatever amount of separation is carried out has been not that of habituals proper from other prisoners, but that of reconvicted prisoners from prisoners having no previous conviction. At present there is no segregation of habituals as defined in the rules of the Code, but there is a certain amount of separation of previously convicted prisoners. The facts about this are as follow.

18. In the first place there is no separation by day. Drs. Walker and Lethbridge recommend that prisoners belonging to their Class B shall be absolutely isolated both by day and night. However desirable this may be, it has not been found possible to effect separation by day at present. The number of reconvicted prisoners in some jails is equal to 30 per cent. of the total strength, and it would be impossible to have the reconvicted workmen in each industry separated from the others. The work-sheds would be insufficient for the

purpose. Nor can all the reconvicted prisoners be given the same labour. Only a low-caste man can be employed as a chuckler, and only a short-term man can be sent to the garden, while weaving and carpentry require long training, and cannot be applied to convicts in the lamp. Hence no attempt has been made to separate reconvicted men by day.

19. Secondly, as regards separation by night, the following is the present state of affairs:—

(1) Except in the Rajahmundry Central Jail there is no separation at all of reconvicted females from others. In the other three Central Jails where women are now kept, I think the provision of separate sleeping accommodation for this class should be insisted on. At Vellore and Salem this can be carried out with existing accommodation. At the Penitentiary no separate accommodation is available in the female yard although segregation is specially important here, as more reconvicted female offenders, and of a worse type, are received in this jail than elsewhere. It is said, for instance, that procuresses frequently get themselves imprisoned in order to collect recruits among the short-term women. For these it would be beneficial to provide means of entire isolation. In District Jails it is not always possible to separate reconvicted females from others by night, but it should be done where the accommodation allows. The number involved is, however, small.

(2) Among males, there is no separation of reconvicted prisoners from others in hospital, in quarantine, in the juvenile yard or (where the cooks sleep together) in the cooks' sleeping place. These exceptions are, however, small, and may perhaps be left out of account.

(3) In the ordinary barracks, the separation of previously convicted males from others by night is completely carried out in the Central Jails of Rajahmundry, Vellore, Trichinopoly and Cannanore. At the other Central Jails the separation is more or less complete, viz.:

At Salem the reconvicted men are mixed up with the Burmans. Thus, of 111 male reconvicted prisoners, 74 slept in Block 1 (accommodation for 89) together with 15 Burmans, and 37 in Block 2 (accommodation for 77) with 15 Burmans and 25 men not previously convicted.

At Coimbatore 90 reconvicted men slept in Block 4, which comprised eight wards each holding 23 men, 32 in Block 6, which had accommodation for 32, and 26 in Block 8, which had accommodation also for 32. It will thus be seen that about half the wards in Block 4 were filled with men not previously convicted. It would be better to reserve the whole block for reconvicted men, putting the occupants both of 6 and 8 there.

At the Penitentiary, the separation at the time of my visit (7th, 12th January) was quite imperfect. Two blocks were filled with reconvicted prisoners, but additional men of this class were scattered through all the other blocks. This has, however, been changed by the present Superintendent and reconvicted prisoners are kept in no barracks but Nos. 1, 2 and 3.

In District Jails the separation in the ordinary barracks by night is complete at Madura, Mangalore, Calicut, Berhampore, Guntúr, Cuddalore, Parvatipur, Russellkonda and Vizagapatam, as well as in the cellular jails of Tanjore and Palamcottah. In the other District Jails separation is partially carried out at Kurnool, where of twelve reconvicted prisoners, eight are kept in one ward by themselves, and four in another together with some long-sentenced men without previous conviction. At Nellore and Cuddapah there is no attempt to separate reconvicted prisoners by night notwithstanding the provisions of Rule 327-B of the Jail Code and of G.O., 8th July 1887, No. 1469; while at Bellary a special arrangement is in force under which out of the 68 reconvicted prisoners in the jail, 20 sleep every night in the separate cells, while the remaining 48 are distributed throughout the barracks. The Superintendent, I was told, considers it unsafe to keep reconvicted men together.

20. Except in the case of the District Jails last mentioned it will thus be seen that an endeavour has been made to carry out the wishes of Government, as they were understood, and to separate reconvicted prisoners from others.

21. But it is also apparent that the orders of Government have not been understood. A "habitual criminal" as defined in Jail Rule 327 (*a*) is not the same thing as a reconvicted criminal, only certain reconvicted prisoners falling within the category of habitual, while in certain cases persons who have no previous conviction may be so classed. If

it were possible, I should like to see some simpler definition substituted for the present very complete but rather complicated one. For practical purposes it would probably be much better to lay down broadly that any convict who had been twice previously imprisoned under the I.P.C. excepting perhaps a few sections, such as 323 and 352, or who belonged to a criminal tribe, might be classed as a habitual. A man who is three imprisoned for offences against the I.P.C. could not complain greatly of being regarded as a habitual offender. It appears, however, that the existing definition was framed by the Government of India after consulting all Local Governments and with the express intention of producing uniformity, and it might, therefore, be difficult to depart from it. In these circumstances there seems to be nothing to be done, but to draw attention to the correct interpretation of the rules, and to add any explanatory notes which may be of service to Superintendents. It might make Rule 327 (*a*) more easily intelligible, if it ran:—

The following convicts shall be regarded for jail purposes as habituals and shall be subject to the rules relating to habituals, viz.:—

(1) Any person who is expressly classed as a habitual by the court or magistrate that heard the case.

(2) Any person whom the District Magistrate, or any magistrate empowered by him on this behalf, so classes.

If the convicting court classifies, the classification shall be final. If it does not, the District Magistrate or any magistrate empowered by him may classify. But any such court or magistrate may direct that any person shall not be classed as a habitual.

If neither the court nor the District Magistrate or any magistrate empowered by him classifies, it shall be the duty of the officer in charge of the jail to classify the following persons as habituals, viz.:—

(3) (*a*) Any person sentenced, or believed to be liable to punishment, under section 75 I.P.C.,

(*b*) Any person under sentence enhanced by reason of more than one previous conviction.

(*c*) Any person known to have been repeatedly imprisoned for similar offences, or

(*d*) Any member of a criminal tribe.

Such classification by the officer in charge of the jail is subject to revision by and control of the District Magistrate should he consider interference necessary, and in cases in which there is any reasonable room for doubt as to whether a prisoner should be classed as a habitual or not, the Superintendent shall refer the cases for the orders either of the sentencing court or of the District Magistrate; but as a rule Superintendents should themselves exercise the powers of classification conferred on them by this rule.

For Home Department Resolution, No. 4—294—304, dated 25th February 1885, G.O., 19th August 1885, No. 2164, Home Department Resolution, 14th December 1886, No. 22—1264—14, G.O., 11th January 1887, No. 97).

22. This revision, while closely following the meaning of the existing rules, seems to make their interpretation plainer. A circular drawing attention to the meaning of the rules might also be issued by the Inspector-General. In this it should be explained that reconvicted prisoners not being habituals are not to be separated from the main body of convicts, and that isolation is to be confined to habituals proper. This will, no doubt, in most jails largely reduce the number of men which has to be separated, as at Trichinopoly out of 293 reconvicted prisoners only about 192 were probably in fact habituals, and isolation will become more easy. It has been suggested that habituals should, as far as possible, be concentrated in one or two jails, where their punishment could be made specially unpleasant. The cellular jail at Tanjore would hold 274 male convicts and that at Palamcottah 228, or a total number of 502. Under the present classification the number of reconvicted prisoners in the southern and west coast jails alone is 728, and hence there would not be room for all. Moreover, the cost of transfers would be heavy, and on the whole I think it will be better to try and provide each Central Jail with the means of isolating its own habituals. These already in part exist in the Close Prisons with which the Central Jails have been or are being provided, and hence it will be convenient to deal with this subject here.

Note by Inspector-General.—One great objection to this concentration of habituals (which I think a very good thing) is that habituals *only* get long sentences — and the long-sentenced men are the best, if not the only, men for the most profitable manufactures. Others are continually under teaching and just as they learn a trade go out.—J.M.S.

23. These Close Prisons are referred to by Drs. Walker and Lethbridge in paras. 7—9 of their Chapter XXXII. Vellore, Coimbatore and the Penitentiary already possess them, at Cannanore, Rajahmundry and Trichinopoly they are in process of construction, and it is proposed to build one at Salem. They consist of blocks of cells in a separate yard, and the question of their use and management has never apparently been brought under notice of Government. In 1886 Mr. Grimes issued a code of rules relating to them, several of which, *e.g.*, Nos. 1, 2, 13 and 15 ought to have received previous sanction of higher authority. As these rules are not otherwise available, I print them *in extenso*.

Rules for Close Prisons attached to Central Jails.

1. Every Convict whose length of sentence bringe him under the operation of the Remission

Rules, and every reconvicted Convict, shall on admission be subject to a period of separate confinement in this Prison.

2. The periods to be passed in the Close Prison shall ordinarily be as follows:—

Convicts sentenced to					
2	years rigorous imprisonment	4	months.		
2½	"	"	"	5	"
3	"	"	"	6	"
3½	"	"	"	7	"
4	"	"	"	and above	8 months.

Every reconvicted convict whose sentence is under two years shall on admission undergo a period of three months' confinement in this Prison.

3. Every Convict shall be weighed before being placed in close confinement and once every month while in such confinement. The weights shall be recorded in a Book to be kept for the purpose.

4. A medical subordinate will visit the Close Prison daily and inspect each man. He will bring to the notice of the Medical Officer the case of any Convict requiring special attention. The Medical Officer shall also personally inspect every Convict in close confinement at least once a week.

5. It will be discretionary with the Medical Officer to treat any Convict complaining of illness in his cell without removal to Hospital, and it will be understood that all ordinary cases should be so treated.

6. The period passed by a Convict in hospital out of the Close Prison shall not be reckoned as a part of the period to be passed in close confinement.

7. Any Convict found to be suffering in health in consequence of close confinement, shall on the Medical Officer's recommendation be at once removed therefrom.

8. Every Convict in close confinement shall be required to take his food in his cell. His food shall be cooked and carried to him in a proper vessel by cooks of suitable caste and under the superintendence of a Jail Officer.

9. Convicts in close confinement shall be required to take exercise in the open air for an hour daily.

10. The bedding of all Convicts (unless allowed on medical grounds) shall be withdrawn from the cell during the day and be exposed to the sun and air when weather permits.

11. Every Convict shall be provided with a bucket for conservancy purposes, and a pan of dry earth. At unlocking, every Convict will place his bucket at the door of his cell.

12. Every Convict shall be thoroughly searched before being locked up at night by an Officer, and any article which it is considered dangerous or inexpedient for him to retain shall be removed. The cell itself shall also be thoroughly searched at lock-up time, and the Officer so searching shall be held answerable that all bolts, bars, fastenings, &c., are in order and that no article to facilitate escape is left in the cell.

13. It will be open to the Superintendent to relegate Convicts to the Close Prison in such instances as he may consider requisite. In all such cases a record will be kept showing the cause and the period for which the Convict is so relegated.

14. The Superintendent and Jailor shall visit the Close Prison daily and inspect every Convict therein.

15. The mark system will apply to Convicts in close confinement; but Convicts relegated for misconduct may at the Superintendent's discretion be deprived of marks while in this Prison.

OOTACAMUND, *6th May 1886.* HENRY R. GRIMES, *Inspr.-Gent. of Jails.*

24. In the first place, as Drs. Walker and Lethbridge observe, these rules have evidently been modelled on the English system of nine months' preliminary separate confinement which is the first stage in a sentence of penal servitude. But it must be remembered that while in England this period of separate and silent confinement is supposed to exercise a reforming effect on the character, "the prisoner's mind being thrown in upon itself" (Sir E. Du Cane) and religious influences being brought into play, in India there is no religious influence, the seclusion is much less complete, and the process, though disliked by convicts and more or less deterrent, is not in any way a reforming influence. The English analogy must, therefore, be abandoned, and the Close Prison regarded solely as a more severe and specially deterrent mode of imprisonment. Considered from this point of view, I think Mr. Grimes' rules are defective, in that they do not make a sufficient difference between habitual convicts and others. If the sentence is one of two years or upwards, there is, in fact, no difference at all and the use of the word "re-convicted" instead of "habitual" is a mistake. Assuming that Government approves of the principle that Jail discipline should be made specially stringent for habituals, I would propose to substitute the following scale of Close Prison confinement for that laid down in Mr. Grimes' second rule:—

Habitual Convicts.	*Period to be passed in Close Prison.*
If sentenced to less than 2 years	3 months.
If sentenced to 2 and less than 3 years	4 months.
If sentenced to 3 and less than 4 years	6 months.

Habitual Convicts.	*Passed to Close Prison.*
If sentenced to 4 and less than 8 years	8 months.
If sentenced to 8 years or more	12 months in two portions of 6 months each, separated by an interval of 2 months.

Other Convicts.

Less than 2 years ..	*Nil.*
2 years and under 3 years	2 months
3 „ „ „ 4 „	3 „
4 „ „ „ 8 „	4 „
8 „ „ and over	6 „

25. I make this proposal as a temporary arrangement until it is known how many habituals properly so called there are in the jails of the Presidency. When this is ascertained, I would like to go further and require that every habitual should *sleep* in a cell throughout his sentence. This course would have various advantages, viz. :—

(1) It would obviate the necessity for concentrating habituals in a cellular jail, and would meet the Inspector-General's objection to that proposal—*vide* para. 22 *supra*.

(2) It would make the separation of habituals by night complete and their punishment greatly more deterrent.

It would then be necessary to abolish the period of separate confinement in the case of non-habitual convicts, but I think this loss would be small, because (1) the separate confinement has no reforming influence, (2) coming at the beginning of a long sentence, its deterrent effect is forgotten before the sentence is served out, (3) if separate confinement were applied to non-habitual offenders at all, it ought to be used for short-term men who are presumably in jail for the first time and whose sentence should be short and sharp while they should be protected against contamination. Therefore, I would recommend, that Government sanction the scale of Close Prison confinement shown in the last para. provisionally and at the same time lay down the principle that habituals should as far as possible sleep in the Close Prisons throughout their sentences. Increased cellular accommodation can then be gradually provided. I find that this system is to a certain extent in force in Bengal, habituals being put to sleep in available cells in rotation.

26. I may add that I have examined weighments of prisoners undergoing this long period of separate confinement with a view to find whether it at all affected their health, but there seems to be clear evidence that it has no prejudicial effect. In fact, as in most cases the prisoners are fed *outside* the cell, can see all that goes on in the yard all day and can talk to their next door neighbour, the confinement is not very severe.

27. In rule 13 of Mr. Grimes' Code I would insert a limitation of 3 months as the period for which a prisoner can be relegated as a punishment. The present system of sending a prisoner back to the Close Prison for 8 months seems to me to be a mere waste of accommodation. Besides a punishment lasting 8 months is nearly always objectionable in principle. I shall revert to the subject of this form of punishment in dealing with Chapter XVIII. (para. 109 *infra*). I would propose also to insert a provision empowering a Superintendent to direct that any convict convicted of or suspected of a tendency towards the commission of unnatural crime or guilty of more than one escape or attempt to escape shall *sleep* permanently in a cell. This will assimilate the position of such a criminal to that of a habitual, and this is the existing rule in Bengal with reference to men who escape or attempt to escape. At the Cellular Jails of Tanjore and Palamcottah some special rules on the model of Mr. Grimes' Close Prison Code but different in several respects, are in force. It seems unnecessary to refer at length to these here. They will be modified so as to correspond with any decision to which Government may come on the questions above submitted for orders.

28. I need hardly add that I thoroughly agree with Drs. Walker and Lethbridge (para. 38, Chapter III) that the confinement of prisoners in association at night can never be other than a *pis aller*, defensible only on account of financial necessities. Every Jail Officer agrees that it is by means of conversation in the wards at night that the contamination of inexperienced or youthful prisoners occurs. It would be well if Government were to lay down that all future buildings should be constructed on the cellular system.

29. The following statement shows the actual number of male reconvicted

prisoners in each of the Central and District Jails at the date of my visit or of the report sent in in answer to my inquiries :—

Rajahmundry	194
Vellore	278
Salem	141
Coimbatore	311
Trichinopoly	293
Cannanore	189
Penitentiary	244
Tanjore	64
Madura	81
Palamcottah	52
Calicut	87
Mangalore	13
Bellary	68
Berhampore	26
Guntür	30
Nellore	48
Cuddalore	30
Cuddapah	16
Kurnool	12
Parvatipur	41
Vizagapatam	65
Russellkonda	14

Chapter VI. 30. There are no matters in chapters IV. and V. of Drs. Walker and Lethbridge's report as to which further inquiry on my part is directed, and I therefore go on to chapter VI. The first subject noticed here is that of Superintendents on which the Commissioners make four main recommendations, viz. :—

(1) that Superintendents of Central Jails shall invariably be Commissioned Medical Officers,

(2) that for this purpose, Medical Officers shall be selected as soon as possible after they have completed their preliminary military service of two years and have learnt the vernacular, and that to induce them to remain in the department their pay shall rise from Rs. 950 to Rs. 1,200 per mensem after 18 years' service,

(3) that the Superintendent of District Jails should be the Civil Surgeon of the district, and

(4) that in the cases of the Tanjore and Palamcottah District Jails, which are now under an officer styled a Jailor-Superintendent, this office should be abolished and the jails placed under the Civil Surgeon.

31. As I have not seen a Medical Officer in charge of a Central Jail, it will be convenient to deal first with the last two recommendations which affect District

Jails. Drs. Walker and Lethbridge observe that the arrangement which imposes the whole medical and executive charge of a jail of this class on the Civil Surgeon is the best and most satisfactory one practicable, but this is an opinion in which for several reasons it is impossible to concur. In the first place hardly any Civil Surgeon has time to do the work. He has always two civil hospitals to attend daily, sometimes more, besides the medical work of the jail. In Calicut and Vizagapatam he has also a lunatic asylum. In order to work even a small jail thoroughly, the Superintendent should spend at least the greater portion of the morning in supervising the executive administration, and no Civil Surgeon can possibly do this. From an examination of the diaries which are received by the Inspector-General from Superintendents, it appears, taking a period of three months in the year 1890 as a test, that while the Superintendents of Central Jails spent an average of 3 hours 26 minutes* each day within jails, the Medical Superintendents of District Jails spent within jails 58 minutes only, or something less than one hour, out of which a part must be allowed for medical work. Secondly, as District Medical Officer the Medical Superintendent has to make prolonged tours, often lasting over a month at a time, and during his absence the jail is in charge of an Assistant Surgeon, who at other times has no connection with it, and hence can know little about its rules or management. In fact it is impossible that the Civil Surgeon, who has the whole medical, sanitary and vaccine work of the district on his hands, should do justice to the executive charge of a jail as well. It is therefore not unnatural that the virtual control of the District Jails in non-medical matters is largely in the hands of the Jailor, and that the administration is not generally very efficient or economical.

32. The most important of the District Jails is Bellary, and it may, therefore, be taken as an example. The medical work of this jail was evidently supervised with care, but the executive administration showed many signs of the Medical Officer's inability to exercise sufficient control. The Warder establishment was so unduly large that six men are always off duty, and the strength of Warders employed to guard an average population (1890) of 273 at Bellary is

Note by Inspector-General—This period* excludes time spent in the jail garden and outside premises. I think 6 hours represents the average time spent by Superintendents of Central Jails daily on jail duties.—J. M. S.

almost the same as that maintained at the Penitentiary to guard an average of 698—viz., 50 against 52. Notwithstanding this excessive strength, at the time of my visit an additional temporary guard of 1 Head Warder and 3 Warders had been engaged to look after a condemned prisoner. The raw material and other articles required for the manufacture of cumblies carried on in the jail have been purchased for years (at least 7 or 8) from a local merchant at rates far exceeding those prevailing in the Central Jails, as the following figures show:—

Black wool, 1st quality—
- Bellary rate Rs. 4-12 and Rs. 5 per md.
- Coimbatore rate Rs. 3 " "
- Trichinopoly rate Rs. 2-14 " "
- Salem rate Rs. 2-10 " "

Cutgut—
- Bellary rate 9½ pies a yard
- Coimbatore rate 4½ pies a yard.
- Trichinopoly rate 3 pies "
- Salem rate 1 anna "

Tomarind seeds (for starching).—
- Bellary rate 5½ pies a pound.
- Coimbatore rate 0·8 pies a pound.
- Trichinopoly rate 0·6 to 2 pies a pound (according to season).
- Salem rate 4 annas to Rs. 1-4 for 5 mds. (125 lb.)

The tasks required from convicts were also in some respects very low, *e.g.*, in wool-spinning, and this attracted the attention of Drs. Walker and Lethbridge who refer to it in their note on Bellary (p. lxxviii. of appendix). No attempt at economy by means of keeping sheep, grinding oil, or reducing the expenditure of fuel has been made, and the check on the consumption of rations purchased is rendered very difficult by the maintenance of separate stocks for convicted and for under-trial prisoners, with separate registers to correspond. In consequence the cost of rations per head in Bellary in 1890 was higher than in any Central Jail, except Trichinopoly, though of course the diet admissible to the prisoners ordinarily found in a District Jail is cheaper than that of a Central Jail convict. There was no separation of reconvicted prisoners (as already mentioned), and the Main-gate Register was so imperfectly kept as to be useless. At 8-30 A.M. on the 17th March not a single entry had been made for that day, though all the outside gangs had been out an hour and-a-half and the staff, including Assistant Surgeon, Jailor, &c., had been passing in and out.

33. This enumeration, though not exhaustive, will give some idea of the many subjects to which the attention of the Superintendent of a Jail has to be turned, and is sufficient to show that a Medical Officer with a Municipal dispensary, a Branch dispensary, and a Police hospital to visit, and the whole civil population of the station and district to look after cannot give the time for the efficient and economical working of a jail. The Inspector-General has proposed to close the prisons at Kurnool and Nellore, and I trust that no difficulty will arise to prevent this being done; but I think that, should this proposal be carried out by sending their prisoners to Bellary, it ought to be considered an essential feature of the scheme that the Central Jail thus created should be under a special officer. A Superintendent giving his whole time to the jail might not have corrected all the defects noticed at Bellary, but he would certainly have prevented the continuance of the greater number.

34. The present system of managing District Jails must, therefore, be regarded as a very imperfect arrangement which should be reduced within the narrowest limits possible, and Drs. Walker and Lethbridge's proposal to deprive the Cellular District Jails of Tanjore and Palamcottah of their special Superintendent cannot but be considered injurious and retrograde. The reasons which led Government to determine that these jails should not be placed under the Civil Surgeon will be found in Colonel Tennant's letter No. 58, dated 20th February 1884, recorded in G.O., 18th September 1884, No. 2389, where the then Inspector-General declared himself strongly opposed to the District Medical Officer being given charge of a Cellular Jail. It does not appear that Drs. Walker and Lethbridge adduce any argument against the present system except its expensiveness, and on this point, I would invite attention to the following statement which gives the average cost of a prisoner in the Tanjore and Palamcottah Jails during each of the last ten years. Both jails came under a special officer about August 1885, and it will be seen that though the immediate effect of the change was a rise in cost, the greater efficiency of the special management has in the later years more than counterbalanced the higher salary

of the Superintendent. The movement towards economy is specially visible in the rates for rations which I have shown separately:—

	Targets.			Tobacconists.		
	Rations.	Other charges.	Total.	Rations.	Other charges.	Total.
1881	30 — 8	42 — 1	72 — 9	41 — 13	36 — 15	78 — 28
1882	28 — 8	43 — 0	71 — 8	37 — 11	39 — 13	77 — 8
1883	29 — 12	44 — 13	73 — 9	39 — 13	39 — 8	78 — 5
1884	30 — 5	43 — 7	73 — 12	39 — 5	34 — 4	73 — 13
1885	32 — 3	53 — 12	73 — 14	34 — 9	32 — 2	76 — 9
1886	37 — 6	44 — 3	81 — 9	34 — 4	43 — 14	77 — 13
1887	38 — 10	43 — 7	82 — 1	32 — 13	40 — 2	72 — 8
1888	24 — 9	53 — 9	78 — 3	32 — 4	34 — 4	76 — 8
1889	17 — 13	59 — 1	63 — 15	27 — 9	34 — 13	61 — 14
1890	20 — 13	43 — 1	63 — 9	25 — 8	46 — 13	74 — 4

I think these figures disprove the contention that the employment of a special Superintendent devoting his whole time to the jail is more expensive than the method of management through the Civil Surgeon, and there can be no doubt that in all respects the former is more efficient. There is, therefore, nothing to be gained by adopting Drs. Walker and Lethbridge's proposal on this point, and I submit that it should be rejected.

35. I take the opportunity of suggesting that the title of Jailor-Superintendent sanctioned for the officer in charge of the Cellular Jails of Tanjore and Palamcottah should be altered. The special officers in charge of these jails are in fact Superintendents and not Jailers, nor are they exclusively recruited from the rank of Jailor. The title of Jailor-Superintendent does not appear in the Civil List, and the only authority for it seems to be its appearance in the proposition statements which accompanied Colonel Tennant's letter, dated 10th May 1884, No. 146, recorded in G.O., dated 18th September 1884, No. 2389. I think it might now be definitely dropped, the Superintendent being recognised as such and the so-called Deputy Jailor, who does the work and draws the pay of a Jailor, being likewise given his proper title.

36. I return now to the first two recommendations made by Drs. Walker and Lethbridge regarding Superintendents of Central Jails. The Government has already expressed its disinclination to accept these proposals, and I shall therefore only briefly refer to the objections to them. The suggestion that Medical Officers of two years' service

shall be placed in executive charge of Central Jails seems to be ill-considered both from a jail and from a medical point of view, as so junior an official would neither have completed his medical experience nor have acquired the knowledge of business requisite in a Superintendent. On this point the Surgeon-General writes:—"The Surgeon-General quite concurs in the recommendations of Drs. Walker and Lethbridge that Commissioned Medical Officers should be appointed to the executive charge of jails, but he cannot agree with them that officers of two years' service should be selected for the purpose. There are various reasons which, in his opinion, point to the necessity of more experienced Medical Officers being appointed to these charges, and he would therefore suggest that the jail appointments should be reserved for officers of not less than five years' service." But obviously this higher limit of service will decrease the inducement to Medical Officers to accept jail appointments. As regards Drs. Walker and Lethbridge's next proposal that the pay of a Medical Superintendent of 18 years' service should rise to Rs. 1,200 per mensem, it is evident that it involves a considerable increase in cost, the maximum pay of a Non-medical Superintendent in a first-class jail being only Rs. 850 per mensem and in a second-class jail Rs. 600. Calculated on average salaries the increased charge would be about Rs. 2,983 per annum per jail or for seven Central Jails about Rs. 20,880 per annum.

	Rs.	A.	P.
Average pay of a non-medical Superintendent, Central Jail . .	680	8	10
Average pay of a Medical Superintendent, rising from Rs. 700 (1st class), Rs. 550 (2nd class) and Rs. 725 (special) to 1,200.	929	2	8
Difference per mensem . .	248	9	10

37. As to the advantages to be derived from this large additional expenditure, no statement is to be found in Drs. Walker and Lethbridge's report. It will be observed that what I have seen in District Jails has not been favourable to the efficiency of medical control in executive matters, but in District Jails Medical Officers are handicapped by having very numerous other duties, and I have not seen a Central Jail under medical management. The present Inspector-General's experience and opinion may be gathered from the note which accompanied his letter No. 158, dated 7th May 1890, which says: "I succeeded a medical man in charge of the Central Jail at Rajahmundry when there were 1,000 prisoners in it, and the state of discipline among the convicts was something lamentable. If it had not been for a most excellent Jailor, there must have been an outbreak

and it took me a year to get the jail into order." For my own part I do not see why a Medical Officer should not make as good a Superintendent as any other man of equal intelligence and good education, but there is no apparent reason why, other things being equal, a Medical Officer should make a better Superintendent. On the contrary the separate existence of Superintendent and Medical Officer has an advantage of its own, in that the Medical Officer checks any tendency on the part of the Superintendent to overwork his prisoners, and the Superintendent is able to counteract any inability of the doctor to pamper or allow malingering among convicts. Most important of all, however, at present is the difficulty that the Medical Department cannot spare officers for jail service. The Surgeon-General writes that, "the present establishment of Commissioned Medical Officers was fixed without reference to jail appointments, and it would be necessary to increase the establishment and to recruit additional Surgeons if Medical Officers were appointed to executive charge of jails." It will be remembered that the reason assigned by the Government of India for the proposed reservation of the appointment of Superintendents of Central Jails to Medical Officers was the necessity to provide for them in time of peace. The Surgeon-General's statement shows that not only does no such necessity exist in Madras, but that it would actually be necessary to recruit additional officers in order to provide Medical Superintendents. This seems to remove the foundation on which the whole proposal rests. On the 1st April 1891, eight civil stations * which should be held by a Commissioned Medical Officer were without any such officer. Lastly, in case of war, all Medical Officers would be liable to be withdrawn and the jail service left in a complete state of disintegration. These reasons seem of sufficient weight to necessitate the rejection of Drs. Walker and Lethbridge's proposals.

38. As regards the recruitment of non-medical Superintendents, the number of appointments is too small and the occurrence of vacancies too uncertain for officers to be selected by any form of competition, but under the Secretary of State's despatch No. 4, Judicial, dated 7th July 1881, officers of the Police, though not natives of India, can be appointed to the Jail Department, and in

* Anantapur. Chittoor. Chatrapur. Cuddalore. Guntúr. Kurnool. Negapatam. Tellicherry.

This is the cardinal objection to the scheme. It is perfectly well known that the staff of Assistant Surgeons is quite insufficient to meet the requirements of the Civil Stations and Police Corps, and the objection to the employment of Assistant Surgeons in the manner proposed by the Inspector General is, that it would be a fatal blunder to withdraw the Police Corps from the Medical charge of Assistant Surgeons.

G.O., 3rd August 1881, No. 1548.

order to ensure that officers appointed to the post of Superintendent of a Jail shall possess the necessary educational and other requirements, it will probably be found convenient for the selection to be made as far as possible from the Police, except where promotion of specially-qualified Jailors takes place. I think, however, that it is undesirable to take very young men into jail appointments, the duties of which are very monotonous, and it is certainly necessary that an officer shall receive some degree of training before being placed in charge of a jail. For these reasons it might be advisable to lay down that no Police Officer of less than five years' service shall be eligible for the appointment of Superintendent of a Jail, and that before taking charge of such an appointment, every such officer shall be attached to a Central Jail under a Superintendent of experience for at least three months, during which time he will draw the pay of his grade in the Police and be regarded as on deputation. Such an officer would, according to present promotion, be a confirmed Assistant Superintendent of the 3rd grade drawing Rs. 350 per mensem.

If the prospects of the Police are greatly improved under the scheme recently submitted to the Government of India, it may be difficult to get officers of the grade of 3rd-grade Assistant Superintendent to accept Rs. 350—450, but they would certainly be ready to take the position of Superintendent of a Central Jail and the appointment of Superintendent in the two special Jails might be generally conferred on deserving Jailors.

39. Leaving the subject of Superintendents, Drs. Walker and Lethbridge next propose (para. 9) the appointment in all Central Jails carrying on one special industry of a new grade of officer, superior to the Jailor and styled Deputy Superintendent, who would be in charge of manufactures and would assist the Superintendent in granting marks. As regards this recommendation, it is sufficient to state that the manufacturing departments of the jails in this Presidency cannot at present afford the proposed outlay. As it is proposed that the Deputy Superintendent should be superior to the Jailor, a salary of at least from Rs. 200 to Rs. 250 per mensem would be necessary, so that the pay of *one* such officer would be equal to over 8 per cent.

of the total cash earnings (Rs. 37,442) of all the Central Jails, taking the average of the three years ending 1890. Nor has any necessity for such an appointment been felt in Madras where the Superintendent has been found quite able to supervise his own manufactures.

40. The next subject dealt with is that of Medical Subordinates, and regarding this Drs. Walker and Lethbridge make two main recommendations:—

(1) that for Central Jails containing less than 1,400 prisoners, one Hospital Assistant and a compounder should be substituted for the present strength of two Hospital Assistants;

(2) that, to make jail service attractive to Hospital Assistants, a special allowance should be granted according to the following scale:—

District Jails, Rs. 10 per mensem, or, if unhealthy, Rs. 15 per mensem.

Central Jails, Rs. 20, or, if more than 1,200 prisoners, Rs. 25 per mensem.

This allowance to be paid only at the end of the year, or after the Inspector-General has visited the jail and approved of the Hospital Assistant's work.

41. Regarding the first of these recommendations, the Surgeon-General writes as follows: "The Surgeon-General regrets his inability to approve of any tendency to reduce the staff of Medical Subordinates at Central Jails. In his opinion two Hospital Assistants are indispensable, as one Hospital Assistant cannot be on duty every day and night, and, unless relieved by another every alternate day, he will practically be confined to the jail and lead almost a convict's life. As things at present stand, jail appointments are not popular with Medical Subordinates and the present proposal to reduce the staff will only add to their unpopularity and interfere with the efficient discharge of duty." In this opinion of the Surgeon-General with Government, the Inspector-General of Jails concurs, and every Jail Superintendent and Medical Officer whom I have consulted on the point is averse to the proposed reduction in the number of Hospital Assistants. In the face of this unanimity of opinion I am not prepared to recommend the adoption of Drs. Walker and Lethbridge's proposal at present, though I am not certain that it is not feasible. The daily average number

of sick in Central Jails during 1889 was 17·75 and during 1890 was 19·62 only, and I am not satisfied that this is more than one Medical Subordinate, assisted by a compounder and guided by a Medical Officer, can look after. To these numbers have to be added those of the Convalescent Gang and the Out-patients referred to in Chapter VII. (*infra*), but these classes cannot give much work. Of course, were the reduction made, the Hospital Assistant could not be required to sleep in jail except on the occurrence of special cases of sickness, and he would not be more confined to the jail than the Jailor and other officers.

42. In relation to the second of Drs. Walker and Lethbridge's recommendation, the Surgeon-General writes: "The proposal for giving an extra allowance to Jail Hospital Assistants meets with the approval of the Surgeon-General, but instead of a deferred allowance of from Rs. 10 to Rs. 25 he would propose that the senior subordinate be granted an allowance of Rs. 15 and the junior Rs. 10 per mensem from date of joining appointment. It may be observed that Hospital Assistants attached to Lunatic Asylums are granted an extra monthly allowance of Rs. 15 because they are practically debarred from private practice, and as Jail Hospital Assistants labour under similar difficulties, it is but fair that a similar concession should also be granted to them." Other arguments in support of the proposal will be found in para. 13 of this chapter of Drs. Walker and Lethbridge's report. While admitting the advantages which attach to improving the position of Medical as of other subordinates, I am unable to say that I think a case for increased pay has been made out. The cost of the proposal made by the Surgeon-General would for seven Central and fifteen District Jails amount to Rs. 4,800 per annum. The argument drawn from the allowances attached to Lunatic Asylums is hardly in point, for in such an asylum every inmate is a patient whereas, as above stated, the daily number sick averaged in 1890 in a Central Jail only 19·62 and in a District Jail 4·80. The work is therefore very light; in most Central Jails free quarters are provided; private practice is not prohibited nor impossible, and there is no evidence that any difficulty is found in getting or keeping capable Hospital Assistants, for the Surgeon-General adds that Drs. Walker and Lethbridge's statement that jail appointments are

Head Clerk.	Remission Clerk.
Second Clerk.	Storekeeper.

should be specifically stated whether his physique, knowledge of drill, and general habits were such as to fit him for promotion to the higher grades; and at the Inspector-General's annual inspection of the jail each subordinate should be required to give evidence of his ability to drill the guard. The number of subordinates in each jail who would rank as Assistant Jailor is so small, comprising at the most only the officers noted in the margin, that there would be no practical difficulty in carrying out the rule. It will also be understood that I do not propose to prohibit direct enlistment of Deputy Jailors, but I think that the passing of this Special Test, as well as the possession of the prescribed general educational qualifications, should be regarded as a necessary preliminary.

48. Before giving the proposition statement which exhibits the effect of the proposal to grade the clerical and executive subordinates as a whole, some details as to one or two of the individual appointments affected seem necessary.

49. Firstly, as to Jailors and Deputy Jailors. Drs. Walker and Lethbridge lay much stress (para. 23) on the importance of not keeping officers too long in the same jail, and there are many evident advantages in a system of regular transfers. Not only is a man who has been for many years in the same place more likely to form local connections and to become corrupt, but he is also liable to stagnate and drop into a mechanical groove of routine. It is, therefore, desirable to remove, as far as possible, all hindrances to the free transfer of jail officers, and one of these is the system which partially prevails of attaching special pay to a particular jail. For the existing rates of pay of Jailors reference may be made to Rule 129 of the Jail Code, and it will be seen that the pay, though partly graded, is in several cases (viz. in 3 out of 7 Central Jails) attached to specific jails. This system I would propose to alter and to make the pay of Jailors throughout appertain to the grade and not to the jail. Drs. Walker and Lethbridge further recommend (para. 31) that the maximum pay attached to the post of Jailor shall rise to Rs. 350 per mensem. Considering that with a single exception no Inspector of Police can obtain more than Rs. 200 per mensem and that there is the possibility of becoming a Superintendent within the

service will be saved, clerks will be of use in an emergency as executive officers, and executive officers will have a good knowledge of accounts and office routine.

(3) Instead of entirely new subordinates being appointed to the Deputy Jailor grade, as now happens, the most efficient and experienced Assistant Jailors will possess a claim to promotion.

It may be objected that it is absurd to expect a gunmaker of twenty years' service to take to the semi-military duties of a Jailor, and it will, of course, be impossible to apply the scheme all at once to the existing clerks grown old in sedentary habits. But in the Police Department no difficulty is found in requiring Drivers and Station House Writers to undertake the general liabilities of a Constable and to share the semi-military training and costume, and there is no reason why the same plan should not work in the jails. It should also be clearly stated that as a rule, an Assistant Jailor, while performing the duties of a clerk or storekeeper, will not be required to take out-door work as well.

46. I think, however, that the system of recognising the clerks as a part of the Jailor establishment requires some further safeguards beyond those proposed by Drs. Walker and Lethbridge in order to prevent an ineligible officer rising to the higher grades by mere seniority. They merely suggest that all jail subordinates shall receive some military training and shall wear uniform, and they then leave to the very uncertain process known as "selection," the promotion of men from the post of clerk to that of Jailor. In order to ensure the possession of adequate professional knowledge by every officer seeking promotion I would propose to prescribe, as a qualification for promotion beyond the grade of Assistant Jailor, a Special Test analogous to that required for appointment to the grade of Inspector of Police. This might, I think, comprise the following subjects:—

The Code of Criminal Procedure;
The Penal Code;
The Civil Account Code, Vol. i;
The Jail Code; and
Madras Act V of 1869 and other Acts specially relating to jails.

47. In addition to this and in order to prevent a physically incapable or inactive man from being made a Deputy Jailor, I would require a brief annual report on each subordinate to be furnished by the Superintendent of the Jail, wherein it

Note by Inspector-General.—I think certain chapters only are necessary in the Code of Criminal Procedure for examination of Assistant Jailors.—J. M. S.

track of every well educated and efficient Jailor, the heavy expenditure advocated by the Commissioners does not seem necessary, but I would propose to devote a little of the large saving made under Warder establishment to improving the position of Jailors by giving one first-grade appointment on Rs. 100—150, by allowing the yearly increment to be one-fifth instead of one-tenth of the difference between minimum and maximum salaries, by raising the pay of the first grade of District Jails to 100—5—125, and by adopting the minimum suggested by Drs. Walker and Lethbridge, viz., Rs. 75—5—100 in place of the existing minimum of Rs. 50—5—75. The opportunities of peculation in a District Jail are very large, the responsibilities very heavy, and, I think, the position of this class of officer urgently calls for improvement both by increased pay and better prospects of promotion.

50. A further advantage of thus raising the minimum pay attached to the jailorship of a District Jail will be that it will render it possible to set up and maintain a complete flow of promotion within the Department. At present the Deputy Jailor of 5 out of the 7 Central Jails gets Rs. 75 per mensem or more, and it does not pay him to take a jailorship in a District Jail on Rs. 50 rising to Rs. 75. Consequently he remains on in the Central Jail in the hope of succeeding to the jailorship there, a result which in fact generally follows. Meantime the Jailor of a District Jail has nothing to look forward to. The officer now at Russellkonda has been there 23 years, the Jailor at Calicut 19 years without promotion or transfer. I think that a salary of Rs. 50—5—75 will be sufficient for the Deputy Jailor of a Central Jail. When he has learnt his work under an experienced Jailor and a professional Superintendent, he should be drafted out as Jailor of a District Jail, and when he has proved his capacity there he will be in his turn appointed as Jailor of a Central Jail. To carry out this system there should be a single list of Jailors and Deputy Jailors, and promotion to the latter grade, as well as to that of Jailor, should be made by the Inspector-General. In District Jails, I propose that the officer now known as Deputy Jailor, whose pay is at present fixed at Rs. 30 per mensem and who has small prospect of promotion, shall be placed on a progressive salary of Rs. 25—1—30.

It will also be necessary to change the designation of his appointment from that of Deputy to that of Assistant Jailor, as his pay is less than that of the Clerk who will be included in the Assistant Jailor grade. Lastly, in place of the European Warder on Rs. 50 per mensem employed in the cellular jails of Tanjore and Palamcottah, I have entered an Assistant Jailor on the rate abovementioned, viz., Rs. 25—1—30 per mensem.

51. Secondly, as to the Storekeeper, and in the Coimbatore Central Jail, his Assistant. There is no clear definition of the position and duties of this officer in the Jail Code, but he occupies a very important and responsible position, having entire charge of the stock both of raw materials and of manufactured articles used and produced in the manufacturing department of the jail. There is hardly any matter in which there are such facilities for fraud as in the custody of large quantities of goods, stock of which cannot be taken more than once a year, and it seems desirable to do what can be done in order to give the Storekeeper an assured position which will be worth keeping. At present this is hardly accomplished. He is a mere temporary employé, paid out of the profits of manufactures, and possessing no claim to pension. I recommend that the Storekeeper be brought on the general establishment, paid from Provincial funds, given a claim to pension, and declared subject to the educational rules. As ordered by Government in para. 32 of G.O., 18th November 1890, No. 1804, he will at the same time be required to give security, which at present he does not do, though Rule 24 of the Code authorizes the taking of security. He will then belong to the grade of Assistant Jailor and have some chance of promotion.

52. It may be necessary to add a Rations Clerk in some jails to take the place of the recently-abolished Purveyor, not in the buying of any article of rations, but in keeping the accounts connected with the stock of provisions. The necessity for this has, however, not yet clearly been shown, and consideration of the matter may be deferred for the present.

53. The following proposition statement shows the proposed establishment in jails other than Warders. The increase on account of Storekeepers is, of course, nominal:—

Note by Inspector-General.—I think it is absolutely necessary to have in each of the 7 Central Jails a Ration Clerk to relieve the Deputy Jailor of the duty of keeping the account of receipt and issue of rations. I would pay him Rs. 15, rising to Rs 20. The Deputy Jailor's duties are so numerous that this appointment I think absolutely necessary.—J.M.S.

Present Scale.

1	2	3			4	5	6
Designation.	Number and Jails.	Pay.			Average pay per mensem.	Total average cost per mensem.	
		Minimum.	Increment.	Maximum.			
		Rs.	Rs.	Rs.	Rs. A. P.	Rs. A. P.	
Jailors, Central Jails	1 Penitentiary ..	..	..	..	..	215 0 0	
	Rajahmundry ..						
	Vellore	150	5	200	175 0 0	700 0 0	
(c) ..	4 Trichinopoly ..						
	Coimbatore ..						
	1 Cannanore ..	120	5	175	150 0 0	150 0 0	
	1 Salem	100	5	150	125 0 0	125 0 0	
Do. District Jails ..	Bussellkonda ..						
	Berhampore ..						
	Vizagapatam ..						
	Guntur						
	9 Nellore	75	5	100	91 10 8	825 0 0	
	Bellary						
	Cuddapah						
	Cuddalore ..						
	Madura						
	Paravatipur ..						
	5 Tanjore	..	..	..	75 0 0	375 0 0	
	Palamcottah ..						
	Kurnool						
	3 Calicut	50	5	75	62 10 8	188 0 0	
	Mangalore ..						
Deputy Jailors, Central Jails.	1 Penitentiary ..	..	..	..	..	80 0 0	
	4 (c)	..	..	..	75 0 0	300 0 0	
	1 Cannanore ..	..	..	..	..	60 0 0	
	1 Salem	..	..	..	..	50 0 0	
Deputy Jailors, District Jails.	9 No Deputy Jailors at Nellore, Kurnool, Mangalore, Paravatipur, Tanjore and Palamcottah.	..	..	..	30 0 0	270 0 0	
Head Clerks, Central Jails.	1 Penitentiary ..	50	2	60	57 8 0	57 8 0	
	6 (c) + Cannanore and Salem	35	2	45	42 8 0	434 0 0	
Clerks, District Jails ..	1 Bussellkonda ..	40	1	45	43 12 0	43 12 0	
	14 Berhampore, &c. ..	30	1	40	38 12 0	542 8 0	
Second Clerks, Central Jails.	1 Penitentiary ..	20	2	30	27 8 0	27 8 0	
	7 Penitentiary, &c.	20	1	25	23 12 0	166 4 0	4,193 8 0

Proposed Scale.

1	2	3			4	5	6
Designation.	Number.	Pay.			Average pay per mensem.	Total average cost per mensem.	
		Minimum.	Increment.	Maximum.			
		Rs.	Rs.	Rs.	Rs. A. P.	Rs. A. P.	
Jailors, Central Jails.	1	150	10	200	175 0 0	175 0 0	
	3	100	10	150	125 0 0	375 0 0	
Do. District Jails.	3	100	5	125	112 10 0	337 8 0	
	12	75	5	100	87 10 0	1,050 0 0	
Deputy Jailors, Central Jails.	7	50	5	75	62 10 0	437 10 0	
Assistant Jailors, Central Jails—							
1st Grade (Head Clerks).	1	50	5	75	62 10 0	62 10 0	
2nd Grade (Second Clerks).	2	30	5	50	40 0 0	80 0 0	
3rd Grade (Second Clerks).	2	20	5	30	25 0 0	50 0 0	
Assistant Jailors, District Jails—							
1st Grade (Clerks).	13	30	5	50	40 0 0	520 0 0	
2nd Grade (Second Clerks).	14	20	5	30	25 0 0	350 0 0	

Number of

Total average cost per mensem for [illegible]

Do. on present scale .. [illegible]

Difference .. [illegible]

Total average cost per mensem .. [illegible]

57

54. The next subject to be dealt with is the reorganization of the Warder establishment, which is one of the most important and most complicated matters referred to me. It will be within the recollection of Government that Colonel Porteous in para. 28 of his report for 1888 expressed the opinion that in very many, if not most, jails the Warders were in excess of actual requirements, and that considerable reduction of them was feasible, especially if the Guards were armed with breech-loaders instead of smooth-bore carbines. The G.O., dated 25th June 1889, No. 1087, called for a special report on the subject, and this was submitted in Colonel Porteous' letter, dated 29th January 1890, No. 35, in which it was proposed to reduce the Warder establishment from 993 to 879 with a net saving of Rs. 17,157 per annum. The Government in its Order, No. 464, dated 11th March 1890, called for further assurance that the strength of Convict Warder Guards, assumed by the Inspector-General, would be forthcoming. The present Inspector-General replied in a letter, No. 270, dated 18th November 1890, which was referred to me for consideration by endorsement, dated 8th December 1890. Colonel MacDonald Smith's letter submitted an almost entirely new scheme of revision, giving an establishment of 818 men and a net saving of only Rs. 2,748 per annum.

55. Examination of both these schemes reveals what appears a radical defect, viz., an entire absence of uniformity in the strength of Warder establishment allotted to the several jails. It is true that Colonel Porteous' scheme adopted (see his note on back of original proposition statement not printed in the Government Order) a ratio of one Warder to ten prisoners as the rule for Central Jails taken as a whole. But it is obvious that this ratio was merely the average of the ratios adopted for the seven Central Jails individually, and in fixing the strength for the individual jails, uniformity is conspicuously absent. The difficulty of guarding one Central Jail is much the same as that of guarding another, and I have been unable to find any reason why if one Warder among 11·1 prisoners is sufficient at Trichinopoly, Vellore should require one to every 8·6. District Jails require some allowance to be made for the small population they contain, but

even here the differences *inter se* should not be great. I am confident that down to a certain minimum a uniform scale can be worked in one jail as well as another, and this view is strongly supported by Drs. Walker and Lethbridge who propose to apply to all Madras Central and District Jails the uniform scales adopted in Bengal.

56. As regards the ratio of Warders to prisoners which is to be adopted, the facts stand thus. The Jail Code, Rule 1045, lays down that the proportion of Police to prisoners should be 1 in 7 for convicts worked extramurally, and 1 in 12 for convicts worked intramurally. When the Warder establishment was reorganized, Government fixed the ratio of Warders to prisoners at 1 in 7 *plus* 10 per cent. for casualties. This was, however, a merely experimental strength, and as Colonel Porteous observed in 1889 has proved to be excessive. His scheme of Warder establishment proposed to fix the ratio at 1 to 9·9 in Central Jails and 1 to 7·3 in District Jails, and Colonel MacDonald Smith's scheme is on the same lines in this respect. Drs. Walker and Lethbridge, however, considered that reduction might go much further. They held that the Vellore and Coimbatore establishments might be reduced "with perfect safety" (page xciii. of appendix) to 58 men; for a second-class Central Jail they proposed to allow 46 men (para. 57), for a first-class District Jail 28 and for a second-class District Jail 23 men. They added (para. 60) that this scale has been employed for ten years in Bengal with success. It will be seen that the ratio of Warders to convicts thus recommended is 1 to 17·2 in a first-class Central Jail holding 1,000 prisoners, 1 to 13 in a second-class Central Jail holding 600, and about 1 to 10 in a District Jail holding 300.

G.O., dated 23rd August 1887, No. 934 D.

57. All Jail Superintendents are agreed that Drs. Walker and Lethbridge's proposals for reduction go too far. Their *modus operandi* is clearly shown on pages xciv-xcv of the appendix to their report, and consists in allowing much too small a number of Warders for the various day duties. For instance, to allot only two Warders to guard the garden gangs of a large Central Jail like Vellore where the number of convicts working in the garden rises to 90 and seldom falls below 60 is plainly absurd. At the same time

the schemes of guarding which their report contains are of much value as showing the possibility of a uniform plan. In preparing a scheme for the future strength of the Warder establishment, I was anxious to make my proposals harmonize with the views of the most experienced Superintendents, and I have been much aided by a scheme drawn up in January last for the Trichinopoly Jail by the then Superintendent, Mr. Goodrich. This scheme has given me valuable help both in fixing the ratio of Guards to convicts, in determining the strength of Petty Officers and Head Warders necessary, and in the system of working the establishment. I may add that at Vellore Mr. Cavendish also volunteered a suggestion for the reduction of his Warder establishment considerably below the number proposed by Colonel Porteous, and that Mr. Gadsden worked out with me a scheme for Rajahmundry which closely coincides with what I have adopted, while the possibility of working the Mangalore Jail with 14 Warders was pointed out to me by the Jailor. These facts show that the highest and lowest points at least in the Warder establishment I propose are approved by practical authorities.

58. As regards the ratio of Warders to prisoners, I have adopted for all Central Jails that proposed by Mr. Goodrich for Trichinopoly, viz., 1 to 11. The effect of applying this ratio has been to raise the strength at the Penitentiary, a jail which was undoubtedly undermanned, while a large sum was spent on an unnecessarily strong force of expensive European Warders. The present Superintendent approves of a reduction in these being made, and of a larger force of natives being given him instead. In the case of Cannanore I found that, in consequence of a low average population, the Trichinopoly ratio would give too small a number of men (40), especially as owing to the present state of the water-supply the jail needs rather a strong establishment. I have, therefore, been obliged here to adopt an arbitrary rate, viz., 1 to 10. If the Calicut District Jail is abolished, and its prisoners sent to Cannanore, as proposed below (para. 72), this divergence from a uniform scale will no longer be necessary.

59. For District Jails I found that the Trichinopoly ratio would give too low a strength. It is not possible to guard

75 prisoners and under with a strength of 6·8 Warders, though 750 prisoners can be guarded with 68·1 Warders. I therefore first fixed a minimum, which I place at 16 men. Colonel Porteous only gave 15, but he reckoned on at least 4 Convict Warder Guards and as explained below, I do not think these can be provided in ordinary District Jails. For all District Jails whose population was sufficiently large to bring them above this minimum, I have allowed a ratio of 1 in 10, and by actually applying this scheme to the Bellary and Mangalore Jails (*vide* para. 70), I have shown that it is sufficient.

60. The proportion on which I have based my scale has, except in two cases, been the average daily population of the three years ending 1880. For District Jails there can be no doubt that this average is correct, and there would have been little difference if five years had been taken instead of three. Colonel Porteous adopted a ten years' average for this class of jail, but so long a period was certainly misleading, as the population of some District Jails has materially altered since 1880. For Russellkonda and Berhampore, however, I have found it convenient to adopt a ten-year average in order to avoid the disturbance caused by the famine of 1888-89.

61. For Central Jails, the three years' average varies considerably from the actual population of the 31st December 1890, and it is plain that Colonel Porteous' assumption that the Central Jail population was fairly fixed is not borne out by subsequent experience. For instance, Trichinopoly increased from a strength of 637 on the 31st December 1889 to one of 947 on the same date of 1890. On the other hand in a Central Jail, dealing with large bodies of prisoners, the addition of a hundred or two does not make much difference in the number of Warders required. I therefore think that the Inspector-General must retain the power to sanction additional Warders in the proportion of 1 to 11, if serious increase of jail population occurs, but that he should not exercise this power in a Central Jail unless the increase amounts to 200, or unless some special cause (*e.g.*, necessity for a Camp Jail) arises.

62. The question of the strength of Warder establishment necessary is so closely connected with that of the proposed retransfer of escort duty to the

Police that it will be convenient to notice the latter point now. I addressed Colonel Porteous on the subject, and his reply, No. 17—O, dated 19th May 1891, will be found printed as Appendix 3. It will be observed that he considers that the duty of escorting prisoners from jail to jail can be satisfactorily undertaken by the Police, and I have no hesitation in recommending that his opinion on this point be accepted, and that the duty of escort be retransferred to the Police. There can be little doubt that it is more expensive to keep up an extra strength of Warders solely for this purpose than to let the work be undertaken by the ordinary constabulary, and as no reduction in the strength of the force was made when it was relieved of the duty of escorting prisoners from jail to jail, no large increase will be necessary now on this account. There is also the strong reason for the change to which Colonel Porteous refers in para. 2 of his letter, and from a jail point of view there can be no doubt that the return to the system followed in other parts of India and recommended by Drs. Walker and Lethbridge (para. 61) will be an unqualified gain. I can find no argument to the contrary in the correspondence recorded in G.O., 8th December 1884, No. 3207, and the alteration in procedure then sanctioned seems to have largely proceeded on an unexamined assertion of the then Inspector-General of Police. As regards the condition to which Colonel Porteous attaches importance, viz., that the removal of convicts from jail to jail should be made on regular fixed dates, I think that it will be possible to arrange for this being usually done, though exceptional cases will be liable to arise when transfers at irregular intervals may be necessary. I do not, however, anticipate any difficulty in this matter. Owing to jails being thus altogether relieved of the duty of escort a larger reduction can be made in the Warder establishment than would otherwise have been possible. I may add that, had the Police been unable to take up the escort work, I had intended to propose that it should be carried out entirely by Central Jails, so that District Jails might in any case be relieved of this duty. Escort under the Prisoners' Testimony Act can be carried out by the jail establishment if the Court to which the prisoner has to be taken is in the same station as the jail; otherwise

it should also be undertaken by the Police, for the same reasons as apply to the decision respecting escort from jail to jail.

63. I now proceed to other points necessary to be noticed in the Proposition Statement herewith submitted. Colonel Porteous did not suggest any change in the present rates of pay of the Warder establishment, the lowest of which is Rs. 6½ per mensem. Drs. Walker and Lethbridge, however, point out (chapter VI, para. 52) that this rate is too low to attract efficient officers. Only recently the Rs. 6½ grade of Constable was abolished, and a Jail Warder's duties are more monotonous and responsible than those of a Constable. The Jail Commissioners recommend a minimum salary of Rs. 8 per mensem and Colonel MacDonald Smith in his revised scheme adopts this minimum. He has done so, however, by throwing Colonel Porteous' three lowest grades into one, with the result that the Warder establishment would be divided into two grades—one of 83, the other of 627. I think that it is desirable to have at least three grades of Warders, and if the lowest pay were fixed at Rs. 8, there should be two grades above on Rs. 9 and 10, respectively. But though if the cost of establishment permitted it, this scale of pay would no doubt improve the quality of the guard, I think that for the present it would be sufficient to raise the minimum pay to an equality with that of the Constable, viz., to Rs. 7 per mensem. Following Drs. Walker and Lethbridge's views, I consider that the standing guard, which is maintained at the gate as a reserve in case of outbreak, should be distinct from the general Warder establishment. From this reserve guard, all that is needed is precision in drill and ability to fire a musket. Intelligence is less necessary, and I think this body should be largely, if not wholly, composed of pensioned sepoys, for whom Rs. 7 per mensem and pension is ample. In this way the number of Warders on Rs. 7, from whom the more difficult duties of direct supervision of prisoners are required, would be small and promotion to Rs. 8 would soon occur. I have, accordingly, fixed the rates of pay at Rs. 9, 8 and 7.

64. It will further be seen that I have somewhat reduced the proportion of Head Warders. In this I have followed the principle of Mr. Goodrich's proposals, it

NOTE.—With reference to the rate of pay, I adhere to the opinion that Rs. 8 is the minimum pay for which we can get an efficient man. I would abolish the 3rd-grade Head Warder on Rs. 10 and have 1st, 2nd and 3rd grade Warders on Rs. 10, 9 and 8 in the proportion of 1, 2 and 4. This will diminish the saving proposed by only Rs. 7,200 per annum.—J.M.S.

being pointed out by him that for most purposes a Warder is quite as efficient as a Head Warder. I have also reduced the number of petty officers, it being generally agreed that they are at present more numerous than is necessary.

65. Lastly comes the question of the Convict Warder Guard. In G.O., 11th March 1890, No. 464, Government desired an assurance that the force of the Convict Guard of 238 proposed by Colonel Porteous would be forthcoming. So far as Central Jails are concerned, Colonel MacDonald Smith's letter of the 18th November 1890, No. 370, gives the required assurance, with detailed figures in support of it, and I think that there can be no doubt at all that the necessary 150 or less Convict Warder Guards will be available in the Central Jails. But in District Jails there are no convicts under the remission system, the inducements to good conduct are infinitely less urgent, and I agree with Colonel MacDonald Smith that it is unsafe to entrust a prisoner after only six months in jail with the responsibilities imposed on a Convict Warder Guard. Except in Bellary, Tanjore and Palamcottah, I would not, therefore, attempt to organize a force of Convict Warder Guards in this class of jail, and, as above stated, I have framed the proposals for Warder establishment on the assumption that there will be none. I agree with the present Inspector-General that it is not generally desirable to transfer Convict Warder Guards to District Jails from Central Prisons.

66. As regards the draft rules for the regulation of the Convict Warder Guard system, which form an annexure to Colonel Porteous' letter of the 29th January 1890, No. 35, I think they are well adapted to the purpose in view, subject to the following three exceptions:—

(*a*) The Convict Warder Guard should, in my opinion, be exclusively employed *inside* the jail. One of the many advantages which it possesses if thus used is that it cannot traffic in forbidden articles as paid Warders will do, in spite of any amount of search. The plan of placing a Convict Warder Guard outside the Superintendent's gate, as I saw at Vellore, is, I think, altogether wrong, and I would modify rule 5 by directing that the Convict Warder Guards shall be employed only within the main gate. On this point I invite attention

to Drs. Walker and Lethbridge's remarks in para. 99 of chapter VI.

(*b*) I think that the privilege of purchasing *chevauts*, which by rule 7 is proposed to be conferred on the Convict Warder Guard, is undesirable. Every Superintendent whom I have consulted on the point has expressed his objections to having tobacco brought into the jail, on the ground that the introduction of cigars for one class of prisoners makes it doubly hard to prevent its introduction for others.* I would propose therefore to prohibit the purchase of tobacco as well as of liquor by Convict Warder Guards.

(*c*) In clause IV of rule 2, I would confine the disqualification for the post of Convict Warder Guard to such reconvicted men as come within the definition of Habitual. Colonel MacDonald Smith in his letter of 7th May 1890, No. 158, says that, from his experience as a Magistrate, he thinks few men are sentenced to one year's imprisonment who have not undergone more than one previous conviction. At any rate there seems hardly sufficient ground for debarring men who have only one previous conviction and who are not Habituals according to the definition from promotion to the grade of Convict Warder Guard.

Subject to these modifications, and with the omission of the references to District Jails, I would recommend that these rules be approved.

67. I now give the Proposition Statement showing the strength and proportion of Free and Convict Warder Guards necessary.

* See para. 26 of W. and L.'s note on Salem, page xxix of appendix.

1	2	3	4						
			Sanctioned strength of Warder Guard						
			Petty Officers.			Head Warders.			
Serial No.	Jails.	Average population for 3 years ending 31st December 1890.	Chief Warder @ Rs. 40.	Deputy Chief Warder @ 25.	Assistant Chief Warder @ 20.	First grade @ 15.	Second grade @ 12.	Third grade @ 10.	First class @ 9.
	Central.								
1	Rajahmundry	526	1	2	2	3	3	7	10
2	Vellore	823	1	2	2	4	5	10	10
3	Trichinopoly	768	1	2	2	4	4	8	12
4	Coimbatore	774	1	2	2	2	2	6	8
5	Cannanore	438	(*a*) 1	1	1	2	2	4	6
6	Salem	502	(*a*) 1	1	1	2	2	4	5
7	Penitentiary	659	(*b*) 5	..	..	1	2	3	2
	Total ..	4,490	11	10	10	18	20	42	53
	District.								
8	Russellkonda	122	..	..	..	1	1	..	2
9	Berhampore	167	..	..	..	1	1	..	2
10	Vizagapatam	162	..	..	..	1	1	..	2
11	Parvatipur	188	..	..	..	1	1	..	2
12	Guntur	148	..	..	..	1	..	1	2
13	Nellore	78	..	..	..	1	..	1	1
14	Kurnool	69	..	..	..	1	2	3	1
15	Bellary	280	..	..	..	1	1	..	1
16	Cuddapah	133	..	..	..	1	1	1	3
17	Cuddalore	196	..	..	..	1	1	1	3
18	Tanjore	244	(*c*) 2	..	..	1	1	2	4
19	Madura	236	..	..	..	1	1	2	4
20	Palamcottah	239	(*c*) 2	..	..	1	1	1	3
21	Calicut	222	..	..	..	1	..	1	2
22	Mangalore	70	..	..	..				
	Total ..	2,554	4	..	..	15	13	13	33
	Total, Central and District Jails ..	7,044	15	10	10	33	33	55	91

(*a*) Chief Warder (
(*b*) Includes 1 Chie
3 Eurc
1 d

1	2	3	4	5	6	7	8	9	10	11
Warders				Proposed Strength.				Convict Warder Guard		
Second class @ 9	Third class @ 7	Fourth class @ 5	Total	Total cost per annum at proposed strength	Proportion of establishment of Warders to average Population, column 5	Total cost per annum at present strength	Projection of proposed strength to average population, column 5	First grade @ Rs. 1	Second grade @ As. 12	Third grade @ As. 8	Total	Total cost per annum of Convict Warder Guard
				Rs. A. P.		Rs. A. P.						Rs. A. P.
10	21	43	93	8,578 9 0	1 to 8	4,479 6 0	1 to 11	6	6	6	18	13 8 0
10	21	45	110	9,552 9 0	1 to 8	6,014 0 0	1 to 11	10	10	10	30	22 8 0
12	24	67	125	8,973 8 0	1 to 7	6,625 0 0	1 to 11	7	7	7	21	15 12 0
9	17	(c) 45	93	1,668 0 0	1 to 3	6,623 0 0	1 to 13	8	8	10	28	20 12 0
8	13	24	60	5,115 0 0	1 to 8	4,424 0 0	1 to 10	5	5	5	15	11 4 0
6	12	26	60	5,253 0 0	1 to 8	4,424 0 0	1 to 11	6	6	6	18	13 8 0
6	12	21	81	6,675 8 0	1 to 11	6,628 0 0	1 to 11	6	6	6	17	12 8 0
69	120	249	582	54,849 8 0	1 to 8	39,847 6 0	1 to 11	48	49	50	147	169 12 6
2	5	8	19	1,125 8 0	1 to 7	133 0 0	1 to 8	..	..	..	..	..
3	6	9	29	1,754 8 0	1 to 7	140 0 0	1 to 10	..	..	..	..	..
3	6	13	35	1,930 8 0	1 to 7	140 0 0	1 to 10	..	..	..	..	..
4	4	9	26	1,545 8 0	1 to 10	182 0 0	1 to 10	..	..	..	..	..
4	4	8	18	1,125 8 0	1 to 8	143 0 0	1 to 10	..	..	..	..	..
4	4	7	23	1,305 8 0	1 to 8	130 0 0	1 to 5	..	..	..	..	..
2	4	8	17	1,125 8 0	1 to 8	133 0 0	1 to 5	..	..	..	..	..
4	7	13	26	1,575 8 0	1 to 8	241 0 0	1 to 10	3	3	4	10	7 4 0
4	8	14	34	2,043 8 0	1 to 7	140 0 0	1 to 8	..	..	..	..	..
4	5	10	23	1,395 8 0	1 to 7	162 0 0	1 to 10	..	..	..	..	..
5	8	15	33	2,043 8 0	1 to 7	211 0 0	1 to 10	2	2	2	6	4 8 0
4	8	15	33	2,043 8 0	1 to 7	203 0 0	1 to 10	..	..	..	..	..
3	4	9	19	1,215 8 0	1 to 7	203 0 0	1 to 10	2	3	3	8	5 12 0
3	4	6	13	845 8 0	1 to 4	196 0 0	1 to 10	..	..	..	..	..
3	4	6	13	845 8 0	1 to 4	133 0 0	1 to 5	..	..	..	..	..
46	91	174	396	25,725 0 0	1 to 7	2,464 0 0	1 to 9	7	8	9	24	17 8 0
105	311	423	985	68,674 8 0	1 to 8	6,311 0 0	1 to 10	65	67	69	171	127 4 0

35.
rder on Rs. 60 per mensem.
Warders on Rs. 50 each per mensem.
Warder on Rs. 40.

(c) 1 Chief Warder Rs. 18.
1 European Warder Rs. 18.
(d) 12 Indian 12 European Warders at Rs. 50 each.

(e) 1 Chief Warder on Rs. 18.
(f) 1 do. do. on Rs. 18.
2 European Warders on Rs. 40 each.
1 do. Warder on Rs. 30.

(g) The duties of Petty officers of the Guard are performed in rotation daily by the Deputy Jailor.

Total saving per annum Rs. 26,835.

which the sentry patrols the yard, just outside the window of the barrack, the gates leading to the inner and outer circle being all kept open. This is specially insisted on by Drs. Walker and Lethbridge (para. 91 of Chapter VI), and is beyond question the safest and best system of guarding. At present there is no uniformity whatever in the methods of guarding in force in the jails of this Presidency, and though I cannot burden this report by detailed plans for each jail, I think that uniformity should be insisted on. Through the kindness of the Inspector-General I have seen a report of a recent escape at Vellore in which 7 Burmans got out of jail at night. They cut through the wood-work in which the bars of the window were fixed, and were thus able to twist one of the bars on one side and get out. Once out of the barracks they easily managed to scale the jail wall. If the Warder had been patrolling the yard in which the barrack was situated, this escape could hardly have occurred, for he would have seen the men at work at the window. Under the present system he is placed on the road which runs as an outer circle round the area containing the barracks and knows nothing of what is going on inside, the barracks being wholly unguarded. It is also essential that the wards shall be properly lighted. This, too, is insisted on by Drs. Walker and Lethbridge (*vide* para. 40, note on Vellore, top of page xcvi of appendix to their report). Rules on these subjects should be inserted in the revised Jail Code.

69. The following exhibits the scheme as applied to the Trichinopoly Central and District Jail :—

Day.	Night.
Reserve Guard—1 Head and 15 Warders.	*Standing Guard*—2 Heads and 15 Warders.
Hours—6 A.M.—6 P.M.	
Furnish 4 sentries, viz. :—	Furnished—Half from reserve guard, half from B portion of ordinary Warder guard.
1 at main gate.	
1 at tower.	This guard furnishes—
1 at entrance gate to compound.	1 Sentry, main gate.
1 at turnstile.	1 „ inner circle.
Ordinary Warder Guard—7 Heads and 36 Warders.	1 „ close prison.
A. Permanent—*i.e.*, 6 A.M.—6 P.M.	1 „ District Jail.
3 Heads and 10 Warders—	
8 Workshops and 1 Head Warder for general supervision.	
1 Large weaving shed (Head Warder.)	
1 Close prison (Head Warder.)	
1 Solitary cells.	
1 Gate-keeper.	

Day.

B. Relievable—

2 Heads and 11 Warders—6 A.M. to noon.
2 Heads and 11 Warders—noon to 6 P.M.

Viz.:—

1 Hospital.
1 Cook-house.
2 Conservancy gang.
1 Water gang.
2 Superintendent's gang.
6 Garden (1 Head and 5 Warders.)
2 District Jail (1 Head and 1 Warder.)

From this it will be seen that half the Reserve guard is in bed every night, and that of the ordinary Warder guard those—only about one-quarter—who do night duty have only had 6 hours' day duty. The following posts would be taken by the Convict Warder guard—

Day.

12 Hours.

2 Inner circle.
1 Quarantine.
1 European quarters.
1 Ration godown.
1 Water.
1 Close prison.
1 Large weaving shed.
1 District Jail gate.

9

Night.

4 Sentries between 10 P.M. and 4 A.M. (three men being needed for each post).

12

This distribution of labour requires 8 Heads and 51 Warders and 21 Convict Warder guards. I have made an addition of 10 per cent. or 1 head and 5 warders for escort under the Prisoners' Testimony Act, leave and other casualties, and of 2 orderlies who can be made available to meet emergencies. But it will be evident that there are plenty of places where at a pinch extra men can be made available. The transfer of the hospital, cook-house or any post in Division B to Division A would at once place an additional man at the disposal of the Superintendent, and I have no doubt that the strength of establishment thus provided, being on the scale drawn up by an experienced Superintendent, is ample for all present purposes.

70. I further append more concisely drawn up examples of the working of the revised scheme of establishment in a large and in a small District Jail, taking Bellary and Mangalore as examples:—

Bellary—Strength—4 Heads, 26 Warders, 10 Convict Warder guards.

Day.	Night.
Reserve Guard—1 Head, 8 Warders. Furnish—1 Sentry at main gate.	*Standing Guard*—1 Head and 9 Warders. Supplied 4 from reserve. 5 from B Division.

Day.	Night.
Ordinary Guard— A. Permanent (7)—1 Head and 6 Warders— 1 Orderly. 1 Gate-keeper. 1 Weaving shed. 1 Spinning shed. 1 Wool-beating shed. 1 Cook-house and starching gang. 1 Cell.	Furnish— 1 Sentry, main gate. 1 „ central yard. 1 „ "Five-cell yard."
B. Relievable— 1 Head and 5 Warders—6—noon. 1 „ and 5 „ —noon—6. Viz.— 1 Garden gang. 2 Toty gang. 1 Water gang. 1 Out-door gang.	
Total—4 Heads and 24 Warders.	
Percentage for Casualties, Leave and Prisoners' Testimony Act.	2 Warders.

C.W.G.—Number 10—

Day—Clothing Store, under-trials, hospital and general latrine.
Night—Hospital enclosure and cells (2 posts—6 men.)

Mangalore—Strength—2 Heads, 14 Warders.

Day.	Night.
Reserve Guard—1 Head and 6 Warders. Furnish 1 Sentry at main gate. 1 „ at cook-room yard.	1 Head and 6 Warders— Furnish— 1 Sentry, main gate. 1 „ inside.
Ordinary guard— A. Permanent .. (1 Main gate. (1 Work-shed. B. Relievable—1 Head and 6 Warders— 1 Orderly. 1 Charge of wards. 1 Garden.	

In case of leave, a convict warder should be put in charge of the wards by day.

71. Although this portion of my report has already run to undue length, there are still many points left untouched on. Government is, I believe, already dealing with the question of providing breech-loaders for a part at least of the Warder guard. I cannot find any ground for the grant of batta to Warders and Head Warders proposed in para. 114, Chapter VI of Drs. Walker and Lethbridge's report. Transfers of Warders are no doubt desirable, and will become more possible in time when the men have longer service and are recruited from a better class. Night patrol by the Jailor and his Deputy and occasional night visits to the jail by the Superintendent are now in force, and Warders' quarters are being gradually provided. The provision of high aloe fences everywhere round jail gardens would greatly add to the ease of

guarding the garden gangs, and the introduction of tell-tale clocks, like the one in use at Vellore, would provide a most valuable check on the Rounds officer whose duty it is to visit each sentry at night. I would conclude this subject by saying that while the reduction of the Warder guard will considerably reduce the cost per head of convicts in this Presidency, I believe it will, if combined with the introduction of a uniform system of guarding on a sound method, add to and not diminish the security of the jails. Uniformity and fixed rules are greatly needed, and the very size of the existing establishment has made the need for precision less apparent.

72. One or two isolated questions remain to be dealt with in Chapter VI. The first of these is the proposal to close the Cannanore Central Jail and to send the long-term prisoners received there either to Calicut or to Vellore, to which Government has added the alternative suggestion that the Calicut District Jail shall be closed and prisoners sent thence to Cannanore. On general grounds, I am much in favour of the alternative, and there are various strong reasons for adopting it. The first of these is that at Calicut the buildings are cramped and crowded in an extreme degree, and owing to their position cannot be added to, though work-sheds are already badly needed, whereas at Cannanore there is ample space to build additional work-sheds and sleeping barracks if necessary. Secondly—The average population of the Calicut Jail during the three years ending 1890 has been 221·8 and on the 31st December 1890 was 247, the total accommodation for all classes of prisoners being 236 (excluding hospital). The jail is thus already overcrowded, and could not possibly accommodate the Malabar short-term prisoners confined at Cannanore. Thirdly—Still more impossible would it be for the Calicut District Jail to receive the local long-term prisoners, the number of which admitted into Cannanore during each of the last 5 years is shown in the margin. These would have to be transferred to Vellore, and the cost of each transfer would be Rs. 23-10-0. No cause of the rise in the number of local long term prisoners received at Cannanore in 1889 and 1890 is apparent. Fourthly—While the Cannanore buildings could be put to no use, and would have to stand empty and so

Local prisoners over one year admitted into Cannanore—	
1886	..
1887	76
1888	80
1889	88
1890	127
	214

fall into disrepair, the buildings now occupied by the Calicut Jail could immediately be utilised as a Lunatic Asylum or possibly as a depôt for leper criminals. Government has lately considered the question of concentrating criminal lunatics at Madras, but this will cause a large outlay on buildings, and the premises of the present Calicut Jail would apparently afford very suitable accommodation for a large body of lunatics, the sub-jail, at present miserably placed, being assigned one block.

73. These reasons, joined to the superior efficiency of Central as compared with District Jail management, lead me to recommend that the Calicut Jail be closed and its prisoners transferred to Cannanore. It seems to be clearly necessary to keep one jail on the West Coast, and that being so, it is best to retain the best-built jail and the most efficient management. Owing to climatic conditions and difficulty of communication, the abolition of the Mangalore District Jail also is not possible, but there is nothing to prevent this being done in the case of Calicut as there is an excellent road between that place and Cannanore, as well as communication part of the way by backwater. The effect on the population of the Cannanore Jail would, in each of the past 5 years, have been as follows:—

	Daily average population, all classes.		Total for amalgamated jail.	Existing accommodation at Cannanore.
	Calicut.	Cannanore.		
1886	203·17	407·13	610·30	925
1887	193·63	363·24	556·87	925
1888	171·67	387·67	559·34	925
1889	209·75	404·25	614·00	925
1890	284·01	522·20	806·21	925

It will thus be seen that the accommodation at Cannanore, though sufficient, is not more than will be necessary.

74. A second question of a similar character is the suggestion of Drs. Walker and Lethbridge that the Salem Jail should be reduced to the status of a District Jail and placed under the Civil Surgeon. This matter is a very difficult one on which to come to a conclusion. Jail populations in this Presidency reached their lowest ebb about the time of the Jail Commissioners' visit (December 1888), and the

last two years have shown a material increase which would probably be much augmented should any scarcity of food supplies occur. In order that the amount of accommodation may not be overstrained, I take into account only that provided for *male convicts*, separate buildings being always necessary for other classes, and the following compares the population of this class with the space at present available:—

| | | |

(2) to close Salem altogether, sending the major portion of its prisoners to Coimbatore, and to build at Bellary, so as to supply the Ceded Districts with a Central Jail;

(3) to abandon the plan of building additional accommodation at Bellary and to transfer all prisoners sentenced to over one month from Kurnool, Nellore and possibly Cuddapah to Salem, retaining it as a Central Jail and keeping Bellary in its present position of a District Jail.

79. On the whole I think the last of these recommendations is the best. If a fresh beginning were being made, it would of course be best to have a Central Jail for the Ceded Districts instead of two in the central portion of the Presidency. But, in present circumstances, the retention of Salem seems preferable on the following grounds:—

(*a*) The Bellary jail is built on no plan and it will be impossible, whatever additions and alterations are carried out, to make it other than an ill-arranged jumble of buildings.

(*b*) The cost of the additions necessary there in order to accommodate the Kurnool prisoners only is on a rough estimate Rs. 15,000. If Nellore and Cuddapah were added with aggregate average populations of 2,087, the cost of the additions may be put at at least another Rs. 36,000, or a total of Rs. 51,000, and would almost certainly be much larger.

(*c*) The annual excess cost of transferring prisoners to Salem instead of to Bellary would not exceed the annual charge on account of proposed expenditure on buildings at Bellary.

80. The figures in support of the statement in the last clause are as follows. The number of prisoners who would have to be moved annually from Nellore, Kurnool, and Cuddapah, on the average of the five years ending 1890, would be 193, 207, and 324, respectively. These numbers exclude prisoners sentenced to one month and under, who would remain in the Subsidiary Jails, and also prisoners sentenced to terms over one year or to transportation, as they have already to be

One ward to hold 26 = Rs. 4,130.

transferred to a Central Jail and no change will be effected in their case. It appears that the cost of moving 10 prisoners from Nellore, Kurnool, and Cuddapah to Salem, allowing the prescribed number of escorts, and including the batta payable to the prisoners on release would be, respectively, Rs. 72-3-0, Rs. 112-11-0, and Rs. 66-9-0, while the corresponding cost of moving the same number of prisoners from Nellore, Kurnool, and Cuddapah to Bellary would amount to Rs. 81-9-0, Rs. 32-1-0 and Rs. 38-7-0. It will thus be seen that it would be cheaper to send all Nellore prisoners to Salem than to send them to Bellary, while the excess charges on account of each batch of 10 prisoners from Kurnool and Cuddapah would be Rs. 80-10-0 and Rs. 28-2-0, respectively, equal to an excess charge of Rs. 1,669 and Rs. 911 per annum on an annual average number of 207 and 324, respectively. The annual cost of the proposed outlay of Rs. 51,000 on buildings at Bellary would be Rs. 2,550 at 5 per cent., and there is a saving of Rs. 181 on sending prisoners from Nellore to Salem instead of to Bellary. Apparently, therefore, it will be cheaper by Rs. 151 per annum * to retain the Salem Jail instead of building at Bellary. In this calculation I have excluded from consideration the possibility of prisoners from some of the Northern taluks of Kurnool being sent to Guntur, where accommodation is available, though it may be feasible to do this, and it will be understood that the estimate of cost of transfer is based on the journey to Salem instead of to Vellore, though the latter is nearer, because Vellore has recently been full while at Salem there is accommodation to spare. By sending long-term prisoners to Salem, and keeping the majority of short-term prisoners from Nellore and Kurnool at Vellore, however, a further reduction in the cost will be possible. On the other hand the additional buildings which would be needed at Bellary would probably cost more like a lakh than Rs. 51,000 before they were finished, and even then the jail would not be a good one. There is next to no garden, and the water-supply is obtained from a distance and with much labour. I therefore recommend that Salem be retained as a Central Jail, that prisoners from Nellore and Kurnool (and possibly later from Cuddapah) be distributed between it and Vellore in the manner hereafter found most economical, and that Bellary be left as it is.

	Rs.
* Charge on account of additional buildings at Bellary.	2,550
Excess cost of sending Kurnool and Cuddapah prisoners to Salem instead of to Bellary—Rs. 1,669 + Rs. 911 =	2,580
Difference . .	30
Deduct saving on sending Nellore prisoners to Salem instead of to Bellary.	181
Net saving per annum . .	151

81. The only remaining question is that of the charge allowances attached to District Jails. These are at present regulated by Home Department Resolution No. 7-582-594, dated 28th August 1889, recorded in G.O., No. 1619, dated 19th September 1889. The following statement compares the charges admissible under present conditions and those which would be drawn by Medical Officers, if the suggestion contained in para. 7 of Chapter VI of Drs. Walker and Lethbridge's report were adopted, the average population taken for the purposes of this calculation being that of the year 1890 :—

Under Home Department Resolution, 28th August 1889, No. 7-582-594—

	Rs.
100 1st-class District Jails daily average 500 or more	Nil.
100 2nd do. do. do. 300 and under 500	Nil.
75 3rd do. do. do. 150 do. 300	6
50 4th do. do. do. over 50 do. 150	5
Cost Rs. 8,400 per annum.	

According to Drs. Walker and Lethbridge's proposals—

	Rs.
100 1st-class District Jails average not less than 300	Nil.
75 2nd do. do. over 100 and under 300	8
50 3rd do. do. 100 and under	3
Cost Rs. 9,000 per annum.	

So that, on the daily average of the year 1890, the adoption of Drs. Walker and Lethbridge's proposals would result in an increased outlay of Rs. 600 a year and it is a good illustration of how little the jail population in District Jails has really varied of late years that, whether an average population of the three years or of the five years ending 1890 is taken, the increased charge which would have resulted from the adoption of Drs. Walker and Lethbridge's proposals remains the same. Para. 7, Chapter VI, of Drs. Walker and Lethbridge's report does not appear to contain any reasons for the change proposed except the statement that the suggested scale would be more uniform, but they do not explain what is exactly meant by this expression here, and as a uniform scale is already in force, there does not seem to be any ground for incurring increased outlay.

Chapter VII. 82. The questions raised in this chapter regarding the medical administration of jails are of considerable importance, and it is necessary to refer briefly to the history of the matter in this Presidency.

83. The rules in the Jail Code are fairly clear, though, as usual, scattered

through several sections. Rules 76—118 contain the duties of the Medical Officer; Rule 460 defines the convalescent gang; Rules 1219—1246 treat of sickness and hospital procedure; while additional regulations connected with medical subordinates and their duties are to be found in Rules 197—205 and with medical records in Rules 1342—1349. These provisions much need consolidation, which will be carried out in the revision of the Code.

84. The general effect of the Jail Code rules is as follows. Every prisoner complaining of illness shall be examined by the Medical Officer, and, if necessary, admitted to hospital; and every prisoner more than 24 hours under medical observation shall be entered in the admission register of the hospital. So far as regards the *sick*. Rule 460 provides for the formation in every jail of a *convalescent* gang comprising (1) prisoners who from age or bodily infirmity are physically unable to perform hard labour; these will be permanent members of the gang; (2) those who are suffering from temporary debility, not amounting to disease which requires admission to hospital; (3) those who have been discharged from hospital as convalescent and are unable for some days to perform hard labour. This is the only authorized gang of prisoners coming within the cognizance of the Medical Officer and not in hospital. Power to recommend extra diet to any prisoner is also possessed by the Medical Officer under Rules 92 and 95—97.

85. In the year 1889 an important modification was made by Government in Rule 460. It was found that at the Trichinopoly Central Jail prisoners complaining of illness had been placed on the convalescent gang instead of being admitted to hospital, and in consequence had been denied due care and attention until it was too late to save their lives. In the marginally-noted G.Os. it was therefore ordered that class (2) in the above-quoted definition of a convalescent gang should be abolished, and that such prisoners should in future be entered in the Admission Register of the hospital after 24 hours' observation. The object of this alteration was, I believe, to make sure that every prisoner suffering from any form of sickness should be brought on the Hospital Admission Register and

G.O., 17th July 1889, No. 1218.
" 28th Aug. " " 1485.

not kept outside, and that the convalescent gang should be confined to (1) men permanently unfit for labour owing to old age or physical infirmity, (2) men who have been in hospital and are discharged as convalescent.

86. I found, however, that this object is not achieved owing to the existence in most if not all jails of an altogether different category of prisoners known as "out-patients." I first heard of the existence of this class of prisoners at the Coimbatore Central Jail, where I found that an "Out-patients' Register" was maintained. This register was not, however, produced before the Inspector-General as required by Rule 116 of the Code, and he was consequently not aware of its existence. On examination it appeared that in 1880 there were 101 prisoners treated as out-patients, and in 1890 as many as 386. Among the chief diseases from which they were represented as suffering were debility, dyspepsia, colic, rheumatism, herpes, gout, ringworm, dysentery, diarrhœa, lobar cula, ague, bronchitis, piles, gleet, primary syphilis, leprosy, guineaworm, opacity of cornea, &c. This list shows that the diseases treated outside the hospital in this jail were not all trivial ailments. I had not an opportunity of referring to the Medical Officer on the matter, as I had to leave Coimbatore early the next morning, but on asking the medical subordinate how this system could be reconciled with Jail Code Rule 86, he told me that the term "under medical observation" was a technical one, and that the prisoners included in the Out-patients' Register were not "under observation" but were out-patients.

87. On visiting other jails subsequent to this, I found that the treatment of out-patients not on the Hospital Admission Register prevailed in each. At some jails, such as Bellary and Rajahmundry, the system seemed to be carefully worked, only prisoners suffering from petty ailments such as boils, slight fever or cough, being treated as out-patients. In other jails I found less care exercised, and in more than one case it appeared that prisoners who eventually died had been at first treated as out-patients.

88. The objections to the system of treating prisoners as out-patients seem to be those :—

(1) there is no prescribed record, and hence it is very difficult to trace the history of the cases treated. The maintenance of an Out-patients' Register at Coimbatore was exceptional. In other jails there was only an "Out-patients' Prescription Book" and it was not at all easy to find out what cases which were afterwards admitted to hospital had first been treated outside ;

(2) there is risk of out-patients being treated only by the medical subordinate. At Mangaloro I found that the Hospital Assistant had treated a convict for two days as an out-patient and as though suffering from conjunctivitis unknown to the Medical Officer. When the man got worse, he was shown to the Medical Officer who found him to be suffering from keratitis, and the Hospital Assistant's treatment to have been very injudicious ;

(3) there is danger of prisoners being kept out of hospital too long ;

(4) it results in the actual amount of sickness in jails being understated.

89. At the same time I would beg to draw attention to the practical difficulty in which Medical Officers stand under the existing provisions of the Code. A prisoner is found suffering from some trifling complaint—a boil, a little colic, a cold in the head, or the like. It would be absurd to admit such a man to hospital and keep him there when he is perfectly fit for labour though requiring some degree of treatment, and as the Admission Register (see Form No. 1, Medical, on page cxlix of Appendix II to the Jail Code) presupposes that every man on the register is in hospital, the man cannot be brought on the Admission Register without being kept in hospital. Neither can he be put on the convalescent gang. The only course open, therefore, is to treat him as an out-patient, this being, though unrecognised, at any rate not prohibited by the Code. Moreover, the heading of Medical Form No. 5 (page cl of Appendix II) seems to show

that the existence of out-patients was at least contemplated. It therefore does not seem to me that, so far as petty cases are concerned, Medical Officers of jails could have adopted a different course, and the only cause for surprise is that the difficulty has not been noticed and provided for in the rules of the Code.

90. It seems to me essential that there shall be a complete record of the treatment of every prisoner, and for this purpose a single register should suffice. I would propose, therefore, that every case of sickness among prisoners, however trifling, be brought on the so-called Hospital Admission Register, Form No. 1, Medical, though, of course, this would not imply detention in hospital unless considered necessary by the Medical Officer. I am aware that this will considerably increase the "daily average sick" as shown in column 7, Statement XV of the Annual Report, but this seems to me of little importance, as the change will affect all jails alike. Another difficulty is, that it will necessitate modification of Form No. 1, in order to show both date of first treatment and date of retention in hospital as an in-patient. This, however, can easily be arranged, if Government approve of the recommendation.

91. The only other alternative is to give formal recognition to the out-patient system and prescribe a form of Out-patient Register. The objections to this course are that it will increase the number of registers, render it more difficult to trace the history of a case, and conceal the real amount of sickness in a jail by keeping out-patients out of Annual Return No. XV. On this subject I request reference to para. 6 of this chapter of Drs. Walker and Lethbridge's report.

92. It will be seen that the orders of Government on this subject are necessary before the revision of the Jail Code directed in para. 10 of G.O., dated 18th November 1890, No. 1804, can be carried out. The institution of the special gang proposed in para. 4 of this chapter of Drs. Walker and Lethbridge's report will necessitate the opening of a fresh register and the cancellation of the addition made in G.O., dated 28th August 1889, No. 1485, to Jail Code Rule 86.

93. I would add here that an examination of the several hospital registers has

Note by Inspector-General.—I object to the out-patient system.—J.M.S.

shown that the number of admissions to hospital is little or no guide to the health of the jail, but depends on the practice of the Medical Officer. On the whole, a high rate of admission, combined with low mortality, is, I think, ordinarily a sign of careful treatment, and I should be inclined to view the reverse of this combination, high mortality and low admission rate, with much suspicion. The admission rate in the Native Army averages about 800 per mille, and in jails it should, for obvious reasons, be much higher.

94. There are one or two special matters which need mention, viz.:—

(1) I found that the modification in Jail Code Rule 460, sanctioned in G.O., dated 28th August 1889, No. 1485, was in many cases unknown to Medical Officers and therefore not acted on. The common custom seems to be to send a copy of a G.O. from the Jail office to the hospital for perusal and return. In order that the hospital may have the G.O. at hand for reference, the Hospital Assistant thus has to make a copy of it, which is clearly a waste of his time, and a MS. copy is never so legible or so readily referred to as one in print. I therefore recommend that the Inspector-General be supplied with a sufficient number of copies of Proceedings affecting the medical administration to enable him to send two copies to each jail. The cost to Government of striking off some 20 additional copies when printing would be trifling, and it is essential that the hospital shall have a copy separate from that kept in the Jail office.

(2) I also learnt that it is the custom for the Surgeon-General's office to send out a single copy of a Circular or G.O. affecting Medical Officers. This is sent to each jail in turn, a copy being made by the Hospital Assistant, and it is then sent on to the next jail. In the case of a long G.O., such as No. 1218 J., dated 17th July 1889, the copying must involve the expenditure of a good deal of the Hospital Assistant's time. I venture to suggest that orders should be cyclostyled in the Surgeon-General's office or a larger number of printed copies sent to the Surgeon-General, and a separate copy sent to each District and Central Jail. The only extra cost is that of the paper, and this may well be incurred to save the labour and delay involved in the present system.

(3) Rules 90 and 1311 of the Jail Code provide that the state of *every* sick prisoner shall be entered daily in the Case-book, and seem to mean that the entries shall be made by the Medical Officer himself. In practice it is not possible for the Medical Officer to make these entries *daily* himself, and the work is largely left to the medical subordinate. But it is of importance that the entries shall be made *daily* by some one so as to preserve a contemporaneous record of what has occurred. At present, owing to the rule requiring too much, this is not secured, the Case-book being sometimes written up for several days together. I recommend, therefore, (1) that the Medical Officer be relieved of all obligation to write up the Case-book in his own hand; (2) that he be required to *initial* every entry *daily* in token of his approval of its correctness.

On this subject the Surgeon General thinks (*vide* his letter, No. 366, dated 16th April 1891) that the entries should continue to be made by the Medical Officer himself, and should be made every day as long as the patient remains in a dangerous state or is seriously unwell, and every second or third day when he is recovering; but he would have no cases entered in the Case-book unless they were "of a serious nature which might prove fatal and which would necessitate a prolonged stay in hospital." My objection to this proposal is that the rules suggested are too indefinite. It is impossible to say with certainty what is a "case of a serious nature which might prove fatal;" cases throw out new developments, and the essential thing is to ensure care being taken of every case from the beginning. Nor can any criterion be laid down as to when a patient begins or ceases to be "seriously unwell." If the rules are left in this elastic state, it is out of the power of any Inspecting Officer to see whether they are obeyed, or not.

(4) It has been suggested that it is desirable to recognize a fifth description of hospital diet, viz., one resembling the ordinary dietary of the jail, but for the dry grain therein prescribed substituting equal quantities of rice. In practice it is often desirable to give this modified dietary in cases where the ordinary jail diet would be unsuitable and where the spoon and milk diets laid down in rule 1123 of the Code would be insufficiently stimulating and the low and full diets in

the same rule unnecessarily expensive. If, as recommended above, all out-patients are brought on the hospital register it will be specially desirable to clearly recognize the medical officer's power to give this rice diet. The Surgeon-General has expressed his approval of this suggestion.

(5) The subject of medical records will be further noticed in the report dealing with chapter XXXI of Drs. Walker and Lethbridge's report.

Chapter VIII. 95. The point specially referred to me for consideration in connection with this chapter is Drs. Walker and Lethbridge's remarks in para. 7 regarding "the impolicy of transfers" of female convicts. The history of the recent orders of Government on this subject is as follows. In 1886 the Secretary of State addressed this Government regarding the system of confining females in jails where there was no female attendant, and it was explained both to His Lordship in reply and to the Government of India in reference to a similar communication (G.O., 19th January 1888, No. 135, Judicial) that the number of females received in District and Subsidiary Jails was very small and that it was therefore impracticable to appoint a matron in every such jail. In reviewing the Jail Report for 1887, the Government remarked (para. 6 of G.O., 16th June 1888, No. 1335) that, though there was a difficulty about supplying a matron for every jail in which female convicts were confined, it was at the same time very desirable that the confinement of solitary females in jails guarded solely by male warders should not occur, and the Inspector-General was told that, if women were often confined singly in any of the District Jails, the plan of transferring to each such jail two long-term female convicts should be tried. It was, moreover, added that, as all the District Jails except Russellkonda and Pârvatipur had a daily average strength of not less than 2·32 females, a female warder might well be entertained for every District Jail except the two named and Cochin. In para. 28 of his next report, that for 1888, the Inspector-General stated that female warders were entertained in the Bellary and Madura District Jails, but had had to be dispensed with in the latter jail as there were no female prisoners. He added that the plan of transferring two long-term females

From Secretary of State, 25th November 1886, No. 13
To Secretary of State, 10th August 1887, No. 16.

to District Jails to take the place of a matron had not been tried, but would be given a trial during the then current year. The G.O. (para. 7, G.O., 20th June 1889, No. 1087) again called attention to the matter, and Colonel Porteous dealt with it in clause III of his letter No. 328, dated 20th November 1889, recorded in G.O., 29th January 1890, No. 126. He said that the only District Jails in which there had been any considerable number of female prisoners were Bellary and Madura, and he proposed that, without any increased establishment, a female warder should be entertained in lieu of a male warder when the number of females required the step. Upon this the Government remarked that it thought permanent female warders should be entertained in a few jails and that female convicts should be freely transferred to them. It might be worth while, added the G.O., thus to transfer all under sentences of 4 months and upwards. Again in his letter, dated 20th January 1890, No. 35, Colonel Porteous proposed, as the accommodation for females in the Central Jails was considerably in excess of requirements, to retain no females at Coimbatore and Trichinopoly and to transfer the females sentenced in those districts to Salem and Vellore respectively. This was approved in G.O., 11th March 1890, No. 464. The next order on the subject was, I believe, that of the 18th November 1890, No. 1804, on Drs. Walker and Lethbridge's report.

96. From this summary of previous orders it will be seen that the Government has hitherto seen no objection to the transfer of female convicts to jails outside the districts to which they belong. As the Central Jails also serve the purpose of District Jails for the districts in which they are situated, short-term women belonging to Coimbatore and Trichinopoly are already being sent to Salem and Vellore, and the Proceedings of 29th January 1890, No. 126, though they have not been acted on, suggested the concentration of all female prisoners in a few selected jails. After consulting various Superintendents on the subject, I have come to the conclusion that there is no reason to change the policy hitherto pursued. There seems to be no evidence of the existence of the evil results which are said by Drs. Walker and Lethbridge to follow from

transferring women to jails situated outside their own districts, and these results are probably a good deal matter of conjecture. The retention of long-term women, not being habituals, in District Jails would be a departure from the uniform rules requiring the imprisonment of convicts sentenced to over 12 months in Central Jails and would be otherwise objectionable, diet being different and supervision less complete.

97. The Government has now determined to provide a female warder in every Central and District Jail, this employé to be entertained in addition to the already existing matron in the four* Central Jails which receive women, and has called on the Inspector-General to submit the necessary proposition statements. He will, doubtless, have pointed out that it is unnecessary to have a warder at Trichinopoly and Coimbatore, even for purposes of transfer, as no women are admitted there at all, the courts committing them direct to Vellore and Salem. At the Cannanore Central Jail also, no women are at present received, and no female warder will be needed unless the Calicut Jail is amalgamated with it. In the other Central Jails the addition of a female warder will be useful, as the matron is entirely alone in the yard, and when she leaves the jail, as she must do occasionally for recreation, there is at present no one to take charge of the females except some male officer. At the Penitentiary the position of the matron, whose house there is *inside* the female enclosure and separated by high walls from other parts of the jail, is particularly unsafe, and the circumstance was noticed by His Excellency the Governor on the occasion of his visit on the 14th March last.

98. But the provision of a female warder in all District Jails will certainly involve a considerable expenditure for a very small number of prisoners, and in order to reduce this I would suggest, unless Government determine to reconsider G.O., 29th January 1890, No. 126, that the plan of concentrating females in selected jails should now be given effect to in some cases at least. For instance, at Tanjore, where there were only three women at the time of my visit and a daily average throughout 1890 of 7·21, there is a female enclosure, containing a complete set of buildings, but divided from the general area in

* Rajahmundry.
Vellore.
Salem.
Penitentiary.

which the cellular blocks stand only by a railing, and not by a wall, and the women are, therefore, visible to the male convicts. Moreover, male convicts have to be admitted to the enclosure daily in order to work the well. At Palamcottah there is a like enclosure, with accommodation for twenty, but containing only three at the date of my visit and with a daily average of 1·87 in 1890, and this also is divided only by a railing. At Madura, where the daily average number of women in 1890 was 8·03, there were twelve in the female enclosure. This again is not separated from the rest of the jail by a wall but by a railing.

99. It will, thus, be seen that the number of women at Tanjore and Palamcottah is small, and as Madura is the central station between the two and receives a larger average proportion, I would propose to concentrate female prisoners from the Tanjore, Tinnevelly and Madura districts at the Madura Jail and to complete the accommodation there by replacing the railing round the female yard by a wall. There is space for twenty-one females which will probably suffice. This will save the cost of two female warders, viz., at Tanjore and Palamcottah.

100. Cuddalore, Kurnool and Nellore District Jails will, it is to be hoped, shortly be closed, and need not, therefore, be considered. There seems no reason why females from Cuddapah should not go to Bellary, and I recommend that this be done. In the Northern Circars, concentration is less possible, and the female warder sanctioned by Government should, therefore, be appointed in each of the jails in those districts. If my proposal to amalgamate the Calicut District Jail with Cannanore is adopted, it will be necessary to provide a matron at the latter jail, and I would, therefore, add that I think a pay of Rs. 30–50 is very much in excess of what is required. At Bellary, an East Indian woman has been obtained as a female warder on Rs. 12 per mensem, and I think that Rs. 20 would be ample for a matron any where except in the Penitentiary. The enhanced pay to these women recommended by Colonel Porteous and sanctioned in G.O., 20th November 1889, No. 1985, seems to me to have been unnecessary. The female warder at Madura is paid Rs. 7 per mensem, and is the wife of a third-class warder (pay Rs. $6\frac{1}{2}$). I think that

the sanctioned pay of matrons in jails other than the Penitentiary might well be reduced as vacancies occur.

101. In order to obviate objections to the transfer of female prisoners to jails outside their own districts, I would propose to adopt the procedure advocated in paras. 8 and 9 of Drs. Walker and Lethbridge's chapter VIII, and to incorporate those provisions in the revised Jail Code, should Government approve. At present the only rules applicable seem to be the general ones; see rules 651 and 654.

Chapters IX and XIII. 102. In connection with these chapters I submit a draft of those rules of the Jail Code which will regulate in future the treatment and education of juveniles. This draft will then take the place of the existing rules relating to juveniles, part V, section 5 rules 883–891, as well as of part III section 13, rules 598–613 which deal with education in jails, this being in future confined to juveniles. If approved by Government the draft rules will be embodied in the revised code and numbered. On certain points explanation seems necessary. In rule (1) I have retained the definition of a juvenile as a prisoner under the age of sixteen. This has the advantage of agreeing with the definition in the Reformatory Schools Act, 1876, and is, I believe, practically the best that can be adopted. Drs. Walker and Lethbridge in para. 4 of chapter IX suggest that no fixed rule should be laid down as to the age at which a prisoner ceases to be a juvenile, but there are various objections to leaving such a point undetermined, such as that it gives power to the subordinate jail officials to extort money by threatening to lock any youthful prisoner up separately as a juvenile. In rule (2) I have provided as far as possible for the concentration of juveniles in jails having suitable accommodation for them, as suggested by Drs. Walker and Lethbridge and approved by Government. I propose that juveniles from the southern districts should be sent to Tanjore rather than to Trichinopoly, because there are cubicles at the former jail and none at the latter, and the juvenile yard at Trichinopoly will shortly be needed for the cooks, as the new central kitchen is being built in it. At the Penitentiary accommodation for male juveniles exists, but at Bellary

it will have to be produced. It is not possible at present to concentrate the juveniles confined at Mangalore, or in the Northern Circars, but further steps in this direction may be practicable when the East Coast Railway is open. I may add here that the number of juveniles in the jails of this Presidency is very small, the total number admitted into all the Central and District Jails during the three years ending 1890 only averaged 184 per annum, the Penitentiary alone accounting for 55 of this number, and of the total many are soon passed on to the Reformatory. In all the Central Jails I found but three juveniles undergoing sentences of more than six months, and the actual number of male prisoners of this class in each of those jails at the time of my visit is shown in the margin.

Rajahmundry	2
Vellore	1
Salem	1
Coimbatore	1
Trichinopoly	3
Cannanore	2
Penitentiary	7

103. Rules (3), (4), and (5) follow Drs. Walker and Lethbridge's recommendations, while rules (6) and (7) deal with education. On this part of the subject I have consulted the Director of Public Instruction, whose letter will be found printed as Appendix 4. I have endeavoured to assimilate the instruction to that given in the Reformatory School, so that a boy transferred thither after one or two months in jail may not find what he has learnt in jail useless. I have proposed that all male juveniles shall be employed on one specified industry, carpentry, because a merely general direction, such as that contained in rule 887 of the present code, is easily overlooked. At the Madura District Jail, for instance, I found the juveniles employed in sweeping the jail enclosures. The Inspector-General has suggested that press-work should be added as an employment for juveniles, because they are now found useful at the Penitentiary as folders in the binding work of the press. I think, however, that this work is not sufficiently industrial and would be of no use to the juveniles after release. Convalescents and light labour adults should be employed as folders.

104. It will be observed that the limitation of the number of stripes to be inflicted on a male juvenile, which is contained in rule 891 of the present code is omitted. In view of the fact that section 11, Madras Act V of 1869, as amended by section 2, Madras Act VII of 1882, contains a legislative direction as to the number of stripes which can be

awarded for certain classes of offences, a rule purporting to be made under section 3 of the same Act and fixing a different maximum of stripes seems to be *ultra vires*. For the same reason the direction regarding reduction of diet is relegated to a foot-note, and the first part of rule 891 of the present code is omitted, because it is embodied in section 2, Madras Act VII of 1882. In rule 9 a direct provision as to juveniles' diet is inserted in place of the vague statement contained in rule 889 of the present code, and in doing so I have followed the prevailing practice of the jails and Drs. Walker and Lethbridge's recommendation. Rule (10) has been framed with reference to rules 18 and 24 of the Reformatory School Rules which form an annexure to G.O., dated 10th December 1888, No. 2545. Rule (11) is merely a modification of rule 609 of the existing code, but the last-named rule does not seem to have been observed of late years, and the attention of the Director of Public Instruction might be drawn to this fact, in order that regular inspection may take place in future. Finally, I have added a rule requiring the separation of adolescents at night. This is already done in several jails, *e.g.*, the Penitentiary, where it is very necessary, and the most experienced jail officers are agreed as to the usefulness of such separation in checking vice. It also removes any objection to the exclusion of youths of 16 and upwards from the category of juveniles, and it can be carried out without additional accommodation in every jail by the exercise of a little care.

105. The following are the draft rules:—

Juveniles.

(1) A prisoner under the age of 16 shall be considered a juvenile.

(2) Juveniles sentenced to terms of imprisonment exceeding one month in districts below-mentioned shall be sent to undergo their sentences at the jails hereunder specified, viz., juveniles sentenced in the districts of:—

Tinnevelly, Madura, Tanjore and Trichinopoly.	To the District Jail, Tanjore.
Coimbatore, Salem, South Arcot, North Arcot, Chingleput.	To Her Majesty's Penitentiary, Madras.

(5) Male juveniles shall be divided into two classes, viz., the first class composed of those who in the judgment of the medical officer of the jail have attained puberty, and the second class of those who have not attained puberty.

(4) During the day the two classes of male juveniles may be kept together. At night male juveniles of the first class shall be locked up each in a separate cell or cubicle, while those of the second class may be similarly treated or may sleep together.

(5) Both by day and night all juveniles of both sexes shall be separated from all adult convicts except such convict instructors as may be admitted to teach them during the day. Female juveniles shall be kept within the female enclosure.

(6) Juveniles shall be employed on labour of an industrial character. In the case of male juveniles this labour shall be carpentry, and a well conducted convict capable of teaching this industry shall be deputed for the purpose. As a rule, the hours from unlocking till the morning meal, except time occupied in drill, and from 3 P.M. till cessation of labour, shall be devoted to this labour. As far as possible the instruction in carpentry shall be in accordance with the standards laid down in schedule M. appended to the Grant-in-Aid Code.

(7) The hours between the completion of the morning meal and 3 P.M. shall be devoted to general education, which shall be, as far as possible, in accordance with the compulsory portions of standards I and II laid down in schedule K.i. appended to the Grant-in-Aid Code. In jails where there is no paid schoolmaster, a well-conducted convict should be deputed for the purpose.

(8) Male juveniles shall be drilled daily for half-an-hour in the morning.

(9) Juveniles of the first class shall be given labouring diet, and those of the second class non-labouring diet, regulated according to the diet scales in rule 1097.

(10) A juvenile undergoing a sentence in a jail outside the district in which he or she was sentenced shall, in the absence of good reason to the contrary, be transferred for release to the jail of the district wherein his or her parents or friends

reside, and before the date on which any juvenile is entitled to release such notice shall, if possible, be sent by the Superintendent of the jail in which the juvenile is undergoing sentence to the parents or friends of the juvenile as will enable them to attend at the jail and receive the juvenile.

(11). The industrial and general teaching in jails shall be inspected at least once a year by an officer of the Educational department, and a report of the results of this inspection shall be forwarded to the Inspector-General.

(12). Except where they are inconsistent with the foregoing provisions, all rules of the Jail Code shall apply to juveniles. A juvenile refusing or neglecting to learn the lessons or perform the tasks prescribed shall be held to have committed an offence under clause (XII), rule 548.

NOTE 1.—Juveniles are subject to all the punishments prescribed in Madras Act V of 1869 as amended by Madras Act VII of 1882, but Superintendents should not as a rule inflict reduction of diet on male juveniles of the second class, or on female juveniles of a corresponding age.

NOTE 2.—With reference to clause V, section 11, Madras Act V of 1869, as amended by Madras Act VII of 1882, and to section 392 of the Code of Criminal Procedure, Government has ruled (G.O., 20th January 1888, No. 142) that the punishment of whipping in the case of male juveniles should be inflicted only on the posteriors.

ADOLESCENTS.

Male prisoners of sixteen years of age and not exceeding twenty years shall be considered adolescents, and shall sleep in a ward separated both from adult prisoners and juveniles.

In all other respects they shall be subject to the ordinary Jail discipline.

Chapters X to XII. 106. No question is referred to me in connection with Chapters X, XI and XII, though in regard to under-trials, I may remark that the plan of keeping under-trials in the same yard and sleeping barracks with convicted prisoners undergoing quarantine, which I saw in action at Salem and elsewhere, seems contrary both to Jail Code Rule 814 and to section 7, Madras Act V of 1869, and likely to destroy whatever possible advantage quarantine may give. Quarantine wards on a proper principle are being built at Rajahmundry, under which prisoners will be passed on from one ward to another. At other jails the system is little more than a farce, a

prisoners newly admitted sleeping in the same barrack as those who have been after days under quarantine and who are about to be passed into the jail.

Chapters XII and XVIII. 107. I have already dealt with Chapter XIII in connection with Chapter IX, and the only point to be referred to in Chapter XII is the form of report regarding the use of letters suggested in para. 6. Before dealing with this, however, it seems necessary to notice several questions in connection with Chapter XVIII, on Jail punishments, in which important matters regarding the orders of Government arise.

108. The nature and extent of the punishments which the Superintendent of a jail in this Presidency is authorized to inflict are specified in section 11 of Madras Act V of 1869. The only authority to punish convicts (otherwise than by cancelling marks or remission) appears to be that conferred by section 11, and it therefore seems clear that section 11 is the only authority as to what punishments may be used. It does not appear that Government can legally make rules under section 7, sanctioning additional punishments, as in that section there is no reference to punishments. I think, therefore, that the punishments in the Jail Code must be limited to those authorized by the Act. But in several respects this limitation is not at present observed.

109. I beg first to draw attention to the system of relegating convicts to the Close Prison which is authorized by No. 13 of Mr. Grimes' Close Prison Rules printed above in para. 23. Under this rule a practice has grown up of sending convicts, who have already passed through an initial period of confinement in the Close Prison, back to the Close Prison to undergo a further period as a punishment. At Vellore there were as many as eleven prisoners in the Close Prison who had thus been relegated for no less than eight months each as a punishment. It does not seem to me that this procedure, though authorized by Mr. Grimes' Rules, is legal for the following reasons. Both the Indian Penal Code, section 74, and the Madras Jails Act (clause iii, section 11) limit the period for which solitary or separate confinement can be imposed to fourteen or seven days. There is no definition of what constitutes solitary or separate confinement,

but in practice a prisoner under a judicial sentence of solitary confinement is placed in a solitary cell which has both an iron-barred door and an outer wooden door, both being kept shut, while a convict under a jail-imposed sentence of separate confinement is placed in a similar cell but the wooden door is not shut. It will thus be seen that the distinction between solitary and separate confinement rests entirely on the wooden door. But when a prisoner is sent to the Close Prison his position is precisely identical with that of the convict undergoing separate confinement, for in both cases he is in a separate cell, with a grated door and without a wooden one. This being so, it seems to me that under clause iii, section 11 of the Act of 1869 the period of separate confinement, even though undergone in a Close Prison, must, in the present state of the law, be limited to seven days, and that the present practice of relegating a convict to separate confinement for months together is illegal.

110. In raising this question I do not suggest any doubt as to the power of Government to keep prisoners in separate confinement, as for instance in a cellular jail or indeed in the Close Prison of an ordinary jail, provided it is done *under general rules*, this power being expressly conferred by section 7 of the Act. But I think that when separate confinement in the Close Prison is specially ordered by the Superintendent *as a punishment* for a particular jail offence and is entered in the punishment book (section 13 of the Act), the separate confinement must, in the present state of the law, be limited to seven days. Moreover, even if it could be held that confinement in the Close Prison, when ordered as a punishment, can be distinguished from the "separate confinement" contemplated in the Act, it seems then clearly to become a new punishment for which legal sanction is necessary. (See para. 14, Chapter XVIII of Drs. Walker and Lethbridge's report, which shows that in Bengal this prolonged separate confinement has been recognised as an independent form of punishment). If this view is correct, the law needs amendment, as it is certainly desirable to retain the power to place a convict in the Close Prison as a punishment for more than seven days at a time, and in para. 27 *supra* I have suggested that such confinement

shall be allowed to extend to three months.

111. In the second place, I must draw attention here to what appears to be an illogicality in the existing law. Under Under clause (3), section 11, Act V of 1869 (Madras), the offences specified in clauses (1), (2) and (4) of the preceding section are made punishable by corporal punishment or by separate confinement not exceeding seven days or by restriction of diet. From the use of the disjunctive particle here, and from the absence of any such words as "or any combination of two of the above together," it seems quite certain that the Act does not contemplate or permit a combination of two of these punishments. This is made more clear from clause (4) of the same section which expressly permits the combination of corporal punishment with reduced diet in the case of certain offences only. Vide Rule 360 of the Jail Code to be referred to, it will be found that it lays down that prisoners in separate confinement will in all cases be placed on No. 2 standard diet "unless the Medical Officer otherwise directs," and a reference to Rules 372 and 376 will show that No. 2 standard diet is a form of restricted or punishment diet. This combination of separate confinement and restriction of diet seems to me to be illegal in the present state of the law. At the same time I would again remark here that the law needs amendment, for it is obviously desirable to be able to combine a committal to the cells with punishment diet, and this is permissible under the Prisons Act of 1870 which applies to other Presidencies.

112. In the next place, Government has said in para. 7 of letter to the Government of India, No. 1805, dated 18th November 1890, that gunny clothing may with advantage be introduced as an additional punishment under the Code. It, however, the punishments in the Code are limited to those allowed by section 11, Madras Act V of 1869, as submitted above, the addition of gunny clothing would likewise require an amendment of the law.

113. Further Drs. Walker and Lethbridge propose that both fetters and irons shall in future be used as a form of punishment (Chapter XVIII). As regards *fetters*, under the existing rules—for which see G.O., 3rd February 1890,

No. 172—they cannot be imposed as a punishment, but only as a means of restraint. Drs. Walker and Lethbridge, however, point out how desirable it is to increase the minor forms of punishment available to Superintendents, and there is certainly force in this argument. At present too much recourse is necessarily had to *fining marks*, which is objectionable in several ways, as making the earning of remission uncertain and as being too little deterrent. I do not think that the imposition of fetters as a punishment for a period not exceeding 30 days would be objectionable in principle, and I would therefore suggest that this proposal be adopted, but it will also require an amendment of the Act.

Note by I. G.—I think as remission is given for good conduct and good work only, that in *every* case in which a prisoner has to be separately confined or fettered, he should be fined marks heavily. It is more deterrent in many cases than diet punishment or any other.—J.M.S.

Note by I. G.—This I agree to.—J.M.S.

114. As regards *irons*, I believe Government is opposed to their adoption in any form as a punishment. To place a prisoner in hand-cuffs, leg irons or any such mode of restraint as a *minor* form of punishment, intended to be often used, would tend, I think, to degrade both prisoners and jail officials, while as a severe deterrent, and for major offences, there is nothing so effective as corporal punishment and there is therefore no need to add to the graver forms of punishment. I would not, therefore, recommend the adoption of any of the Jail Commissioners' proposals as regards *irons*. It should be added that there is an essential distinction between fetters and irons, the former being merely shackles which only slightly impede free movement and are merely an inconvenience and disgrace, something like gunny clothing, while hand-cuffs and irons resemble the stocks, in that they completely fasten the limbs affected and stop all movement whatever.

115. The result of the foregoing remarks is then that it is necessary to amend Madras Act V of 1869. I know that legislation is a slow and troublesome process, but I am unable to avoid the conclusion that at present section 11 of the Act limits punishments to those there enumerated, and that it is desirable to increase the number by adding:—

(*a*) confinement in the Close Prison for a period not to exceed three months at a time;

(*b*) imposition of gunny clothing for some definite period, not exceeding three months at a time;

(*c*) imposition of fetters for a period not exceeding 30 days at a time.

118. To refer now to the form of return suggested in para 6, Chapter XIV of Drs. Walker and Lethbridge's report, and intended to show the use of fetters as a punishment and of irons for safe custody, reference to statement L appended to the Jail Report for 1888 and preceding years will show that Drs. Walker and Lethbridge's form is similar to that hitherto used in this Presidency and prescribed in Home Department letter, No. 16—907, dated 18th July 1885, recorded in G.O., 30th July 1885, No. 1971, Judicial. Under the rules now regulating the use of fetters, however, both form and statement are inapplicable, because fetters are not at present used as a punishment nor irons as a means of restraint. I think, therefore, that all purposes will be sufficiently served by the form of statement given below and recommend that it be substituted for present Statement L.

STATEMENT L

[*To be substituted for present form of Statement L, vide* sanctioned in G.O., 30th July 1885, No. 1971-J.]

Showing the number and duration of cases in which fetters and handcuffs were imposed on convicts confined in Central and District Jails during the year .

Name of jail.	Number of prisoners on whom fetters or handcuffs were imposed					
	Under one month.	One month and under three months.	Three months and under six months.	Six months and under twelve months.	Over twelve months.	Total.

Chapter XV. 117. The chief subject dealt with in this chapter is *clothing*. The existing practice in jails with reference to this subject cannot be learnt from the Code, and is as follows.

118. Clothing is divided into two kinds, viz., new and part-worn. Rule 1141 of the Code lays down that every convict shall receive a new cloth or suit of clothing on the 1st January and 1st July, but does not say how many suits he shall have at a time. In Central Jails the

practice has been fairly uniform (till lately, when some Superintendents have been making reduced issues), and every man has had two suits at a time. If sentenced to over a year's imprisonment, he receives one new and one part-worn suit on admission, and on the next succeeding 1st July or 1st January another new suit is issued to him, and the part-worn suit withdrawn. If sentenced to less than one year, he receives two part-worn suits on admission, and a fresh part-worn suit on the next issue date. In District Jails the usual practice is to allow every convict but one suit at a time; if he is under short sentence this is part-worn, otherwise it is new. Some divergence of procedure exists, however, in District Jails. At Mangalore prisoners sentenced to over six months' imprisonment receive two suits at a time; while at Bellary, the custom has been, I was told, to give every man a new suit including two pairs of trousers every six months and to make no use of the part-worn clothing, but since 1st January 1891 every man has received two suits at a time, one new and the other part-worn as in a Central Jail.

119. Drs. Walker and Lethbridge propose to do away with any fixed dates for the issue of clothing, and to let it be supplied as necessity arises, giving marks to men who make their clothing last long. They do not express an opinion as to whether convicts should have one or two suits at a time.

120. The views of Jail Officers on this proposal and on the question whether the present half-yearly issue is sufficient, insufficient, or excessive, differ greatly. In District Jails, *e.g.*, Tanjore, Madura and Calicut, the Jailors thought the issue of one suit in six months insufficient or barely sufficient. Colonel Pickance, late Superintendent of Coimbatore, did not think it excessive, and Mr. Tyrrell at Cannanore shared this view, at any rate as regards the West Coast, but agreed that in the East Coast and southern jails an issue of one coat to two trousers would probably suffice. On the other side, Mr. Cavendish at Vellore, while wishing to retain a fixed date for issues, thought a supply of a fresh suit once in nine months (instead of six) would suffice. The Keeper of the Penitentiary said the present system was wasteful, and advocated the abolition of fixed issues. Finally, Messrs. Goodrich and Gadsden

these articles to the jail staff, the amount of clothing required for each employed on different classes of labour, different parts of the Presidency, and for different periods of the year, and on the present approval of Drs. Walker and Lethbridge's suggestions.

121. I agree with the officers last named. There is every degree of difference in the need for clothing in jails. In some workshops, like some of those at Coimbatore, which are very much closed in, the men work without their coats at all seasons and are better so. In others, such as bakery, coats are probably required during the cold weather. On the West Coast they are probably required through the greater part of the year. Again, men employed in outside gangs, e.g., in the garden or in quarries, best require more protection from the weather and necessarily wear their clothing out quicker than those occupied in such work as weaving or carpentry. And again, an amount of clothing which may be necessary in Gudjam or at Rajahmundry or at Calicut, may be excessive at Trichinopoly. For these reasons I think that the hard-and-fast rule, prescribing the issue of a new suit to every convict once in six months (d. C. 1141), is likely to be uneconomical.

122. I would, therefore, suggest the following rules for regulating issues of clothing in future:—

(1) Every convict shall on admission to jail be supplied with two suits, one new and one part-worn, or if he be under sentence for a term of less than twelve months both may be part-worn.

(2) The new suit (if any) shall be kept for inspection, while the part-worn suit shall be worn at all other times, provided that men employed on work which specially soils their clothing, *e.g.*, cumbly starching and scavenging, may be supplied with an (extra) old suit to be worn during labour.

(3) No convict shall receive a fresh issue of clothing oftener than once in six months.

(4) Convicts employed within enclosed work-sheds, where it is unnecessary for them usually to wear their coats, or in jails situated in the warmer parts of the Presidency, shall be required to make one coat last and be sufficient for two trousers.

(5) Convicts who wilfully destroy or injure their clothing, or whose clothing wears out so soon as to raise a reasonable presumption that they have not taken due care of it shall be liable to punishment.

(6) Convicts who keep their clothing in good order for more than the ordinary length of time may be rewarded by the Superintendent by grant of any number of special marks he thinks fit, not being in excess of the maximum he is empowered to grant under the Remission Rules (Jail Code 430). No such grant shall be made to the same convict oftener than once in six months.

(7) Subject to the foregoing provisions, the issue of clothing shall be made strictly according to requirements. Once a month or oftener the Superintendent shall decide what clothing is no longer serviceable and should cause it to be replaced.

123. It will be observed that the effect of these rules will be to prevent the possibility of *more* clothing being issued than is at present used *vide* Rule (3)], while giving Superintendents power to make clothing last any time longer that may be possible. I have come to the conclusion that it is best to retain the system of letting each convict have two suits at a time. It is well that the men should appear neat at inspection, and in a large jail it would be difficult to wash all the suits on Sundays. I have considered whether special rules should be framed, prescribing the period for which suits should last in the case of men employed on special occupations or in particular jails, but I am not in a position to do so. Possibly, the Inspector-General might draw up some general directions later, after consulting Superintendents. Condemned clothes in the jails of this Presidency are generally utilized for cleaning lamps, engines (at Coimbatore and Penitentiary), cartines, &c. I do not think the measures referred to in paras. 4 and 5 of this chapter of Drs. Walker and Lethbridge's report are called for.

124. As regards *mats* (para. 7) I think that for the jails of this Presidency coir mats should be made on the West Coast and distributed. They show dirt much less than others.

Aloe.—The chief objection to Drs. Walker and Lethbridge's plan of cutting aloe from the boundary hedge is that it

in the Penitentiary, but on the whole I did not find that there was much wrong in this particular. A common practice is to give tin cups, made in the jail out of empty kerosine oil tins, to long-term prisoners, and earthenware cups to short-term prisoners. Tin cups are not given to short-sentenced convicts because they are less destructible and last longer; hence they would have to change hands frequently, and there would be more chance of prisoners refusing to take things which might have been used by some low-caste man before. The neatest system I saw was at Palamcottah, where on admission every convict is supplied with two earthenware pots made in the jail. He keeps these during his term, and when he leaves, they are passed on for use in the cells as nightsoil receptacles. I shall refer again to the question of the making of tin and earthenware articles in jail in connection with Chapter XXIII, but as regards uniformity in the pattern of eating vessels, I do not think anything is needed beyond, perhaps, the addition of a few words to Rule 1121 of the Code, pointing out that the utensils supplied should be uniform. This can be inserted in the revised Code.

128. The issue of a second cumbly during the cold weather, as recommended by Drs. Walker and Lethbridge, *e.g.*, para. 21, of note on Coimbatore, page ciii of appendix, has been sanctioned by the Inspector-General and carried out. On the West Coast, however, the second cumbly is as much, if not more, needed during the rains than in the months November to February, and this point does not seem to have attracted notice.

129. I have referred to the question of concentrating industries under Chapter XXIV.

Chapter XIX. 130. The first subject dealt with in this chapter is *Escapes*. Regarding this subject, part III, section 15 of the Jail Code (Rules 624—636), contains some directions, while others are to be found in the Warder Guard Rules (copy enclosed) drawn up by the late Colonel McLeod, but never, I believe, directly authorized by Government. In obedience to the directions in para. 20 of G.O., dated 18th November 1890, No. 1804, I submit a revised draft of rules regarding *Escapes* which should be embodied in the Jail Code.

131. It will be observed that in draft rule 14 I have reproduced Rule 631 of

the present Jail Code. Dys. Walker and Lethbridge (Chapter XIX, para. 1, and Chapter VI, para. 87) state that convict officers are liable to prosecution in the circumstances referred to in the rule, and their statement is corroborated by the note in Mayne's edition of the I.P.C., and in Whitley Stokes' Anglo-Indian Codes, under section 222. It is a little difficult to see how a convict officer, even if he is a public servant, is also legally bound to prevent an escape, but the Acting Advocate-General to whom I mentioned the matter told me he remembered a case not long ago in which a convict warder's conviction for negligently suffering an escape from the Singanellur camp, when the Coimbatore prisoners were moved out of jail in 1880, was upheld on appeal. He also kindly furnished me with the following copy of the ruling in the case which, as it is short, I print here. "R. V. Kullichand Mestree, 6th May 1887. Before Seton Carr and Macpherson, JJ.—Judgment. We think that 'convict warders' are 'public servants' within the meaning of section 221 of the Penal Code. Whatever may have been their position formerly, there is no question that under the new jail rules (103-A) they are empowered to keep persons in confinement, and they are none the less so empowered because they are themselves in confinement. This being so, they fall under the definition of public servants to be found in section 21, clause 7, of the Penal Code." Nothing is said as to how convict servants are "legally bound" to prevent escapes, but the law seems sufficiently established to warrant its reinsertion in the Code.

132. The rules, if approved by Government, will be given fresh serial numbers on being incorporated in the revised Jail Code.

Draft Rules regarding Escapes.

1. The signal that assistance is urgently needed by the escort in charge of a gang outside the jail shall be the discharge of a carbine in the air. Upon this signal being given, the officer in charge of the guard shall at once despatch two warders or more if they can be spared, to the assistance of the escort giving the signal.

2. When an escape takes place from an out-gang, the warder in charge will, if he needs assistance, at once cause a

carbine to be discharged in the air, will collect the rest of his gang, detach one of his escort, if any is available, to follow the escaped convict, and march the gang back to jail, where he will at once report the escape to the Jailor or senior officer on duty. If a reinforcement is met during the return to jail, it should be despatched after the escaped convict.

3. The signal that an escape or attempt at escape has occurred inside the jail shall be given by the officer who discovers the escape sounding his whistle.

4. Upon report being received of an escape from inside or outside the jail, it shall be the duty of the Jailor or senior officer on duty—

(1) to despatch a party of sufficient strength to follow and recapture the escaped prisoners;

(2) to send immediate information of the escape to the Superintendent;

(3) to send prompt notice of the escape, accompanied by a descriptive roll of the escaped prisoners to the nearest Police station, to the nearest Magistrate, and to the Magistrate of the District.

5. The Superintendent shall cause early intimation to be sent, by telegraph if possible, to the Police near the prisoner's home, and if the prisoner belongs to a district other than that in which he is confined, to the Magistrate of the former district, or, in the case of Madras City, to the Commissioner of Police.

6. A report of the escape shall also be sent, within 24 hours, to the Inspector-General of Jails.

7. If the prisoner is recaptured, intimation of the fact will be given to any officer who has been addressed under clause (3) of Rule 4 or under Rules 5 and 6.

8. The Inspector-General may direct that notice of the escape and of the rewards offered for the recapture of the escaped prisoners shall be published in the District Gazette, or in any other way.

9. The following is the scale of rewards payable for the recapture o escaped prisoners:—

	Rs.	A.	P.
For the recapture of a convict sentenced to death, transportation, or life imprisonment.	50	0	0

	Rs.	a.	p.
For the recapture of any other convict sentenced to 3 years' imprisonment and upwards	5	0	0
For the recapture of a convict sentenced to less than 3 years' imprisonment	10	0	0
For the recapture of any prisoner confined in the civil debtor's ward of any jail	10	0	0
For the recapture of an accused person in custody pending trial	A reward equivalent to that would be payable were the prisoner convicted of the offence charged and sentenced to maximum punishment.		

10. Rewards in accordance with the foregoing scale may be disbursed without further sanction by the Superintendent of the Jail to private individuals. Rewards to the Police or to Jail officers may be disbursed with previous sanction of the Inspector-General to whom recommendation should be promptly submitted and who shall send to the Inspector-General of Police information of any rewards sanctioned to members of the Police force. The amount of rewards disbursed will be charged in the contingent bill of the month and should be supported by the receipt of the party receiving the reward.

11. If the Inspector-General considers it desirable to offer or confer a reward larger than is admissible under the foregoing scale, he shall apply to Government for sanction.

Why not give the Inspector-General power to sanction rewards up to Rs. 500 as suggested by Drs. Walker and Lethbridge in special cases?—J.M.S.

12. Every prisoner who escapes or attempts to escape shall be prosecuted therefor under section 224 or 225 B of the I.P.C. and if in the course of the escape or attempt he uses criminal force to any public servant in the execution of his duty (section 353), he shall be further prosecuted for that offence.

13. Every prisoner who abets an escape or attempt to escape is also liable to prosecution under section 224 or 225 B and 109 of the I.P.C., and as every prisoner is bound under clause (*e*), Rule 370, to report any plot or preparation for escape, any prisoner who is privy in any way to an escape or attempt and fails to report it, is liable to punishment under clause X, Rule 548.

14. All convict servants through whose assistance, connivance or neglect an escape takes place, should be prosecuted under sections 222, 223 or 225 A of the I.P.C.

15. All cases in which prisoners prevent an escape, either by giving warning of any plot or preparation, or by seizing a prisoner attempting to escape or otherwise, shall be brought to the notice of the Inspector-General with a view to a suitable reward being conferred.

16. Every warder, head warder, or other officer of the guard, through whose assistance, connivance or neglect an escape takes place, shall be prosecuted under sections 222, 223 or 225 A of the I.P.C., unless very extenuating circumstances are present, or unless the Superintendent considers the evidence insufficient to procure a conviction, when the case shall be submitted to the Inspector-General for orders.

Inspector-General's Circular, dated 6th May 1889, No. 1835.

17. An escaped prisoner who is recaptured may be received back into jail on the original warrant.

18. Every convicted prisoner who is known to have escaped or to have attempted to escape shall wear a light iron ring securely rivetted on the left wrist.

133. The second matter dealt with in this chapter is that of *Outbreaks*, and the system of drill or rehearsal which should be carried out in jail in order to make Jail officers and convicts familiar with the procedure to be followed on the occurrence of an outbreak. There are no rules on this subject in the Jail Code, but some are inserted in the Warder Guard Rules above referred to, and the following draft to be included in the revised Jail Code is submitted for approval. This draft is founded on Drs. Walker and Lethbridge's suggestions in combination with the Bengal Jail Code from which they are in turn derived. Some slight differences in procedure are necessitated by the batten or wooden door being the outer door of the main gate in the Madras Jails and the inner door in the Bengal Jails. Drs. Walker and Lethbridge in several places (*e.g.*, Chapter VI, para. 73) suggest the adoption of the Bengal plan, but a consideration of the action necessary in a case of outbreak will show that, in this respect, the Madras system is best. It gives the guard, on being placed between gates, a view of the inside of the jail, instead of leaving them in the dark as to what is

going on within, and enables them to fire through the barred door on the rear-yards if they assail the gate. A bell will be attached for each main gate.

Draft Rules.

1. It shall be the duty of the sentry on the Central Tower, if there is one, to give the alarm of the commencement of an outbreak or disturbance by the discharge of his carbine in the air. Upon this signal being given, or when news of an outbreak or disturbance is otherwise received, the bell at the main gate shall be rung, and it shall then be the duty of every Jail official who is outside the jail to proceed at once to the guard room and arm himself under the orders of the senior officer present. This officer will despatch a messenger to the Superintendent and Jailer, if they are absent, and to the lines to summon every available man.

2. Upon the alarm being given, the whole guard and all other officials available shall be ordered to arm with loaded muskets and fixed bayonets and fall in. The main gate sentry, with three other warders, shall be posted between gates to defend the main gate, and unless the prisoners are actually threatening the main gate, the rest of the force available should enter the jail and proceed at the double to the scene of the disturbance. If the prisoners are threatening the main gate, it must be defended until the guard is strong enough to enter and drive the prisoners back to their yards.

3. It shall be the duty of every convict, immediately upon the alarm being given, to run at once to previously selected places of security, usually the nearest sleeping barrack, where they shall be as far as possible locked in by the warders inside the jail.

These places of security should be the nearest wards, the doors of some of which might be kept open during the day.—J.M.S.

4. On reaching the scene of the disturbance, the guard shall proceed to quell it in such manner as the officer in command may direct, action being first directed to preventing any attempt to scale the walls, to isolating the rioters from other convicts, and to rescuing any Jail official who may be in danger. If the disturbance is accompanied by violence to any Jail official or by a combined attempt to break out of the jail, or of any particular yard or enclosure, the officer in command should at once warn the prisoners that they will be fired upon if they do not submit. If

circumstances permit of the delay, this warning should be given three times, and then if there appears to be no other way of quelling the disturbance, he may open fire on the refractory prisoners, but shall stop firing the moment that they cease resistance or submit.

5. The main gate sentry and the additional warders posted between gates shall defend the main gate at all risks, and shall fire upon any prisoner attempting to force the gates after first warning him that he will be fired upon unless he desists.

6. If the disturbance occurs within the wards, as at night, the available force shall enter the jail under arms as directed in Rule 2 and proceed at the double to the yard gate, whence a party armed with batons shall be detached to enter the ward and quell the disturbance, the remaining force remaining at the yard gate.

7. Gangs which are outside the jail when the alarm is sounded shall be at once collected and halted under guard of their escort until the disturbance is over.

8. It is of importance that, if an outbreak occurs, every man should know precisely what he has to do, and with this object an alarm parade should be held once a month or oftener in each jail at which the procedure laid down in the foregoing rules should be rehearsed as accurately and as promptly as possible. It should be especially impressed on convicts that on the alarm being given they must run at once to the assigned place of security, failing which they will be held to be taking part in the disturbance and will be liable to be fired on.

134. The third subject dealt with in Chapter XIX is that of the rules regulating the circumstances under which sentries or warders may fire on prisoners. The following draft rules are submitted for approval. They are drawn up mainly in accordance with para. 4 of Drs. Walker and Lethbridge's remarks:—

Draft Rules.

1. Sentries and warders may not fire upon prisoners, except in the following circumstances, namely:—

(1) When ordered to fire by a superior officer.

(2) When threatened or actual violence on the part of the prisoners makes it necessary to fire in self-defence or in defence of the jail guard.

(3) When it is necessary to fire in order to save the life of any Jail official towards whom the prisoners are actually using violence.

(4) When a combined attempt is being made to scale the jail wall or otherwise to escape.

Sentries or warders should not fire upon a prisoner attempting to escape by stealth.

2. No Jail officer (other than a sentry or warder) should fire upon prisoners or give the order to fire upon prisoners except in the case of a disturbance, and then only when there is no other way of restoring order, or of preventing the jail being broken or of deterring any Jail official towards whom the prisoners are actually using violence.

Chapter XX. 135. A resumé of the recent history of the dietary scales now in use in Madras Jails will be found in G.O., 20th March 1889, No. 518, to which reference is requested. From the 1st January 1888 until nearly the end of February 1889, two experimental dietaries, one that used in Bombay, the other the Madras non-labouring diet applied to prisoners not on *hard* or hard labour, were in force but were finally withdrawn, the Government remarking that it "feared it must be considered established that in some jails there had been a deterioration in the health of the prisoners under the experimental diets." In the light of this recent experience, it does not seem likely that the Government contemplates or would undertake any extensive revision of the present dietary, though when it is remembered that prisoners are kept in health with less food in almost all other Presidencies, it appears probable that reduction is possible; but were further experiment at any time determined on, it should be confined to one or two carefully-selected jails under specially-chosen officers.

136. In accordance with the instructions in para. 21 of G.O., dated 18th November 1890, No. 1804, I consulted the Surgeon-General regarding this chapter, requesting his opinion on one specified point, and asking him to remark

on any other points which he thought required notice. It will be seen from his answer, printed as appendix I, that he did not offer any general remarks but confined his reply to the point specially brought under notice.

137. This was in regard to the composition of the curry-powder, the ingredients of which are specified in Rule 1098 of the Jail Code. Drs. Walker and Lethbridge considered that the curry-powder was "unnecessarily expensive" (para. 7, chapter XX), and in para. 21 of G.O., 18th November 1890, No. 1804, Government stated that it had little doubt that the black-pepper, cummin-seed, mustard-seed and vendium might be discarded. In a letter, No. 297, dated 6th September 1890, the Inspector-General of Jails had proposed to exclude these four ingredients from the recipé, but the Surgeon-General, to whom reference was made, stated that in his opinion the exclusion of pepper and mustard-seed was inadvisable, though cummin and vendium might be discontinued. This correspondence was communicated to me by G.O., 20th November 1890, No. 1824.

138. On visiting the jails I found that, with the approval of the Medical officer, the use of black-pepper had already been abandoned in many cases for a considerable time without ill result, and there was a general opinion that, while pepper was a very expensive item, the curry-powder would be quite as wholesome if made up without black-pepper but with an equal quantity of chillies. This point had not been clearly brought out in the Inspector-General's letter of the 6th September 1890, and in addressing the Surgeon-General I, therefore, asked him whether he would still object to the exclusion of black-pepper and mustard-seed from the curry, provided a proportionately larger quantity of chillies and coriander were added to take their place. He replies in para. 6 of his letter, No. 259, dated 25th March 1891, that on this condition, there is no particular objection to the proposed exclusion, and accordingly I would recommend that in place of the scale given in Rule 1098, the following may be substituted, viz. —

	ozs.	drs.
Chillies	3	8
Coriander seed ..	2	10
Turmeric	0	14

139. Every prisoner will get his half oz. of curry-powder daily, as before,

142. Drs. Walker and Lethbridge recommend that the allowance of vegetables be raised from 4 to 6 oz. a day. The Madras dietary, however, includes ½ oz. of onion every day, and 30 grs. of garlic three times a week, besides ½ oz. of tamarind daily, and in these circumstances I do not think any change is called for. There has been no complaint of the existence of any scorbutic taint arising among any class of prisoners in Madras Jails. I think, however, that the issue of comparatively useless vegetables, such as sweet potato and brinjal, except in exceptional circumstances should be prohibited, and a provision to this effect might be inserted in the revised Jail Code.

Note by I.G.—It will be very difficult in some districts to find any substitutes for sweet potatoes and brinjal at certain seasons of the year. The outside population eat them freely and thrive on them. There may be no anti-scorbutic ingredients in them, but there is much starch; the daily dose of tamarind our convicts get is an amply sufficient anti-scorbutic—J. M. S.

143. As regards the issue of special antiscorbutics, the ration of ½ oz. of tamarind provided in the Madras dietary is all that is required, but a provision should be inserted in the code directing that the full ration is to be issued free of husk and seed. This is now done in most jails, but it seems desirable to prescribe it.

144. With reference to Drs. Walker and Lethbridge's proposal (para. 16) to abandon the system of giving a lesser diet to short-term prisoners, I do not think it need be considered until and unless the very liberal scale granted to long-term prisoners is reduced. There has been no complaint that the dietary for short-term prisoners is insufficient.

145. I think, however, that it should be clearly laid down that the diet scales prescribed by Government are not to be reduced or departed from by Superintendents without sanction of Government as well as of the Inspector-General. In some jails only ¼ oz. of currypowder and ¼ oz. of gingelly oil are now being issued, both reductions having been made under the impression that the dietary, which was condemned as extravagant by the Finance Committee and other high authorities, might be reduced. I think this practice is dangerous, and should be prohibited. The allowance of fuel, which has nothing to do with diet and in which a reduction may become possible as kitchens are improved, should not be shown in the diet scale.

146. The suggestion that prisoners should have a light early morning meal—kanji or cake—has been adopted.

147. As regards weighments (para. 18) I found great divergence of practice in

the gaols. In some the amount of weekly weighments introduced among the head of the experimental cost scales is still enhanced, while in others a weighment once a month has been inserted. The Jail Code seems to contain no rule as to periodical weighments, and a note from practice should, I think, be prescribed. The conclusion at which I came was that, unless the weighments of prisoners are most carefully tabulated, which can hardly be expected in a jail with under 100 prisoners, and unless the rules regarding comparison of periodical weighments with one another are very skilfully drawn up and fully carried out, the weighments recorded are of much real use. As a compromise between weekly and monthly weighments, I recommend that it be laid down that every convict shall be weighed once a fortnight. This will enable half the Jail to be weighed every Sunday, and is the system prescribed in the Bengal Code.

Chapter XXI. 148. This chapter deals with four subjects:—

(1) the necessity of having only one kitchen in each jail and of having it closed with wire gauze netting,
(2) the method of construction of kitchens,
(3) amount of firewood required,
(4) the precautions necessary in connection with cooking.

149. On the first subject Colonel MacDonald Smith states in the memorandum submitted with his letter, 7th May 1890, No. 153: "We are gradually in our jails, as we can afford it, adopting the Committee's suggestions with reference to having one kitchen in each jail." Accordingly I found a central kitchen under construction at Trichinopoly, Coimbatore and Cannanore, and it is intended to undertake the construction of a similar building at Vellore. The Penitentiary and Salem already possess a central kitchen. Among Central Jails there thus only remains Rajahmundry where I found no less than 9 kitchens in use. I think that this number might be at once reduced by one-half, the advantages of so doing being—

(*a*) Easier supervision and economy in Warders.
(*b*) Economy in fuel.
(*c*) Economy in the number of cooks.

150. No attempt has, however, yet been made to close in the kitchens with wire netting. Wherever a central kitchen has been or is constructed, I think this should at once be done. It would certainly help to check pilfering and would be welcomed by Superintendents.

151. On the second question, as to the construction of the kitchen, I have only one thing to point out, viz., that the method which is being followed at present in regard to the placing of the pots on the range, is not the one most likely to produce economy in fuel and is not quite what Drs. Walker and Lethbridge suggest. At present the range is a flat cast iron-plate, with circular holes in it, and each pot stands on the surface of the plate and over one of these holes, so that only the bottom of the pot is exposed to the heat of the fire, the sides being wholly above and outside the hole. Instead of this it seems to me that the pot should be sunk to half its depth into the hole, so that the fire may play on the sides as well as on the bottom. Drs. Walker and Lethbridge plainly mean this when they say (paragraph 3) that the pots should be "supported on flanges half way up the vessels." The Inspector-General has further suggested that an iron bar should be run across for the pot to rest on, but the importance of lowering half the pot through the hole has, I think, not been sufficiently recognized. The pots are generally very large iron vessels, and much heat must be needed to warm their contents throughout on the present system.

152. On the third question, the amount of fuel required, I think that the amounts named in the Jail Code, viz.—

24 oz. per diem for Natives in Central Jails and class IV in District Jails,
20 oz. per diem for class II and III in District Jails,
16 oz. per diem for class I in District Jails,

should be reduced to the following amounts, viz.:—

14 oz. per diem for Natives in Central Jails and classes II, III, and IV in District Jails,
12 oz. for class I in District Jails.

Provided that in District Jails having an average of less than 100 prisoners the allowance may be raised to 16 oz. per diem for all class, if the Inspector-General considers it necessary. It should, I think, be added that these rates, which should not go into the diet scale but should be given in a separate rule, are to be regarded distinctly as *maxima*, and that Superintendents are to endeavour to make as much reduction thereon as possible. The following shows the present

attended to in the jails I visited, gauze sieves being used to sift it.

Chapter XXII. 156. The subject-matter of this chapter is so closely connected with the subjects of dietary and jail economy that I trust I may be pardoned for referring to certain matters connected with it.

157. I have not complete information as to the area of land available for gardening purposes in the several jails of the Presidency, but in all the Central Jails except the Penitentiary and Cannanore it is practically unlimited. What is, however, very strictly limited is the supply of water, and it is on this factor, rather than on the area of land, that the possibilities of gardening depend. It does not seem necessary to give details as to the number of wells, the number of months' water-supply yielded by each, and so on, no general orders being possible on this point. One matter may, however, be noticed, viz., the system of raising the water from the wells. By Rule 620 of the Jail Code, the practice of having a picotah worked by a prisoner walking on the cross-beam or lever in the ordinary manner is prohibited. This rule which was originally issued in a circular of the then Inspector-General, was made when all extramural gangs wore fetters and may have received some justification from that fact. But now that fetters are not used, I submit that the direction may be cancelled as it is a considerable hindrance to jail gardening. At Madura, for instance, I saw each picotah being laboriously worked by five men on the ground, whereas two could have managed it had the usual system of working by a man on a cross-beam been followed. There are always plenty of convicts, at least in the southern jails, who are familiar with the working of a picotah.

158. The question of the most economical method of working wells which are too deep for a picotah is also worth considering in many jails. At Coimbatore the number of convicts employed on the larger wells could be probably reduced by one-third if the poles which they push round were lengthened so as to give a better leverage.

159. The following statement shows roughly the extent to which vegetables were purchased in each jail during 1890 instead of being supplied from the garden.

	Vegetables produced
Central Jails—	
Penitentiary, Vellore, Salem and Rajahmundry	Nil.
Coimbatore	About 10 per cent. bought in rainy weather, 50 per cent. in dry weather.
Cannanore, Trichinopoly	A considerable percentage produced.
District Jails—	
Palamcottah, Madura, Mangalore, Vizagapatam, Nellore, Guntur, Bezwada, Kadiah	Nil.
Calicut	About 5 per cent. of total supply.
Bellary	About 75 do. 90
Kurnool	60 per cent.
Parvatipur	75 "
Cuddapah	60 "
Cuddalore	24 "
Berhampore	5 "
Tanjore	20 "

160. The result at the Penitentiary is very creditable, only a small strip of land by the Cooum being available. Cannanore labours under special difficulties owing to absence of anything approaching good soil and lack of water. At Coimbatore, Trichinopoly, Bellary and Calicut, I think more might be done. In several of the other District Jails, the amount of vegetables bought in 1890 was appreciably less than in 1889, and efforts to improve the gardens are being made.

161. One point which is nowhere sufficiently attended to in my opinion is the trenching of night-soil. At hardly any jail was this being done at the time of my visit, while everywhere (except at Mangalore) the night-soil was being carried away at considerable labour and buried in waste land. At the Penitentiary trenching is probably impossible, and at Cannanore and Mangalore it could not be done to the gardens which are inside the walls. Elsewhere it does not appear why it should be so entirely neglected. At Rajahmundry two plots were trenched in 1890, but the resulting soil is said to be too heating for English vegetables. If this experience is confirmed, the trenched soil must be cropped first with some cereal. It is, of course, essential—

1st, that no trenching shall be carried on near enough to the drinking wells to affect the water;

2nd, that the trenching shall be carried on in a proper method such as that recommended by Drs. Walker and Lethbridge (*vide* para. 13 of Chapter V of their Report).

Note by Inspector-General.—Dr. Bidie forbad any trenching on jail grounds at Coimbatore for fear of sub-soil drainage into the wells; formerly it was all used for garden.—J M.S.

It is trenched on jail grounds in Trichinopoly, Vellore and Salem and the poudrette used in the gardens.—J M.S.

Poudrette is too heating till it is two years old, *then* it ought to be used in the gardens and is in several jails.—J M.S

162. The Inspector-General points out in his note above that on Dr. Bidie's suggestion Government in G.O., 20th March 1890, No. 529, ordered that the burial of night-soil "within the jail" at Coimbatore should be stopped. I do not think that when this order was passed it was understood that no burial of night-soil "within the jail" had taken place. The jail lands occupy a very large area, are outside the real jail wall, but are themselves walled in. It is in these lands, part of which is used as garden, part as pasture, that burial of night-soil used to go on large pits being used for the purpose. I recommend that while *burial* of night-soil be still prohibited, *trenching* in the garden be allowed.

163. Except at Vellore and Tanjore little has been done to raise an orchard of limes and tamarind. I think Drs. Walker and Lethbridge's proposal should be everywhere tried, and a row of limes put down *along the sides of every water-channel*.

164. Rajahmundry and Vellore were, I thought, the two jails where the most vigorous efforts were being made to make the whole of the jail land profitable by growing cereals, starting fuel reserves, &c. At the Penitentiary nothing can be done, and Cannanore is in much the same position. At Salem there is not very much land, but at Trichinopoly there is a very large amount on which fuel might be grown. This has not been done. At Palamcottah also there was a large extent of land on which some fuel tree, if only the Korakapalli (*mimosa dulcis*) could be grown, and I would suggest that it should be made a general rule that when no other use can be made of jail land it shall be planted with fuel trees.

165. As regards Drs. Walker and Lethbridge's proposal to enforce the growth of condiments—the chief being *chillies*—there is a very general opinion among Superintendents and Jailors that it does not *pay* to raise this crop. Chillies are said to require a great deal of water and to remain a long time on the land. They are very easily stolen, and if eaten by convicts in a green state, as they probably would be eaten, they would be liable

Officers in selecting the vegetables to be grown, and they might be embodied in the rules relating to jail gardening which the Government has directed should be drawn up by the Inspector-General with the assistance of the Honourable Mr. Price. A sowing calendar similar to that given in the North-Western Provinces and Bengal Codes would also be of much use.

From F. J. CRAWFORD, Esq., M.D., Professor of Materia Medica, Medical College, to the Secretary to the Surgeon-General with the Government of Madras, dated Madras, 15th April 1891, No. 10.

In compliance with your letter, No. 1493, dated the 20th March 1890, I have the honour to forward, for the information of the Surgeon-General with the Government, the accompanying lists of the more common kinds of fruits and vegetables growing in Southern India; the list marked *A* including only those fruit and vegetables that have a high antiscorbutic value, and list *B* including those in which these virtues are not so marked or are absent altogether.

The following notes on plants having an antiscorbutic action are intended to supplement the information given in the list *A* on such points as their habitat, culture, the part used, &c., especially of those less known plants in the list and not in common use throughout the country.

In framing lists of plants having an antiscorbutic action, precedence must always be given to those belonging to the Natural Order, Cruciferæ and the Orange tribe, from their long-established reputation in curing as well as preventing scurvy. The cruciferous plants in the list are merely mentioned with the object of stating that they are of easy culture throughout the cold season, from October to March, in stations on the plains and that they should find a place in all jail gardens during this period. There is no need to give the uses of mustard seed or to mention what an excellent salad the young shoots and tender leaves of the plant afford. During the long sea-voyages of former days around the Cape, one of the means taken by passengers to ward off scurvy was to germinate mustard seed between damp folds of flannel and the seedlings thus obtained were used as a salad. The radish is extensively cultivated throughout the country and may be obtained in the markets at all seasons of the year.

Little need be said also of the fruit yielded by the orange tribe. They are common enough at certain seasons of the year, and the acid lime, the most frequently used antiscorbutic after tamarind, though scarce at times, may be obtained throughout the year. These plants thrive best at an elevation of 2,000 to 4,000 feet, and the soil and climate of the Shevaroy Hills are said to be peculiarly adapted to the cultivation of the tribe. The bael is mentioned in the list from its special value in curing one of the complications of scurvy, viz., scorbutic dysentery.

It is also unnecessary to say much of the antiscorbutic virtues of the common round potato; in this respect this tuber is held in as high repute as either lime-juice or cruciferous vegetables. It is extensively cultivated in places having an altitude of 2,000 feet and upwards, and it has the further advantage of being, after tamarind, the most easily procured and preserved of all the antiscorbutic aliments.

The fruit of the tamarind is the chief antiscorbutic used in Southern India. It is in daily use by the people, rich and poor alike, either in curry, chutney or pepperwater. Like all other antiscorbutic juices, tamarind pulp contains such organic acids as citric, tartaric and malic, both free and in that loose combination with potassium which renders these and salts so easily absorbed by the digestive organs, and also so easily changed in the blood into potassium carbonate. It also has this advantage over lime-juice inasmuch as it is easily stored and does not undergo any change when kept.

The young leaves and tender shoots of the tree are intensely acid and are used by natives in chutnies and pepperwater.

The unripe fruit of the mango is in common use among natives when in season, either pickled or in chutney or curries. The sun-dried pulp either salted or unsalted may be kept unchanged for months. This sun-dried pulp under the name of "Amchar" has been issued with good effect as an antiscorbutic to native troops in the field. A recent analysis shows that Amchar contains citric, tartaric and so much as 64 per cent. of malic acid.

The fruit of the two species of averrhoa are used in various ways—eaten raw or pickled or in curries. The bilimbi contains a large amount of free acids. Both plants are arboreous in habit, grow in the hottest parts of India and from their value as antiscorbutics should find a place in every jail garden, and they also have the further advantage of fruiting twice a year.

The leaves of the five plants included in group 3 are in common use by the people of Southern India in the form of greens, chutnies or in curries. They contain a large quantity of free acids and probably also potassium salts. The fruit of the red sorrel (the roselle) is also largely

to cause sickness. It was pointed out that jails have an almost unlimited amount of labour but a limited area under wells, and that in these circumstances a slow growing crop, which occupies the land for a long time and takes a quantity of water, is less profitable than quick growing crops of vegetables which can be sold if in excess of jail requirements. I think these arguments possess great weight. It does not follow that when an article is manufactured or grown in a jail, it is thereby procured more cheaply than by purchase, for the labour expended on it might be more profitably employed in other directions. I would, therefore, deprecate the passing of any such general orders as are suggested in para. 7 of Drs. Walker and Lethbridge's Chapter XX, but I think that wherever water and land are plentiful the raising of edibles should be attempted, leaving it to the Inspector-General to determine in what particular jails this is advisable.

166. I found that there was a marked tendency in some jails to grow a preponderance of useless vegetables. At Trichinopoly, for instance, there was an undue amount of ground occupied by sweet potatoes and brinjals, while the more valuable and equally easily grown species, such as country radish and tomatoes, were present in very small quantities. In many other jails the great extent of brinjal cultivation and the number of drumstick trees was specially noticeable. The section on Jail Gardens in the Jail Code at present contains only some 9 rules, all of the most general kind and perfectly useless as a guide to Superintendents and Jailors, who are thus left entirely without assistance in the selection and methods of cultivation of the vegetables required. I accordingly applied to the Surgeon-General and he has been good enough to furnish me with the annexed highly useful lists, one showing the names —scientific, English and Tamil—of the commoner kinds of fruit and vegetables growing in Southern India and possessing special antiscorbutic properties, and the other of those not possessing any special antiscorbutic value. I think that these lists will be of great use to Jail

Note by Inspector-General—They (radish and tomatoes) want a great deal of water which the jail has not got to spare, and tomatoes only last a few months—J. M. S.

A

List of the commoner kinds of fruit and vegetables growing in Southern India which possess special antiscorbutic properties.

No.	Name of plant.	Popular name.
1	Cruciferous vegetables— Brassica oleracea	The cabbage.
2	Do. rapa	The turnip.
3	Do. juncea	Indian mustard. Tam.—Kadugu.
4	Do. alba	White mustard. Tam.—Kadugu.
5	Do. nigra	Black mustard. Tam.—Kadugu.
6	Raphanus sativus	The radish. Tam.—Mullangi.
7	No. 1. Aurantiaceous fruits— Citrus medica var. acida	Common acid lime. Tam.—Elumichum.
8	Do. do. var. limetta	Sweet lime.
9	Do. aurantium	The orange. Tam.—Kitchili.
10	Do. decumana	The pumelo. Tam.—Bumamilimas.
11	Ægle marmelos	The bael. Tam.—Vilva.
12	Feronia elephantum	The wood-apple. Tam.—Velam.
13	Solanum tuberosum	The potato. Tam.—Urala kalangu.
14	No. 2. Tamarindus Indica	Tamarind. Tam.—Puliamaram.
15	Mangifera Indica	The mango. Tam.—Mâm maram.
16	Averrhoa bilimbi	Bilimbi. Tam.—Bilimbi kai.
17	Do. carambola	Carambu. Tam.—Tamatam.
	No. 3. Hibiscus cannabinus	Hemp-leaved Hibiscus. Tam.—Cassurie kirai.
	Do. sabduriffa	The roselle. Tam.—Seni kasili kirai.
	Oxalis corniculata	Yellow-wood sorrel. Tam.—Puliarai kirai.
	Acacia concinna	....
	Rumex vesicarius	Country sorrel. Tam.—Sukan kirai.
1	Dillenia Indica	....
2	Carissa carandas	Carissa bush. Tam.—Pareya kala kai.
3	Do. spinarum	Spiny carissa. Tam.—Kala kai.
4	Anona muricata	The sour sop. Tam.—Mullu sitha.
5	Daucus carota	The carrot.
6	Allium cepa	The onion.
7	Lycopersicum esculentum	The tomato.
	No. 4. Cucurbitaceous fruits—	
	Lagenaria vulgaris	Bottle gourd. Tam.—Shorai kai.
	Trichosanthes anguina	Snake gourd. Tam.—Podalan kai.
	Luffa ægyptiaca	Egyptian luffa. Tam.—Pirkan kai.
	Momordica charantia	Hairy momordica. Tam.—Pava kai.
	Cucumis melo	The melon. Tam.—Mulam.
	Do. sativus	The cucumber. Tam.—Vellirikai.
	Citrullus vulgaris	The water melon. Tam.—Picha kai.
	Cucurbita maxima	The pumpkin. Tam.—Pusani kai.
8	No. 5. Zizyphus jujuba	The ber fruit. Tam.—Elandu.
	Do. Œnoplia	....
	No. 6. Nilgiri fruit—	
	Physalis Peruviana	Brazil cherry.
	Berberis aristata	Barberry.
	Do. Nepalensis	....
	Rubus lasiocarpus	Nilgiri bramble raspberry.
	Do. rugosus	Id.
	Elæagnus latifolia	....
	Vaccinium Leschenaultii	The Nilgiri cranberry.

B.

List of fruit and vegetables growing in Southern India which do not possess any special antiscorbutic value.

No.	Name of plant.	Popular name.
1	Hibiscus esculentus	The Bandi kai.
2	Moringa pterygosperma	The drumstick.
3	Portulaca oleracea	The common purslane.
4	Anacardium occidentale	Cashew.
5	Carica papaya	Papaya.
6	Eugenia jambolana	Jumblum.
7	Punica granatum	Pomegranate.
8	Psidium pomiferum	Guava.
9	Ipomæa batatas	Sweet potato.
10	Vitis quadrangularis	Square-stalked vine. Tam.—Perundei kodi.
11	Solanum melongena	Brinjal.
12	Helianthus tuberosus	Jerusalem artichoke.
13	Phyllanthus distichus	Star gooseberry.
14	Do. emblica	The country gooseberry.
15	Manihot utilitissima	Tapioca.
16	Artocarpus integrifolia	The jack.
17	Amarantus tenuifolius	....
18	Do. polygamus	....

List of fruit and vegetables growing in Southern India which do not possess any special antiscorbutic value—*cont.*

No.	Name of plant.	Vernacular name.
19	Amaranthus oleraceus	
20	Do. spinosus	
21	Do. frumentaceus	Tam.—Thangu kolu.
22	Do. tristis	
23	Alternanthera sessilis	
24	Anona squamosa	Custard apple.
25	Do. reticulata	Bullock's heart.
26	Bassia alba	The Mahwa Nightshade.
27	Do. emiifolia	
28	Dioscorea pubescens	Yams, species of.
29	Do. alata	Do.
30	Do. purpurea	Do.
31	Do. sativa	Do.
32	Do. bulbifera	Do.
33	Musa paradisiaca	The plantain.
34	Phœnix dactylifera	The date.
35	Do. Sylvestris	Wild date.
36	Do. farinifera	Small wild date.
37	Cocos nucifera	The cocoanut.
38	Borassus flabelliformis	Palmyra.
39	Celosia antiquorum	
40	Do. argentea	
41	Amorphophallus campanulatus	Telugu potato.
42	Lablab vulgaris	
43	Cicer arietinum	Bengal-gram.
44	Dolichos sinensis	
45	Phaseolus mungo	Green-gram.
46	Do. trilobus	
47	Do. radiatus	
48	Pisum sativum	Common pea.
49	Cajanus indicus	Pigeon pea.
50	Arachis hypogæa	Ground-nut.

Madras,
14th April 1891.

(Signed) F. J. CRAWFORD, M.D.,
Professor of Materia Medica,
Medical College.

Chapter XXIII.—167. The first subject referred to in this chapter is the method of obtaining supplies. It is a matter of the first importance, and there can be little doubt that lakhs of rupees have been lost in this Presidency, not through any remissness on the part of Jail Superintendents, but simply through the retention of a radically bad system of purchase.

168. The matter first attracted the notice of Government in 1887. Up to that year the method of rationing the prisoners in Madras Jails had been what Drs. Walker and Lethbridge (para. 7) call "the worst form of contract," viz., one under which a contractor undertook to feed the entire population of a jail for twelve months at a daily rate per head.

Not only was there no chance of economy, but the contractor had to protect himself against loss through a possible rise in prices, while the rates per head were further raised by the inclusion of a number of miscellaneous articles, the demand for which was quite uncertain. In G.O., 14th July 1887, No. 1526, and in that of the 4th October 1887, No. 2286, dealing with the report of 1886 and the Inspector-General's explanation concerning it, Government while not ordering the entire abandonment of the contract system, directed that the system of including miscellaneous articles should cease, and that the working of the departmental system, which was to be tried in certain jails, should be carefully watched.

169. Mr. Grimes was then Inspector-General, and upon receipt of these orders he apparently decided to modify the contract system and adopt a plan of quarterly contracts for separate articles of jail consumption. The following form of tender was circulated for adoption :—

To the Superintendent of the Jail.

Sir.

With reference to the notification published in the Fort St. George and District Gazettes of the , I beg to submit this my tender for supplying the undermentioned articles of diet for a quarterly period from to 1888, both days inclusive ; I further bind myself to the specific conditions required in the notification. The deposit money, viz., Rs. , is herewith forwarded.

Articles of Diet.

Probable quantity required.	Articles.	Rate tendered per lb. per rupee.	Remarks.
To be supplied in such quantities as may be required daily.	Rice, mutton, &c.		

This system was at work during 1888. It was open to some objections, but it produced a great reduction in the cost per head of rations.

170. Towards the end of 1888, Colonel Porteous became Inspector-General. In Circular No. 17, dated 22nd November 1888, he directed that the system of obtaining supplies by contract should entirely cease, and in another Circular

No. 9414, dated 16th December 1885, he instructed Superintendents that a Purveyor on pay ranging from Rs. 8 to Rs. 15 would be sanctioned in every jail. The temporary entertainment of these officials was sanctioned in the marginally noted order of Government. The duties of these Purveyors were then defined by Colonel Macdonald Smith in a Circular No. 722, dated 15th of February, and issued just after he took charge of the Department.

G.O., 11th September 1889, No. 1280.

Duties of Superintendent as Purveyor, prescribed on 15th February 1890.

No. 722.

OFFICIAL MEMORANDUM.

The following shall be the duties of Purveyors :—

(1) to contract with the merchants ;

(2) to go to the mofussil to purchase good grain and the requisite other articles of diet at the best rates ;

(3) when grain and other articles of diet arrive at jail, to see same properly weighed or measured ;

(4) to have proper quantities issued daily as required ;

(5) to keep all the accounts of receipts and issues of articles ; and

(6) finally, to act as a clerk or assistant to the Storekeeper.

All payments for purchases made by the Purveyor will be disbursed by the Superintendent himself and on no account should payments be made through the Purveyor.

171. It will be seen that the Purveyor was expected to buy all the grain as well as all other articles of diet required, but that the Superintendent was directed to make payment himself and not through the Purveyor.

172. In G.O., 18th November 1880, No. 1804, para. 21, the Government directed that the method of procuring supplies through Purveyors should be entirely abolished, and the system referred to in para. 4, chapter XXIII of Drs. Walker and Lethbridge's report adopted in future. Superintendents were directed by the Inspector-General to dispense with the services of Purveyors in an official memorandum of the 4th April last, but at the time of my visit Purveyors were still in existence in all jails except Rajahmundry and Parvatipur, and no rules have yet been framed as to the system under which supplies are to be purchased in future.

173. The following is an account of the chief methods of obtaining supplies which have been at work in the jails of the Presidency since the beginning of 1890. I will first refer to those systems in which the Purveyor occupied an important position :—

(1) In some jails *all* purchases have been made by the Purveyor, who received an advance of from Rs. 100 to Rs. 400 for the purpose, and all *payments* were made through him. No direct communication existed between Superintendent and merchants. This system, which is contrary to the Circular No. 722, has been in force in the District Jails of Vizagapatam, Kurnool, Cuddalore and Madura.

(2) In other jails *all* purchases have been made by the Purveyor, who was not usually furnished with an advance, but payments were made by the Superintendent direct to merchants. This seems to be the system contemplated in the Circular No. 722. It has been in force in Cuddapah, Nellore, Guntúr, Calicut, Mangalore and Bellary.

(3) In some of the more important jails the larger purchases, such as those of grain, sheep, &c., were made by the Superintendent in direct communication with merchants, while the Purveyor bought the smaller articles, hospital extras, &c. Payments were also made by the Superintendent direct, except in some cases of small daily purchases where the Purveyor has been allowed to pay. This system has been in force in the Penitentiary, the Central Jails of Vellore and Trichinopoly, and the District Jails of Tanjore and Palamcottah. At the Salem Central Jail a similar plan was followed except that petty daily purchases were made by the Storekeeper instead of by the Purveyor.

174. These three methods appear to be the main possible variations of any system in which a Purveyor is allowed to intervene between Superintendent and merchant. I agree, however, with Drs. Walker and Lethbridge that the introduction of so low paid an intermediary (para. 7, chapter XXIII) is unnecessary and inexpedient. It is impossible to expect honesty from a man on Rs. 10 or Rs. 15 per mensem who is permitted to intervene in bargains of large amount. He is certain to make a percentage for

himself, and, while he is a merely temporary land and gives no security, the only check on the rates which he charges consists either in occasional inspection made by the Jailor or in the monthly price lists furnished by Market Gazettes. These are useful in those towns, and are not available till a month after the purchases have been made.

175. I believe, therefore, that the abolition of all Purveyors will effect a salutary reform. Nevertheless, certain articles have, however, been issued to Superintendents as to the method in which rations are henceforth to be bought, and it seems to me of great moment that a sound system should be selected and uniformly introduced. I proceed to describe three other systems which have been tried by different Superintendents of various Central Jails and which do not involve the use of a Purveyor.

1st.—Colonel Pakenham's system as employed at Coimbatore. After notice given in the bazar, an auction is held in the Jail office of *the right to supply* the jail with the several articles of diet during the next three months. Each article is sold separately, and if no favourable rate is bid, it is not sold. At the last auction the right to supply 8 articles was sold. Rice, cholum, raggi, dhall, condiments, onions, salt, and vegetables. Fifteen merchants attended and five received contracts. No formal agreement is drawn up, but a deposit of Rs. 25 is required from each successful bidder.

2ndly.—Mr. Tyrrell's system as in force at Cannanore. Is almost exactly the same as the above, except that no deposit is taken from the successful bidders. The right to supply all articles except raggi, which was got from Vellore, has been sold successfully, the period adopted being three months.

3rdly.—Mr. Gadsden's system as followed at Rajahmundry. This differs fundamentally from the Coimbatore and Cannanore systems, in that it is *not the right to supply* which is *sold*, but the actual amount of provisions required which is *bought* at the lowest rate bid. The Superintendent has been in the habit of holding a monthly auction in the bazár, having previously ascertained the ordinary bazár rates. The amount of rice, grain

or other articles which will be required in the month is estimated, and this is put up to auction, each article separately. If grain is cheap, two or three months' supply is purchased at a time, while if good bids are not received no purchase at all is made. Three days are given for delivery; 15 or 20 merchants are said to attend.

176. All these three systems, which have been developed independently, are interesting, and offer what seems a more or less sound system of procuring supplies, but I think that Mr. Gadsden's is based on the more correct principles and is the best for general adoption. My reasons are—

(1) That when the right to supply for a period of three months is sold, the merchant must protect himself against a possible rise in prices, and hence Government has to pay something extra as an insurance against risk.

(2) That in selling the right to supply for three months, the chance of taking advantage of a fall in prices is sacrificed.

(3) That the length of the period and the uncertainty in the amount of the commodity which will be required necessarily exclude the small merchants, limit the competition, and render a combination easier. On Mr. Gadsden's system a petty merchant, knowing exactly what he has to supply and that he will get cash payment, can afford to offer a rate which allows him but a small profit; he can then go straight to the villages, buy his article, deliver it and so turn over his capital in two or three days.

(4) In the Coimbatore and Cannanore systems, in order to make the agreements binding, a reciprocal contract ought to be drawn up, as in its absence either side can repudiate its promises, the jail by buying elsewhere, the merchant by neglecting to supply.

(5) The Coimbatore and Cannanore systems are inconsistent with the plan of purchase of several months' supply during the season of low prices, of which Government has approved.

177. I therefore recommend that the system which Mr. Gadsden has introduced at Rajahmundry be approved by

Government and introduced in all jails, the requisite rules being introduced into the revised Jail Code. The extent to which grain can be purchased during harvest and stock depends a good deal on the amount of storage accommodation available in the jail, and no general rules can, I think, be yet laid down on this point. As regards the working of these systems, the test of actual result on the cost per head in the jails is not wholly reliable, because such factors as the number of short-term prisoners or of Burmese affect the figures, but it will not be out of place to point out that both in 1889 and 1890, Rajahmundry has shown the lowest rate per head for rations of any Central Jail.

178. I may add here that the reason why the English plan of calling for tenders by advertisement and requiring the articles to be supplied according to contract (as Mr. Grimes did in 1888) is not likely to succeed is that it excludes the small merchants, who cannot take the risks of a contract extending over three months and with an uncertain liability, and so limits the competition to a very few moneyed dealers. In England the number of wealthy men able to take up a contract prevents combination, but in India there are very few such merchants, and it is of much importance to enable as many as possible to share in the competition. This can best be done by purchase of definite supplies and cash payment.

179. An important check on the rates paid in the several jails was introduced by Colonel Porteous in the shape of a monthly circular, compiled in the Inspector-General's office, which shows in a brief statistical form the rates prevailing in every jail, thus enabling one Superintendent to see the rates which the rest were procuring. This circular seems to me of great use, and ought to be maintained and punctually issued.

180. There was an unanimous opinion that the Tahsildar's *Nirakanama* or Price List was of little use. In some cases, *e.g.*, Rajahmundry and Mangalore, I was informed that in giving the market rates native measures were used. This source of confusion might surely be avoided. It also generally gives the prices of cleaned grain, whereas uncleaned grain

is bought for the jails, or the price of only one quality is given where there are two or three. Again it is generally issued only monthly, and is often not received until many weeks after the close of the period to which it refers. Lastly, it is compiled by a very low-paid taluk clerk and its reliability can never be great. Yet at present it is the sole guide to price in some District Jails.

181. At Coimbatore, Colonel Pickance had added to his system of purchase a method of account, or rather absence of account, which I think should not be continued. He kept absolutely no stock of rations and no accounts. The merchant who held the right of supply was assigned a store-room in the Jail and kept his goods there. Every day his clerk or servant came up and issued what was needed. At the end of the month, the number of diets was calculated from the General Abstract which shows daily number of prisoners, and the quantities of articles per diet being known, it was easy to calculate how much the merchant must have supplied, and he was paid for the amounts thus arrived at. Doubtless this saves clerical labour, but of course the merchant does not undertake for nothing all the trouble involved in daily issues. He must charge a higher rate to cover it. The plan necessitates the admission of a number of strangers daily into jail, and opens the door to trafficing with Jail officers. I think the method is unsound and should be stopped. It is much the same as the Punjab system condemned by Drs. Walker and Lethbridge in para. 3 of this chapter.

182. I may add here—

(1) that no forms of accounts and registers relating to Rations have been prescribed, though the present Inspector-General has been endeavouring to supply this deficiency. When the departmental supply system was ordered to be introduced, the then Inspector General left every jail to keep what accounts it liked, and consequently there is every possible diversity in existence. I shall refer to this subject again in connection with Chapter XXXI;

(2) that the practice of having the rations store-room outside the main gate, as existing at Madura and elsewhere, seems improper. If sufficient store-rooms do not exist inside, it would be well, I

cubical, to provide them. Where the area is outside, the safeguard which should be supplied by the Main Gate Regulations and the well understood Rule not to be found in the Code) against removal of articles without a pass, is lost.

183. Leaving the highly important subject of the gate under which rations should be purchased, I proceed to the various indirect means of dail economy referred to by Drs. Walker and Lethbridge in this chapter. One of the most important directions in which a saving can be effected is in regard to the purchase of the meat, which forms an expensive item in the dietary. Experience shows that it is very greatly cheaper to buy and maintain sheep in the flock, slaughtering them as wanted, than to purchase meat from a butcher. At Rajahmundry, for instance, the whole jail was supplied with meat throughout 1889 at the rate of 13 lbs. of boned meat per rupee, the market rate being about 7 lbs. per rupee only, falling in some jails, *e.g.*, Calicut, as low as 5 lbs. per rupee. At Rajahmundry sheep are bought in large numbers; they cost nothing to keep except a payment of two rupees a month to a boy who grazes them in the jungles near and four annas a day to a butcher for slaughtering three times a week. The skins, entrails, feet and other portions are sold, or, as has lately been tried at Trichinopoly, the skins can be tanned in the Jail. At the last mentioned Jail the adoption of the plan of keeping and slaughtering sheep has reduced the price of mutton from 7½ lbs. per rupee to 12½ lbs. per rupee since October 1890. There are a few jails where it may be impossible to keep sheep, *e.g.*, the Penitentiary and Calicut, but at Salem, Bellary, Madura and Palamcottah and elsewhere there seems no practical difficulty in introducing this useful economy.

184. A second matter in which economy can be easily and effectively promoted is in the maintenance of cows and cattle. Here again I find the best example furnished by Rajahmundry, the rationing system of that Jail having been very well managed and the Jail being perhaps favourably situated. In June 1889 five cows were bought at a cost of Rs. 120. Their milk was supplied to the Jail at the rate of 8 seers (32 pints) per rupee, the value being charged off against the initial cost and surplus milk being sold to jail subordinates. At the end of six months the outlay had been recouped, and an additional profit of Rs. 124-3-0 had been made. No expenditure at all was incurred, grain husk only being given the cows, and their manure balancing the value of the husk. I may add that since the purchase of these cows, a number of calves have been born, some of which have been sold and others retained, and the condition of the herd when I saw it was most flourishing. On the other hand, at Trichinopoly, where there is any extent of pasturage, no cows are kept, and a milkman is allowed to graze his cows in the jail premises, keep them in jail-built sheds, and sell the milk to the jail at 21 pints per rupee. At Palamcottah no sheep or cows were kept, but cows belonging to jail subordinates were grazing on jail land. At Bellary, where again there is ground available, neither cows nor sheep are kept. I think that in every jail except the Penitentiary, it should be possible to keep a few cows, and there seems no reason to doubt that it is economical to do so. Resort to the bazar for milk should be prohibited, the Inspector-General having power to sanction an exception.

185. A third matter is the maintenance of draught cattle. In many jails, *e.g.*, Madura and Bellary, I noticed very numerous charges for cart-hire. Grain, kerosine oil and other things have to be brought from the bazar, considerable quantities of wood have to be procured, manufactured articles, such as convict clothing, &c., are often being despatched to or received from the Railway, and the charges for cart or cooly hire on these accounts amount to a large sum. When the cattle are not otherwise employed, they can be made use of in the garden, carting manure, ploughing, drawing water or otherwise, and I have no doubt it would pay to keep a pair in the smaller jails, and two or three pairs in the larger ones. At Madura in October 1890 the jail had to pay on one occasion alone Rs. 45-8-0 for the cartage of 14 tons of wood bought from the Alagar Hill Reserve, distant 12 miles. At Salem carts have to be hired and sent out 5 miles to bring in the wood.

186. Fuel is an expensive item in jail management, and the Forest Department's rates are so high that in more than one jail it has been found cheaper to buy,

from a private supplier rather than from the Department. At Trichinopoly, for instance, wood is now being obtained by private contract at Rs. 0-4 per ton delivered at the jail, whereas the Forest Department charged Rs. 7 per ton. From some figures furnished by the Department which I saw at Palamcottah, it appears that out of a charge of Rs. 3-12-0 per load only Rs. 1-4-0 represents the cost of cutting and carting and Rs. 2-8-0 or 200 per cent. is the seigniorage. The Jail Department is prohibited from charging a higher rate of profit than 10 per cent. to any Department of the State, and it seems reasonable that some degree of reciprocity should be accorded it. In Chapter 4, Rule 29 of the Civil Account Code, volume I, it is laid down that the Forest Department is a quasi-commercial Department, and may charge other Departments as it would the public, but I think that Government might reasonably prescribe some maximum rate of seigniorage to be applied to supplies made to other Departments, which should at least preclude the possibility of it becoming cheaper to go to a private supplier. That it is desirable to prevent the indiscriminate purchase of wood from private sellers is well illustrated by the following extracts from the Jailor's account book at Bellary, which show how greatly such purchases are liable to fluctuate:—

	rs
2,000 lbs. of firewood . .	10
2,500 „ „ „ . .	10
3,000 „ „ „ . .	15
3,375 „ „ „ . .	15

187. The preparation of gingelly oil is another opening for economy in jails. If bought in the bazár the oil is never perfectly pure and is expensive; while if the seeds are bought and ground by jail labour, purer oil is obtained and at a lower rate, while a useful form of labour is provided. The following particulars were obtained from the Rajahmundry jail. A new mill costs 30 rupees; it is made of tamarind wood, and is most cheaply procured by buying a tree, using the portions necessary, and selling the remainder. A second-hand mill would probably cost more, perhaps Rs. 40, because the wood is seasoned and would not absorb oil as a new mill does at first. It has been found that by grinding the seed in the jail, 7 lbs. of oil can be procured per rupee as against the bazár price of 6 lbs. per rupee. The oil-cake can be sold, and the oil is purer than

bazár oil. Five men can work a mill, four pushing and one sitting in the centre, but in some ways bullocks are preferable because they grind more evenly and do not eat the seeds. There is a ready sale for any excess of oil not needed for the jail, because it is pure. Gingelly oil is now expressed by jail labour in the jails of Salem, Trichinopoly, Tanjore, Madura, Coimbatore, Guntúr and Cuddalore. At Kurnool the system has just been begun, and at Palamcottah and Vizagapatam mills have been or are being obtained. At Vellore and at Trichinopoly I heard that the Alipore mill recommended by Drs. Walker and Lethbridge had been tried but had quite failed. At Trichinopoly a country-mill has since proved successful, and this should be adopted also at Vellore. The jails at which no attempt to extract their own oil has been made are the Penitentiary,* Bellary, Berhampore, Nellore, Cuddapah and Párvatipur. I think these jails should be now directed to undertake this task.

188. On the West Coast gingelly oil is not used, cocoanut oil taking its place. This is also expressed by a simple country-mill, being afterwards refined by boiling. None of the three West Coast jails have yet procured a mill, and the prices paid for the oil vary considerably, being from 5 lbs. per rupee at Mangalore to 7½ lbs. per rupee at Cannanore (under Mr. Tyrrell's auction system). I think the expressing of cocoanut oil should be tried in these jails.

189. As regards grain, I found that the raggi used in the Southern Districts and the cholum which forms the staple food in the Northern Jails is bought uncleaned in all jails and cleaned by jail labour. In the case of dâll Drs. Walker and Lethbridge suggest (para. 18) that it should be bought in the ear ("in the state in which it is reaped in the fields"), but there are difficulties in the way of doing this, viz., that it would often involve making advances to ryots on the crop before it is reaped, it would necessitate visits to outlying villages for which no staff is provided, and because in some districts where little dry grain is grown, it would be difficult and probably impossible to get the grain in the ear. The system of purchase in the ear might be tried in some dry-grain district, but I have no information as to how it would pay.

190. Rice is generally bought "boiled," *i.e.*, husked by being slightly boiled,

* *Note by Inspector-General.*—The Penitentiary grinds its own oil now.—J. M. S.

in which here it does not keep long. Bellary only getting raw ones, is also backed by pounding. I think that the purchase of unhusked paddy should be tried, and the result of looking to the jail both as economy and as a form of labour should be watched. If this is done it would be well to make the experiment at Salem or Vellore, where there are female convicts, as few male convicts understand the process of husking by looking, and the labour of pounding is one specially fitted for hard labour females.

191. The price of kerosene oil varies from Re. 1-12-0 to Re. 1-14-0 a tin on the West Coast to Re. 2-2-0 in Nellore and the four Northern Districts. At Trichinopoly the price in January 1890 was Re. 2-4-0 per tin, but had been as high as Re. 2-8-0 in the previous October. The kerosene oil is now used everywhere, being cheaper than the American article. The 4-Rs. dry short having a large number of rats Cabral and destroying them, to jails on the line of rail is the risk of getting leaky or half empty tins. At Trichinopoly the experiment of getting a large consignment from a Madras firm was tried and failed on this account. The margin for saving is also small. But I think larger stocks of oil might be purchased at one time, as prices vary considerably during the course of the year.

192. I do not think that the plan of manufacturing curry powder in a few jails and distributing it to other jails within reasonable distance as suggested at the end of para. 21 of G.O., 18th November 1891, No. 1804, would be desirable, because curry-powder so prepared and distributed would not be fresh, and would consequently be less wholesome. It is better to grind the chillies every few days. But though *curry-powder* could not be distributed, I think that the ingredients, especially chillies, could with advantage be bought in localities where they are cheap and be distributed to other jails. I believe Trichinopoly and Coimbatore are districts where chillies can be obtained at low rates, while in other places, *e.g.*, Salem and Bellary, the prices are higher. I regret that I overlooked the desirability of procuring definite information on this point while visiting the jails, but I would suggest that the Inspector-General should investigate the question and try the experiment of thus purchasing

and distributing chillies, and possibly coriander seed.

193. I must refer now to the cases of unnecessary resort to the bazar instanced by Drs. Walker and Lethbridge in para. 14 of this chapter. It must be remembered that up to the end of 1887, all pots (earthen, iron, or tin), mats, baskets, gunny-bags and the other very numerous articles specified on page 37 of the annual report for 1886 were supplied by the contractor and were included in the diet-rate. Until 1888, therefore, owing to the vicious system in force, Superintendents were not even expected to supply these wants themselves. Drs. Walker and Lethbridge's visit was paid in December 1888, and it is not surprising that the ill-results produced by many years of the contract system had not then all disappeared. No doubt further improvement is still possible, but much has been done since Drs. Walker and Lethbridge visited the Presidency to remove the reproach to which they rightly drew attention.

194. As regards tin work, I found almost all jails that I visited doing it for themselves, tin cups and plates being made out of empty kerosine-oil tins, Salem was an exception. Iron work is being done in the larger jails, especially Trichinopoly, with good results. At Bellary I was surprised to find rather numerous entries of hire being paid to blacksmiths, but possibly there was no convict blacksmith in the jail. Whatever carpentry work is necessary is now usually done by jail labour, though I expect in some of the District Jails sufficient attention is hardly paid to this. Earthenware cups and chatties are made in large numbers at Palamcottah and Rajahmundry, but hardly anywhere else, men of the potter caste being apparently very rare in jail, probably because the trade is a steady and profitable one, the caste small, and the potter community very clannish and ready to help its poorer members. Mats and baskets are made in several of the larger jails, but some further advance in this respect is probably possible in most District Jails. Ropes are also made in some places, but I found entries of purchases in others. I do not think it is possible to give more specific information as to the actual state of affairs in each jail without expending an inordinate amount of space on the subject, but I shall refer to it again in connection with

jail manufactures. Meantime it is for the head of the Department to continue to impress on Superintendents the necessity of maintaining the ground of "resort to the basis."

Chapter XXII. 195. The introductory paras. 1—3 deal with the objections to the employment of prisoners on Public Works gangs, and as no proposal to change the existing system in any direction is here made, they require no notice. As regards paras. 5—14, the Government has already approved of all jail labour being divided into three classes—hard, medium and light, and the Inspector-General has issued orders accordingly. It remains to draw up lists of intramural employments arranged according to this classification, and the following is submitted for approval as a tentative arrangement. The subject, however, is of small practical importance, the only point of any moment being that when the Medical Officer orders a man to light labour, the Jailor shall know what is meant. Personally I think the use of the term "medium labour" is confusing and unnecessary; every man sentenced to labour should be on hard labour unless he is placed on "light labour" on medical grounds, and I would merely make a list of those forms of labour which are light, and declare the remainder to be hard labour.

INTRAMURAL EMPLOYMENTS.

Light Labour.	*Medium Labour.*
Wool-winding.	Shoe, sandal and boot making.
Wool-picking.	Basket-making and rattan-work.
Tailoring and sewing.	Binding.
Weeding.	
Coir-twisting.	
Aloe-twisting.	

Hard Labour.

Weaving—(cloth, cumbly, coir and aloe, tape and money bags).	Carpet-making.
Tread-mill and crank.	Digging and carrying earth.
Drawing, raising and carrying or carting water.	Cumbly-starching.
Masonry.	Dyeing.
Lime-grinding.	Gunny-weaving.
Brick and tile making.	Oil-pressing.
Stone-breaking and stone-cutting.	Breaking cocoanut husks.
Carpentry.	Tin-work.
Blacksmith's work.	Press-work.
Bowing wool.	Aloe-beating.
Scavenging.	Tent-making.
Cooking.	Rope-making.
Grinding grain.	Pottery.
	Paper-making.
	Lamp-lighting.

196. Another subject referred to in these paras. is that of a mid-day rest. I do not recommend the insertion of any rule on this subject in the Jail Code. In the North of India there may have been found sufficient reasons for it, but there seem to be none in this Presidency. Moreover, the mid-day meal forms a break in the jail work which is sufficient for all purposes, and any further interruption would entail a diminution of labour. In this latitude it is impossible to open the wards at 4-15 A.M. as it is then perfectly dark at every season of the year.

197. In paras. 15 and 16 Drs. Walker and Lethbridge touch on the subject of *tasks*. I am sure that this is a matter of first-rate importance, which has received little attention in this Presidency until in September last the present Inspector-General issued a circular with a nearly complete list of tasks. The tasks were there stated to be "the maximum," by which was meant that they were the *full* task to be exacted from a convict after a reasonable period of training. This point can be clearly brought out in the revised Jail Code. The circular and list are printed in Appendix 6. As the Inspector-General has already fixed the standard tasks, it is unnecessary to discuss the question here, but they are certainly not yet fully observed, the wool-winding task at Bellary for instance at the time of my visit (15th March) being only 16 oz. of fine black wool and 20 oz. of coarse wool, against 24 oz. prescribed. The Inspector-General's circular constitutes a great advance on the entire confusion and absence of uniformity which preceded it, and when the rules are clearly understood, it ought to have a considerable effect in making the remission system work more uniformly.

198. The succeeding paras. 17—30 deal with the various industries that can be carried on in jail. Government having accepted the principle, as to the soundness of which all experienced jail officers concur, that each Central Jail should have one or more large industries instead of a number of small ones; it remains to determine what these industries should be and to what jails they should be allotted. As I had only three or four days to spend at each jail, my visit only in one case extending to a week, I have not been able to work out this subject thoroughly. Definite and detailed information as to local prices of raw materials, local habits of the free

Burman convicts	.. ..	3 annas per day.
Native do.	.. ..	2 „ „
Juvenile do.	.. ..	1 anna „

G.O., dated 7th June 1886, No. 1493.

neighbourhood; whereas a convict native pressman, whose wages would be Rs. 9 or 10 if he were free, has been allowed for at the rate of only 2 annas per day or Rs. 3-4-0 per mensem on a month of 26 working days. In the second place, the jail, though supplying the bulk of the labour, has received no allowance for profit on the value of the outturn, though under the Resolution quoted above it is entitled to claim a profit of 10 per cent. Thirdly, the division of control has been such that it has been to no one's interest or duty to see that the maximum amount of jail labour and the minimum amount of free labour was used. The Superintendent of the Jail had no power to interfere, nor was it worth his while to do so for a return of only Rs. 3-4-0 a month per man; while the Press authorities naturally found it less troublesome to take on paid workmen than to be continually training convicts.

203. From this it will be seen that a change of system ought to produce—(1) a nominal and only apparent economy by increasing jail profits and reducing the net cost per head of maintaining convicts—(2) a real economy by the substitution of convict for paid labour, wherever it is possible.

204. The proposals which I would make are as follow. Instead of the Penitentiary Press being an institution independent of the Jail and the Jail merely supplying so much labour to it, I would recognise the Press as being properly a jail institution to which a certain amount of free labour and superintendence is lent by the Government Press. I would leave the control of the distribution of work and of the free hands altogether with the Superintendent of the Government Press. I am sure that, for the present at least this is essential, and that an attempt to make a radical change all at once would end in a fiasco which would discredit the whole experiment. I would give the Jail Superintendent power to tender qualified convicts for training in all branches of Press work; and I would lay on the Superintendent of the Government Press the direct obligation to dispense to the utmost possible extent with free labour and to utilize convict labour to the furthest extent that it can be made available. There is no doubt that much can be done in this direction. When His Excellency the Governor visited the

Note.—The item of house-rent might be excluded, but, as it is a jail receipt, it makes no difference. The miscellaneous charges do not appear to have been quite correctly distributed between the Government Press and the Penitentiary Branch, but I take the figures as they stand in the statement.

206. It may be said that even this result is insignificant beside those shown in other Jail Presses, *e.g.*, in Rangoon, where the jail profit in 1890 amounted to Rs. 1,72,171. But in the first place 240 convicts are daily employed in the press there against 186 in Madras; secondly, the value of their outturn is estimated at arbitrary rates; and thirdly, apparently no allowance is made for depreciation of stock, interest on plant, pensions, &c. On this system, and especially if the rates for work done are pitched high enough, it is easy to show a couple of lakhs of profit.

207. The value of the work done by convict compositors will be estimated at piece-work rates. That of convict machine men, pressmen, inkers, binders, &c., will be reckoned by monthly rates equal to what would be paid for free labour of the same class in the neighbourhood, the existing distinction based on the nationality of the convict being, of course, abandoned. The maintenance of a work register, showing the number of convicts employed on each class of labour daily will be easy; it is, in fact, already in existence in the form of a daily slip; and the calculation of the value of their labour will not be difficult, the Government Press supplying a sure test as to the price of free labour of the same kind. I do not think a fixed *daily* rate for convict labour should be laid down because that would weaken the inducement to train convicts for the more highly-paid duties. I believe that, with the co-operation which the Superintendent of the Government Press will certainly give, the scheme will work smoothly and successfully, and I strongly recommend that the trial of these proposals be sanctioned.

208. I next propose to deal with Coimbatore because that jail, like the Penitentiary, has a single large industry already partly developed, viz., Police drill weaving. The jail possesses a set of 26 power looms worked by a tread-mill and crank. No steam is used, except a boiler for drying the starched warp. At the time of my visit one loom was broken and another not in work.

209. It is evident that with these looms in existence the main industry of Coimbatore must be Police drill-weaving for which the looms have been specially adapted. The annual Police indent for

(*i.e.*, four Sundays and four half days for inspections deducted) the outturn from 26 looms would be 12,480 yards a month. It does not appear extravagant, therefore, to expect an outturn of 150,000 yards per annum from this jail. As regards the number of men on the wheel, which at the time of my visit was only 8 per drum, I think it is essential that the demands of the Foreman should be complied with. While I was present, an experiment was made of doubling the number of men on the wheel and crank, and the effect on the looms was very great, the drill being woven at a rate which would yield 80 yards per loom a day. Possibly the strain on the thread would be too great if so large an increase in the number of men was made, but it is clearly bad economy to diminish the outturn of the looms by 50 per cent. in order to save a dozen men's labour.

212. I may add that I was not able to see why the crank was needed at all. The printing machines at the Penitentiary are driven by a wheel of the same size without any crank and a modification in the machinery would possibly enable the Coimbatore looms to be similarly worked. The weaving shed was exceedingly hot and ill-ventilated, many of the windows being of glass and incapable of being opened, and this must tell on the health and efficiency of the men.

213. I, therefore, recommend that the weaving of Police drill be recognised as the staple industry of the Coimbatore Jail and that an outturn of 150,000 yards per annum be required. It may be possible to add some additional looms and have the whole indent turned out here; otherwise the remaining 40,000 or 50,000 yards should be allotted to Vellore, but in any case the whole indent should be turned out by at most two jails and not spread over four or five.

214. In Coimbatore, as at the Penitentiary, carpentry forms a good second industry, and should be developed as far as possible. I would stop the manufacture of coir and aloe mats except as a Close Prison employment, the breeding of silk worms and the weaving of cumblies. Peons' belting should be done in the Close Prison; coir articles should be supplied from the West Coast; and cumblies are needed as an industry for other jails. Besides Police drill and carpentry the

Coimbatore Jail might retain the hand-loom weaving of Khaki drill, towels, and table cloths and cotton waste, much of which is purchased with carpentry, but the hand-loom weaving should be clearly recognised as of secondary importance and the addition of more power-looms and the larger cottons of drill should be treated as the first object.

215. At the Salem Jail the chief industries have been the weaving of cloth for Warders' suits and the making of Police sandals and the first of these I would propose to further develop. In this matter of Warders' clothing some concentration has already been effected, almost all the Southern Jails with one exception being supplied from Salem, but Warders' cloth is still made at Rajahmundry and Madura and I think these too might be supplied from Salem. I would also require this jail to supply all the uniform for Convict Warder Guards, which have also been made at Vellore and elsewhere, and as cash is scarce should, I think, be made to weave the cottons required for Warders and Convict Warder Guards, which are, I believe, at present bought. As regards the making of Police sandals and boots, I think it should be replaced by that of Jail boots and sandals, the supply of which is at present spread over every Central Jail. The Salem Jail will then be almost entirely devoted to jail services and will show no cash earnings in column 11 of annual statement XIII. This, however, is a necessary result of the policy of concentration and the real value of the manufactured articles produced can be shown clearly in the report. If a further industry is needed, convict cloth should, I think, be adopted, Vellore being relieved of this work.

216. The Vellore Central Jail should then confine its attention to the following industries:—(1) Police boots and sandals, leathers being obtained cheaply in the neighbourhood; (2) Police drill, whatever quantity cannot be supplied from Coimbatore; (3) money bags which form a good Close Prison industry; (4) carpets; and, if a fifth industry is needed, tents. It should then be relieved of Jail boots and sandals, cumblies and all convict clothing.

217. Tents should, I think, be made into the staple industry of Trichinopoly. Nothing has yet been done in this direction in this jail and not very much lately

at Vellore. Mr. Cavendish showed me some correspondence with the Board of Revenue (Separate Revenue), in which some defects in the Vellore tents were pointed out, such as price, heaviness, &c. There can be no doubt that a very large industry can be created in tent-making, as both Civil and Military Departments would furnish a great amount of custom if their requirements were met. It is necessary to find out exactly what is wanted and then to supply it and no better officer to start this industry could be found than the present Superintendent of Trichinopoly, Mr. Gadsden. The Military Department might be asked to lend the services of an experienced Conductor from the Ordnance Department who understands tent manufacture in order that the industry may be started on lines which will eventually enable it to meet the requirements of the Army. At present this jail has no large industry, but makes a certain amount of cumblies, convict cloth, Police drill, &c. I would relieve it of all these, develop as far as possible the carpentry and iron-work now carried on, retain coral mat-making, for which there is a ready sale, and Police boot and sandal-making which cannot be concentrated, but make tent-making, if possible, the main staple of the jail.

218. At Rajahmundry, besides carpentry of every kind, which is always remunerative, and Police sandal-making, the chief industries should, I think, be Police and Jail cumblies. The carpet-making carried on in this jail should, in my opinion, be stopped. The articles produced are of very inferior quality and the success of the industry depends on some large firm taking all the outturn of the jail. Recent negotiations with the London dealers seem to show that it is not likely that there will be a sale for the inferior carpets made at Rajahmundry and it will be better to leave the perfecting of this industry entirely to Vellore. Rajahmundry should also give up Police drill, convict cloth and Warder clothing, and, if any other industry is needed, khaki or other cloth for sale or supply to Government Departments might be adopted.

219. The whole supply of convict clothing required for the Southern and West Coast Jails, except Madura, which makes its own, and Coimbatore, which uses damaged Police drill, can be made in the

Palamcottah Jail. There is room there for 20 looms, which at 30 yards per loom per week will produce enough cloth for 3,000 suits per annum, allowing 3½ yards to a suit. The cloth for the coat is of course woven at 36 inches broad, but it is economical to weave the cloth for the trousers of one-third less breadth, *i.e.*, 24 inches. If trousers are cut out of 36 inches cloth there is a considerable wastage, whereas 24 inches cloth is just broad enough and leaves only a small piece from the fork, which serves to make the cap. From a calculation based on actual experiment supplied me by the present Palamcottah Superintendent, Mr. Strahan, it appears that the convict cloth, which is woven of No. Tens and Nines yarn, can be produced at 2 annas a yard, which would be reduced by 33 per cent. if the width were 24 inches. A suit requires 3½ yards of cloth and would thus cost only 9 annas 6 pies for the cloth, or allowing 2 annas per suit for making up 8½ annas a suit. The cloth produced in this experiment, however, weighed only 7¼ oz. a yard, whereas in other jails the weight is a full pound per yard and I think the Palamcottah cloth must have been too loosely woven. I would, therefore, take the cost of a suit at 10 or 12 annas.

220. The number of suits, which will be needed under the new clothing rules proposed in para. 122 *supra*, is uncertain, but could not possibly exceed 9,000 suits for the Central, Southern and West Coast Jails,* while the number needed for the jails in the Ceded Districts should be made at Salem. For the Northern Jails I would recommend that each District Jail should be required to undertake its own supply. At Madura no difficulty has been found in making the required amount both of Warders' and convict clothing and a similar result can certainly be produced in other District Jails.

221. For the West Coast Jails the natural industry would evidently be coir-work, but, at present, hardly anything has been done to develop this. At Calicut the sole manufactures are (1) carpentry and smith's work for Jail purposes exclusively, employing 3 men; (2) basket-making, also for Jail purposes exclusively, employing 1 man; and (3) coir-work employing 57 men. Of these 57 men, 2 are engaged on weaving Jail mats and 7 on breaking husks, while the other 48 are employed on twisting coir-yarn. For this purpose, bleached fibre is supplied to the jail by a local firm, which pays Rs. 10 for each candy (700 lb.) of twisted yarn. It is not too much to say that this method of employing the convicts is absurd. The task of twisted yarn required from each man is 1½ lb. per diem, but the amount actually given seldom exceeds 16 to 20 oz. Assuming, however, the full task to be given, it would take 50 men 9·3 days to twist 700 lb. or ten rupees worth of yarn, so that the average earnings per man amount to 4·12 pies per diem, while, owing to short tasks being permitted, they are really less. Any system under which Jail labour is thus hired out is certain not to be economical, and I ascertained that the cost of twisting a candy of coir-yarn by free labour would not be less than Rs. 25.

Jail.	Maximum number of suits.
Palamcottah	500
Tanjore	500
Trichinopoly	1,500
Calicut	500
Cannanore	1,400
Mangalore	200
Salem	1,200
Vellore	2,400
Coddalore	500
Penitentiary	1,200
	9,900
Add—	
Rajahmundry	1,200
Bellary	600

222. Mr. Tyrrell, Superintendent of Cannanore, suggested to me that a large and profitable industry could be developed in coir provided that a good quality of fibre was obtained. I made such inquiries as I had time for in Calicut and Madras, and found that there is an almost unlimited number of prices for coir-yarn, but that the chief factor in obtaining a good price is *colour*. The yarn made of the plain red fibre is not worth more than Rs. 25 or 30 a candy, and no attempt has been made in the Calicut Jail to obtain a better colour. From experiments made for me by Mr. Upshon, the Jailor of Trichinopoly, it seems certain, however, that there is no difficulty in bleaching the fibre to a colour which would fetch at least Rs. 40 a candy, and the process of bleaching, in which tamarind and salt are the chief agents, is inexpensive. There seems no reason why, with further experience, an even better colour should not be obtained, the price of yarn twisted from fibre of a superior colour rising to Rs. 60 for hand-twisted and Rs. 80 for machine-twisted yarn.

223. My conclusion, therefore, is that the arrangement with the local firm at Calicut should be terminated; that the question of bleaching the fibre to a proper colour should be taken up and carefully investigated; and that both in Calicut and Cannanore an endeavour should be made to develop an industry in coir-yarn. There is so large a demand for this article for export purposes that

noted for cumbly-weaving, but as far as cost goes, the local prices for wool are altogether extravagant, as has been noticed before. Under a proper system of purchase, however, this defect would probably disappear.

227. The following is the state of manufactures in the nine District Jails which I did not visit:—

	Manufactures.	No. of men employed.
Cuddapah	*Nil*	*Nil.*
Nellore	Aloe-mat making	?
Berhampore	Coir-mat making	18
Cuddalore	At present *Nil* Aug. to Dec. 1890, coir-work and pottery	?
Vizagapatam (started January 1891.)	Coir-mat making	4
Russellkondah	Cloth-weaving Convict-cloth weaving Pottery	6 ? 1
Párvatipur	Convict cloth-weaving Warder-cloth weaving Checks for sale	?
Guntúr (started December 1890).	Weaving convict-cloth Tape for convict-clothing Tailoring Oil-pressing Brick-making (sun-dried) Pottery Basket-making Rope, broom, and mat-making	?
Karnool	Weaving convict cloth, sheets, towels & tape. Making coir rope, baskets, jambu tatties, gunny puttah. Oil-pressing Pottery and quarrying	?

Almost all these industries are of very recent origin, started under orders of the present Inspector-General, and still in their infancy. A vigorous attempt seems to have been made at Guntúr, Karnool and Párvatipur, but not much has been done elsewhere. I would recommend the adoption of the following principles:—

(1) Each of these District Jails to be required to supply itself with convict-clothing and, if possible, coir mats. At Madura no difficulty has been found in producing not only the convict-cloth but the warder-cloth needed for the jail, and there seems no reason why this should not be done everywhere. I think the Inspector-General should purchase the whole of the necessary thread and distribute it, unless it is found possible to buy it cheaper locally.

(2) Each of these District Jails should start carpentry, primarily for Jail purposes, also for sale. It would be desirable to enlist a carpenter in the warder establishment as instructor, and there will probably be no difficulty in keeping one or two convicts in training.

(3) Basket work and, if possible, rattan-work and pottery should be started in each District Jail.

(4) Probably the weaving of convicts' cloth and supply of jail wants in the way of pots, mats, baskets, &c., will furnish sufficient labour, but if additional occupation is needed, it could be found in paper-making—which is a very simple industry and for which the Revenue Department can supply plenty of material in the shape of old records—sandal-making for warders or sale in neighbourhood where bullocks are cheap, and ginning-hog-making, the raw material being grown on jail lands. To these industries should be added the cleaning and grinding of grain for jail consumption, the pressing of the gingelly oil required, gardening and the farming of all available jail land, and I think, if these are energetically carried out, there will not be much room for additional industries. I would not encourage the weaving of checks or towels for sale as the labour of District Jails should, I think, be devoted to rendering them as far self-supporting as possible.

228. I regret that I have not been able to make more specific proposals on the subject of manufactures. It is one which requires very precise and detailed information, and in which it is next to impossible to produce a ready-made scheme. The successful development of an industry requires steady application on the part of the Superintendent backed by all the assistance which the Inspector-General can give, and the latter should, I think, use his influence in getting the consuming departments, Military, Public Works, Revenue, &c., to take as many of his goods as possible. Merely general orders such as Military G.O., 8th June 1887, No. 3347, will never have much effect unless the matter is constantly pressed on the attention of individual officers, just as a manufacturing firm forces its goods by advertisement and travelling agents.

229. I think some instructions are needed as to the manner in which raw materials for manufactures are to be purchased. For the smaller articles the system of auction advocated for adoption in procuring rations (para. 177 *supra*) might be tried, while for the larger ones advertisement calling for tenders should be resorted to. There ought to be definite rules which should render impossible the continuance of such a system of over-payment as seems to

have gone on for years at Bellary. If Government approves, rules will be inserted in the revised Jail Code.

230. In several jails, especially Trichinopoly, additional worksheds are absolutely necessary if any large development of manufactures is to take place. This is a matter which can only be dealt with by the Inspector-General.

231. I need hardly say that the views put forward by Drs. Walker and Lethbridge in paras. 31—33 of this chapter are sound, and, I believe, have been more faithfully carried out in the jails of this Presidency than elsewhere, to which fact the smallness of jail earnings is partly due. I do not see any reason, however, why the Inspector-General should not show in the body of his report the number and value of articles manufactured for jail use, as without it Government has no means of telling whether jails are really doing their duty in this respect.

232. The following statement exhibits my proposed distribution of industries in Central and the larger District Jails:—

	Staple industries.	Additional.	To be given up.
Penitentiary	1. Printing. 2. Carpentry.	....	Coir (except in close prison). Sandals and boots.
Coimbatore	1. Police drill. 2. Carpentry.	Handloom weaving of Khaki drill, towels, &c. Rattan-work.	Coir (except in close prison). Silk-worm breeding. Peons' belting. Cumblies.
Salem	1. Warder cloth. 2. Jail sandals and boots. 3. Jail cumblies.	Convict cloth.	Police boots and sandals. Police drill. Police cumblies.
Vellore	1. Police boots and sandals. 2. Police drill. 3. Carpets. 4. Money bags (close prison).	Tents.	Jail boots and sandals. Cumblies. Convict-clothing. Paper.
Trichinopoly	1. Tents. 2. Carpentry. 3. Iron work. 4. Police boots and sandals. 5. Coral matting.	....	Convict-clothing. Police drill. Cumblies.
Rajahmundry	1. Police and Jail cumblies. 2. Police boots and sandals. 3. Carpentry.	Khaki cloth.	Police drill. Warder cloth. Convict-cloth. Carpets. Tents.
Cannanore	1. Coir-work. 2. Carpentry. 3. Police and Jail boots and sandals. 4. Police cumblies.	....	Cloth-weaving.
Tanjore	1. Tape. 2. Cotton rope. 3. Paper.	Towels, napkins, &c.	Convict-cloth. Sandals. Coir. Coir.
Palamcottah	1. Convict-cloth ..	....	....
Bellary	1. Police and Jail cumblies.		

three, and let them earn up to three more, if their conduct is good and they show special diligence in their work. My reason is that, as a first-class convict can earn three marks per diem under Rule 418, he is at present on an equality in this respect with a maistry, who, I think, should have the chance given him of earning one additional mark by exercise of special diligence. Rule 419 would then run as follows:—

"419. Convict officers shall receive ordinary marks on the following scale, provided their conduct and performance of their duties has been satisfactory, viz.:—

Convict warders	..	6 marks a day.
„ work overseers	..	4 „ „
„ maistries	..	1 mark „

Convict warders and work overseers will not be eligible for any additional marks under Rule 418, but convict maistries shall receive marks under that rule in addition to the single mark attached to the grade."

236. A new rule should also be added as 419-A, viz.:—

"The maximum number of ordinary marks which can be awarded any convict under rule 418 or 419 is six."

This maximum is nowhere laid down in the Madras rules, but it is necessary to prevent convicts, when tasks are fixed low, earning an excessive number of marks under clause C 1 of Rule 418.

237. *Rule 7 of Drs. Walker and Lethbridge's Draft.*—I would propose to add to Madras Rule 430 clause (6) of this rule in Drs. Walker and Lethbridge's draft, if the proposals made above in connection with clothing (Chapter XV) are approved by Government.

238. *Rules 9, 10 and 15 of Drs. Walker and Lethbridge's Draft.*—The Madras Rules 432, 433 and 444 are far from clear, and require redrafting. For instance, it is not certain whether under clause (iii) of 432 a Superintendent cannot fine a convict 246 marks, because no reduction of class or grade is involved, and Colonel Porteous believed that, in spite of Rules 432 and 444, remission once earned cannot be forfeited even with the sanction of the Inspector-General (*vide* para. V of his letter, 25th November 1889, No. 328, in G.O., 29th January 1890, No. 126), though it is clear from para. 9 of Home Department Resolution of 3rd July 1884 (G.O., 24th July 1884, No. 1819) that power to forfeit remission was intended to be reserved. Drs. Walker and Lethbridge

	Marks.
viii. For concealing food or any prohibited article in the wards or cells, for having in possession, or attempting to receive, any prohibited article	96
ix. For stealing provisions or food from the workhouse, feeding place, or store rooms, or any article of clothing from any other prisoner, or for wilful destruction or spoiling of clothing, bedding, work or other Government property	96
x. For negligence in performance of tasks, after first occasion ..	96
xi. For communicating, or attempting to communicate, with persons outside the jail or with prisoners of a different class or sex, failing to report any plot or preparation for escape or for any attack upon any jail officer or prisoner	96
xii. For insolence and disrespect to any jail officer, threatening or assaulting any such officer or convict servant, bringing a false complaint against any jail officer or prisoner.	96

"434. For offences covered by clauses viii to xii of the foregoing rule, or for any criminal offence, Superintendents may recommend for the sanction of the Inspector-General any additional forfeiture of marks or the cancellation of any remission earned, or may make any reduction of grade or class, every class of convict officer or servant being liable to reduction to 3rd-class convict or to any intermediate grade. A servant or officer so reduced shall not be eligible for re-promotion except in accordance with the provisions of Rules 420—425."

"435. Marks converted into remission and credited as such shall not be forfeited except under the orders of the Inspector-General and for such grave offences as are referred to in the foregoing rule, or for escape or attempt to escape. A prisoner may be punished with the loss of future marks by the Superintendent or Inspector-General."

"436. For the following grave offences, the Inspector-General may exclude a prisoner temporarily or permanently from the benefit of the mark system in addition to any other punishment which may be awarded, viz. —

(1) escape or attempt to escape;

(2) assault on a jail official or convict officer;

(3) criminal immorality of a gross description."

239. The only other portions of Drs. Walker and Lethbridge's draft rules which seem to be worth adopting are the instructions in Rules 13 and 14 as to dealing with any odd number of marks. These might be added to Jail Rule 436. In place of Rule 19, regarding transfers, in Drs. Walker and Lethbridge's draft, I would propose to insert one directing that the remission earned by each

a letter, No. 3—119, dated 21st June 1888, the Government of India announced its desire that the rule should be cancelled, and this was done by G.O., 6th July 1888, No. 1450. There are certain circumstances, however, in which the existence of such a rule is very convenient. Such are those of two long-sentenced European convicts now in the Penitentiary, whose cases attracted the notice of His Excellency the Governor at his visit to that jail on the 14th March. These men have been trained as compositors, and their labour is now of considerable value. It is neither profitable nor desirable to make them convict warders, and as ordinary convicts they cannot earn more than 3 marks per diem, while even if made work-overseers, they could not receive more than 4 marks. The Inspector-General can, it is true, give special marks from time to time under clause (3), Rule 430, but it would be more satisfactory to the convicts and more likely to act as an incentive to good work, if they received the additional marks from day to day. For this purpose it is submitted that it would be convenient to replace the rule which was cancelled in G.O., 6th July 1888, No. 1450, and if the Government of India still considered the rule objectionable, this objection might be removed if the power to award convict officer's marks to a convict fit for promotion, but whom it is undesirable to promote, were reserved to the Inspector-General.

242. I also beg to solicit instructions as to whether Rule 448 of the original Jail Code, excluding military prisoners under sentence of courts-martial from the benefit of the remission rules, holds good or not. If G.O., 13th December 1884, No. 3251, is referred to, it will be found that the revised remission rules there sanctioned are headed "Remission system, section 6," and it therefore seems probable that they take the place of the *whole* section as printed in the original Code. Moreover, Rules 449 and 450 which *follow* 448 are also repeated in the revised rules, and this seems to show that the original section is totally repealed. But as doubt exists on the subject and military prisoners have, I believe, been actually excluded from the benefit of the remission rules in the belief that Rule 448 still subsists, I submit the point for orders and recommend that Rule 448 be declared to be abrogated.

× Original not available here.

in the rules for these exceptions being permitted. A similar practice is enforced at Calicut and Mangalore, and probably in other District Jails. Another system obtains in other jails, *e.g.*, Palamcottah, where if a prisoner is illiterate another convict writes out his appeal for him unless the prisoner is under sentence of death, when the Jail clerk writes out the appeal. At Coimbatore, appeals of illiterate prisoners sentenced to seven years' imprisonment and upwards are written by one of the Jail clerks; those of men sentenced to less than seven years by another convict. In a third set of jails, such as Bellary, Cannanore and Rajahmundry, a Jail officer is allowed to write out the appeal of any prisoner who cannot write for himself, in spite of rule 745.

246. It will thus be seen that while the practice in the jails is not uniform, there are several jails in which an illiterate prisoner is practically denied the right of appeal. It seems evident that this practice is indefensible from any point of view, and I would suggest that Drs. Walker and Lethbridge's plan be adopted in all jails, viz.: "If a prisoner cannot write, a prisoner, warder or jail clerk shall at his dictation write the grounds of appeal for him."

247. The second point relates to *petitions to Government*. Drs. Walker and Lethbridge propose that no prisoner should be allowed to petition Government except (1) condemned prisoners, (2) any ordinary prisoner in whose case an official visitor considers the forwarding of the petition desirable; but in para. 30 of G.O., 18th November 1890, No. 1804, Government has declared itself strongly opposed to this limitation of the right of appeal. The existing Jail Code lays down (rule 755) that first petitions to Government must always be forwarded, and revised rule 756* provides that petitions written in jail may, if the prisoner so desires it, be written by an officer of the establishment. In the case of petitions to Government, therefore, the rules are sufficient.

248. But in practice there is no doubt that the right to petition Government once is by no means possessed by every convict. At Salem, Mr. Symonds pointed out to me that between 1881 and 1888, only four petitions were made to Government from convicts other than those under sentence of death. At Tanjore,

* *Vide* G.O., 2nd July 1889, No. 1134.

as it is now, impracticable of exercise. In view of the declaration of the Government of India in para. 17 of Home Department letter No. 659, dated 16th September 1889, recorded in G.O., 18th November 1890, No. 1804, it is probably useless to suggest a reconsideration of the propriety of giving an unrestricted right to petition Government. If, however, each of the convicts admitted annually into District and Central Jails exercises his right, it will add materially to the labour of Jail establishments and of Government; and I think it should be clearly brought to notice that the result of giving full effect to the existing rule directing that first petitions *shall* be forwarded will be to multiply the number of appeals received, not twice or three times, but ten or twenty fold. At present the rule is practically in abeyance. To talk of "limiting the right of appeal for mercy" doubtless sounds objectionable; but in practice if care is taken that a convict is allowed to exhaust the power of appealing to the judicial appellate authorities given him by law, there would be a very small risk of hardship in not allowing a general claim to petition Government.

251. A third point to which attention may be drawn is the necessity of submitting to Government the original petition as well as the translation. At Mangalore, where only convicts under sentence of death are allowed to petition Government, I was told that it was usual to take down what the prisoner says in English only and to send on this English version only, no record of the actual words used by the prisoner being made or placed before Government. It seems desirable that the *ipsissima verba* of every prisoner asking for mercy, especially those of a man sentenced to death, should be laid before the Governor in Council, and it is submitted that in revising the Code, rule 759 should be made quite clear on this point.

Chapters XXX—XXXII. 252. There is no matter to which I have to refer in Chapter XXX. Chapter XXXI deals with Jail Registers and Returns, and, as stated in para. 2 *supra*, I propose to submit a separate report thereon. The last chapter, XXXII, of Drs. Walker and Lethbridge's report, deals with certain miscellaneous subjects, of which only a brief notice is necessary.

is a valuable contribution towards a sound and uniform system of jail administration, it does not always convey a correct impression of the relative efficiency of the management existing in the several provinces. Drs. Walker and Lethbridge necessarily gave more prominence everywhere to defects than to merits; and I have been unable to avoid following their example in this respect. But while they rightly commented on the expensive character of the Madras jail administration, they did not give the Jail department of this Presidency any credit for its immense superiority in accommodation, general humanity of treatment, and the consequent low mortality among and healthiness of convicts. The bad effects of the short-diet system, in the North-Western Provinces, as illustrated by the state of the Aligarh and Cawnpore jails and by a largely increased death-rate, the barbarous use of irons and the heavy mortality caused by defective buildings in Bengal, and such excrescences as the "ulcer gang system" of the Allahabad Central Jail, are in strong contrast with the general condition of the Madras jails. Bearing these facts in mind, the depreciation of non-medical Superintendents by the Commissioners of the Government of India becomes less defensible and must be regarded as a serious blot on their report. The Superintendents of the Central Jails in this Presidency appeared to me as a rule to be thoroughly conversant with their duty, careful in its performance and anxious to remedy shortcomings. Where errors exist I think they are due to defective system and not to any remissness on the part of the executive officers. I have received the most ready assistance and invaluable information from all officers of the department, and I cannot acknowledge too gratefully the unfailing kindness and aid afforded me by the Inspector-General of Jails both during my visits to the jails and in the preparation of this report. The whole of it has been submitted to him for consideration, and on points where he differed, his notes have been printed in the margin.

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

A. G. Cardew.

Under Secy. to Govt., on Special Duty.

37

APPENDIX 1.

From Surgeon F. C. FOX, Acting Secretary to the Surgeon-General with the Government of Madras, to the Under Secretary to Government, Public Department, on Special Duty, dated Madras, 30th March 1891, No. 359.

With reference to para. 2 of your letter No. 58, dated the 24th March 1891, I am directed to state that the Surgeon-General makes the following observations on the several points raised by you:—

I. Medical Officers.—The Surgeon-General quite concurs in the recommendations of Dr. Weir and Lieutenant-Colonel Maxwell that Commissioned Medical Officers should be appointed to the executive charges of jails but he cannot agree with them that officers of two years' service should be selected for the purpose. There are many reasons which do not require mention why the necessity of more experienced Medical Officers being appointed to these charges, and he would therefore suggest that the said appointments should be reserved for officers of not less than 4 years' service.

As regards the question of the ability of the Medical Department for supplying Commissioned Medical Officers, I am directed to state that the present establishment of Commissioned Medical Officers for the Madras Presidency has been determined by the Government of India subject reference to the general financial requirements. Should the present proposal therefore be sanctioned by Government, it will be necessary to increase the establishment of Commissioned Medical Officers proportionately and to permit the employment of more Assistants to complete the establishment, when arrangements can be made to grant to the Superintendent an equal number of Commissioned Medical Officers.

II. Medical Subordinates.—The Surgeon-General regrets his inability to approve of any tendency to reduce the staff of Medical Subordinates at Central Jails. In his opinion two Hospital Assistants are indispensable as one Hospital Assistant cannot be on duty every day and night and, as relief by another every alternate day, he will practically be confined to the jail and lead almost a convict's life. As Clerks of prisoners' relief and appointments are not popular with Medical Subordinates, and the present proposal to reduce the staff will only add to their unpopularity and interfere with the efficient discharge of duty. The proposal for giving an extra allowance to Jail Hospital Assistants vests with the approval of the Surgeon-General, but instead of a deferred allowance of from Rs. 10 to 25 he would propose that the Senior Subordinate be granted an allowance of Rs. 15 and the junior Rs. 10 per measem from date of joining appointment. It may be observed that Hospital Assistants attached to Lunatic Asylums are granted an extra monthly allowance of Rs. 15, because there are practically debarred from private practice, and as Jail Hospital Assistants labour under similar difficulties it is but fair that a similar concession should also be granted to them. It has not been the practice to post Hospital Assistants to jails as a punishment, nor would such a practice be desirable.

III. Dietary.—In the light of the explanation given in para. 3 of your letter under reply, there is no particular objection to the omission of pepper and mustard seed from the curry-stuff, provided a proportionately larger quantity of onions and coriander would be added to take their place to make up the 4 oz. of curry-stuff.

IV. Weighments of Convicts.—The Surgeon-General does not agree with Dr. Fox that weighments of convicts are of little real value. On the other hand he considers the system has a most important bearing on the state of health of prisoners. A person by abstaining from food on the day of weighment can only materially reduce his bodily weight on the occasion of first weighment, but on subsequent occasions his weight will remain stationary. Thus convict A weighing 120 lb. abstains from food on 1st January and then scales 118 lb., but if he again abstains from food on the 7th January he will still weigh 118 lb. It may be added that abstinence from food for one occasion does not affect one's health. He considers that weighments should be made at least once a month.

With reference to para. 1 of your letter I am desired to say that the Surgeon-General will be glad to advise you on any particular matter in which you consider a reference to him necessary.

APPENDIX 2.

From W. F. FABER, Esq., M.D., Surgeon-General with the Government of Madras, to the Under Secretary to Government, Public Department, on Special Duty, dated Ootacamund, 16th April 1891, No. 392.

In reply to your letter* of 13th instant, I have the honour to say that as regards the alteration in rule 90 of the Jail Code proposed by you, I consider that as at present worded the rule is difficult to understand as it appears to be contradictory. According to the first part of this rule a Medical Officer is to keep a hospital case-book in which he is to enter each day an account "of every sick prisoner, the name of his disease and details of treatment, &c.," in the latter

* No. 26.

part of the rule, however, it is laid down that "it will not be necessary to keep detailed records of trifling cases" which is apparently in direct opposition to the preceding part of the rule, whereby the Medical Officer is required to enter day by day an account of every sick prisoner. I believe a prisoner whose case was "trifling" would still be considered "sick," so I think a change in the wording of this rule very necessary; in its present form it is misleading.

2. I do not consider it necessary that the case of every prisoner admitted to hospital should be entered in the Medical case-book; it is quite sufficient that trivial cases of sickness should be entered in the admission and discharge book, the particular disease being entered, as at present, in the hand-writing of the Medical Officer; but all cases of a serious nature which might prove fatal and which would necessitate a prolonged stay in hospital should be entered in detail in the Medical case book, as well as in the admission and discharge book, and such entries should be made by the Medical Officer himself every day, as long as the patient remained in a dangerous state or was seriously unwell, and afterwards every second or third day till he was discharged from hospital.

3. I approve of the proposal to add a fifth scale of diet to those laid down in rule 1123 of Jail Code, to consist of the ordinary Jail dietary with the substitution of equal quantities of rice for the dry grain.

APPENDIX 3.

From Colonel C. A. PORTEOUS, Acting Inspector-General of Police, to A. G. CARDEW, Esq., Under Secretary to Government, Public Department, on Special Duty, dated Ootacamund, 19th May 1891, No. 1770.

In reply to your letter, No. 27, of the 18th ultimo, I have the honour to inform you that, *within a district*, the duty of escorting treasure from taluk treasuries to the district treasury and that of under-trial prisoners from Sub-Magistrates' courts to the Sessions and Divisional Magistrates' courts is performed by the Divisional Police, and such Police would *not* be available for the escort of prisoners from jail to jail either within a district or from one district to another.

2. The reason given in para. 3 of your letter, viz., "that when a warder leaves a jail there "is no outside agency which can look after his movements till he reaches his destination, whereas "in the case of the Police a complete system of check exists which prevents undue delay or other "misconduct," appears to me the most forcible for transferring the duty of escorting convicts from jail to jail, from the Jail Department to the Police.

3. The point, that there might be friction between the Police and Jail authorities were this duty undertaken by the Police, appears to me too trivial for notice.

4. When the Police had the guarding of the jails, no *special* establishment was sanctioned for the escort of prisoners from jail to jail—this duty was performed by the then Jail Guards and reserves, *chiefly* by the latter.

5. In conclusion, I am of opinion that the escorting of convicts from jail to jail can be satisfactorily undertaken by the Police. For this purpose a slight increase of the Police force in the districts in which jails are situated will be necessary, provision for which will be made in my scheme recommending an augmentation of the Police force in certain parts of the Presidency.

6. One condition on which I would insist would be that the removal of convicts from jail to jail be periodical on *regular fixed* dates—say, once a month (when arrangements could be made for proper escorts)—and not *irregularly* at different dates during a month when there would certainly be difficulty about escorts.

APPENDIX 4.

Demi-official from H. B. GRIGG, Esq., C.I.E., Director of Public Instruction, dated Madras, 2nd April 1891.

I must apologise for having left your note so long unanswered. I put it on one side intending to write in time to catch you on your return to Madras, but somehow forgot to write at the time you mentioned.

I am entirely with you in thinking that carpentry is the most suitable industry for juveniles in jails, more especially for those who are likely to be passed on to the Reformatory school. Apart from other reasons which will occur to you it has the great advantage of being an industry which no child will object to, and to which, so far as my experience goes, every child almost takes kindly. It can also be begun at an earlier age than most industries. If you require another industry, I would suggest rattan-work as I find that children who are too young to be set with advantage to carpentry can be profitably employed in learning rattan-work which in this country is necessarily a subsidiary art to that of the carpenters.

2. A convict undergoing a sentence of Judicial solitary confinement should receive daily one mark for conduct, and one for industry, if he does his task. All such prisoners should have a task imposed on them—*vide* rule 1005.

3. Overseers and Maistries working at tasks are entitled to an extra mark in addition to the daily marks of their rank if they do extra task. A skilled workman is entitled to one extra mark for every ¼ of work over his task, but an unskilled workman who does more than his allotted task is not entitled to such a mark but his task should be raised.

4. A prisoner undergoing No. 3 punishment diet should receive a mark daily for industry but not for conduct. Those on Nos. 2 and 1 diet should receive no marks. The short task entailed by these diets is the result of his own misconduct thereby disentitling him to an industry mark. Prisoners employed on Jail services on Sunday should also be given a mark for industry.

VELLORE,
6th September 1890.

J. M. SMITH, Colonel,
Acting Inspector-General of Jails.

To

The Superintendent, _____ Jail,

DRILL CLOTH.

Drill cloth, weaving, 10's, single (English loom)	..	7 yds., 50 yds. warp.
Do. do. do. do. (Country loom)	..	8 yds., 25 yds. warp.
Do. winding, 10's, single		7 lb.
Do. warping, 25 yards piece		1 warp per man.
Do. starching, per 3 men		3 warps.
Do. reeling		7 lb.
Do. gheer		¼ loom.
Do. twisting for gheer		1¼ lb.

TENT CLOTH, 3 FEET WIDE.

Tent cloth, 3 feet, No. 10's, double		8 yards.
Do. winding, 10's, single		7 lb.
Do. warping, 25 yards piece		1 warp.
Do. starching, per 3 men		3 warps.
Do. reeling		8 lb.
Do. gheer		1 loom.
Do. twisting for gheer		1½ lb.

PRISON CLOTH, 3 FEET WIDE.

Prison cloth, 3 feet, No. 6's, double		7 yards, jackets.
Do. 2 feet do. do.		9 yards, breeches.
Do. winding		15 lb.
Do. warping, 25 yards piece		1½ warps.
Do. starching, per man		1½ do.
Do. reeling		15 lb.
Do. gheer		1½ loom.
Do. twisting for gheer		1½ lb.

TURBANS, CLOTHS FOR FEMALES AND CLOTH FOR LIVING TENTS, 3 FEET WIDE.

Weaving, 3 feet wide, No. 10's, single	7 yards.
Winding, warping, &c., as for tent cloth.	

TAILORING.

Native Convict suits	3 suits.
Burmese and Convict Warder suits	1 suit.
Sandals	2 pairs each, cut leather.
Boots	1 pair in 3 days.

WOOL BEATING.

Two men to a bow.

White wool, 10 lb. each man, bowed and rolled.		
Black wool	do.	do.
Mixed wool	do.	do.

Accountant-General's Report.

No.

The entries in the Column of "Present Scale" have been compared with the Registers of this Office, and are correct with the exception of the items altered in red ink.

Accountant-General's Office,
Fort St. George,
16th January 91

Accountant-General.

Government of Madras.

Department.

No.

Fort St. George,
The 188 .

Secretary to the Government of Fort St. George.

Statement of Proposition for Revision of Establishment.

Name of Office.	Designation of Establishment.	Pay Minimum	Pay Maximum	Proposition: Permanent — Increase per month. Amount.	Proposition: Permanent — Decrease per month. Amount.	Proposition: Temporary — Increase per month. Period.	Proposition: Temporary — Increase per month. Amount.	Proposition: Temporary — Decrease per month. Period.	Proposition: Temporary — Decrease per month. Amount.	Grounds of Proposition.	Local Government's recommendation.	Orders of the Government of India: Department. Remarks.	Orders of the Government of India: Financial Department. Remarks.	Orders of the Government of India: Financial Department. Orders.
		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.		Rs. A. P.					

Statement of Proposition for Revision of Establishment.

No.	Date	Nature of Charge	Present Number	Present Rate Per	Proposition	Permanent: Increase per month. Amount.	Permanent: Decrease per month. Amount.	Temporary: Increase per month. Period.	Temporary: Increase per month. Amount.	Temporary: Decrease per month. Period.	Temporary: Decrease per month. Amount.	Grounds of Proposition.	Local Government's recommendation.	Orders of the Government of India: Department. Remarks.	Financial Department. Remarks.	Financial Department. Orders.
			Minimum. Maximum.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.		Rs. A. P.					
		Establishment on the 1st January 1858														
		Establishment on the 1st January 1859														
		Establishment on the 1st January 1860														
		Establishment on the 1st January

Statement of Proposition for Revision of Establishment.

Number of Establishment	Nature of Charge	Present Scale of Pay			Proposition	Pay			Permanent: Increase per month. Amount.	Permanent: Decrease per month. Amount.	Temporary: Increase per month. Period.	Temporary: Increase per month. Amount.	Temporary: Decrease per month. Period.	Temporary: Decrease per month. Amount.	Grounds of Proposition.	Local Government's recommendation.	Orders of the Government of India: Department. Remarks.	Orders of the Government of India: Financial Department. Remarks.	Orders of the Government of India: Financial Department. Orders.
		No.	Designation	Rate	No.	Designation	Minimum	Maximum											
				Rs. A. P.			Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.		Rs. A. P.					

Statement of Proposition for Revision of Establishment.

Number of Men.	Nature and Charge of Establishment. Present Scale. Pay. Minimum.	Maximum.	Proposition. Permanent. Increase per month. Amount.	Decrease per month. Amount.	Temporary. Increase per month. Period.	Amount.	Decrease per month. Period.	Amount.	Grounds of Proposition.	Local Government's recommendation.	Orders of the Government of India. Department. Remarks.	Financial Department. Remarks.	Financial Department. Orders.
		Rs. A. P. Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.		Rs. A. P.					
21	Conservancy Establishment. 1 Sweeper @ 8	8											
23		276		276				8					
21	1 Sweeper @ 8	8											
22		264		264				8					
20	1 Sweeper @ 8	8											
21		252		252				8					
18	1 Sweeper @ 8	8											
19		228		228				8					
191		2352		2352				80					

(Signature)

Statement of Proposition for Revision of Establishment.

Department	No.	Date	NATURE OF CHANGE. Present Scale. No.	Designation	Pay Maximum Rs. A. P.	Pay Maximum Rs. A. P.	Proposed Scale. No.	Designation	Pay Maximum Rs. A. P.	PROPOSITION. Permanent. Increase per month. Amount. Rs. A. P.	Permanent. Decrease per month. Amount. Rs. A. P.	Temporary. Increase per month. Period.	Temporary. Increase per month. Amount. Rs. A. P.	Temporary. Decrease per month. Period.	Temporary. Decrease per month. Amount. Rs. A. P.	Grounds of Proposition.	Local Government's recommendation.	ORDERS OF THE GOVERNMENT OF INDIA. Department. Remarks.	Financial Department. Remarks.	Financial Department. Orders.
Public Works	1	1884	1	Superintending Engineer	1,000	1,200	1	Superintending Engineer	1,000						175					
	2		2	Executive Engineer	500	600	2	Executive Engineer	500						10					
	3		3	Assistant Engineer	250	350	3	Assistant Engineer	250						10					
	4		4	Overseer	100	150	4	Overseer	100						10					
	5		5	Draftsman	50	75	5	Draftsman	50						10					
	6		6	Accountant	50	75	6	Accountant	50						10					
	7		7	Clerk	30	50	7	Clerk	30						10					
	8		8	Clerk	20	30	8	Clerk	20						10					
	9		9	Clerk	15	20	9	Clerk	15						10					
	10		10	Clerk	10	15	10	Clerk	10						10					
	11		11	Clerk	8	10	11	Clerk	8						10					
	12		12	Clerk	8	10	12	Clerk	8						10					
	13		13	Clerk	8	10	13	Clerk	8						10					
	14		14	Clerk	8	10	14	Clerk	8						10					
	15		15	Clerk	8	10	15	Clerk	8						10					
	16		16	Clerk	8	10	16	Clerk	8						10					
	17		17	Clerk	8	10	17	Clerk	8						10					
	18		18	Clerk	8	10	18	Clerk	8						10					
	19		19	Clerk	8	10	19	Clerk	8						10					
	20		20	Clerk	8	10	20	Clerk	8						10					
	21		21	Clerk	8	10	21	Clerk	8						10					
	22		22	Clerk	8	10	22	Clerk	8						10					
	23		23	Clerk	8	10	23	Clerk	8						10					
	24		24	Clerk	8	10	24	Clerk	8						10					
	25		25	Clerk	8	10	25	Clerk	8						10					
	26		26	Clerk	8	10	26	Clerk	8						10					
	27		27	Clerk	8	10	27	Clerk	8						10					
	28		28	Clerk	8	10	28	Clerk	8						10					
	29		29	Clerk	8	10	29	Clerk	8						10					
	30		30	Clerk	8	10	30	Clerk	8						10					
	31		31	Clerk	8	10	31	Clerk	8						10					
	32		32	Clerk	8	10	32	Clerk	8						10					
	33		33	Clerk	8	10	33	Clerk	8						10					
	34		34	Clerk	8	10	34	Clerk	8						10					
	35		35	Clerk	8	10	35	Clerk	8						10					
	36		36	Clerk	8	10	36	Clerk	8						10					
	37		37	Clerk	8	10	37	Clerk	8						10					
	38		38	Clerk	8	10	38	Clerk	8						10					

Date 1884

Dated 15th August 1887

Dated 15th August 1887

Date 1884

Date 1884

Dated 15th August 1887

Dated 15th August 1887

Date 1884

Dated 15th August 1887

Dated 15th August 1887

Date 1884

Dated 15th August 1887

Dated 15th August 1887

Statement of Proposition for Revision of Establishment.

Serial No. of Proposition	Date from which the Proposition is to take effect	NATURE OF CHARGE. Present Scale: Designation	Pay: Minimum	Pay: Maximum	Proposed Scale: No.	Designation	Pay: Minimum	Pay: Maximum	PROPOSITION. Permanent: Increase per month: Amount	Permanent: Decrease per month: Amount	Temporary: Increase per month: Period	Temporary: Increase per month: Amount	Temporary: Decrease per month: Period	Temporary: Decrease per month: Amount	Grounds of Proposition	Local Government's recommendation	ORDERS OF THE GOVERNMENT OF INDIA. Department: Remarks	Financial Department: Remarks	Financial Department: Orders
			Rs. A. P.	Rs. A. P.			Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.		Rs. A. P.					

Statement of Proposition for Revision of Establishment.

Number of present Establishment	Pay	NATURE OF CHARGE. Present Rate.				Proposition.									Grounds of Proposition.	Local Government's recommendation.	ORDERS OF THE GOVERNMENT OF INDIA.	
		Designation.		Pay.		Designation.		Pay.		Permanent.			Temporary.				Department.	Financial Department.
		No.	Designation.	Minimum.	Maximum.	No.	Designation.	Minimum.	Maximum.	Increase per month. Amount.	Decrease per month. Amount.	Increase per month. Period.	Increase per month. Amount.	Decrease per month. Period.	Decrease per month. Amount.		Remarks.	Remarks. Orders.
	Rs.			Rs. A. P.	Rs. A. P.			Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.		Rs. A. P.			

No 230

From

A. G. CARLYLE, Esq.

Under Secy to Govt. Public Dept.

to Special Duty.

To THE CHIEF SECY. TO GOVT.

Darjeeling.

Through the Superintendent of Jails.

Dated 20th May 1892.

Registered 5th "

Enclosures

1. File of Judicial Despatches to Govt. in connection with G.O. No. 1804 dated 18th November 1890 in Judicial A Nos 225 and 226 in January 1892.
2. Copy of Despatch quoted above.
3. Jail C.M.'s 1882 and also of 1892, recorded under Judicial No. 1804 dated 18th Nov. 1890.

Submitting a report on the questions of Jail Administration referred to in G.O., dated 18th November 1890, No. 1804, Judicial.

Received a Government letter with Despatch No 225 dated 12th March 1892. The Despatch referred to in the letter is to be sent to the Secretary of State for India, calling upon him to sanction the proposal of Government that the Superintendent should be relieved of the charge of the Jail Registers and Forms and that the Inspector General of Prisons be held responsible for the proper maintenance of the Registers.

Dr. Greenlaw Esq.
Supdt. Govt. Jail Darjeeling

Darjeeling
22nd June 1892

GOVERNMENT OF BENGAL
JUDICIAL DEPARTMENT
RECEIVED
10 A
JUN 24 1892

My dear Mr Price,

On the 5th inst I despatched to Government through the Inspector General of Jails the Supplementary report regarding Jail Registers & Forms referred to in para 2 of my Report dated 20th May last. I hope my report has not already reached you. It will probably be received within the next day or two, as I asked the Jail Genl to send it on as soon as possible.

The subject matter of the report covers almost exactly the same ground as is dealt with in that portion of the

that, if there is no objection, it may be circulated together with the supplementary report. The rest of the Code is in a forward state & can soon be submitted.

The printing of the page-proof is not very good, but the Press will be asked to remove the broken type & get a clearer impression generally.

Yours sincerely
A. G. Cardew

The Rt. Hble Mr. Price.

PART VI.—REGISTERS AND RETURNS.

CHART LIX.

1069. For purposes of account every Jail (except the Civil Debtors' Jail, Madras) shall be divided into two parts, the General Department and the Manufacturing Department.

1070. The following shall be the Registers and Books maintained in the General Department, *viz.*

I.—REPORT AND ORDER BOOKS.

1. Official Visitors' Book.
2. Superintendent's Journal.
3. Medical Officer's Journal.
4. Jailor's Report Book.
5. Matron's Report Book.
6. Chief Warder's Report Book (in Central jails only)
7. Jail Order Book.

II.—GENERAL REGISTERS AND BOOKS.

8. Central Jail Convict Register.
9. District Jail Convict Register.
10. Register of Under-trial Prisoners.
11. Register of Civil Prisoners.
12. Release Register.
13. Release Diary and Batta Book.
14. General Abstract.
15. Lock-up Register.
16. Labour Register.
17. Industry Roll.
18. Remission Sheet.
19. Punishment Book.
20. Fetter Register.
21. Weighment Register.
22. Clothing Registers, new and part-worn.
23. Register of Appeals.
24. Register of Petitions to Government.
25. Register of Letters received.
26. Register of Letters despatched.
27. Jail Officers' Appointment and History Book.
28. Warders' Clothing Register.
29. Ammunition Register.
30. Main-Gate Register.

III.—FINANCIAL REGISTERS AND BOOKS.

31. Cash Book.
32. Register of Contingent Charges.
33. Acquittance Roll.

Rule 56 *supra* and Form 2, Appendix iii. page, for Superintendent's Journal.

Rule 73 *supra* and Form 3, Appendix iii. page, for Medical Officer's Journal.

Rule 160 *supra* and Form 4, Appendix iii. page, for Jailor's Report Book.

Rule 187 *supra* and Form 4, Appendix iii. page, for Matron's Report Book.

Rule 193 *supra* and Form 4, Appendix iii. page, for Chief Warder's Report Book.

At the Penitentiary, Madras, there will also be a Chaplains' Book maintained, in the same Form as the Official Visitors' Book *vide* Rule 92 *supra*.

1075. In the Jail Order Book shall be recorded by the Superintendent all general orders and minutes which he may make relative to the management of the Jail. Such orders and minutes shall then be circulated for perusal of all subordinates concerned, each of whom shall initial the Order Book in acknowledgment of having seen and understood the instructions issued. For the form of the Jail Order Book *vide* Form 5, Appendix iii., page

Central Jail Convict Register.

1076. This register shall be kept in every Central and Special Jail, except the Civil Debtors' Prison, Madras, and will be in Form 6, shown at Appendix iii. page . The entries, except those in columns 8, 10, 14, 24 and 25 shall be made by the Jailor, those in columns 8, 10, 24 and 25 by or under the direction of the Medical officer, while the entry in column 14 shall be made by the Superintendent himself. The entries in columns 12 and 13 shall be made either on the convict's admission or at any later period when particulars regarding previous convictions and character have been obtained.

1077. The numbers given to the prisoners in this register shall run serially from 1 to 10,000 except in the Penitentiary where they shall run from 1 to 20,000. When 10,000 is reached, a new series shall be commenced beginning again from 1. Regarding the use of these numbers *vide* Rule 237 *supra*.

1078. The following directions shall be observed in filling up the register:—

Column 5.—If the convict be a Christian, the denomination should be given instead of the caste; if a Mussalman, the sect. Care should be taken to enter the caste by the most popular name, to avoid the same caste being entered by different names.

Column 6.—The particulars shown in this column should be in accordance with the classification of occupations required in the monthly statements.

Columns 8, 9 and 10.—The prisoner's description should be carefully recorded, so that it may be possible to identify him from it with certainty. If the convict is received from the

1 A Stock Book of Live Stock.
2 B Stock Book of Implements and Articles.
3 C Day Book of Sales.
4 D Underground Ledger of Credit Purchases.
5 E [illegible]
6 F Cash Book.

To these should there be no Farm kept, Forms 4, 5 and 6 shall be rejected.

7 G Cash Book of Receipts.

1072. All registers and books shall be kept neatly, and no erasure shall an erasure be made. If a wrong entry becomes necessary, the original entry shall be erased thereby, and the corrected entry made in red ink, and the correction shall be initialled by the officer responsible for the maintenance of the register. All returns and letters shall be completely deciphered, and letters shall be complete in themselves and shall require reference to previous correspondence.

1073. In every case in which either Rule the Superintendent, Jailor, or other Jail officers is required to initial any register or book, it shall be an invariable rule that the initials shall be accompanied by the date on which they were actually entered in the register.

CHAPTER IX.—REPORT AND ORDER BOOKS AND GENERAL REGISTERS OF THE GENERAL DEPARTMENT.

1074. Directions regarding the maintenance of the first six books referred in Rule ~~issue~~ have already been given and their forms will be found in Appendix iii. vide :—

Rule 47 *supra* and Form 1, Appendix iii. page, for Official Visitors' Book.

1076
1081

1084. The instructions contained in Rules ~~1075~~ to ~~1080~~ regarding the Central Jail Convict Register shall apply to the District Jail Convict Register, *mutatis mutandis*.

Under-trial Register.

¶ 1085. This Register shall be kept in every jail and shall be in Form 8, shown in Appendix iii, p. . On the admission of an under-trial prisoner, the Jailor shall immediately fill in the prescribed particulars, and submit the Register for the Superintendent's initials.

1086. The following directions shall be observed in filling up the Register :—

Column 1.—Each entry shall be serially numbered from 1 to 10,000. When the current number shall amount in any jail to 10,000 a new series shall be commenced beginning with 1. For use of the number, *vide* Rule 237 *supra*. ¶

Column 5.—If Christian, the denomination shall be mentioned ; if Mussulman, the sect ; if Hindu, the caste.

Columns 8, 9, 10 *and* 14 shall be filled up by the Medical officer. In Column 10 the prisoner's description shall be carefully recorded, so that it may be possible to identify him from it with certainty.

Column 13.—In this column only the crime with which the accused is charged should be noted ; the crime, whether the same or any other, that may be established on trial should be entered in the General Convict Register.

Column 15.—One of the heads of this column will be filled in as the trial may result, the remaining heads being left blank.

Column 16.—Only such property as may be taken charge of on behalf of the prisoner will be entered in this column. Clothing and personal ornaments left with the prisoner will not be entered.

Column 17.—On the prisoner's conviction he will be transferred to the General Convict Register, and receive a fresh distinguishing number therein, which number will be entered in this column, so that the prisoner may be readily traced.

Civil Prisoners' Register.

1087. This Register shall be kept in Form No. 9, shown in Appendix iii, p. . The instructions above given regarding columns 1, 5, 10, and 16 of the Under-Trial Register apply to the corresponding columns of this Register. Columns 8 and 18 shall be filled up by the Medical officer ; the remainder by the Jailor.

Release Register.

1088. This Register shall be kept in every jail in Form No. 10 shown in Appendix iii, p. . The Jailor shall be responsible for the correct preparation of this Register.

1089. Immediately on the admission of a prisoner the date on which his sentence will expire shall be calculated, and an entry of his Register number shall be made in the Release Register under that date ; thus, if sentenced on the 1st January to

the total population of all classes in the jail and the manner in which this population was accommodated, so that overcrowding of any part of the jail may be at once observable.

1093. At lock-up, the Jailor shall note down on a slip or memorandum provided for the purpose the number of prisoners locked up in each ward and cell. The following morning the Head Clerk shall enter the numbers from this slip or memorandum into the Lock-up Register, which shall be initialled daily by the Jailor and Superintendent.

Labour Register.

1094. The Labour Register shall be maintained in every jail and shall be kept in Form No. 14, shown in Appendix iii, p.

1095. This Register shall be filled in daily by the clerk as soon as the prisoners have been sent to their labor, the particulars required being obtained from the Jailor or officer deputed to tell off the labor gangs. The daily total of this return must correspond with the total number in jail. On Sundays, and other days on which there is no labor, all prisoners will be entered as unemployed except cooks, water-men, sweepers, hospital orderlies, convict warders, &c., who work every day. This return will be initialled daily by the Superintendent and Jailor.

Industry Roll.

1096. This and the next form shall be kept in every jail containing convicts who come under the Remission system. The Industry Roll shall be maintained in Form No. 15, shown in Appendix iii, p. , and will be in charge of the warder in charge of the yard or gang. The amount of work performed by each convict shall, in the case of measurable work, be entered daily by the officer in charge, and the marks will be awarded by the Superintendent once a week under Rule 361 *supra*. In the case of immeasurable work marks will be entered in accordance with Rules 362 and 363 *supra*, the columns headed "amount of work performed" being left blank.

Remission Sheet.

1097. A Remission sheet shall be maintained for every convict coming under the Remission system in the Form No. 16, shown in Appendix iii, p. . It shall be kept by the Remission clerk, the marks gained being every month tabulated from the Industry Rolls, Jailor's Report-book, &c, and those fined being noted from the Punishment book. Superintendents shall periodically examine the Remission sheets, and satisfy themselves that the entries are up to date and correct.

Punishment Book.

1098. The Punishment Book is required by law to be kept in every jail, and shall be in Form No. 17, shown in Appendix iii, p. . For Rules regarding it, *vide* Rules 324-325 *supra*.

Ammunition Register.

1106. A Register of Ammunition, received and issued, shall be maintained in all jails in Form No. 27, shown in Appendix iii. p. . It shall also be kept by the Chief Warder, and the directions in the last preceding rule apply to this Register also.

Main-gate Register.

1107. A Main-gate Register shall be kept in Form No. 28, shown in Appendix iii, p. . Reference for rules regarding it should be made to Rule 208 *supra*.

CHAPTER LXI.—FINANCIAL REGISTERS AND BOOKS OF THE GENERAL DEPARTMENT.

The Cash-book.

1108. In every jail, there shall be maintained a single Cash-book, in which every cash transaction connected with the General Department of the jail shall be exhibited. For Rules regarding the exclusion or inclusion of transactions belonging to the Manufactory Department *vide* Rules *supra*. It shall be kept in Form No. 29, shown in Appendix iii, p. , by or under the responsibility of the Jailor. 1091-1092

1109. All large payments shall be made by the Superintendent, either by drawing the amount from the Treasury on an Abstract Bill and himself delivering the money to the person to whom it is due, or by endorsing the Abstract Bill in favour of the person to whom the amount is due and leaving him to present and cash it at the Treasury, if, if payable at another station, by means of Remittance Transfer receipt. Abstract Bills endorsed in favour of the payee must be presented for encashment within three days of issue.

1110. All small payments connected with the General Department of the jail shall be made by the Jailor, who shall, for this purpose, be furnished with a small permanent advance fixed in accordance with the requirements of each jail. This permanent advance will be treated by the Accountant-General as due from the Superintendent but will be in the hands of the Jailor. Rule *infra*. 1093

1111. All payments made under Rules ~~1108~~ and ~~1109~~ and receipts of money, shall be entered on the date on which they occur in the Cash-book; *i.e.*, on the *receipt* side sums drawn to replenish the payment advance and sums drawn on bills for special purposes, and on the *disbursement* side all payments made from such sums. 1109 1110

1112. The receipts and disbursements shall be balanced daily, and when the balance is thus struck, a note shall be appended showing the details composing it, *e.g.*, when the Cash-book shows a balance of receipts over disbursements of Rs. 120,

both relieved and relieving officer shall then initial the Cash-book.

1120. On the first office day after the 31st March in each year, the Superintendent shall send to the Accountant-General a statement showing the actual amount of the permanent advance and an acknowledgment that it has to be accounted for by himself. A similar statement and acknowledgment signed both by the relieved and relieving officer shall be sent on the occasion of transfer of charge of the jail.

1121. No expenditure shall be met from money received from the sale proceeds of manufactures, garden or farm produce, or any other Government property, which must be paid into the treasury intact.

1122. A receipt shall be taken from the vendor for every disbursement made, and the receipts for all payments made exceeding Rs. 10 shall be sent to the office of the Inspector-General with the monthly detailed bill for audit as vouchers. Each receipt shall be countersigned by the Superintendent after he has satisfied himself that it is genuine. No receipts signed by any subordinate Government servant, except for his own salary, shall be accepted. Separate receipts shall be obtained under each head of charge.

1123. Receipts and disbursements on account of civil prisoners' diet shall be entered in a lump. In checking these entries reference will be made to the civil prisoners' register.

1124. The items of cash received from Government bills need not be entered in full on the receipt side. The bill will be quoted by its date, and its general character may be stated as bill for salary, raw materials, &c., as the case may be, but full details of payment will be given on the opposite page.

1125. No separate Permanent Advance Account Ledger, or Jailor's Account Book shall be kept, nor shall any separate permanent advance be retained in the hands of the Superintendent. The practice of drawing from the Treasury monies in addition to, and in excess of, the permanent advance, for payment of ration or other special charges, and of keeping these in hand as a sort of separate and unauthorized permanent advance, is strictly prohibited. Money shall not be drawn from the Treasury until it is required for actual disbursement.

The Contingent Register.

1126. A register of contingent charges shall be kept in each jail in the form prescribed by Government and supplied by the Accountant-General, who will assign to the several columns suitable headings for classifying the sub-heads of expenditure. The Superintendent shall initial the entries in the contingent register, and this duty shall not be delegated to a subordinate.

1127. In this register shall be entered the transactions of each day under each sub-head in total sum and not in detail, i. e., if batta, &c., is paid to 20 released prisoners on the 10th

shall affix his signature to the roll in token of having received the amount therein shown as due to him, and if it exceeds Rs. 20, shall affix a receipt stamp and sign his name across it. As far as possible the pay of the establishment shall be disbursed in the presence of the Superintendent. After the monthly Acquittance roll has been signed by all officers to whom salary is due under it, it shall be signed by the Superintendent.

CHAPTER LXII.—RATIONS REGISTERS.

The Stock-Book.

1132. The Stock-book of Receipts and Issues of Grain and other articles of rations shall be maintained in every jail in Form No. 30 shown in Appendix iii, p. . A separate page shall be devoted to each article, and when a fresh page becomes necessary, a reference to it shall be placed at the foot of the closed page, as well as in the index of pages.

1133. For the purposes of the last preceding rule uncleaned raggi shall be held to be a separate article from pounded raggi, pounded raggi from washed raggi, and washed raggi from raggi flour; but the pages devoted to these articles shall always be consecutive, so as to enable an easy comparison of the wastage referred to in the next succeeding rule to be made. The same rule shall apply to other articles, such as cholum and curry stuffs, which have to undergo a process of cleaning or preparation prior to issue for cooking.

1134. In articles such as uncleaned or pounded raggi, the amount of wastage to be entered in column 9 of the Stock-book shall be arrived at by deducting the quantity of pounded or washed raggi received back into store in the evening from the amount of uncleaned or pounded raggi issued in the morning. The entries in column 9 shall therefore be made subsequent to those in the first 8 columns of the Stock-book. At the end of each month a balance shall be struck, in order to ascertain that the receipts of cleaned grain *plus* the wastage shown under uncleaned grain are equal to the issues of uncleaned grain.

Bill-Book.

1135. The purchase of fresh articles of rations and the entries in columns 3 to 6 of the Stock-book will be checked by means of the Bill-book, which shall be maintained in all jails in Form No. 31, shown in Appendix iii, p. . This Form shall be in foil and counterfoil. The foil will form the receipted voucher which shall be attached to the monthly returns, and the counterfoils shall be retained as a permanent record in the jail.

Diet-Roll.

1136. The issues of articles of rations from store, as shown in column 7 of the Stock-book, will be checked by means of the Diet-Roll, which shall be kept in every jail in Form No. 32, shown in Appendix iii, p. . This Diet-Roll shall be carefully

shall be taken to enter in column 4 the reference to the page of the Hospital Register, if the prisoner is recently discharged from hospital.

1142. The Special Gang Register shall be in the same form as the Convalescent Gang Register, and rules regarding the special gang will be found in rule 670 *supra*.

1143. The register of prisoners vaccinated shall be kept in Form No. 36 shown in Appendix iii, p. . For rules regarding vaccination *vide* rules 688, 689 *supra*.

1144. The Hospital Roll of sick, diets and extras shall be maintained in Form No. 37 shown in Appendix iii, p. . The first portion of it shall include, as the headings of the columns show, only the sick actually in hospital and those under observation and not the prisoners on the Hospital Register who are treated outside the hospital. The second and third portions dealing with diets and perishable articles shall form the hospital indent for such rations as are required daily and shall be complied with by the officer issuing rations, whose issues will be liable to check by this register. The register shall be initialled daily first by the Medical officer and afterwards by the Superintendent.

1145. The Prescription Book shall be in Form No. 38 shown in Appendix iii, p. . In it shall be entered every prescription issued, care being taken that prisoners in hospital, prisoners on the Hospital Register but not in hospital, prisoners under observation, prisoners on the convalescent gang and those on the special gang, are grouped together. Both the register number and name of every prisoner shall be entered.

1146. The Case Book shall be in Form No. 39 shown in Appendix iii, p. . For rules regarding it *vide* rules 666—667 *supra*.

1147. The Medical officer's journal shall be in Form No. 3 shown in Appendix iii, p. . For rules regarding it *vide* rules 73, *supra*.

1148. The bedside ticket referred to in rule 678 *supra* shall be in Form No. 40 shown in Appendix iii, p. , and the daily return of cholera referred to in rule 722 shall be in Form No. 41 shown in Appendix iii, p. .

1149. No patients other than prisoners confined in the jail shall be included in any of the registers specified in rule 1142. If any jail official receives treatment, a separate record may be kept of his case, or if found necessary in large jails, a simple supplementary register may be opened for such cases.

1150. A Letter Book shall be maintained in which shall be kept copies of all letters received and sent, unless the file system is in force, and an Historical Register in which shall be entered copies of annual and other reports and of any minute on the past history of the jail from a medical point of view which may be recorded for the information of his successor by any Medical officer leaving a jail.

CHAPTER LXV.—FINANCIAL FORMS OTHER THAN RETURNS.

1152. The following financial forms other than returns shall be in use in all jails, viz.:—

1. Abstract Bill.
2. Railway Warrant.
3. Credit Note.

1153. The Abstract Bill Form No. 56 shown in Appendix iii, p. , shall be used upon every occasion of Superintendents drawing money from the treasury to meet jail contingent expenses or money for petty construction and repairs. Sums required should be entered under their respective headings as specified in the form. The amount drawn must correspond with that charged in the jail contingent bill for the month. When sums required for petty construction and repairs are drawn from the treasury, the first abstract for each single work shall be accompanied by a copy of the order sanctioning the estimate. In the case of abstracts for expenditure under clause of rule 1107, however, the clause and the rule need only be quoted. It should be distinctly understood that money is not to be drawn

from the treasury until it is actually required for disbursement. And that no abstract bills are to be issued for payment between the 25th and the last day of each month.

1154. The following certificate shall be attached to the first abstract bill presented for payment at the treasury subsequent to the 10th of the month, and in absence thereof no payment will be made :—

"Certified that the detailed contingent bill for the preceding month has been forwarded with all necessary vouchers to the Controlling officer of the Department."

1155. Whenever office and jail contingencies are drawn on abstract bills, the following certificate shall be attached :—

"I certify that the expenditure charged in this bill under the head 'Office and Jail Contingencies,' admissible without detailed audit, could not with due regard to the interests of the public service be avoided. I have satisfied myself that the amount charged includes only ordinary prison contingencies classed under 1 (b) Accountant-General's circular No. VII, dated 7th May 1879, and not any items chargeable under clause 1 (a) and that the charges have been really paid. I have, as far as possible, obtained vouchers for the payments and am personally responsible that they have been so destroyed that they cannot be used again."

1156. The memorandum of the budget allotment at the foot of the abstract bill shall be filled in to show the available unexpended balance of the budget grant.

1157. The Railway Warrant, Form No. 57 shown in Appendix iii, p. , is prescribed for use whenever prisoners are sent by train from one jail to another, whether on ordinary transfer or preparatory to transportation, and whenever a jail officer has to travel on duty by rail. It has similarly to be used whenever convicts on release are furnished with railway fares to their homes. The working of the Railway Credit Note System, of which the warrant is a part, is regulated by the following rules :—

(1) The Superintendent shall issue to each released convict who may have to travel by Rail in order to reach his home a Railway Warrant in Form No. entering therein the prisoner's name in full, the place and date of departure, the station to which he is to travel and the third class railway fare.

(2) The convict should be instructed to present the Railway Warrant to the Station Master, who will provide the necessary passage.

(3) When a transfer of prisoners is ordered from one jail to another and the journey to be made by rail, a Railway Warrant shall be issued to the Warder proceeding in charge of the prisoners, entering therein the date, station of departure, the station to which the convicts are to proceed, the name of the Warder, the number of convicts, the rate and amount of the Railway fares.

(4) The Warder in charge shall present the warrant to the Station Master of the Railway Company, who will arrange for the passage of the Warder and convicts.

CHAPTER XLVI.—FINANCIAL RETURNS.

1159. The Financial Returns which have to be submitted monthly to the Inspector-General are as follows, viz.:—

1. Salary List.
2. Detailed Contingent Bill.
3. Detailed Bill for Repairs to Buildings.
4. Statement of Batta Paid to Discharged Prisoners.
5. Statement of Prisoners Died Daily.
6. Statement of Rations Issued to Prisoners.
7. Statement of Charges incurred on account of Remounts Convicts received from Burma.

Salary List.

1160. Salaries shall be drawn from the treasury by Superintendents on forms supplied by the Accountant-General, and a statement in Form No. 59 shown in Appendix iii, page , shall be submitted monthly with the contingent bill to the Inspector-General, exhibiting the pay of the establishment actually employed and the amount of salary drawn for the month. Fines imposed for neglect of duty recovered by stoppage of pay should be shortdrawn on the salary bill. Pay of temporary establishment shall be billed for separately, and the bill for salary of temporary

establishment sanctioned by the Inspector-General must be supported by copy of his sanctioning order. Before a fresh periodical increment is drawn by any subordinate officer the sanction of the Inspector-General must be obtained. The actual date of encashment of the Salary Bill must be noted at the foot of the Salary List.

Detailed Contingent Bill.

1161. The Detailed Contingent Bill shall be in Form No. 60 shown in Appendix iii, page , and headed "Not payable at the Treasury." It shall be prepared from the totals of the subheads as written up in the Contingent Register (*vide* Rule *supra*), and the amount shown in the bill must agree with the amount actually drawn from the treasury during the month. All charges for the administration of the jail must be included in this bill, which shall be submitted so as to reach the Inspector-General's office not later than the 10th of each month.

1162. It is desirable that the accounts of all jails should be closed on the same date. In every jail, therefore, the accounts of each month shall be closed up to and including the 25th, except in December when the accounts shall be closed before the commencement of Christian holidays (Rule 1114).

1163. The following rules for the classification of charges included in the bill shall be strictly observed:—

A.—Charges other than Contingencies and subject to Regular Audit.

i. *Fixed Establishment.*—The amount of pay for the sanctioned permanent establishment will be entered in the bill in a lump sum, but the details will be shown in the Salary List, Form No. 59. The salary of the Medical officer shall be included in the list.

ii. *Extra and Temporary Establishments.*—Charges incurred under this head will be shown in the bill in a lump sum, but the details of pay of all temporary establishments should be shown in a separate Salary List, Form No. 59. The sanction of Government for the employment of any temporary establishment is required to be renewed every six months.

iii. *Batta to Warders.*—Batta to Warders should only be entered under this head in a lump sum, the details being shown in a separate manuscript statement. Care must be taken that charges under this head are included in the Contingent Bill of the month in which they were actually drawn for the treasury and to this end, a note shall be made at the foot of the manuscript statement showing actual date of encashment.

iv. *Rent, Rates and Taxes.*—Charges under this head, although entered in the bill in a lump sum, must be prepared separately in the form supplied by the Accountant-General. The several charges must be supported by vouchers. Rent of buildings requires the sanction of Government.

e. Repairs of fetters, chains, tools and implements including handles; husk and charcoal for blacksmith's forge; petty repairs to jail-carts, and bandy—baskets; grease and oil for jail-carts; buckets and ropes for drawing water for garden; garden-seeds not exceeding Rs. 10 when not debitable to garden, farm or manufacture accounts.

f. Sulphur for fumigating purposes; cow-dung for floors; urinal pots; night conservancy tubs or barrels tarred or repaired; bamboos for carrying conservancy tubs; brooms, brushes and baskets for latrine and conservancy and sweeping; chunam for sanitary and conservancy purposes.

(2). Charges admissible without detailed audit, but requiring special sanction.

Items of the following description, although coming under the head of charges admissible without detailed audit, require special sanction previous to the expenditure being incurred *viz.*:—

Furniture or other articles for office or jail use manufactured in the country or out of India, green baize for office tables, office punkahs, cuscus tatties, garden seeds costing above Rs. 10, metal *gharí*, coal-tar, clocks including repairs, and all other charges which are not ordinary recurring monthly charges; or for which the budget grant is not sufficient to cover the proposed expenditure. The number and date of the sanctioning order should be quoted in the bill.

(3). Contingent charges subject to regular audit.

I. *Country articles costing Rs.* 50 *or more each.*

II. *Foreign articles costing Rs.* 5 *or more each.*—The charges under these heads must receive the previous sanction of the Inspector-General, whose authority should be quoted in the bill.

III. *Service Postage Stamps.*—This charge for service postage labels must be supported by the Treasury officer's receipt. Postage paid on bearing or insufficiently stamped covers should also be charged under this head and the covers sent as vouchers in support of the charge.

IV. *Service Telegrams.*—Charges under this head must be supported by telegraph vouchers marked "State." In case the word "State" is omitted, Superintendents must submit a certificate to the effect that the telegram was *bonâ fide* a "State" one though marked "Private."

V. *Charges on account of Batta, Subsistence Allowance and Gratuities paid to Prisoners on release, and of Cart-hire paid for Sick Prisoners released.*—Details of these charges shall be separately furnished in Form No. 62 shown in Appendix iii, p.

diet of such convicts in transit; urinal pots, lamp-oil, mats and cooking pots, &c., purchased for the use of such convicts during their transit; railway and steamer fares for Warders, and batta to Warders; shipping charges and passage money for the convicts and their guards from Madras to Port Blair; clothing, cooking and other utensils and diet supplied to deported convicts.

XII. *Batta to Prisoners' Children.*—Under this head milk, sugar, bread and hoppers supplied to children will be entered.

XIII. *Rewards paid for the re-apprehension of escaped Convicts.*

XIV. *Articles supplied for Sick in Hospital on Medical requisition exclusive of Articles of Diet.*—All perishable articles, including wines and spirits and medical comforts required half-yearly or annually shall come under this head including the carriage of medical stores, &c. For furniture required for the hospital, the special sanction of the Inspector-General shall be obtained.

1164. An item disallowed by the Inspector-General must be adjusted by short-drawal on the next Abstract bill, but the gross amount of the Abstract bill and not the net amount must be shown in the body of the next detailed contingent bill. On the withdrawal of the objection, the amount reallowed can be drawn from the treasury on an Abstract bill and entered in the concluding portion of the detailed contingent bill, and must be entered at the foot of the bill under "Add amount of disallowance refunded."

1165. A sanction for any charge when not acted on for twelve months from the date of the sanction becomes void and must be renewed before the expenditure is incurred. But expenditure which might otherwise be postponed is not to be incurred in the month of March solely with a view to prevent lapse of grants.

1166. In support of every charge of more than Rs. 10, and for all sums paid for service labels and telegrams, the Superintendent will submit with the monthly detailed bill vouchers signed by the persons to whom the payment was made, and he will also submit a certificate in the form annexed to the Bill; vernacular vouchers must be accompanied by an abstract English translation. *Vide* Civil Account Code, vol. i. ch. i. Rule 10, clause *g*.

1167. The date of payment by the treasury of each Abstract bill should invariably be noted in the statement at the foot of the detailed contingent bill, under the heading *Drawn on Abstract Bill No.* , *dated* , to enable the office of the Inspector-General to enter the amount in the contingent register against the month in which the payments were made. A similar note should be made in the copy retained in the Superintendent's office. The memorandum of budget allotment at the foot of the contingent bill should be filled up to show the available unexpended balance of the budget grant. In filling up this

Statement of Persons found Dead.

1170. This statement is the abstract of the third part of the pan and will accompany the contingent bill. It shall be submitted in Forms 63 and 64 shown in Appendix iii, page

Statement of Persons issued to Prisoners.

1171. This statement shall be submitted to the Inspector-General monthly in Form No. 65 shown in Appendix iii, page . All questions of severity of returns shown in this statement shall invariably be entered in accompanying memoranda, and in no case shall head measures be shown.

Statement of Charges incurred for Convicts received from Havens.

1172. Charges on account of convicts of this class shall not be included in the contingent bill, but be submitted in separate bills in Form No. 66 shown in Appendix iii, page , from such jails as such convicts may be confined in.

CHAPTER LXVII.—OTHER RETURNS.

Monthly Returns.

1173. The following monthly returns shall be furnished in book form by Superintendents so as to reach the Inspector-General's office not later than the 10th of each month. For

the prescribed forms of these monthly returns—*vide* Appendix iii, page *et seq.*:—

General summary showing the distribution of prisoners of all classes.

Statement No. I (Judicial) showing the number and disposal of convicts.

Statement No. II (Judicial) showing the religion, age and previous occupation of convicts admitted.

Statement No. III (Judicial) showing the convicts admitted and remaining according to nature and length of sentence.

Statement No. IV (Judicial) showing the convicts admitted classified according to number of convictions.

Statement No. V (Judicial) showing the offences committed by convicts and the punishments inflicted.

Statement No. VI (Financial) showing the employment of convicts.

Statement No. VII showing the number and disposal of under-trial prisoners.

Statement No. VIII showing particulars regarding civil prisoners.

Statement No. IX showing number and disposal of security prisoners.

Statement No. X showing number and disposal of insane prisoners

Statement No. XI showing number and disposal of State prisoners.

Statement No. XII (Vital) showing sickness and mortality among convicts.

Statement No. XIII (Vital) showing nominal roll of all classes of prisoners who died.

Statement No. XIV (Vital) showing the mortality among convicts according to age and length of time passed in jail.

Statement No. XV (Vital) showing the condition of the convicts discharged.

Statement No. XVI showing number and disposal of Madras convicts under sentence of transportation.

Statement No. XVII showing number and disposal of convicts received from other territories undergoing sentence of transportation.

Statement No. XVIII showing the convicts released under Remission Rules by order of Government.

Quarterly Returns.

1174. A return of punishments inflicted and a statement showing the cases in which fetters and hand-cuffs have been imposed shall be submitted quarterly so as to reach the office of the Inspector-General not later than the 10th of January,

expected to be sanctioned and to come in course of payment during the year to which the budget relates.

1181. A statement in the form shown in Appendix iii, p. , of all rewards paid by Superintendents during the year for the recapture of escaped convicts shall be submitted annually so as to reach the Inspector-General's office not later than the 1st of February.

Stationery, Indent and Estimate.

1182. Stationery for jail offices and hospitals will be supplied by the Superintendent of Stationery, Madras, on indents passed by the Inspector-General. Indents for stationery in the form from time to time prescribed shall be submitted so as to reach the Inspector-General's office not later than the 1st of October each year.

1183. An estimate of the stationery likely to be required during the next ensuing official year shall be submitted to the Inspector-General's office by the 1st of July annually.

1184. A statement, in Form No. 82 shown in Appendix iii, p. , showing the number and description of civil stores in stock in the jail, shall be furnished so as to reach the Inspector-General by the 10th of April annually.

1185. When articles are required from the Ordnance Department, indents for the same on the Commissary of Ordnance shall be forwarded through the Inspector-General.

1186. Unserviceable stores shall not be returned to Arsenals without previous reference to the Inspector-General of Jails. Old and useless articles of little value shall be disposed of on the spot by public auction on receipt of sanction from the Inspector-General.

1187. Articles supplied on passed indents from the Arsenal, Fort. St. George, or the Public Works Stores and Workshops, shall be received and despatched for all jails by the Superintendent of Prisons for the Town of Madras.

CHAP. LXVIII.—THE MANUFACTURING DEPARTMENT.

1188. In every jail there shall be a manufacturing department distinct from the general department and with distinct registers, accounts and returns.

1189. In Central Jails the raw materials required for manufactures, the manufactured articles, and all books and accounts relating to manufactures shall be in charge of an officer belonging to the grade of Assistant Jailor and called the Storekeeper. In District Jails the functions of the Storekeeper shall be performed by some selected jail officer.

1190. Raw materials shall be purchased solely by the Superintendent or Inspector-General. In the case of large purchases

1196. In District Jails where there is no Storekeeper and hence no permanent advance belonging to the manufacturing department, the smaller payments on that account will be made by the Jailor from his advance.

1197. Raw materials received into jail shall be examined by the Jailor before being handed over to the Storekeeper, who shall be jointly responsible with the Jailor that their quality and quantity are correct.

1198. No raw material shall be issued from store by the Storekeeper or officer discharging the functions of Storekeeper except upon an indent in the prescribed Form (No. 74, Appendix iii, p.), signed by the Warder in charge of the workshop where the raw materials are required and countersigned by the Jailor. This indent shall be the Storekeeper's voucher for the issue and shall be retained by him and carefully filed.

1199. Indents shall be issued to Warders in charge of workshops bound together in books of a certain number, which shall be noted on the cover. Each indent and counterfoil shall bear a serial number, and the counterfoils shall be carefully preserved by the Warder in charge of the workshop.

1200. As manufactured articles are received back from the workshops by the Storekeeper, he shall enter the quantity, weight or number of articles so received from time to time on the right hand portion of the indent until the whole of the raw materials issued is accounted for and the indent fully satisfied. It may not be possible to ensure that the manufactured articles thus entered as a set-off against raw materials issued have been made with that identical issue, but if all raw materials issued are thus regularly accounted for, the outstanding balance in the yards and the number of indents not satisfied will always be small and subject to easy check.

1201. Once a month or oftener all counterfoils and indents should be collected and checked the one against the other by the Superintendent. A balance of raw materials unaccounted for and outstanding should be struck and roughly verified by the amount then in the workshops.

1202. The principles which shall guide the selection of jail manufactures have already been laid down (*vide* rules 463, 464 *supra*). The following principles shall be followed in fixing the price of articles manufactured.

1203. For all articles supplied to the jail itself or to any other jail in the Presidency, the price shall be fixed on the cost of raw materials only, and no charge for labour or profit shall be included. Care should, however, be taken that in estimating the cost of raw materials allowance is made for waste, and other incidental charges, such as cost of carriage of raw material, of dyeing materials for dyeing, or bleaching materials for bleaching, so that there may be no net loss to the manufacturing department.

1204. For articles supplied to the public or to any department of the State other than the Jail Department, the price

department. (*Vide* Civil Account Code, Vol. I, Chapter V, Rule 22, Clause XI.)

1210. Manufactured articles to be supplied to the police before being sent from the jail shall be examined by a committee under the rules given in Appendix ii (4), p.

1211. The Storekeeper shall send a pass with all articles sold or to be sent out of jail, and the Gatekeeper shall thereupon pass the goods and retain the pass as a voucher. The passes shall be delivered by the Gatekeeper to the Jailor who will examine the books and satisfy himself that the entries have been duly posted in the Sale Book.

1212. All monies received as sale proceeds of manufactures shall be at once remitted to the treasury, and shall not be retained in the jail longer than is absolutely necessary. A statement in Form No. 76 shown in Appendix iii, p. , showing the heads to which the money is to be credited, shall be sent with the money to the treasury and the treasury officer's receipt shall be obtained for monies thus remitted, and forwarded to the Inspector-General with the monthly detailed statement of manufactures (*vide* Rule 1213 *infra*), a copy certified to by the Superintendent being retained for record in the jail.

1213. When a change of officer in charge of a jail takes place the relieved officer before he quits the station in making over charge of his duties shall satisfy the officer who relieves him of the correctness of the jail accounts in all particulars as above set forth. Should he be unable to do so, his responsibility in the matter shall not cease, until the accounts, &c., have been examined and found correct.

1214. At least once in every year, and if possible in the month of December, the Superintendent shall carefully take stock of the whole plant, raw materials and manufactured goods, and shall satisfy himself that every item of the whole is correctly entered and accounted for both on the credit and debit side of the books, and that the stock and cash accounts are correct in every particular. A certificate in the following form shall then be entered by the Superintendent in the records of the jail and a copy of it shall be furnished to the Inspector-General:—

"I hereby certify that I have carefully examined the accounts of the jail, as well as the stock in hand of raw materials, manufactured goods, plant, &c., together with several registers and books relating thereto, and that I have found them to be correct in every particular."

Date *Superintendent of the Jail.*

Station.

1215. Before taking stock at the close of each year, the issue of raw materials from the stores to the workshops shall cease (from about the 10th to the 15th of December) and the stock of raw materials on the looms and in the several workshops shall be worked up and the manufactured article brought into store in full satisfaction of the indents and for inclusion in the

CHAP. LXIX.] REGISTERS OF THE MANUFACTURING DEPARTMENT. 199

every article of raw materials and manufactured stock shall be ledgered separately, a page being allotted to each article, and entries being made whenever a transaction takes place.

1222. Whenever raw materials for manufactures are received by the Storekeeper, he shall enter the receipt in Stock Book A, as well as ledger the purchase in the left hand columns of Ledger D, if a credit transaction. Issues of raw materials from store shall be likewise entered in Stock Book A, the entry being in each case the total issue of the day per yard or workshop, the details appearing in the passed indents retained by the Storekeeper. A similar course shall be followed with reference to receipts and issues of manufactured articles in Stock Book B and Ledger E, the entries in this case also being totals for the day so far as receipts are concerned. Issues must be shown in detail. Each Stock Book shall be furnished with an alphabetically arranged index of articles included in it.

C.—Day Book of Sales.

1223. This book shall be kept in Form No. 69 shown in Appendix iii, p. , and shall form a complete record of all sales from the manufacturing department, whether for cash, credit or book entry. Every cash sale will also appear in the Cash Book F and every credit or book debit transaction shall be Ledgered at the same time in the left hand columns of ledger E.

D.—Individual Ledger of Credit Purchases.

E.—Individual Ledger of Credit Sales.

1224. These ledgers shall be kept in Forms Nos. 70 and 71 shown in Appendix . The left hand columns shall be filled up at the time of any purchase of raw materials or sale of manufactured articles in the manner directed in the two last preceding rules. The right hand columns shall be filled up when payment is made for materials bought or received for manufactured articles sold. Each department shall be ledgered as a separate individual, and each ledger shall be furnished with an alphabetically arranged index of individuals having dealings with the manufacturing department of the jail.

1225. No undue delay shall be allowed to take place in the adjustment of the balances outstanding in these ledgers. Prompt payment should be made for articles purchased, and discount therefor secured. For rules as to collection of outstanding debts due to the jail, *vide* rule 1207 *supra*. Endeavours should be made to adjust all outstanding balances due by and to the jail before the close of each calendar year.

F.—Cash Book.

1226. The Cash Book of the manufacturing department, which like all the other books of this department shall be maintained by the Storekeeper, shall be kept in Form No. 72 shown in Appendix iii, p. , and shall contain a complete and detailed record of all cash transactions.

(7) Statement of Cash received from and repaid to Treasury.

(8) Consolidated statement of supplies made to the Military and Public Works Departments.

1232. Of the above the following have already been sufficiently dealt with, *viz.*:—

(1) Abstract Bill, Form No. 50 *vide* Rules 1157-1158.

(2) Indent on Store-keeper, Form No. 74 Rules 1196-1199.

(3) Invoice to accompany Manufactured Goods, Form No. 75 Rule 1206.

(4) Statement of Monies remitted to Treasury, Form No. 76 Rule 1210.

1233. The monthly progress report of manufacturing operations on account of public departments shall be prepared in Form No. 77 shown in Appendix iii, p. . It shall be submitted from all jails which work for public departments so as to reach the Inspector-General's office not later than the 10th of each month, and its object is to keep the Inspector-General informed of the progress made by the Jail in meeting the indents for manufactured goods made on it by public departments.

1234. The monthly detailed statement of manufactures shall be prepared in Form No. 78 shown in Appendix iii, p. , and shall be submitted to the Inspector-General, so as to reach his office not later than the 10th of each month. It shall account for all expenditure connected with the manufacturing department classified under the heads, purchase of raw material, wages, purchase and repair of plant, and articles supplied by Public Departments under book debit system, and for all receipts. All charges shall be supported by vouchers and receipts in the same manner as is prescribed in the case of the detailed contingent bill (*vide* Rule 1107, *supra*). Under the head of receipts the totals received during the month, whether in cash or book debit, by the sale of manufactured articles under the various branches of manufacture carried on, *e.g.*, carpentry, weaving, &c., should be given. The total receipts on good sold will correspond with the sum realized by sales as entered in the cash book.

1235. Together with the detailed statement of charges and receipts on account of manufactures there shall be submitted monthly to the Inspector-General a statement shown in Form No. 79, Appendix iii, p. , showing the cash received from the Treasury and that repaid. Any balance due at the close of the year or any sum overpaid shall be brought forward to the following year. The detailed statement of charges and receipts shall also be accompanied by the statement of monies

CHAPTER LXX.—FORMS AND RETURNS OF THE MANUFACTURING DEPARTMENT.

1231. The following Forms shall be used in connection with the Manufacturing Department of jails, viz.:—

(1) Abstract Bill.

(2) Indent on Storekeeper.

(3) Invoice to accompany Manufactured Goods.

(4) Statement of Monies remitted to Treasury.

(5) Monthly Progress Report of manufacturing operations on account of Public Departments.

(6) Monthly Detailed Statement of Manufactures, with copy of Statement of Monies remitted to Treasury.

9. District Jail Convict Register.
„ 13. Release Diary and Batta Book.
„ 18. Remission Sheets.
„ 27. Jail Officers' Appointment and History Book.

Financial.

„ 31. Cash Book.
„ 33. Acquittance Roll.

Medical.

„ 44. Case Book.
„ 45. Historical Register.
„ 46. Letter Book.

Manufacturing Department.

Day Book of Sales.
Cash-book.

General.

(1) The printed Annual Administration Report and Government Order thereon.
(2) Circulars of Inspector-General.
(3) Proceedings of Government.
(4) Acquittance Roll and Office Copies of Pay Bills.
(5) The Fort St. George Gazette.

1241. The following are the Records in Class B, which shall be preserved for twelve years and then destroyed :—

(1) Jail Administration Reports and Returns.
(2) Medical Officers' Administration Reports and Returns.
(3) District Gazettes

No. 1. Official Visitors' Book.
„ 2. Superintendent's Journal.
„ 3. Medical Officer's Journal.
„ 4. Jailor's Report Book.
„ 5. Matron's Report Book.
„ 6. Chief Warders Report Book.
„ 10. Register of Under-trial Prisoners.
„ 11. Register of Civil Prisoners.
„ 12. Release Register
„ 19. Punishment Book.
„ 25. Diary of Letters received, Jail and Manufactory.
„ 26. Diary of Letters despatched, Jail and Manufactory.

Ledgers.

No. 24. Stock Book of Stations.
" 25. Stock Book of Materials.
" 26. Waste Book.
" 27. Daily Purchase Book.

Medical.

" 39. Hospital Register.
" 39. Convalescent Gang Register.
" 40. Special Gang Register.
" 41. Register of Vaccination.
" 42. Hospital Roll.
" 43. Prescription Book.

Manufacturing Department.

Stock Book of Raw Materials.
Stock Book of Manufactured Articles.
Individual Ledger of Credit Purchasers.
Individual Ledger of Credit Sales.

1242. The following are the Records in Class C, which shall be preserved for two years and then destroyed :—

No. 14. General Abstract.
" 15. Lockup Register.
" 16. Labour Register.
" 20. Fetter Register.
" 21. Weighment Register.
" 22. Clothing Register.
" 23. Register of Appeals.
" 24. Register of Petitions to Government.
" 28. Warders' Clothing Register.
" 29. Ammunition Register.
" 30. Main Gate Register.
(1) Descriptive Rolls of Prisoners transferred from one jail to another.
(2) Descriptive Rolls of Prisoners transferred to Madras for transportation.
(3) Nominal Roll of Convicts who died.
(4) Register and Return of Civil Stores.
(5) Salary Lists.

(6) Statement of Batta paid to released Prisoners.
(7) Statement of Rations issued to Prisoners.
(8) Charges incurred on account of Burmese.
(9) Detailed Contingent Bill.
(10) Detailed Statement of Charges and Receipts on account of Manufactures.
(11) Statement of Monies remitted to Treasury.
(12) Progress Report of Manufactures.
(13) Statement of Cash received from Treasury.
(14) Statement of Rewards.
(15) Monthly Returns, viz., General Summary to Statement No. 15
(16) Half yearly Returns of Political Detenus.
(17) Half yearly Reports on Lunatics.
(18) Budget Estimates.
(19) Counterfoils of Indents.

1243. The following are the Records in Class D, which shall be preserved for two years, and then destroyed :—

No. 17. Industry Roll,
(1) Certificate of Admission of Prisoners into Jail.
(2) Lists of Prisoners to be released during Month.
(3) Nominal Rolls of Convicts.
(4) Indents for Jail Clothing.
(5) Certificate of Receipt of Under-trial Prisoners
(6) Medical Officer's Certificate of Fitness to proceed on Journey.
(7) Medical Officer's Certificate of Fitness to undergo Solitary Confinement.
(8) Subsidiary Jail Returns and Forms.
(9) Vouchers for Cash Payments below Rs. 10.
(10) Letters reporting delivery of charge of office of Superintendent.
(11) Annual Indents for Stationery.
(12) Other papers not mentioned in these Rules.

1244. The following papers shall be disposed of in the manner set opposite each :—

1. Magistrate's statement of previous history and crime of prisoners sentenced to transportation.	To be filed with prisoner's warrant and retained as long as the warrant is in force.

Office of Inspector General of
Convicts Hobart 14th
1890

No. 121

From,

Col. J. MacDonald Smith
Insp. Inspector General of Jails

To,

The Chief Secretary to Government,
Convicts

Sir,

I have the honor to acknowledge the receipt of Government Order No. 1424 dated 11th June 1890 on Colonel Porters proposal for the extension of the Crown Prisoners System.

2. With reference to para 2 of the Ord of the Rules proposed and the Inspector Generals letter are being circulated to Superintendents who will be asked to report if sufficient supply of convict guards will be forthcoming under the proposed conditions of eligibility contained in Rule 2. With reference to District Jails where convicts except in rare cases are not confined longer than one year, enquiries will be made if Officers are available to fulfil the conditions of qualification laid down in Rule 2.

been asked for.

I have the honor to be,

&c.,

Your most obedt. servt.

James Breedon

Lieut.

Dy. Inspector General of Hosps.

No. 370

OFFICE OF THE INSPECTOR-GENERAL OF JAILS

Dated 13th November 1890.

Despatched 19th

From Colonel J. M. Smith

Ig. INSPECTOR-GENERAL OF JAILS,

To

~~THE~~ The CHIEF SECRETARY TO GOVERNMENT.

SIR,

Enclosure.

I have in continuation of my letter No: 121 dated 11th April 1890, the honor to submit a further report to Government, on the extension of the Convict warder guard system.

2. In my letter cited 121, I said, with reference to para. 2 of G.O No: 466 dated 11th March 1890, that I would circulate the Inspector-Generals rules for Convict Warder guards to Superintendents of jails with the object of finding out if a sufficient Number of Convict Warders could be appointed under the

[illegible] [illegible] [illegible] [illegible]
[illegible] [illegible] [illegible] [illegible]
[illegible] [illegible] [illegible] [illegible]

[illegible] to [illegible] the [illegible] [illegible]
the [illegible] would be left entirely [illegible] the
hands of the jailors as would by no
means desirable. All convicts confined for
[illegible] 2 years are now transferred [illegible]
[illegible] only remarks were transferred [illegible]
[illegible] Vacancies have not as a [illegible]
[illegible] another objection to [illegible]
Rule 9, as that list would [illegible]
ordinarily consisted 20 years men) would
not allow to the Head warders to grant [illegible]
a great many of them are of [illegible]
under. I would suggest the erasing of
Clause 11, Rule 3, as then the remaining
3 conditions are sufficiently exact.
For my letter No 121, I suggested the advis-
ability of transferring eligible men as Convict
Warder Guards to District jails. I do not
think this plan would answer, because
District jail prisoners should not, I think
feel convicts like themselves enjoying [illegible]

privileges they cannot attain to. I would
except the District jails of Tanjore, Bellary
& Tinnevelly where a certain number of long
sentenced prisoners are kept on account of the
manufactures going on. If convicts for the
grade were not available in those jails, I
would transfer men from Central jails.
4. I would for the above reasons only introduce
the Convict Warder Guard system in all Central
jails, the Penitentiary and in the District jails
of Tanjore, Bellary & Tinnevelly. The Statement
I submit will amply supply the number
of Convict Warder Guards required for those jails
5. I would respectfully submit for the consider-
-ation of Government, that the two lowest
classes of warders are very much underpaid.
The warders are divided now into 1st, 2d, 3d &
4th classes, with the pay respectively of Rs 9,
Rs 7, & Rs 6. 8. I quite endorse all
Colonel Cadell said in his letter with regard
to the Depôt Element. His arguments [illegible]

was at Madras with me. He could do nothing
to him. The old customs was to take a bond
from warders on enlistment, but they were found
utterly useless when tested in Court. To make
Jail Services more attractive and to enable us
to enlist good men who would work for
promotion & pension, we must I think —
abolish the 3rd & 4th classes Warders and only retain
2 classes on Rs 9 & 8. This, we can do now &
still save Rs 229. a month. Further I
think we ought to have as to the case with
the Police, some final enactments in case of
desertion to enable us to have warders trained.
Mr Cavendish has drawn up a Memo-
-ed. on the subject which I have considered and
corrected. I enclose a copy for the consider-
-ation of Government. I enclose a copy of
some notes on the above Memo: received
from Colonel Gordons to show both sides of
the question as he does not approve of any
Legislation on the point.

[illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible]

JUDICIAL

JAIL (1890) DEPARTMENT

From

The Inspector-General of Jails.

To

The Chief Secretary to Government,
Fort St George.

Memorandum

Transmitting his Quarterly Report on Special Duty for the Quarter ending

Dated the 1st January 1890.

No.

Enclosures.

Subject.
Inspection of Jails by the Inspector-General of Jails.

Enclosure to Letter to Chief Secretary dated 1st January 1890.

Memorandum

The means for enforcing discipline in the Jail Establishment are quite inadequate as is proved by the occurrences that take place.

The agreement that used to be signed by a warder is not binding in law, so that has been dropped: at present a warder can come and go as he pleases, disobey or obey orders without fear of any greater punishment than dismissal with forfeiture of pay and pension, (if he have served long enough) - If he goes off the day after he receives his month's pay he gets off scot free for he will not care anything about the loss of a day or two's pay. Last year a warder of this Jail was granted leave, he went to Bangalore and never came back. The other day two warders, under instructions from the Inspector General were ordered to proceed to Cuddalore on transfer, they deliberately refused to go, the only punishment for this was dismissal, but how utterly inadequate for such disgraceful insubordination. A warder at the Cuddalore Jail who was ordered here refused to come; the Superintendent dismissed him. Some days back a warder refus

allowed to do any other duty than
escorting convicts. Three days ago
another warder who had only been
on the Establishment three months
was found dead, supposed by being shot
He declared to remain a warder and
as he has been but 11 days on Establish-
ment also wants 20 days to be reckoned
which evidence clearly shows that there
is some great want in the management
& economy of the Warder Establishment
I do not consider too severe a view
can be taken of wilful defiance of
constituted authority as has been
shown by warders and will continue
to be shown unless Government exact
delay adequate a remedy.
At present there is nothing to deter
& prevent every single member of a Jail
Establishment from quitting the Service
with complete impunity from punish-
ment. The Jail Service is semi military
and this semi military character can-
not possibly be kept up to that high
pitch of efficiency so desirable unless
there are means given us of enforcing
at least semi military discipline and
obedience. The simplest and most
satisfactory way it seems to me, would
be by legislation, by amending a Madras
Jails Act V of 1869. by the introduction
of penal sections relating to offences -
such an act is in force in the N.W. Pro-
vinces, Punjab, Oudh, Central Provinces &
British Burma - Government of India
Act XXVI of 1870 - Prison Act. The Madras
Police are governed by Act XXIV of 1859.
Section 3. of the Madras Jails Act 1869
gives to the Governor in Council power
"from time to time to make such rules
as may appear necessary for the Super-
vision, employment, custody, diet, clothing &
treatment of prisoners and for the manage-
ment of Jails". Section 12. of that Act
empowers "Government to affix fines
or dismissals as penalties for the breach
of any such rules, provided that no such
fine shall exceed R50." This latter may,
and no doubt did answer the purpose
when our few warders were a purely
civil force having nothing to do with
drill, ball practice, guarding on any
Military duty, but now the nature of the
force is completely changed, and become as
semi military as the Police, therefore the rules
for the maintenance of Police discipline should
apply equally to Warder guards - It is quite
useless to try and govern a semi military force
by purely civil methods. In the following
proposed amendment to Madras Jails Act 1869
I have taken portions of Sections XIX and XLIV
of Madras Police Act XXIV of 1859 and Section 57
of Government of India Prisons Act XXVI of 1870.
Amend Sections 12 of Jail Act No. V of 1869 -
to read as follows -
"Every Jailor and subordinate officer
of a Jail shall be subject to such rules as
are now in force or may hereafter be made by
the Government for their good order and discip-
line

[illegible] for regulating communications with persons
Other than such rules in English and the
Vernacular language of the District as shall
the Jail is situated shall be published and
some place to which all persons confined
in the Jail or in custody thereunder may
duly have access, and the Superintendent of
a Jail shall have authority to frame general
[illegible] regulations such rules.

Section 12 A. The Jail officer shall be
at liberty to withdraw himself from the duties
of his office under tacitly allowed to him
by the Superintendent of the Jail unless
he is serving as to resign his office unless
he shall have given to the Superintendent
notice in writing of a period of not less
than 2 months of his intention to resign.

Section 13. Every Jail officer who
shall be guilty of any violation of duty or
willful breach or neglect of any rule or
regulation contained in this Act or in rule
under Section 3 or lawful order made by
competent authority or who shall be guilty
of cowardice or who shall after any con-
victable personal violence to any
convict or who shall withdraw from his
duties of his office without permission or
without having given proper notice for
the period of 2 months as provided by this enact-
ment shall be liable on conviction before
a Magistrate to a penalty not exceeding
3 months pay or to imprisonment with or
without hard labor for a term not exceeding
3 months or both.

Sd) E. L. J. Cavendish
Ag. Chief Secretary to Govt.

True Copy)

[illegible] Colonel
Sup. Prisons & Jails

Valo s

A retrograde step - Is not considered necessary when the Jail Department was reorganized it should not be necessary now. For nearly 30 years the Jail Department has done without these legal penalties, it is very questionable if Government will consider them necessary now:

2. From the earlier part of the Cavendish Memo: it is clear that he, at any rate has got hold of a bad class of men for his Warden recruits. The remedy is clear - far greater care must be taken in the selection of Warders. This care is necessary in the very first instance before Entertainment.

3. Legal penalties are not necessary for good men. Such penalties as those proposed will only affect blackguards and the sooner we get rid of these by dismissal with forfeiture of pay, the better.

4. There is no doubt a Section in the Police Act by which a Policeman can be punished if he gives up his work without 2 months notice, neglects his duties

element in our jail warder guards - they never have done hard work - they are (many of them) worn out men, who have earned a pittance in the way of pension and prefer an easy life in their own villages or such to hard life in a jail with a few extra rupees. They have moreover a dangerous tendency to combine in a body and thus give trouble.

On the whole therefore I am not in favor of legal penalties in connection with Jail Service - A Jail Warder can scarcely be compared to a Police Constable. Some hold so necessary on the latter with his numerous responsibilities in connection with crime, property etc - but a warder's duties are simply confined to the guarding of convicts.

Dismissal without option of prosecution is really a heavier punishment - than a sentence of 3 months or fine under a legal penalty - under such circumstances the man might rightly claim to hold on in the service - for departmental dismissal on top of judicial fine would be a double punishment and could scarcely be inflicted with justice.

Sd) C. A. Porteous.

(True Copy)

J. Smith Colonel
Ag. Inspr-Genl of Jails

Department

From

No.

Dated

Received

Enclosures

SUBJECT.

No. 180

Office of Inspector-General of Jails,

Dated 19th [illegible] 189[illegible].

From

Col. C. R. MacDonald Supt.

NW.

I/C. INSPECTOR-GENERAL OF JAILS,

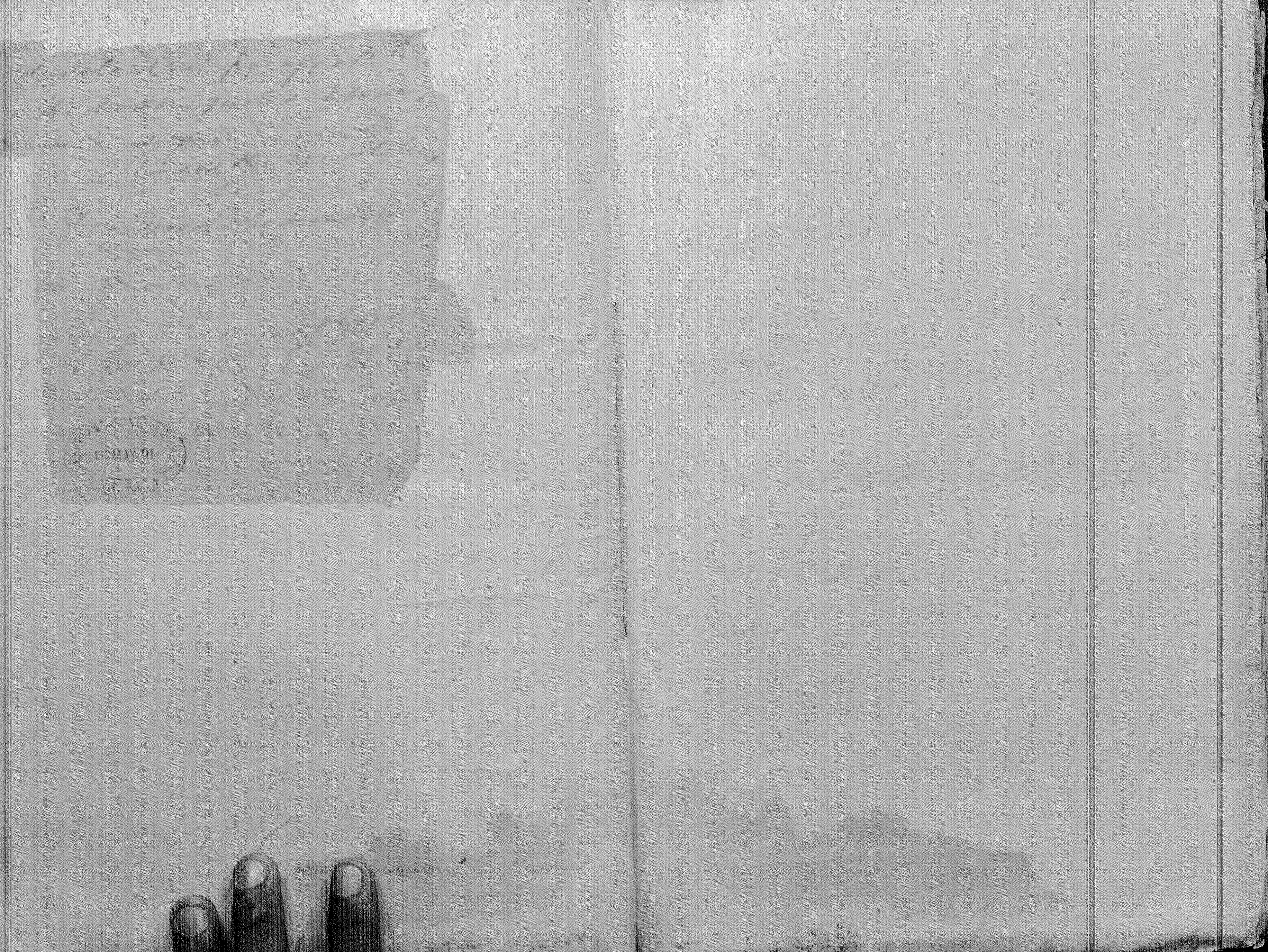
To

THE CHIEF SECRETARY TO GOVERNMENT

Office a present

Sir,

Enclosures. With reference to [illegible]
No of [illegible] dated 19th [illegible] & 1890 & have
the honor to [illegible] Stafford [illegible]
Statement & [illegible] for the
Pardon of the [illegible] & [illegible]
for the [illegible] of [illegible]
I [illegible] the [illegible]
not [illegible] of the [illegible]
Jail at [illegible] for [illegible]
one and [illegible] one [illegible]
therefore [illegible] [illegible]
these [illegible] [illegible]
I [illegible] [illegible]
the [illegible] of the [illegible]
[illegible]



JUDICIAL.

FAIR (Off.) DEPARTMENT.

From

The Inspector-General of Jails.

To

The Chief Secretary to Government.

Dated 15th May 1861.
Despatched
Received

No. 1660

Enclosures 1/2

Subject

| | | |

Enclosure No. 3 to Statement No. 1

Statement showing the Area under Cultivation and Out-turn of Principal Crops in the Districts of the Upper Provinces for the Year 1890-91

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |

1	2				3			
	Population			Excess of	Number of			
	on the 31st			population	Houses			
Districts	September			for the	Uninhabited			
	1890			1889				
	Natives	Foreigners	Total	Natives	Foreigners	Total	Occupied	Uninhabited
Cuttack								
Kapilasundar	492	7	499	509	12	521	2	2
Cuttack	773	218	991	590	159	749	4	5
Tirtholpatna	560	-	560	561	159	720	4	4
Kendrapara	582	230	812	579	197	776	2	2
Chowdwar	356	207	563	526	165	691	2	2
Salepur	401	176	577	569	146	715	2	2
Jajpur	605	196	801	667	127	794	1	1
Total Cuttack	4052	964	5038	3381	995	4376	18	20
Puri Dist.								
Kendrapara	109	-	109	122	-	122	1	1
Pipli	176	-	176	167	-	167	1	1
Puri	699	-	699	701	-	701	1	1
Pipandpur	159	-	159	136	-	136	1	1
Khurda	167	-	167	136	-	136	1	1
	86	-	86	170	-	170	1	1
	61	-	61	79	-	79	1	1
	303	-	303	373	-	373	1	1
	179	-	179	120	-	120	1	1
	309	-	309	221	-	221	1	1
	179	-	179	179	-	179	1	1
	350	-	350	350	-	350	1	1
	219	-	219	219	-	219	1	1
	190	-	190	190	-	190	1	1
	100	-	100	100	-	100	1	1
	2,937	-	2,937	2,937	-	2,937	15	15
	7,015	964	7,979	6,318	995	7,313	33	35

Office of the Commissioner

15th December 1890.

Note

with reference to Hon'ble Members' remarks on Report dated 20th May 1887.

There are not many points on which it seems necessary for me to submit anything further for the consideration of the Hon'ble Members of Government. In a few cases I am glad to be allowed to add something to what my report contained, & I proceed to notice these.

Para. 13. I was not able to visit Cuttack. The District Magistrate may perhaps be asked to report whether the Sub Jail there can be closed & the prisoners sent to the Dist. Jail.

Para. 41. For the rules requiring the Assistant in Central Jails to sleep at Hospital, vide Jail Code 204 and the remarks thereon in Col. Tennant's Commentary, I doubt whether the Hosp. Assistant is often roused during the night. He usually has a regular bed in the Surgery.

Para. 46. The order may perhaps fall if I draw up a detailed scheme for the proposed special test, including only such portions of the Criminal Procedure, Penal & Account Codes, as communication with the Comm'rs of U.C. Exam's.

Para. 50. The Deputy Jailor of a Central Jail is a very important officer, being the Jailor's immediate subordinate who takes his place & exercises his powers in his absence. It would be undesirable to abolish the separate grade, because the Deputy Jailor is the Clerk's Pay, it will be observed, is at present Rs. 75.

Para 65. Under Secretary's note. The matter has already been dealt with in the new Code which will shortly be submitted.

propose that the Special Gang should for purposes of observation & diet be kept together, and it would be both inconvenient & unnecessary to carry out this separation in the case of men whose only complaint is a little cough or colic or an abrasion on the leg.

In all Jails, & especially in the small ones, it is a matter of difficulty to get ~~[illegible]~~ patients properly divided between Hospital, convalescent gang, & special gang, and simplicity in rule is therefore, desirable.

In my opinion the best course would be to have only two categories -

(1) Hospital patients - comprising both in- and out-patients, in fact every man suffering from any active disease of any kind. The Hospital Regr, a form of which I have prepared, would then contain separate columns to show date on which the patient became an out-patient and the date on which he was admitted as an in-patient, should admission become necessary.

(2) Convalescent Gang, comprising the three classes specified in Rule 480 of the Jail Code, as printed in the Code, viz. patients recovering from illness, prisoners suffering from anaemia or general debility and prisoners permanently incapacitated by physical causes from labour. This involves the alteration of the decision arrived at in G.O.s 17 July 1889. No. 1218 & 28 August 1889. No. 1485 & requires the second class of the above to be brought on the Hospital Register; but it may be pointed out that the proposal to form ~~[illegible]~~ a special Gang especially if

and it will be observed from Appendix A are concurred in by Mr. Grigg.

Para. 105 rule (10). The alteration proposed by H.E. the Governor can be adopted.

Para. 106. The period of quarantine does not generally exceed 10 days in all, (Comp. Rule 125b), but the matter is left to the discretion of the Med. Officer (Rules 305, 306). The period passed in each ward would probably be about three days.

Paragraphs 113 & 114. I regret that in these paras. I have used the terms fetters and irons as though they were necessarily opposed & have so caused my remarks to appear confused. Fetters are certainly themselves a form of irons, and in order to make what I meant plain I ought to have inserted the word "other" before "irons" wherever the latter occurs in these paragraphs. Dr. Wells & Le Thbridge in para 15, Chapter XVIII, definitely recommend the following punishments (amongst others), viz:-

Handcuffs on the wrists in front of the prisoner.

Handcuffing a prisoner to an staple in the wall or standing.

Handcuffs on the wrists behind the prisoner's back.

Fetters not exceeding 4 lbs.

Bar Fetters - with a rigid bar keeping the legs apart.

These are all proposed as punishments as means of restraint merely. Of these punishments the "standing handcuffs" and the "bar fetters" must be, if continued for more than half an hour, a cause of considerable distress. It is certain that to have to stand for a long period with one's arms raised & tied to the wall, or to have the legs kept apart by a rigid bar would very soon produce actual pain, & such punishments seem to me to be absolutely indefensible.

Handcuffs, when the wrists

good country-made coir matting sells at Rs. 1/4, Rs 1/8 and Rs. 1/12 a yard. I made enquiries in person of the individual in Messrs Oakes & Co's establishment who makes the purchases of coir articles, & he told me that "good coir matting, machine or hand woven, light colour, sells at Rs 1/12 a yard, supplied by Volkart Bros". In Irwen, Bennett & Co's selling off list for August 1891 the cheapest coir matting "No 1 Medium" is ten annas a yard: the best "No 8, Finest Plain" is Rs 1/8 a yard. Messrs Oakes & Co Ootacamund, sell country-made coir-matting at Re 1/8 a yard. The Jails might, at least make matting good enough to fetch a rupee a yard; the reason of the low price now obtained is mainly the colour of the yarn used.

Para. 240. The question whether Habituals should be eligible for employment as Convict Officers is certainly not free from doubt. It would greatly facilitate jail management to allow their promotion, as they are a numerous class & make the best officers. Drs. Walker and Lethbridge express a very strong opinion against the promotion of habituals (Cl. § 85), and on the whole I think they are right. The object in view is to make the punishment specially deterrent to men who habitually commit crime, & this cannot be done if they are promoted to duties & privileges of convict officers. It may be pointed out that the refusal of promotion does not debar them from all incentives to good conduct, as they can still earn the marks admissible to ordinary convicts. If, however, the Government decides to allow the promotion of Habituals the change will be welcomed by Superintendents will make the management of Jails friendly easier.

(c) Page 7 para. 15

Particular attention is invited to this portion of the draft. The Hon. Mr Peters passes the draft as stands but the Hon. Mr Saunders proposed an amendment sends necessary by the Aggregation Bill a Central Jail at Goulburn. It is not understood whether the Hon. Mr Saunders agrees to proposal that the debtors of Circuit Jails Moruya should be abolished at once; presumably he would have no objection if this was Contemplated retaining the Cooma Central Jail for the present.

(d) Page 7 para. 16

The Hon. Members disagree whether the present rate of District Court allowances should be returned to whether the proposals of Mr. Goldthwaite should be agreed to.

(e) Page 10 para. 27

It is not understood whether it is agreed with other Hon. Members to regards the adoption of Mr. Goldsmith's letter of Mr. Rigby appointment para. 27 of the draft.

(f) Page 11. para. 29

The position of the concentration gaol at Goulburn. The Hon. Mr Peters is of opinion that no such concentration should be effected, thus concurring with Mr. Cowdery. The Hon. Mr Sebastian takes opposite view but will apparently agree to leave all reference to the subject in the draft on condition that the Hon. Mr Peters's reference to the Act of Ordnance and a letter from Mr Sage suggesting that a Central Factory or elsewhere should be erected for the manufacture of Cement should be omitted as foreign to Convict Establishment.

(5) Para. 29

As regards the cancellation of Control Manufactures Act, I agree with the Hon. Sub C & the alteration he has in the has accordingly been made.

(7) Para. 29

I see the Govt agree with Hon. Sub Comm. that the Govt of India should not be on the subject of issue from the recommendations of the Committee & the alteration in this draft has accordingly been made.

If Mr. I will have fair draft as amended to be hurried out.

Sd
3 Nov.

Jud. DEPARTMENT.

Papers to be read in Proceedings:—

Again G.O., dated 15th Nov. 18 No. 1095-5

Again G.O., dated 18 , No.

Current No. 2771 of 1891, dated 17 May from Sec. of State.

—— 2914 —— —— 22 June —— Govt of B.

Current No. 5606 of 1891, dated 9 Dec. from Govt of Punjab.

(3831)

Encloses the orders contained in Govt. Resolution, dated 9th Oct. 1891 and G.G.O., Deputy Surg.-Genl. Waddell & Surg.-Maj. Lethbridge were deputed to inspect & report on certain matters connected with the administration of the jails in the Presidencies of Bombay, Bengal & the N.W. Provinces & Oudh & the Punjab. Vide a letter dated 18th Sept. 1891, & 6-9, the Govt of India in the Home Dept. forwarded the Report submitted by the two officers above-mentioned to this Govt with the request that the opinion of the G. might be taken as to certain suggestions of the reporting officers & covering certain other proposals contained in the Report at the future discretion of the Local Govt concerned.

The Letter & Report G, do not as the Report of Dr Walker & Lethbridge, were referred to the Govt of Punjab for remarks & this report was considered in the Proceedings of this Govt dated 15th Nov. 1890 No. 1095-5 Dept. His Excellency in Council therein arrived at the conclusion that it was inexpedient to form any a decision upon many of the suggestions made by Dr Walker & Lethbridge until a further report had been made on the condition of Jails & Prisoners in the

The Circular appended this paragraph in place of P of his Report of whom facilities provide in the opinion of Govt for adhering to existing arrangements, that Govt will be informed accordingly.

3. Paragraphs 9–13

The paragraphs 13 & 17 of Chapter III of the Report of the said Committee require officers to command

(1) that, wherever possible, subsidiary jails situated at the headquarters of Districts where a District jail also exists be retained for work by Railway if the headquarters District jail should be abolished;

(2) that such new or subsidiary jails, at headquarters of Districts shall in future be located with District jails.

So far as regards the Presidency the two proposals are identical & the Govt agrees with the Committee that the subsidiary jails at Coimbatore, Vellore, Madura & Tinnevelly should be at once closed. As regards the Tanjore Subsidiary Jail which the Committee would retain & which the Govt. of Madras would be directed to enhance it can be abolished when the prisoners there exceed the Jail.

4. Paragraphs 14 & 15.

The Chap. III of the Committee's Report deals with the location of jails generally. This Chapter [illegible] commended to the attention of the Govt. of India as [illegible] Govt of Madras [illegible] cannot [illegible] the Govt of India in regard to [illegible] the location of the various Jails. The Chapter therefore, so far as it relates to jails in India, does not call for any orders by the said Govt. However, the Committee appear to [illegible] Suggestion that [illegible]

are more effectively carried
than in the case both com-
bustion in any one of
there is obviously much room
for improvement. The provision
of separate sleeping accommoda-
tion for each habitual criminal
insisted upon. At Salem & C
Central Jail, this rule is
practically observed except in a
few cases. But existing accommodation is inade-
quate of the complete separation
of habituals at night. The re-
arrangement of the sleeping
places should also be carried
out in Jails. An experi-
ment is suggested that the
Regulations in force under the
Reformatory, Industrial, & Borstal
Systems, in all those points
necessary steps, will meet the
[illegible] isolation at night of
habituals; there is no reason
the collection of a number of
offenders at night [illegible]
be more dangerous, or less
than elsewhere.

The Govt is inclined to agree
that Cardew is right in saying the
present definition of the
offender prescribed by the
Rules is rather too complicated
the matter will be brought
notice of that Govt. there is
only one thing that can be
to the amendment of Rule
329 (a) in view to make
it clearer. The substitute
this rule proposed in para
of the Report is approved.
Govt's other comments in con-
tion a circular should be
to all Supts of Jails point
the distinction between re-
habitual offenders as defi
para 22.
the connection with the Indus
of habituals Govt considers

[illegible] that the G. of I.
should be asked to define an
habitual; but there is a definition
already [illegible] 1900 s 57 & 58 Vict]

[illegible] this provision look on these
general grounds, para 21 to be clearly
understood]

[illegible] this has not been specifically
approved by GOI, but is presumed
that there is no objection to the
proposal]

of habitual Evil it should be
accepted as a presumptive Proof
that those Classes of Convicts should not
for as practicable be confined at
Pentridge in the Close Division of the Gaol,
and the Chaplain should have the power
as suggested in para. 27, to separate
from any Convict Convicted or
suspected of the Commission of serious
Criminal offences or guilty of more
than one Escape or attempted
Escape those likely to be benefited by
it in a Separate Cell.

The need of Close Division Confinement
which the Governor proposes to adopt
in future in lieu of that Cell Punishment
by the Visiting Justices, is fully
understood, that their existing Powers
would be
as to the Punishment, are sufficiently Comprehensive
that the remarks of the Governor on
Habitual Criminals & the
additional objects of the Close Division
System.

The period of three months
three months, the period for which
a Prisoner can be detained in
Close Division on a Punishment
should be extended to

Paragraphs 30 — 34.

In these paragraphs of his report the
Gaoler Combats the proposals Objected
in Chap. III of Report of Board, to the effect that

(1) the Salary of Jailer should be
the Chief Surgeon of Districts.

(2) that the Jailer Superintendent
of the Penitentiary & Chain Gaol
& Jails should be abolished
& the Jails placed in charge
of the Sheriffs.

The Govt. have letter to add to the
Reply to the Remarks of Mr. Gaoler
with which Extract C is in complete
accord. The Govt. Superintendent
& Medical Officer can receive
honorarium Salaries as the Chief
Gaolers of a Central Establishment
Gaoler from a Gaoler of Prisons

* [Clerk to note, redraw that Art. Warder allows of deputation by a local Govt. for 6 months only; after that the sanction of the G. of I. is necessary.]

he has had at least four years service in the Police Dept. & that before taking charge of such an establishment he will be attached to a Central Jail under experienced Supt. for a period of twelve months during which time he will draw the pay of his grade in the Police Dept. and be expended as an deputation. The period of training — three months — proposed by Bl Carnduff appears to Govt. & the two Chief Jrs. of the Govt. does not also approve the proposal to maintain the Superintendentship of the two Special Jails for desertion Jailors, these persons not connected with either the Jail or the Police Dept. are selected for the Head of Dept. & should also undergo the training prescribed above for the candidates of Police Officers.

Paragraph 39.

The Govt agrees with Bl Carnduff's views upon the appointment of Deputy Superintendents. There is no such conception of Deputy Jailors as to the appointment of Assistant Jailors.

Paragraphs 40 - 42.

These paragraphs deal with the question of Medical Subordinates to Jails. Bl Carnduff recommends four Central Jails containing more than 1500 prisoners one Hospital Assistant & compounder should be sanctioned for the present for the Hospital Assistants & Compounders of the Special Jails. The Govt. is inclined to agree with Bl Carnduff's proposals but the Govt. of India is disposed to think that the Committee [illegible] also the

[illegible] application for exemption
will be made to Govt by the Jt
the next practice with which the
Cardew deals is the classification
of the whole of the subordinate Executive
& clerical Establishment of the
Jail Dept. into the three grades
of Jailor, Deputy Jailor & Assistant
Jailor. This proposal originated
with the Committee of after consideration
of the reasons adduced for the
change by Dr. H. & L. G. Both
Cardew the Govt resolved to adopt
the system proposed grading the
Govt approved the further suggestion
in para. 46 of the report that
promotion beyond the grade of
Asst. Jailor should be made
dependent upon the passing of
a special test. This test should
comprise certain portions of the
Code of Criminal Procedure, of the
Indian Penal Code, of the Civil
Account Code, part II of the rules
of the Jail Code, of Madras Act
V of 1869 & of other Acts & rules
relating to Jails. The Govt have
[illegible]
three Codes of first named which
he considers should be included in
the Exam. He will also prepare
a draft notification for the
approval of Govt & publication
[illegible]
The Govt also agree with the suggestion
in para 47 of the report that
a brief Memo should be made
annually by Each Dept. of the Govt
after each Subordinate Executive
the grade of Asst. Jailors.
Should any Asst. Jailor dept, the
Govt agree that steps of substitution
of Deputy Jailor is sufficient
[illegible]

[illegible] Sir W. R. Clarke remarks —
Time should be only one test —
with the Dept. The meaning
of the remark is not obvious
[illegible]

[illegible]
[illegible]
[illegible]

the construction of a hand-pump which has been recently placed will obviate the necessity of transporting large gangs of convicts under guard to fetch water, and the prisoners so employed can be profitably employed in the manufacture of mats, baskets &c. and thereby add to the ordinary profits of this gaol. The ordinary profits given in accordance with the Report of the Inspector-General that the Gaol should be made self-supporting, and the additional warders in the Debtors' Gaol and Female Prison, and the Gaol Matron, have been provided for from the profits of the Gaol.

The Gaol Committee trust that an increase of 100 in the prisoners' Central Gaol should be expended as sufficient to provide the services of the prisoners.

For the reasons set out in paragraph 62 the Gaol Committee recommend that the duty of executing prisoners sentenced to death be transferred from the Police to the Gaol Authorities, and that the Gaol Committee suggests that the prisoners sentenced by the Gaol Committee of the Court to which the prisoners have to be taken or in the manner the duty will fall on the Police.

The Gaol Committee the proposed [illegible] of the Gaol Committee on [illegible] prisoners, the only practical to obtain [illegible] terms of long [illegible] of recruitment [illegible] a distance [illegible] of the Gaol Authorities [illegible] temporary, the above [illegible] the advantage of [illegible] or a distance from [illegible]

Walker & Littlehales to add proviso that the Conditions & Stipulations in the Lease are to be binding upon the Executors, Administrators, & the Assignees of the Lessees, as well as upon the Lessees themselves.

Paragraph No. 1.

The first question raised in Paragraph No. 1 of Messrs Walker & Littlehales Report which calls for remark is that of the Boundaries of the Jail Lot. The Lot plan appended to the Report of the Commissioners fixes the Eastern boundary of the Jail Lot at a distance of 150 feet from the Eastern line of Square No. 568, and the Northern boundary of the Jail Lot at a distance of 150 feet from the Northern line of Square No. 568. The Commissioners have no objection to the Jail Lot being reduced to these dimensions, but they do not think that the Jail Yard can be reduced to the dimensions proposed by Messrs Walker & Littlehales. The Commissioners have always contemplated that the Jail Yard should be 200 feet square, and they have so represented it to Congress. The Jail Yard is now 200 feet square, and the Commissioners think that it should be left of that size. The Jail Yard is now enclosed by a Brick Wall 30 feet high, and the Commissioners think that the Jail Yard should be enclosed by a Brick Wall of the same height. The Commissioners think that the Jail Yard should be enclosed by a Brick Wall of the same height, because they think that the Jail Yard should be enclosed by a Brick Wall of the same height, because they think that the Jail Yard should be enclosed by a Brick Wall of the same height.

Paragraph No. 2.

The next question raised in Paragraph No. 2 of Messrs Walker & Littlehales Report is that of the Boundaries of the Jail Lot. The Lot plan appended to the Report of the Commissioners fixes the Eastern boundary of the Jail Lot at a distance of 150 feet from the Eastern line of Square No. 568, and the Northern boundary of the Jail Lot at a distance of 150 feet from the Northern line of Square No. 568. The Commissioners have no objection to the Jail Lot being reduced to these dimensions, but they do not think that the Jail Yard can be reduced to the dimensions proposed by Messrs Walker & Littlehales. The Commissioners have always contemplated that the Jail Yard should be 200 feet square, and they have so represented it to Congress. The Jail Yard is now 200 feet square, and the Commissioners think that it should be left of that size. The Jail Yard is now enclosed by a Brick Wall 30 feet high, and the Commissioners think that the Jail Yard should be enclosed by a Brick Wall of the same height. The Commissioners think that the Jail Yard should be enclosed by a Brick Wall of the same height, because they think that the Jail Yard should be enclosed by a Brick Wall of the same height, because they think that the Jail Yard should be enclosed by a Brick Wall of the same height.

Paragraphs 82 — 908

The first Question that arises is whether the Jail Yard should be reduced to the dimensions proposed by Messrs Walker & Littlehales, or whether it should be left of the dimensions proposed by the Commissioners. The Commissioners think that the Jail Yard should be left of the dimensions proposed by the Commissioners, because they think that the Jail Yard should be enclosed by a Brick Wall of the same height, because they think that the Jail Yard should be enclosed by a Brick Wall of the same height, because they think that the Jail Yard should be enclosed by a Brick Wall of the same height.

Case may be shewed to
he receives a sufficient number
of Copies of the Gen. Ordinance
Such Distribution. The Govt. of
the Negotiation that the Medical
Officer should be informed of the
obligation of both of the Medical
Case Book in his own hands, that
he should be strictly required to
initial it daily in proof of
its correctness. The Case Book should
however be written up by some of
the Medical Officer if such be
the Medical Officer himself. It would
perhaps be sufficient if the Case
Book dealt only with in-patients
& then an instalment to transfer
to the special group the patients
he started. Attempts also be made
Government to maintain two Lu
Brooks, the one for Europeans, the
other for Native Prisoners &c. also
The Govt. approves of the proposal
to reorganize a fifth Division
of Confined Diet Gaol, namely,
Recruiting & ordinary Diet of
the Jail, but composed of nice
indeed of the usual quantity
of Dry Grain.

Paragraphs 98–101

The Govt. agrees with the Committee
there is no objection to the trans
of female Convicts to Jails outside
the District to which they belong
& considers that no change
in the policy at present followed
to be called for, but in order to
obviate all objections the Govt
of para. 8 of Chap. VIII
the Committee report should be
Negotiated, to be incorporated
the revised Jail Code.

The points raised in para. 97 of
report are to receive attention
Superintendents Jails

(7) also requires alteration in view of the recent abolition of Schedule K. of the Grand Jury Code. The duties of the sheriff and friends of a prisoner about to be released required by clause 108 should be given by the Clerk of the Jail in the case of the prisoner is to be released by the Clerk of the Jail in which he has been confined.

Paragraph 108

The Govt agrees with the views expressed in this paragraph.

Paragraphs 107 — 116.

The Govt agrees with paragraphs 108—112; the Act of 1869 certainly requires amendment but before taking any steps in the matter Govt will be required to report whether any other than those enumerated by the Cardwell repeal of which an alteration of the existing Law appears desirable; and in receipt of a reply from the Govt, the Bill will be prepared in the Judicial Dept. of the Govt. It is proposed that the existing law shall be consolidated in one Act. Vide Chap. XXIII of Report of Walker & Little. Recommend the adoption of the following forms of punishment

(1) Handcuffing on the wrists front;

(2) Handcuffing a prisoner to a staple fixed in the (Standing handcuffs);

(3) Handcuffs on the wrists behind the back;

(4) Fetters not exceeding 2 weights;

(5) Bar fetters keeping legs apart.

The Govt fully endorses the

* Clause 108. Members Law Reform Committee ordered a further report from the Officer upon the proposed amendment of the Act but it seems desirable to deal with the matter thoroughly while about it.

* Clause 116 This will be drafted in the Judicial Dept. & then transferred to the annual Legislation Dept.

[illegible] be required to discharge a [illegible] be quickly as practicable.

Paragraphs 195 — 197.

The Cattle proposed in paragraph 196 to be purchased in exchange for those destroyed, at the Time Costs should be assessed by the Q.M. appointed for that purpose, after the Owners of the Cattle destroyed, or their Agents, shall have had an opportunity of making such claims for compensation as they may think proper.

197. The regards the receipt for the proceeds given in para. 135 the Govt. should

Paragraphs 198 — 199.

A central Kitchen should be built in Spring Jail as already been done at St. [illegible] pending the construction of such at Kingsdown the number of Prisoners there be otherwise reduced by the as proposed. The Inspector's Committee will be drawn to the want of fuel caused by the present system of standing. The Cooking-pots now used in the Gaols; the Remedy suggested. [illegible] obviated by adopting as regards the proposed Contract of the supply of fuel to the Jail Farm for Cooking in Central Jails of Classes II, III etc. in St. Jails of 12 to 35 for Class in St. Jails the Govt. is disposed to consider that the Scale suggested is too low at any Gaol by at all events the Jail Farm should supply Kitchens with the improved plan known as Gaol; it is desirable that all [illegible]

* Chief Gen. Armstrong Mackenzie says the Scale needed is better than that ordinarily prepared in the Calcutta Bazaar.

† Should the following Scale should be deem suitable or adopted be therefore provided for Gaols [illegible] Co operation.

	Rs.	As.	Ps.
Chillies	3	8	—
Coriander Seed	3	—	—
Turmeric	0	—	—

* That Sum adjusts certain Questions stated by the Gov. agreeable to the Rules laid down in this Report.

The System recommended by the Gov. for obtaining the Services of the Officers of the Jails, and for the Reformation of Debtors in Gaol, is liable to the Objection of being attended with additional Charge to the Country. Experience has shewn, that Debtors should invariably be confined in the Jail, & where there is Gaol Room Debtors should be provided.

& the Expence will be consi-
derable, if the Gov. or the
Grand Jury of
Paragraphs 167 — 182.

As regards the Objection of the Gov. considers that the Inspection
System intended only for Jails
at Principal Towns, should be extended
in all Jails, under this Appel-
a monthly Allowance
in the Nature of
other Articles required for the
Prisoners are purchased by Contract
The Gov. also considers, that
the Off. should consist in his
a Monthly Circular stating
Order prescribing in each Jail for
each Article of Supply; this
Circular will be of great
& Superintendant in Making
& detect any unnecessary Ex
Expence in their respective Jails.
System of Account prescribed
at Coimbatore as described
para. 181 should certainly be
abandoned; & it is open to the
Objection urged against it by
Mr. Cardew that seem formed
as a part of Accounts from

Paragraphs 183 — 192.

It appears to general Rule
Appointed in para. 183 that each
Jail Guard keep its own Stock
& Expence of purchasing Articles
in the Market Allowed, as far
as possible, the abandoned, &
finally, wherever possible,
should be kept in the Jail
& Guard & the Wages for Guards
prohibited. The Gov. entirely

Secondly, That the Appointment of Juries
by the Sheriffs
Sold
in place where they are
Cheap & Distributing them
the Poor, should cheaper
procurable Remedy will
from them.

Paragraphs 105 to 112.

This section of the proposed
[illegible] contains
jail manufactures of
pins expressed in the
generally concurs. The Court
Banks prescribed in pain
Secure Quietness so far as
Jury may be accepted.
Ass. agree that the Sheriff
proposed by the Constitution
is generally
of Sheriffs proposed
Special Jury.
in force, 20 Geo. III
Petitioning Jurors are
in it will be distinctly
the Expt. of the Grand Jurors
Should dispense
possible but pass
Consist of the interest
As regards Coinchatore Court
Fair the Grand Jurors
Cantor in consideration
Main industry
bearing of Police Bill
a Resumption of 1527
Grand Jurors
Agreed
Power of the
Under in this Fair the
of disposing
be accepted by Palavas
Pondicherry
on the subject of

Cases which will enable us to
to meet the requirements of
Arungs. The proposal to add
the manufacture of carpets
during the cundry is approved
So long as a market can
found the industry should be
protected as follows.
If clothing for coolies is
to proceed the estimates
Rajahmundry, otherwise the
Cardens suggestions in regard
this job are approved.
Govt. considers with the views
proceed in para. 2190
of report Commanders in
the Govt. accepts the proposal
that coir should be the
staple industry in future
for the province of Kleva
& the Govt. is prepared
permit the issue of the
at rates
the reserves free of
It might also be advisable
take in hand the dra
of complete pan-tiles, a
industry for which the
Coast offers peculiar facil
The other proposals in re
of Canneries are after
both the Inspection of the
Govt Chief, as already d
Head the Centralised and
Cuddapah. The cause Engg
for the Nungalore St Tank in
para. 225 should be adop
the views expressed in para
have also the general approv
of Govt of generally as rem
Said that Govt Cardens fac
in supplies of manufactured
from suitable seeds is bel
a indeed desirable & pla

Note Hon. Members disagree
in this body ref

when they are otherwise
fitted for the appointment
to regard the grant of
Marks & Awards alone as
for promotion to the Naval
Officer but they are for
declared from Lord Jn
the Jn.C in opinion that
Code Existing prior to the
issue of Jn.C 6 July
1867 Jn.C should be declared
Jn.C of India will accordingly
be moved to allow the grant
of Marks in such cases. The
Jn.C does not consider it desirable
to amend Civil Code Rule 25 Jn.C
the only officers ~~entitled~~ entitled to European
Soldiers Pensions Service reckoned
Otherwise Jn.C is very desirable
it is also practicable Whether the
Grant of pensions under the Code
Code would be legal in face of
Army Act, 1881, which contains no
provision under which such pensions
can be granted & finally whether
the question was discussed in
1875, the Commander in Chief of
the Retention of the Rights of
European Soldiers under sentence
of imprisonment. Jn.C observes
Moreover from a letter from the
Jn.C of Fails read in Jn.C
26 June 1871 Jn.C 1276 that
the marks are calculated
in ordinary way at present
when pension under the
under the ~~ordinary~~ ordinary
Jn.C fund is expended & the
Jn.C Chief Jn.C declares the
Jn.C not to be less
There is therefore no necessity
any change.

Paragraphs 2 & 3 = 17.

The Jn.C agrees with the views
expressed in Jn.C
Jn.C

H.E. in C. accepts Mr C
proposals which are kept
by the Sf. in their Custody

(Rome order
to
3 depart.

Ld Sf. of Trade.
" Mr Sf. Cardwell Sf.
" Adm. C. J. write C.L. with reference
to Pages 247–250 of the report
" Recruiting. write repl: to Page.
" S. Sf.
" Q.M.G.
" War. Office write repl: to Page
" P. M. G. write repl: to Page

Letter
to the Lord ... 1805

2.
I am directed &c
to my Letter dated the 18
of 1805 &c. in which
Mr. Addington was addressed
Reference to the Report of
Sir Allen Kettleridge upon the Duty
of Fort Adrian Fortress in the
Presidency. I am also
brought to the notice of the Ld.
C. in that Letter that it was
C. considered desirable to
place an officer on Official
Duty to enquire into the various
Questions raised & a further
Communication was promised on
the receipt of the Report.
Duty was entrusted to Col. C.
Cardew C.E. & his Report having
Considered by Govt in the
Proceedings of this date I am
I am directed &c to transmit a
Copy. In the Proceedings also
a letter referred to Ld Lyndh dated
the 16th Sept. 1805 & 637 on
this Govt. his opinion which is
Ld already been disposed of
in the Proceedings of Letter of
the 15th Nov. 1850 & the 150th
will be found & have been
Ld at length & I am &c
Directed hereby to invite
attention & those paragraphs
Select & duly to
which the Views of Govt in
Especially sought in the
Letter above referred to.

2. I am &c & 3 of the
to will be seen that this
Ld approved of the Committee's
& Examples & that Govt will

Boards of Works
Officers the Board of
Customs Taxes. &c. &c.
[illegible] Rate &c. &c.
also to the Surveyor
of the Superintendent Contract
Dept Taxes. to Revenue
at length in the Survey
Dept Cardens Report &c.
&c. above. As regards the
proposal to exchange
Taxes Dept with Dept Cardens Report
Dept. Dept of Dept Cardens report
of the 20th May
Dept. in Dept. see no reason for
any change in
practice; there is already
a uniform Scale in force
to Committees proper
merely means
expenditure on accompa-
any corresponding benefit.
In this connection I am to bring
that this Govt contemplates a
the adoption of Scale upon the
question of removing the Road
upon the Employment of Surv
in posts carrying a pay
£200 or upwards by the
Taxes Dept.
As regards the Subordinate
Executive & Clerical Staff
to consider Estabts himself
the Committee proposals, I am
received the attention of
pp 6 & 11 of the accompanying Proceed
& will be observed that the
Complete reorganisation of
portion of the Dept. has been
decided upon with the reserv
that a considerable saving
be secured. The Board [illegible]
of [illegible]