GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

Read the following papers:

From the Inspector-General of Prisons, dated 24th March 1896, No. 1.

Address to Government forwarding report on the administration of jails in the Madras Presidency for 1895.

ORDER—No. 973, Judicial, dated 6th June 1896.

Mr. A. G. Gardner, I.C.S., continues to be in charge of the Jail Department throughout the year 1895. His report on its administration during that period has been punctually submitted, and is, as usual, full and clear.

2. *Jail organization.*—The District Jails at Cuddapah and Pâlghât were not to be temporarily closed in the course of the year, in consequence of their unhealthiness. The number of Central and Subsidiary Jails remained unaltered.

Excluding transfers, the total number of prisoners admitted during the year was 44,478, of whom 26,517 were convicts, 16,156 under-trial, and 1,805 civil prisoners, the corresponding figures for the previous year being 49,507, 30,198, 17,126 and 2,183. The number of direct admissions of convicted prisoners was 13 per cent. less than in 1894, and 29 per cent. less than in 1892. The admissions to Central and District Jails (15,127) exhibited variations usually susceptible of satisfactory explanation in particular instances, but taken together differed but little from the figures of the previous year, and almost the whole of the decrease referred to occurred in the case of subsidiary jails, in which only prisoners under sentences of thirty days and less are confined. The statistics given by the Inspector-General in paragraph 18 of his report show that an increase (apparently merely accidental) has occurred both in the number of sentences of imprisonment for more than one month and in the proportion borne by such sentences to the total number of punishments of convictions; but in both instances the increase was inconsiderable. The decrease in the admissions to subsidiary jails has apparently due not so much to any general enhancement by the Magistracy of the average scale of sentences as to a decline in the number of the less serious offences which were committed. This, as the Inspector-General suggests, is probably attributable, at the full to the general scarcity which prevailed during the year, crime usually varying directly with the prosperity of the people.

Taking all classes of prisoners together, it is noticeable that though the numbers remaining on hand at the beginning (30,617) and end (29,978) of the year were almost identical, the daily average (30,706) showed a marked decline. This high average is accounted for by the fact that each prisoner took, on the average, a longer time to work off his sentence, which was apparently due to the former's selecting heavier tasks than formerly, or less before the Magistracy, and to the latter's increasing the average amount of imprisonment undergone by debtors. These points, however, are considered in connection with the annual returns of Civil Courts.

3. The general decrease in the number of new prisoners received during the year did not continue. The Hon'ble the Judges of the High Court recently directed to be sent up to the Sessions for enhanced punishment were dealt with by the Inspector-General that as a result of the earthquake of 27th February the four districts of Madura, Tanjore, Coimbatore and Malabar

7. A revised dietary, designed to reduce the cost of the jail rations without lessening their nutritive value as exhibited in their chemical constituents, was introduced experimentally towards the end of the year in certain selected jails. The experience of it which has as yet been obtained is insufficient to enable a definite opinion as to its merits to be formed, but the Government is glad to observe that the accounts of it which have so far been received are generally favourable, and trusts that the quarterly reports upon its working which the Inspector-General has been asked to submit may continue to be satisfactory.

8. *Finance.*—The financial aspect of the year's administration has been fully dealt with in the Inspector-General's report, and but few remarks by Government are called for. Exclusive of a sum of Rs. 12,924 expended by the Public Works Department on jail buildings, but including Rs. 32,111, the cost of petty construction and repairs undertaken departmentally, and Rs. 3,54,191 laid out upon manufactures, the gross cost of the department was Rs. 10,34,700 against Rs. 10,34,228 in 1894. The subjoined table compares certain of the figures for the two years:—

and the value of plant and machinery the Inspector-General reports that the net profit on jail manufactures was Rs. 1,33,499, which is the highest on record. The Penitentiary at Madras and the Vellore Central Jail as usual show the largest profits. Coimbatore, Trichinopoly, Rajahmundry and Salem Jails exhibited less satisfactory results. The Government trusts that the efforts which the Inspector-General appears to be making to remedy matters may result in an improvement in the current year.

The figures exhibiting cash earnings do not, as has been explained, represent accurately the total profits of manufactures, but as they are calculated in other provinces on a similar system they may be used without unfairness in a comparison between Madras and the rest of India. Such a comparison shows that, as has already been noted in the statement in the preceding paragraph, the cash earnings of convicts in Madras amounted to Rs. 8–13–0 per head of the daily average jail population against Rs. 11–7–0 in 1894 and Rs. 17–9–9 for all jails in India in the same year and that the average net cost to the State of each Madras convict was thus Rs. 52–6–0 against Rs. 52–1–0 in 1894 and Rs. 41–2–0 for all India in that year. It therefore appears evident that notwithstanding the great advance in this direction which has taken place in recent years, there still remains much scope for the development and extension of jail manufactures in this Presidency. Several circumstances, such as the debit to the department for the first time of supplies purchased from the Medical Stores, the fall in the average convict-population, the retention in stock of considerable quantities of rations and manufactures, and the employment of over 200 men (the value of whose work is not credited to the department) on the construction of the Cuddalore Jail, have combined in the year under review to prevent a fall in the net cost of each prisoner, and in the current year an improvement in this respect may be looked for. With reference to his remarks in paragraph 72 on the defects in the arrangements for exacting labour from convicts in subsidiary jails, the Inspector-General will be requested to report the description of labour which would in his opinion be best suited to these short-term prisoners and the method by which a daily task could be insisted upon.

The Government notices with satisfaction the excellent results obtained in the building of the new jail at Cuddalore, which is the first work of the kind undertaken departmentally.

The Inspector-General's observations on the question whether imprisonment is, under present circumstances, sufficiently deterrent and on the subject of separate confinement are noted. A discussion on matters of this description would be out of place in an annual review, but it may be observed that even were evidence forthcoming to prove that imprisonment is inadequately deterrent, the expediency of endeavouring to correct this tendency by confining convicts separately would appear to be open to much debate.

10. *Vital Statistics.*—The subject of the health of the jail population in 1895 has been thoroughly gone into by Mr. Cardew, and here again but few remarks on the part of Government are necessary. The Cuddapah and Parvatipuram Jails, as has already been noted, were ordered to be temporarily closed during the year, in consequence of their persistent unhealthiness, but the need for this step was not obvious at a sufficiently early date to prevent the deaths in the latter jail from appreciably raising the total rate of mortality. There was further a very great advance in the admissions to hospital for fever, the ratio per mille of average strength reaching 250 against 128 in 1893 and 190 in 1894. Fever is a disease which cannot usually be traced to insanitary arrangements within a jail. The Inspector-General will be requested to notice in his next report the effects which have followed the systematic administration of prophylactics in feverish jails during the fever seasons, which has now been introduced. The admissions for fever were the main cause of the rise in the ratio of daily average sick to the total jail population, which was higher than in any year since 1881, but it is satisfactory that the mortality from all causes once more declined and was the lowest since 1886, being 182 per mille against a recorded death-rate among the free population of 20 per mille in 1894.

The health statistics of the various Central and District Jails are sufficiently dealt with by the Inspector-General and appear to require no further discussion.

The percentage of prisoners who had at the time of discharge gained weight to the total number discharged fell from 62·2 to 58·1, but the ratio in 1894 was unusually high.

There appears to have been no overcrowding during the year except in the Palamcottah District Jail. Special arrangements were made for the accommodation of the surplus prisoners there, but the Inspector-General will be requested to explain the reasons which led to the retention of this surplus in the jail when the ordinary buildings were insufficient for them. Six prisoners, as against three in 1894, were released by Government on medical grounds.

It is observed that the number of prisoners transferred to Lunatic Asylums has steadily, though slowly, increased, rising from four in 1889 to twenty-one in 1895. The Inspector-General is requested to report whether any explanation of this fact is forthcoming.

11. *General.*—Inspection of jails was less thoroughly carried out in 1895 than in 1894 both by non-official visitors and by all classes of officials. The Sessions Judge of Madura and one of the two non-official visitors omitted to inspect the jail there on any occasion throughout the year, and at Cannanore and Bellary the visits of the non-officials were very few.

The features of the year's work are summarized by the Inspector-General in paragraph 110 of his report, and His Excellency the Governor in Council has much pleasure in again recording his satisfaction with the progress which the department has made under the administration of Mr. Cardew and the officers named by him in paragraph 111.

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Inspector-General of Prisons.
„ the Inspector-General of Police.
„ the Commissioner of Police, Madras.
„ all District Magistrates.
„ all Sessions Judges.
„ the Director of Public Instruction.
„ the Surgeon-General.
„ the Sanitary Commissioner.
„ the Hon'ble the Chief Justice, with C.L.
„ the Public Works Department.
Editors' Table.

Endorsement—No. 974, Judicial, dated 6th June 1896.

Copy to the Government of India, Home Department.

J. F. PRICE,
Chief Secretary.

Ed. C. M. Brisson.

Govt. of {1896} Madras.

JUDICIAL.

Issued

Read. *Encl.*

G.O., &c., Nos. 973, 974, 6th June 1896.

JUNE.

Jails.

Reviewing report on the administration of — in the Madras Presidency during 1895.

Nos. 973, 974, Judicial, 6th June 1896.

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

Read the following papers:

From the Inspector-General of Prisons, dated 24th March 1896, No. 1.

Abstract of statistical report on the administration of Jails of the Madras Presidency for 1895.

ORDER—No. 973, Judicial, dated 6th June 1896.

Mr. A. G. Cadogan, I.C.S., continues to be in charge of the Jail Department during the year 1895. His report on its administration during that period has been punctually submitted, and is, as usual, full and clear.

2. *Jail population.* The District Jails at Cuddapah and Parvatipuram were closed temporarily in the course of the year in consequence of their unsanitary condition. The number of Central and Subsidiary Jails remained unaltered.

Excluding transfers, the total number of prisoners admitted during the year was 78,538 whom 25,317 were convicts, 16,156 under-trial, and 1,506 civil prisoners. The corresponding figures for the previous year being 49,507, 30,198, 17,420 and 583. The number of direct admissions of convicted prisoners was 13 per cent. less than in 1894, and 29 per cent. less than in 1893. The admissions to Central and District Jails (15,127) exhibited variations usually susceptible of satisfactory explanation in particular instances, but taken together differed but little from the figures of the previous year, and almost the whole of the decrease referred to occurred in the case of subsidiary jails, in which only prisoners under sentences of thirty days or less are confined. The statistics given by the Inspector-General in paragraph 18 of his report show that an increase (apparently merely accidental) has occurred in the number of sentences of imprisonment for more than one month and in the proportion borne by such sentences to the total number of punishments of convicted persons; but in both instances the increase was inconsiderable. The decrease in admissions to subsidiary jails is thus apparently due not so much to any change in the sentences pronounced by the Magistracy as to the average number of the less serious offences which were committed. This, as the Inspector-General suggests, is probably attributable to the full effect of the measures taken during the years immediately following the famine of 1876-78.

3. The daily average of prisoners [illegible] during the year was 18,[illegible] beginning 2,917 and ending 2,967. Of the year's admissions [illegible] 1,[illegible] remained over. This figure [illegible] the accidental absence of prisoners, and to the [illegible] of admissions of [illegible] during the last quarter, was apparently due to the [illegible] the Magistracy and to the [illegible] of Government under section [illegible] Code. These results may be [illegible] the Inspector-General that [illegible] the annual report [illegible]

4. [illegible] the [illegible] of Madras, Tanjore, Coimbatore and Madura.

The number of juvenile convicts again declined, falling from 502 to 47[illegible]. One hundred and nine of these were girls. The Government has under consideration the desirability of legislating to enable girls to be kept in reformatory schools. Of the 591 boys imprisoned 217 were convicted of offences under local and special laws under which corporal punishment cannot be inflicted. There is apparently no reason why a portion at any rate of the remaining 374 should not have been sentenced to whipping instead of imprisonment. The attention of all District and Sessions Magistrates will once more be drawn to the importance of impressing upon the subordinate magistracy the desirability of saving male juvenile offenders from the evil influences of prison-life by as a general rule awarding, wherever the law allows it, the punishment of whipping rather than imprisonment, and of seeing, in scrutinizing calendars to ensure that every omission to follow [illegible] except for adequate reasons, is suitably noticed.

Of the 217 boys imprisoned under local and special laws more than one-[illegible] were convicted under the Abkari Act. The majority of these sentences were probably light and in default of payment of a fine, and as the boys would in the great majority of cases be confined for only a few days in a sub-jail they could have been exposed for but a short time to the risk of contamination arising from jail life. The Government is of opinion that it would be advisable to await the figures [illegible] before deciding as to the advisability of legislating to make offences [illegible] juveniles against special and local laws punishable with whipping [illegible] penalty.

The Inspector-General will accordingly be requested to again [illegible] annual report the number of cases in which juveniles are imprisoned for offences [illegible] cannot legally be punished with whipping.

The statistics showing the previous occupations of [illegible] for the steady increase under the head 'persons engaged in agriculture and [illegible] animals.' This is however accompanied by a corresponding [illegible] under 'miscellaneous,' and is thus clearly due rather to [illegible] than to any growth of crime among the cultivating classes.

3. *Identification of old offenders.*—The proportion of convicts [illegible] jails who were recognized as, or confessed themselves to be, old offenders [illegible] advancing from 14·6 to 16·5. The increase was, however, mainly [illegible] number of identifications by the Jail Department [illegible] Penitentiary at Madras of individuals who had been previously [illegible] against the Abkari Law or the Police Acts. Excluding recognitions [illegible] Department, which, under G.O., No. 2154, Judicial, dated [illegible] longer responsible in the matter, it is observed that the number of [illegible] before conviction was less than in 1894. The introduction of the Bertillon system in the Police Department has not as yet had time to exhibit any marked [illegible] the great majority of the individuals whose measurements have [illegible] in jails, and it will not be until they are set at liberty and [illegible] test of anthropometry can be brought to bear on the identification [illegible]. At the same time there appears to be no valid reason why the number of [illegible] tions should have fallen, and very considerable variations [illegible] in the proportions of old offenders who were recognized before [illegible] to point to inequalities in the degrees of attention devoted to the subject [illegible] of different districts, and to call for notice by the Inspector-General of [illegible] the Parvatipuram and Cuddalore jails, for example, over 20 per cent. of [illegible] were identified as old offenders before conviction, while in Cannanore, [illegible], Bellary, Cuddapah and Mangalore, the ratio was less than 7 per cent. [illegible] of the Inspector-General of Police is invited to the matter.

The number of previously convicted individuals who were awarded sentences of thirty days and less decreased, falling from 986 in 1894 to 751. In the absence of statistics showing how many of these had been previously convicted merely of petty offences against local and special laws it is unsafe to assert that a large proportion of them were too leniently treated by the courts, but it appears probable that this was the case, and the attention of all District Magistrates is again drawn to the necessity of ensuring that habitual criminals are adequately dealt with.

The suggestions in paragraph 20 of the Inspector-General's report regarding the alteration of Judicial Statement No. IV and the tables based thereon should form the subject of a separate communication.

4. *Escapes.*—The number of escapes from Central and District jails rose from six to [illegible] but was still small. Escapes of convicts from subsidiary jails, which are guarded by the police, were fewer than in any year in the previous decade, but the [illegible] prisoners who succeeded in escaping from this class of jails were still numerous. A continuance of the system of prosecuting all constables upon whom responsibility can be reasonably fixed should, however, result in a reduction of this number.

5. *Discipline.*—The number of convicts who were brought before the Criminal Courts for offences in prisons fell from 22 in 1894 to 15, but the ratio of punishments inflicted by Superintendents of Jails to the total jail population rose [illegible] case of both Central and District jails, and amounted to [illegible] which [illegible] the preceding year. This increase appears mainly [illegible] work and of the other ordinary prison offences. In the [illegible] major punishments increased slightly in number [illegible] one hundred per cent., the net result being [illegible] punishments, and in its ratio to the jail population [illegible] punishments fetters were as usual very sparingly [illegible] with and without penal diet was resorted to in [illegible] instances, and corporal punishment was inflicted in [illegible] in Rajahmundry jail against 115 in the year [illegible].

[illegible] therefore, there appears to be good reason to accept the Inspector-General's conclusion that the increase in recorded offences combined with the [illegible] the severer forms of punishment inflicted is an indication of an improvement [illegible] the [illegible] of discipline.

Among Central Jails, Rajahmundry, where some difficulty has occurred [illegible] work from the convicts, exhibited the largest number of punishments. It is hoped that the result of this will be a reduction in the number of offences committed in the current year. The Penitentiary and the Trichinopoly Central Jail also showed a considerable increase in offences recorded. In Vellore offences relating to 'assaults, mutiny and escapes' rose from 20 to 37, but it appears from the Superintendent's report that only two of these were in any way serious. In Cannanore where discipline was [illegible] improvement occurred, assaults [illegible] declining from [illegible] offences being [illegible].

[illegible] again showed the highest [illegible] punishments [illegible] work [illegible] and breaches of jail regulations regarding prohibited articles increasing. No explanation of this is [illegible]. [illegible] In Vellore, as the Inspector-General remarks, [illegible] appears to have been lax and the Government trusts that [illegible] improvement [illegible] observed in the current year.

As usual almost every convict entitled to remission under the mark system availed himself of the privilege, and there can be little doubt that the system affords a powerful incentive to good behaviour. The difficulty of inducing Telugu convicts to appreciate its advantages, referred to in paragraph 10[illegible] of the report, appears to Government to be capable of being surmounted if the Superintendents of the Jails in which they are confined took personally trouble in the matter. Uniformity in the award of marks seems to be still difficult of attainment, and the personal equation [illegible] the disposition of Superintendents must always render it so.

6. There was again a fall in the number of convicts employed as prison officers, but the proportion of them who were found deserving of punishment [illegible] per cent. was higher than ever. Rajahmundry headed the list.

7. A revised dietary, designed to reduce the cost of the jail rations without lessening their nutritive value as exhibited in their chemical constituents, was introduced experimentally towards the end of the year in certain selected jails. The experience of it which has as yet been obtained is insufficient to enable a definite opinion as to its merits to be formed, but the Government is glad to observe that the accounts of it which have so far been received are generally favourable, and trusts that the quarterly reports upon its working which the Inspector-General has been asked to submit may continue to be satisfactory.

8. *Finance.*—The financial aspect of the year's administration has been fully dealt with in the Inspector-General's report, and but few remarks by Government are called for. Exclusive of a sum of Rs. 42,921 expended by the Public Works Department on jail buildings, but including Rs. 32,111, the cost of petty construction and repairs undertaken departmentally, and Rs. 3,51,191 laid out upon manufactures, the gross cost of the department was Rs. 10,34,700 against Rs. 10,31,228 in 1894. The subjoined table compares certain of the figures for the two years:

The only item which a reduction has not been effected is hospital charges and the Inspector-General shows that the increase there is due to the debit to the Jail Department, for the first time, of the cost of articles purchased from the Medical Stores. The considerable reduction in the cost per head which has been effected as are mainly under dietary charges (the average cost of which, excluding subsidiary jails, was considerably the lowest on record), and is due to the care exercised by the officers of the department in the purchase of rations. Economy in these purchases was facilitated by the low prices of grain which ruled during the year, but it is evident that, apart from this, much trouble has been taken to obtain supplies at minimum rates and the Inspector-General and his subordinates are deserving of much credit for the results which have been achieved.

Some reduction was effected in all districts except Ganjam in the cost per head [illegible] dietary charges of prisoners in subsidiary jails, but it is evident that in many cases [illegible] Vizagapatam, Coimbatore, Madura, Nagapattam and Malabar [illegible] are heavily responsible for the increase. The [illegible] Inspector-General's remarks on this subject.

and the value of plant and machinery the Inspector-General reports that the net profit on jail manufactures was Rs. 1,33,499, which is the highest on record. The Penitentiary at Madras and the Vellore Central Jail as usual show the largest profits. Coimbatore, Trichinopoly, Rajahmundry and Salem Jails exhibited less satisfactory results. The Government trusts that the efforts which the Inspector-General appears to be making to remedy matters may result in an improvement in the current year.

The figures exhibiting cash earnings do not, as has been explained, represent accurately the total profits of manufactures, but as they are calculated in other provinces on a similar system they may be used without unfairness in a comparison between Madras and the rest of India. Such a comparison shows that, as has already been noted in the statement in the preceding paragraph, the cash earnings of convicts in Madras amounted to Rs. 8-13-0 per head of the daily average jail population against Rs. 11-7-0 in 1894 and Rs. 17-9-9 for all jails in India in the same year and that the average net cost to the State of each Madras convict was thus Rs. 52-6-0 against Rs. 52-1-0 in 1894 and Rs. 11-2-0 for all India in that year. It therefore appears evident that notwithstanding the great advance in this direction which has taken place in recent years, there still remains much scope for the development and extension of jail manufactures in this Presidency. Several circumstances, such as the debit to the department for the first time of supplies purchased from the Medical Stores, the fall in the average convict-population, the retention in stock of considerable quantities of rations and manufactures, and the employment of over 200 men (the value of whose work is not credited to the department) on the construction of the Cuddalore Jail, have combined in the year under review to prevent a fall in the net cost of each prisoner, and in the current year an improvement in this respect may be looked for. With reference to his remarks in paragraph 72 on the defects in the arrangements for exacting labour from convicts in subsidiary jails, the Inspector-General will be requested to report the description of labour which would in his opinion be best suited to those short-term prisoners and the method by which a daily task could be insisted upon.

The Government notices with satisfaction the excellent results obtained in the building of the new jail at Cuddalore, which is the first work of the kind undertaken departmentally.

The Inspector-General's observations on the question whether imprisonment is, under present circumstances, sufficiently deterrent and on the subject of separate confinement are noted. A discussion on matters of this description would be out of place in an annual review, but it may be observed that even were evidence forthcoming to prove that imprisonment is inadequately deterrent, the expediency of endeavouring to correct this tendency by confining convicts separately would appear to be open to much debate.

10. *Vital Statistics.*—The subject of the health of the jail population in 1895 has been thoroughly gone into by Mr. Cardew, and here again but few remarks on the part of Government are necessary. The Cuddapah and Pârvatipuram Jails, as has already been noted, were ordered to be temporarily closed during the year, in consequence of their persistent unhealthiness, but the need for this step was not obvious at a sufficiently early date to prevent the deaths in the latter jail from appreciably raising the total rate of mortality. There was further a very great advance in the admissions to hospital for fever, the ratio per mille of average strength reaching 250 against 128 in 1893 and 190 in 1894. Fever is a disease which cannot usually be traced to insanitary arrangements within a jail. The Inspector-General will be requested to notice in his next report the effects which have followed the systematic administration of prophylactics in feverish jails during the fever seasons, which has now been introduced. The admissions for fever were the main cause of the rise in the ratio of daily average sick to the total jail population, which was higher than in any year since 1884, but it is satisfactory that the mortality from all causes once more declined and was the lowest since 1886, being 18·2 per mille against a recorded death-rate among the free population of 20 per mille in 1894.

The health statistics of the various Central and District Jails are sufficiently dealt with by the Inspector-General and appear to require no further discussion.

The percentage of prisoners who had at the time of discharge gained weight to the total number discharged fell from 62·2 to 58·4, but the ratio in 1894 was unusually high.

There appears to have been no overcrowding during the year except in the Palamcottah District Jail. Special arrangements were made for the accommodation of the surplus prisoners there, but the Inspector-General will be requested to explain the reasons which led to the retention of this surplus in the jail when the ordinary buildings were insufficient for them. Six prisoners, as against three in 1894, were released by Government on medical grounds.

It is observed that the number of prisoners transferred to Lunatic Asylums has steadily, though slowly, increased, rising from four in 1889 to twenty-one in 1895. The Inspector-General is requested to report whether any explanation of this fact is forthcoming.

11. *General.*—Inspection of jails was less thoroughly carried out in 1895 than in 1894 both by non-official visitors and by all classes of officials. The Sessions Judge of Madura and one of the two non-official visitors omitted to inspect the jail there on any occasion throughout the year, and at Cannanore and Bellary the visits of the non-officials were very few.

The features of the year's work are summarized by the Inspector-General in paragraph 110 of his report, and His Excellency the Governor in Council has much pleasure in again recording his satisfaction with the progress which the department has made under the administration of Mr. Cardew and the officers named by him in paragraph 111.

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Inspector-General of Prisons.
„ the Inspector-General of Police.
„ the Commissioner of Police, Madras.
„ all District Magistrates.
„ all Sessions Judges.
„ the Director of Public Instruction.
„ the Surgeon-General.
„ the Sanitary Commissioner.
„ the Hon'ble the Chief Justice, with C.L.
„ the Public Works Department.
Editors' Table.

Endorsement—No. 971, Judicial, dated 6th June 1896.

Copy to the Government of India, Home Department.

J. F. PRICE,
Chief Secretary.

Fd C. M. Brisson.

Govt. of {1896} Madras.

JUDICIAL.

Issued

Recd. *Encl.*

G.O., &c., Nos. 973, 974, 6th June 1896.

JUNE.

Jails.

Reviewing report on the administration of — in the Madras Presidency during 1895.

Nos. 973, 974, Judicial, 6th June 1896.

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

Read—the following paper:—

From the Inspector-General of Prisons, dated 24th March 1896, No. [illegible]

[illegible] report on the administration of Jails in the Madras Presidency [illegible]

Order—No. 973, Judicial, dated 6th June 1896.

Mr. A. G. Cardew, I.C.S., continued to be in charge of the Jail Department throughout the year 1895. His report on its administration during that period has been punctually submitted, and is, as usual, full and clear.

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Excluding transfers, the total number of prisoners admitted during the year was [illegible], of whom 26,517 were convicts, 16,155 under-trial, and 1,506 civil prisoners, the corresponding figures for the previous year being 49,507, 30,498, 17,126 and [illegible]. The number of direct admissions of convicted prisoners was 13 per cent. less than in 1894, and 29 per cent. less than in 1892. The admissions to Central and District Jails (15,127) exhibited variations usually susceptible of satisfactory explanation in particular instances, but taken together differed but little from the figures of the previous year, and almost the whole of the decrease referred to occurred in the case of subsidiary jails, in which only prisoners under sentences of thirty days and less are confined. The statistics given by the Inspector-General in paragraph 18 of his report show that an increase (apparently merely accidental) has occurred [illegible] number of sentences of imprisonment for more than one month and in [illegible] of such sentences to the total number of punishments [illegible], but in both instances the increase was inconsiderable. The [illegible] admissions to subsidiary jails is thus apparently due not so much to any [illegible] by the Magistracy of the average scale of sentences as to a [illegible] of the less serious offences which were committed. This, as [illegible] suggests, is probably an effect of the fall in the price of grain [illegible] during the year, crime usually varying directly with the price of [illegible].

[illegible] classes of prisoners together, it is noticeable that though the numbers [illegible] beginning [illegible] and end [illegible] of the year were almost [illegible] the daily average [illegible] remained high. This high average occurred [illegible] under-trial and civil prisoners, and as the number of admissions of both [illegible] was apparently due in the former case to an increase in the [illegible] the Magistracy and in the latter to an extension of the [illegible] of imprisonment undergone by debtors. These points may be more [illegible] connection with the annual reports on Criminal and Civil [illegible].

[illegible] in the number of civil prisoners which has occurred [illegible]. The Honourable the Judges of the High Court will be [illegible] to state whether any explanation exists of the fact mentioned by the Inspector-General that [illegible] per cent. of the [illegible] civil prisoners came from the [illegible] districts of Madura, Tanjore, Coimbatore and Malabar.

and the value of plant and machinery the Inspector-General reports that the net profit on jail manufactures was Rs. 1,33,499, which is the highest on record. The Penitentiary at Madras and the Vellore Central Jail as usual show the largest profits. Coimbatore, Trichinopoly, Rajahmundry and Salem Jails exhibited less satisfactory results. The Government trusts that the efforts which the Inspector-General appears to be making to remedy matters may result in an improvement in the current year.

The figures exhibiting cash earnings do not, as has been explained, represent accurately the total profits of manufactures, but as they are calculated in other provinces on a similar system they may be used without unfairness in a comparison between Madras and the rest of India. Such a comparison shows that, as has already been noted in the statement in the preceding paragraph, the cash earnings of convicts in Madras amounted to Rs. 8–13–0 per head of the daily average jail population against Rs. 11–7–0 in 1894 and Rs. 17–9–9 for all jails in India in the same year and that the average net cost to the State of each Madras convict was thus Rs. 52–6–0 against Rs. 52–1–0 in 1894 and Rs. 11–2–0 for all India in that year. It therefore appears evident that notwithstanding the great advance in this direction which has taken place in recent years, there still remains much scope for the development and extension of jail manufactures in this Presidency. Several circumstances, such as the debit to the department for the first time of supplies purchased from the Medical Stores, the fall in the average convict-population, the retention in stock of considerable quantities of rations and manufactures, and the employment of over 200 men (the value of whose work is not credited to the department) on the construction of the Cuddalore Jail, have combined in the year under review to prevent a fall in the net cost of each prisoner, and in the current year an improvement in this respect may be looked for. With reference to his remarks in paragraph 72 on the defects in the arrangements for exacting labour from convicts in subsidiary jails, the Inspector-General will be requested to report the description of labour which would in his opinion be best suited to these short-term prisoners and the method by which a daily task could be insisted upon.

The Government notices with satisfaction the excellent results obtained in the building of the new jail at Cuddalore, which is the first work of the kind undertaken departmentally.

The Inspector-General's observations on the question whether imprisonment is, under present circumstances, sufficiently deterrent and on the subject of separate confinement are noted. A discussion on matters of this description would be out of place in an annual review, but it may be observed that even were evidence forthcoming to prove that imprisonment is inadequately deterrent, the expediency of endeavouring to correct this tendency by confining convicts separately would appear to be open to much debate.

10. *Vital Statistics.*—The subject of the health of the jail population in 1895 has been thoroughly gone into by Mr. Cardew, and here again but few remarks on the part of Government are necessary. The Cuddapah and Pârvatîpuram Jails, as has already been noted, were ordered to be temporarily closed during the year, in consequence of their persistent unhealthiness, but the need for this step was not obvious at a sufficiently early date to prevent the deaths in the latter jail from appreciably raising the total rate of mortality. There was further a very great advance in the admissions to hospital for fever, the ratio per mille of average strength reaching 250 against 128 in 1893 and 190 in 1894. Fever is a disease which cannot usually be traced to insanitary arrangements within a jail. The Inspector-General will be requested to notice in his next report the effects which have followed the systematic administration of prophylactics in feverish jails during the fever seasons, which has now been introduced. The admissions for fever were the main cause of the rise in the ratio of daily average sick to the total jail population, which was higher than in any year since 1884, but it is satisfactory that the mortality from all causes once more declined and was the lowest since 1886, being 18·2 per mille against a recorded death-rate among the free population of 20 per mille in 1894.

The health statistics of the various Central and District Jails are sufficiently dealt with by the Inspector-General and appear to require no further discussion.

The percentage of prisoners who had at the time of discharge gained weight to the total number discharged fell from 62·2 to 58·4, but the ratio in 1894 was unusually high.

There appears to have been no overcrowding during the year except in the Palamcottah District Jail. Special arrangements were made for the accommodation of the surplus prisoners there, but the Inspector-General will be requested to explain the reasons which led to the retention of this surplus in the jail when the ordinary buildings were insufficient for them. Six prisoners, as against three in 1894, were released by Government on medical grounds.

It is observed that the number of prisoners transferred to Lunatic Asylums has steadily, though slowly, increased, rising from four in 1889 to twenty-one in 1895. The Inspector-General is requested to report whether any explanation of this fact is forthcoming.

11. *General.*—Inspection of jails was less thoroughly carried out in 1895 than in 1894 both by non-official visitors and by all classes of officials. The Sessions Judge of Madura and one of the two non-official visitors omitted to inspect the jail there on any occasion throughout the year, and at Cannanore and Bellary the visits of the non-officials were very few.

The features of the year's work are summarized by the Inspector-General in paragraph 110 of his report, and His Excellency the Governor in Council has much pleasure in again recording his satisfaction with the progress which the department has made under the administration of Mr. Cardew and the officers named by him in paragraph 111.

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Inspector-General of Prisons.
„ the Inspector-General of Police.
„ the Commissioner of Police, Madras.
„ all District Magistrates.
„ all Sessions Judges.
„ the Director of Public Instruction.
„ the Surgeon-General.
„ the Sanitary Commissioner.
„ the Hon'ble the Chief Justice, with C.L.
„ the Public Works Department.
Editors' Table.

Endorsement—No. 974, Judicial, dated 6th June 1896.

Copy to the Government of India, Home Department.

J. F. PRICE,
Chief Secretary.

Rpd. C. M. Brisson.

Govt. of {1896} Madras.

JUDICIAL.

Issued

Recd. *Encl.*

G.O., &c., Nos. 973, 974, 6th June 1896.

JUNE.

Jails.

Reviewing report on the administration of — in the Madras Presidency during 1895.

No. 1991 W., 6TH JULY 1896.

GOVERNMENT OF MADRAS.

PUBLIC WORKS DEPARTMENT.

Buildings and Roads.
Civil Works.

READ—the following paper :—

Proceedings of the Board of Revenue (Land Revenue), Mis. No. 2613, dated 8th June 1896.

Read—letter from the Collector of Trichinopoly, dated 2nd June 1896, Ref. on Cur. No. 1558 Rev.

Resolution—Mis. No. 2613, dated 8th June 1896.

Submitted to Government in the Public Works Department for sanction.

(True Extract.)

(Signed) R. C. C. CARR,
Acting Secretary.

ORDER—No. 1991 W., dated 6th July 1896.

The estimate, amounting to Rs. 7,600, for constructing a Stationary Sub-Magistrate's office at Perambalúr in the Trichinopoly district, is sanctioned.

2. There is a provision of Rs. 2,500 for the work in the current year's budget, which will, if necessary, be augmented on application by the Superintending Engineer, VI Circle.

3. The Superintending Engineer will obtain the countersignature of the Collector to the site plan before the work is commenced.

4. The sanction accorded in paragraph 1 has been registered as Provincial No. 36 W. of 1896–97, and classified as Civil Buildings—Original works.

(True Extract.)

Under Secy. to Govt., P.W.D.

To the Superintending Engineer, VI Circle, with five enclosures.
" Examiner, Public Works Accounts.
" Revenue Department.

Rd. T. K. Narayana Aiyangar.
Sp. Gr. 1898.

Govt. of {1896} Madras.

JUDICIAL.

Issued

Read. *Encl.*

Recorded.

G.O., &c., Nos. 973, 974, 5th June 1896.

JUNE.

Jails.

Reviewing report on the administration of — in the Madras Presidency during 1895.