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MADRAS RECORD OFFICE

GOVERNMENT OF MADRAS

Public
~~Educational~~ DEPARTMENT

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12TH JULY 1886, Nos. 1455, 1456, Public.

GOVERNMENT OF MADRAS.

PUBLIC DEPARTMENT.

Read—again the following papers:—

G.O., dated 7th October 1885, No. 2369, Public.
" " 13th November 1885, Mis. No. 1025 L.F., Financial.
" " 14th June 1886, No. 452, Revenue.

Read—also the following papers:—

From the Inspector-General of Police, to the Chief Secretary to Government, dated Madras, 30th October 1885, No. 6207.

Agreeably to G.O., No. 2369, Public, dated 7th instant, I have the honor to state that I consider the police administration report, to be of any value, should be submitted annually as is now done. In writing my last report I endeavoured to make it as brief as possible, and I do not see how it could be further curtailed. In biennial or triennial reports errors might be perpetuated and such reports would of necessity be very bulky, whereas with an annual report Government would be able to correct any errors of administration before they became serious, and would, moreover, have before them annually the state of crime in the presidency, which is, I think, of considerable importance.

(Signed) H. D. CLOETE, Colonel,
Inspector-General of Police.

From the Inspector-General of Registration, to the Chief Secretary to Government, dated Madras, 1st November 1885, G. No. 4724.

With reference to G.O., Judicial, dated the 28th October 1885, Mis. No. 2894, communicating G.O., Public, dated the 7th idem, No. 2369, regarding the preparation of the annual departmental administration reports, I have the honor to state that I entirely agree in the views expressed in paragraphs 5, 6 and 7 of the resolution of the Government of India, Home Department (Public), dated the 17th August 1885, No. 37—1392-406, and would prefer continuing the submission of the reports and statistics now sent in annually. The report is generally brief, and explains the variations in the results between the current and preceding years.

2. If, however, the Government of India desire to institute only statistical tables with brief notes for two years, and a full report every third year, there will be no difficulty in doing so, except that every third year the Inspector-General would have to spend more time, than he now does, in working up the report, to the neglect of the important duty of inspection of offices scattered over the provinces.

3. The printing of the statistical statements costs more money than the printing of the annual reports.

(Signed) G. HAMNETT,
Inspector-General of Registration.

From the Sanitary Commissioner for Madras, to the Chief Secretary to Government, dated Madras, 3rd November 1885, No. 1231.

In obedience to G.O., Public Department, No. 2369, of 7th October 1885, I have the honor to forward to the Right Honorable the Governor in Council the following remarks regarding the preparation and printing of the annual report of the Sanitary Commissioner.

GOVERNMENT OF MADRAS

2. With reference to the *general population*, this report deals with the public health, births and deaths, the prevalence and history of diseases most destructive to human life, the prices of food as affecting public health, and the effects of the rainfall on the cost of the staple grains.

3. In short, the Sanitary Commissioner places before Government the vital statistics of the people, without a knowledge of which no substantial progress can be made in ameliorating their sanitary condition and thereby improving public health and rendering life more stable. In the absence of such information, our knowledge of the diseases from which the population suffer or die and of the influences that affect vitality would be vague and often erroneous; and there would be no possibility of accurately noting the progress of sanitation. Such data are also, for the purpose of comparison, of considerable importance to other provinces of India, and not without interest to more distant countries in which vital statistics are cultivated. One other important use of such figures in India is to demonstrate that sanitary measures do improve the condition of the people, and thus to overcome their prejudices against changes and pave the way for more signal improvements. The vital statistics of the people, as summarized in sections V and VI of the annual report of this office, are therefore of immediate as well as permanent value and could not, in my opinion, be much abbreviated, although every effort will be made to render the statements and remarks as concise as possible.

4. It has hitherto been the practice to give a brief abstract of the *practical sanitary* work carried out by local boards and municipalities, together with remarks on the chief conditions and defects in villages and towns affecting public health. Although these have been very brief, still they occupy a good deal of space, and an attempt might be made, as was done in the reports of 1874 and 1875, to arrange the main facts in tabular form. The chief object will be to contrast the operations of the several local authorities, and to show where there are evidences of earnest work and where the absence of it.

5. As regards *vaccination*, I consider it necessary that the Inspector of Vaccination should, as at present, submit an annual report for immediate information and record in this office; but it would possibly meet the wants of Government if, instead of including it in his report as an appendix, the Sanitary Commissioner gave a summary of the more important facts, and contrasted the work done in the several towns and districts in section VII of his report. The subject is one of very great importance; but still I think that a clear and concise notice might be sufficient to meet the wants of Government in reviewing the working of the department.

6. In section VIII of the report an account is given, in the shape of brief notes, of the sanitary condition and improvements in cantonments, and at the same time, in connection with this, a few brief remarks are made on the health of both European and Native troops. This portion of the report is necessary in order to place before Government a complete review of all sanitary work for the year, but it might be somewhat curtailed by putting in tabular form the notes on the sanitary state, &c., of the various military stations.

7. In connection with civil sanitary notes in section IX there is given a brief review of the health of prisoners in jails. This subject is very briefly noticed; but, as in the case of the troops, some such notice is necessary in a general report on sanitary operations and public health. Any reduction under this head does not therefore seem practicable or necessary.

8. The report usually concludes with general remarks and personal proceedings and these will be made as concise as possible.

(Signed) G. BIDIE, M.D., C.B.,
Sanitary Commissioner for Madras.

From the Surgeon-General with the Government of Madras, to the Chief Secretary to Government, dated Fort St. George, 6th November 1885, No. 320.

In paragraph 10 of the resolution embodied in the Proceedings of Government, No. 2360, of 7th October last, the Government of India are of opinion that, as regards dispensaries, lunatic asylums and lock hospitals, statistical tables with brief notes would suffice for two years, if a full report were submitted every third year; and on this proposition I am requested to submit my opinion.

2. After full consideration of the circumstances which led to the resolution, I am of opinion that a triennial report might be adopted, as the chief incidents in connection with each civil dispensary come under the review of Government along with the budget estimates of municipalities and local fund boards. In those years in which no report is submitted, the statistical tables and brief notes will succinctly place before Government the working of these dispensaries.

(Signed) M. C. FURNELL, M.D., F.R.C.S.,
Surgeon-General with the Government of Madras.

From the Inspector-General of Jails, to the Chief Secretary to Government, dated Madras, 11th November 1885, No. 315.

With reference to the Order of Government, dated 7th October 1885, No. 2369, Public, calling for an opinion regarding the suggestions referred to in paragraph 10 of the resolution of the Government of India, I have the honor to express my opinion that the present system of submitting the administration report of this department, viz., annually, should be maintained.

(Signed) H. R. GRIMES,
Inspector-General of Jails.

From the Acting Registrar of the High Court of Judicature at Madras, to the Chief Secretary to Government, dated Madras, 24th November 1885, No. 3050.

Adverting to G.O., dated 7th October 1885, No. 2369, Public, I am directed by the Honorable the Judges to state that in their opinion the present practice of reporting annually on the administration of civil and criminal justice must be continued.

2. There are many obvious reasons why the work done in the Judicial department should be reviewed every year in a more careful manner than is likely to be fulfilled by the very brief reports suggested by the Punjab Government; but for the purposes of this reference it may suffice to mention that, owing to the frequent changes of district munsifs and other judicial officers, the advantage which the present annual reports secure in the way of presenting evidence of individual efficiency or otherwise, would be lost by substituting triennial reports, wherein the figures for any one court would seldom, if ever, exhibit the work of a single judge.

3. Endeavours will be made, however, to make future reports more concise than they have hitherto been.

4. As Mr. Justice Muttusami Aiyar does not altogether assent to the above, I am to forward his minute as an enclosure separately.

(Signed) H. T. ROSS,
Acting Registrar, Appellate Side.

Enclosure

Minute

Mr. Justice Muttusami Aiyar.—I also think that the work of writing and reviewing administration reports is now over-done and that it is desirable to change the existing system to some extent. These reports serve two objects in particular. The first of them is the collection and presentation, in a convenient form accessible to the public and departmental officers, of useful and

interesting information in regard to the actual results of every branch of the administration for each year. Statistical tables with brief and lucid explanatory notes ought to suffice for this purpose. The other object is to bring under the consideration of Local Governments, errors of policy or administration every year as illustrated by actual results and thereby to enable them to correct such errors without delay. In this connection it is desirable to note that the principles of administration are so well established that it is but seldom that they are departed from. An annual retrospect of those principles is unnecessary and discussions of new theories which local officers may favor with reference to those principles may also with advantage be omitted. In substitution for them a brief report should be submitted in which new legislative or administrative changes introduced during the year or special departures from established principles should alone be categorically noted, together with a simple statement of such significant facts as bear on their practical operation during the year. It should be a brief record of new measures and changes only containing statements of such important facts as illustrate errors of policy or of administration, if any, rather than an elaborate and exhaustive report in the nature of the history of the administration which, as suggested by the Punjab Government, should be triennial only. I should prefer a brief report of new measures and changes for every department, to calling for annual reports for some departments and triennial reports for others.

5th November 1885.

(Signed) T. MUTTUSAMI AIYAR,

Judge.

From the Registrar of Joint Stock Companies, to the Chief Secretary to Government, dated Madras, 31st May 1886, No. 257.

With reference to your official memorandum No. 8483, of the 26th instant (Judicial), and the copy of G.O., No. 2369 (Public), dated the 7th October 1885, which reached me on the 28th, I have the honor to submit the following remarks as therein directed.

2. My annual report to Government is always very short, consisting of merely a couple of pages in addition to the prescribed statistical tables and returns, which too are only very few.

3. The review of the report by Government hardly occupies even a single full page.

4. The department is still in its infancy and requires every incentive to its further development that it certainly seems fully capable of.

5. The yearly collections of the department, which formerly used to be but a very few thousands of rupees, now amount to some tens of thousands.

6. The sum spent on the publication of these annual reports, with the Government review thereon, is so very insignificant that it has to be considered as nothing when compared to the vast collections and growing importance of the department.

7. Neither does the review of this exceedingly short annual report by Government ever take up an undue portion of the time of any of the officers of the Government Secretariat.

8. The whole work of the whole presidency, as far as this department is concerned, is done every year only by this single office.

9. That it should nevertheless be now deprived of this very convenient mode of constant reference to the latest particulars and other information in regard to its current administration and that the very useful and wholesome check at present exercised yearly by the Government review, however short, on the report should also be thus removed seem therefore, in my humble opinion, by no means fair or desirable in the interests of the department.

(Signed) S. HARI ROW,

Registrar of Joint Stock Companies.

Order—dated 12th July 1886, No. 1455, Public.

The foregoing papers contain the replies of the departments and officers consulted in regard to the question discussed in Proceedings of the Government of India, Home Department (Public), dated 17th August 1885, No. 37—1392-406, letter from the

Government of India, Department of Finance and Commerce, dated 28th August 1885, No. 3650, and letter from the Government of India, Revenue and Agricultural Department (General), dated 21st January 1886, Circular No. 6-G.—24-1.

2. The opinion of this Government has already been expressed in G.O., Revenue, dated 14th June 1886, Nos. 482, 482-A, 482-C, in regard to all reports submitted to the Government of India in the Department of Revenue and Agriculture, as well as in regard to the marginally-noted reports submitted to the Home Department and the Department of Finance and Commerce. The question still remains for discussion whether it is possible to reduce the bulk of the other reports submitted to the Home Department and of the report on Joint Stock Companies submitted to the Department of Finance and Commerce.

3. The suggestions of the Government of India in regard to these reports may be briefly summarized as follows:—

Subjects regarding which no change is proposed.	Subjects regarding which annual statistical returns would be submitted for two years and a report in the third year.	Subjects regarding which brief reports would be submitted for two years and a full report in the third year.
General Administration. Education. Sanitation. Jails. Police. Joint Stock Companies.	Dispensaries. Lock Hospitals. Lunatic Asylums. Vaccination. Registration.	Civil Justice. Criminal Justice. Municipalities. Work of Chemical Examiner. Publications under Act XXV of 1867.

The several reports will be considered in the foregoing order.

4. *General Administration*.—As regards the General Administration report, the Government are not prepared to recommend any change in the existing method of preparation. The report, in its present form, appears to be as brief and compact as can be desired, having regard to the purposes which it is intended.

5. *Education*.—The Government agree with the Director and Acting Director that, while every reasonable means should be adopted to diminish the length of the report on education, it should continue to be submitted annually as at present. They concur also in the suggestion that a chapter of "General Remarks" should be added to the report, in which all remarks of a general nature on the educational progress of the year should be briefly embodied, the remaining chapters being strictly confined to a concise statement of facts. The proposal that a general review of the progress achieved should also be submitted once in five years, has already been provisionally approved in G.O., Educational, dated 26th December 1885, No. 816; but on further consideration, the Government are of opinion that this general review should be triennial and should be embodied in the concluding chapter of the report for the year, the reports for the two preceding years being correspondingly curtailed.

6. *Sanitation*.—For the reasons assigned by the Sanitary Commissioner, the Government would retain the annual report on sanitation substantially in its present form. The suggestion that the main facts regarding the sanitation of cantonments and the practical sanitary work done by local bodies should be briefly given in tabular form, instead of notes and summaries as at present, is approved.

7. It is observed that vaccination is one of the subjects concerning which annual statistical tables, with the briefest possible notes for two years, and a full report in the third year, are considered sufficient by the Government of India. This suggestion commends itself to His Excellency the Governor in Council, who would accordingly recommend the entire separation in future of the report and statistics of vaccination from the general report of the Sanitary Commissioner.

8. *Jails and Police.*—The Government accept the opinion of the Inspector-General that present arrangements in regard to the annual report of their departments should be maintained.

9. *Joint Stock Companies.*—The Registrar of Joint Stock Companies deprecates any change in existing arrangement, department being still in its infancy, and the annual report being very brief and of the greatest utility for departmental purposes. This opinion is concurred in by the Government.

10. *Dispensaries, Lock Hospitals and Lunatic Asylums.*—As regards these reports, the suggestions of the Government of India have the concurrence of the Surgeon-General and of this Government for the reason given in paragraph 2 of his letter read above.

11. *Vaccination.*—This subject has already been noticed in paragraph 7 of these proceedings.

12. *Registration.*—The Government accept the suggestion that a full report on registration should be submitted very third year, with statistical returns and brief notes in other years. Adverting to the concluding remark of the Inspector-General's letter, it is observed that the question is one not of saving money but of saving time. Money doubtless would be saved to some extent, but time much more.

13. *Civil and Criminal Justice.*—The Honorable the Judges of the High Court are opposed to any change in the existing system of reporting on these subjects, the reason assigned being that, owing to the frequent changes of judicial officers, "the advantage which the present annual reports secure in the way of presenting evidence of individual efficiency" would be lost if the system of triennial reports were adopted. A minute of dissent is also forwarded from Mr. Justice Muttusami Aiyar, who advocates a system of brief reports for two years, "in which new legislative or administrative changes introduced during the year or special departures from established principles should alone be categorically noticed, together with a simple statement of such significant facts as bear on their practical operation during the year." In the third year Mr. Justice Muttusami Aiyar would have "an elaborate and exhaustive report in the nature of a history of the administration." These proposals are in accordance with the suggestion of the Government of India and have the concurrence of this Government.

14. *Municipalities.*—The Government are of opinion that the annual report on municipalities should continue as at present. The same remark applies to the annual report on the operations of local boards. The powers of all these local bodies have recently been largely increased, and the greatest care and watchfulness will be necessary for some years to ensure the success of so important an experiment.

15. *Work of Chemical Examiner and Publications under Act XXV of 1867.*—As regards these reports, the suggestions of the Government of India are accepted.

(True Extract.)

Chief Secretary.

To the Financial (L.F. and M.) Department
 „ Judicial Department.
 „ Educational Department.
 „ Revenue Department.
 „ Surgeon-General with the Government of Madras.
 „ Sanitary Commissioner for Madras.

ENDORSEMENT—dated 12th July 1886, No. 1456, Public.

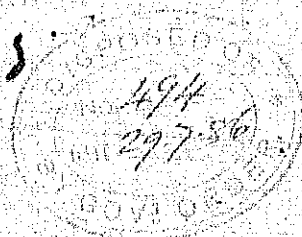
Copies to the following departments of the Government of India:—

Home,
 Finance and Commerce,
 Revenue and Agriculture.

E. F. WEBSTER,
Chief Secretary.

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JULY.

Annual Reports.

Passing orders on the question of the possibility
of reducing the bulk of certain -- submitted to
the Home and Finance and Commerce Depart-
ments of the Government of India.