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STATEMENT

3790

OF THE

POLICE COMMITTEE

ON THE ADMINISTRATION OF THE

MADRAS CITY POLICE.

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MADRAS:

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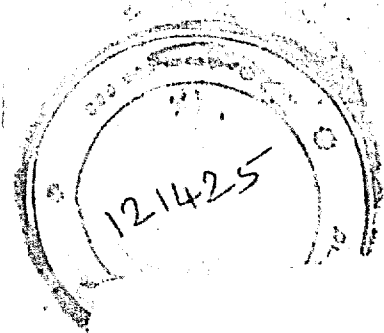
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STATEMENT.

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கொள்வப்பட்ட நாளி
செப்பெட்டு முடித்த நாளி

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கையொப்பம் கையொப்பம்

1994
1995

DEFECTS POINTED OUT AND REMEDIES PROPOSED—cont.

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LIST OF ENCLOSURES.

[Note.—Enclosures marked with an asterisk are printed in the Appendix to the statement, others being sent separately.]

1. G.O., No. 676, Judicial, dated 12th May 1900.
2. G.O., No. 1979, Judicial, dated 18th September 1888.
3. Letter No. 1980, Judicial, dated 18th September 1888, from the Government of Madras, to the Government of India.
4. G.O., No. 917, Judicial, dated 4th July 1900.
5. G.O., Nos. 1116, 1117, Judicial, dated 27th July 1901.
6. G.O., No. 914, Judicial, dated 10th June 1902.
7. G.O., No. 68, Marine, dated 27th January 1902.
- * 7 A. Letter No. 1016, General, dated 27th September 1901, from the Commissioner of Police, to the Chairman, Harbour Trust Board.
- * 8. Allocation list of the Madras City Police.
- * 9. Copies of orders showing the duties and powers of city police officers.
- * 9 A. List of Forms, etc., in use in the City Police.
10. List of Establishment of the Police Department in the Madras City, corrected up to 31st March 1902.
11. G.O., Nos. 1563, 1564, Judicial, dated 23rd September 1890.
- * 12. Statement showing the attendance of the Reserve on the 15th of each month from October 1901 to October 1902.
- * 13. Comparative statement of strength and pay of the different ranks of officers of the Madras City Police, 1867, 1878, 1891 and 1902.
14. G.O., No. 1205, Judicial, dated 6th June 1887.
- * 15. Constable's Duty Roster.
- * 16. Copy of letter No. 4358, dated 6th October 1902, from the Acting Assistant Inspector-General of Police, to the President, Police Committee.
- * 17. Statement of cases reported, struck off as false and undetected in the Madras City during 1899, 1900 and 1901.
18. G.O., No. 1221, Judicial, dated 13th August 1898.
19. Government notification No. 383, dated 7th September 1898, embodied in Government Order, No. 1397, Judicial, dated 7th September 1898.

STATEMENT prepared by the Police Committee appointed by Government to make preliminary enquiries into the Administration of the Madras City Police in accordance with paragraph 5 of the Proceedings of the Government of India, in the Home Department (Police), dated the 9th July 1902, Nos. 510-527.

INTRODUCTORY REMARKS.

HAVING submitted our Statement on the Administration of the District Police on the 15th instant, we at once commenced our enquiries into that of the City Police. We had already written to a considerable number of official and non-official gentlemen, mostly residents of Madras, inviting their attention to the Resolution of the Government of India, and requesting them to point out to us such defects as they had noticed in the present system and to mention such remedies as they would propose. We also requested each person to let us know if he would be able to appear before us in person, and we took the opportunity of enclosing three copies of our circular letter to each of the following gentlemen for distribution:—

The Inspector-General of Police,
The Commissioner of Police,
The Chief and other Presidency Magistrates,
The President of the Madras Municipal Commission,
The Agents of the South Indian and Madras Railways,
The Chairman, Harbour Trust Board, and
The Editors of the *Madras Mail*, the *Madras Times* and the *Hindu*.

In order to ensure a wider publicity to our proceedings we advertised notice of our sittings in the leading Madras papers, and we conducted the examination of all the non-official and some of the official witnesses in the Victoria Public Hall in preference to any official building. We invited the opinions of the Honourable the Judges of the High Court, but were informed that their lordships did not propose to offer any remarks or opinions.

2. In our report on the District Police we have dealt so fully with that force under all the heads covered by the Resolution of the Government of India that we shall, as far as possible, avoid traversing the same ground in dealing with the City Police. Many of the remarks made on the District Police apply *mutatis mutandis* to the City Police.

SECTION I.

“Whether the organization, training, strength, and pay of the different ranks of the City Police, both superior and subordinate, foot and mounted, whether on ordinary duty or in the reserve, are adequate to secure the preservation of the public peace and the proper investigation and detection of crime, and, if not, what changes are required in them, respectively, in each province with regard to its local conditions, in order to attain these objects.”

3. Before setting forth in detail the present organization of the City Police, we think it desirable to state at some length the efforts made from time to time by the Legislature and by the Government to render the force more efficient. It will be seen that of

Laws regulating the City Police.

late years the city has received much more attention than the district police, and that but very recently important steps have been taken with a view to improve the force in different directions.

4. Formerly the basis of the police organization in the three Presidency Towns was Act XIII of 1856. Act XXIV of 1859, so often referred to in our statement on the district police, was passed in order "to make the police force throughout the Madras Presidency a more efficient instrument at the disposal of the magistrate" for the purposes specified, and, by section 5, the administration of the police "throughout the general police district" was vested in the Inspector-General and such other subordinates as the Governor in Council might appoint. The City (Town) Police, however, continued to be regulated by Act XIII of 1856 until 1867 when it was incorporated by section 2 of Act VIII of 1867 (Madras) with the general police force of the Presidency (under Act XXIV of 1859), the town of Madras henceforth forming part of the "general police district." Under section 4 of Act VIII of 1867 the immediate administration of the Town (City) Police was vested, subject to the authority of the Inspector-General, in a newly-appointed officer styled the "Commissioner of Police," and all the provisions of Act XXIV of 1859 and of the Criminal Procedure Code which applied to a Superintendent of Police were made applicable to the Commissioner.

5. It appears, however, from Mr. A. H. Giles' "Report on the strength, cost and working of the Police of the Towns of Bombay, Madras and Calcutta," a copy of which is presumably in the hands of the Police Commission, that, although the control of the City Police vested legally in the Inspector-General, that officer refrained from interference "for fear of paralyzing the action of the Commissioner."

6. This subordination of the Commissioner to the Inspector-General met with the entire disapprobation of Mr. Giles after he had personally enquired into the working of the police systems in force in the three Presidency Towns, and, as his views on this question have been combated by some police and other witnesses during the course of our enquiry, we think we cannot do better than quote his own words in which he gives his reasons for the conclusions at which he had arrived. They are as follows and will be found in paragraphs 38 to 41 of his report:—

"The Madras system has all the disadvantages of the Calcutta system, with some special drawbacks of its own. The force under the Inspector-General of Police, of which the Madras City Police is an integral part, is scattered over a vast area and has to be controlled for the most part by means of correspondence and returns, which involve the devotion of more time and labour than a busy city policeman can spare. I do not know upon what grounds Mr. Robinson, who was at the time Inspector-General of Police, recommended the subordination of the City Police to himself, but in 1838, Mr. Halliday advocated a similar policy in Calcutta, for the following reasons:—

"It is my opinion," he wrote, "that the Calcutta Police, like that of the rest of the country, should be placed under the Superintendent-General and form part of the general system. For this the Calcutta Police is obviously well adapted, as it is in effect the very system which I propose for the provinces, and could not therefore fail to amalgamate with it successfully. Separated, the two systems of police (that of Calcutta and the mofussil) will, whenever they come in contact, injure each other, as in practice they now do. United, they would in a very high degree assist each other's efficiency. In the districts which immediately surround Calcutta, the greater crimes all emanate from the capital, and the Magistrates of the neighbouring zillahs well know the secure retreat which Calcutta affords to dacoits after the commission of robberies in the suburbs. The Superintendent-General of the Mofussil Police must be, for the most part, powerless in Hooghly, Midnapore, Burdwan, Nuddea, Jessore, Barasat and the Twenty-four Pargunnahs unless he be, at the same time, Superintendent-General of the Calcutta Police. To be subject to his authority would in no degree weaken the latter, and the alteration would give an incalculable addition of power to the machinery of the former."

Whatever may have been the case fifty years ago, Calcutta criminals do not now harry the mofussil. It is rather the other way; and the head of the mofussil police does not, I believe, feel himself powerless, even in immediately adjacent districts, for want of authority over the Calcutta police. Nor is there any friction worth speaking of between the two forces. What little occurs is due to their ignorance of each other's system, and somewhat closer communion is perhaps desirable. This can be attained without subordinating the Commissioner to the Inspector-General, an arrangement which has hardly a redeeming feature, for the systems approved by long usage for town and country have little in common.

"The Inspector-General, unless he happen to have been Commissioner himself, can have but an imperfect knowledge of the requirements of the town, and may, if he assert himself, prove either a wet blanket to damp the ardour of a competent officer or a buffer to protect an incompetent one. Under any circumstances, he is a clog; and it is an anomaly that an officer exercising the important functions of Commissioner of Police in the Capital should be in no better position as to authority over his men than a District Superintendent in the mofussil. Though the force under him may not exceed that under a District Superintendent, it is composed of vastly different materials. A severer discipline is necessary and the powers wielded by the Commissioner must necessarily be more despotic, untrammelled by a right of appeal, and tempered only by the publicity of the situation. So strongly is this felt in Madras, even by the Inspector-General himself, that the law is left a dead letter in regard to many matters; though unfortunately the burden of voluminous correspondence and numerous returns and registers still remains.

"Another result of this incongruous union is that the only rules the Madras Police have to guide them are those laid down for the use of the Mofussil Police, which on many essential points are wholly inapplicable.

"I therefore recommend that the appointment of Commissioner of Police of Madras be reconstituted, separate from, and independent of, the Inspector-General of Police."

7. On the 22nd of November 1887, the Madras Government introduced a Bill into the Legislative Council with the object of forming the City Police Bill of 1887. Town (City) Police into a separate force, as it was already practically, and the following extract is taken from the 'Statement of objects and reasons':—

"This Bill reproduces and consolidates the provisions of existing laws relating to the Madras Town Police with such amendments and additions as the experience of the past twenty years has suggested.

"The Bill contemplates the separation of the Madras Town Police from the rural constabulary, in accordance with the law and practice in force in the other Presidency towns and in England and Ireland. Some uncertainty of administration and some confusion is at present caused by the attempt to apply a law, which properly applies only to the rural police, to a town force working at the same time under other and distinct laws. Moreover the management of the City Police requires distinct treatment and a distinct organization. The provisions of section 2 of Madras Act VIII of 1867 are, therefore, repealed and present Bill has been made complete in itself, obviating the necessity for references to other special and local laws."

8. The Bill, after discussion and amendment, was passed into law as Madras Act III of 1888, and this Act now governs the City Police. Under section 5 the administration is vested in the Commissioner, except in respect of the Railway Police the administration of which rests with the Inspector-General. This latter force will be dealt with under Section VI. Except in connection with the Railway Police referred to in the proviso (subsequently enacted) to this section, the Inspector-General is not mentioned throughout the Act.

9. In 1900, Government issued an important order investing the Inspector-General of Police, in view to the effective exercise by the Governor in Council of the control vested in him by law over the City Police, with powers to inspect the City Police Force, office or records, and to call upon the Commissioner for information regarding it, and directing him to report to Government, whenever necessary, on any matter relating to its "administration." (Fide G.O., No. 676, Judicial, dated 12th May 1900, Enclosure No. 1).

10. The position of the Inspector-General and of the Commissioner with reference to the District and City Police, respectively, are contained in Police Orders 1 and 2 (Enclosure No. 1 to our statement on the District Police), the Inspector-General having the "direction and control" of the former, and the Commissioner the "detailed management and control" of the latter.

11. The absolute independence of the Commissioner of the Rangoon Police, as regards the Inspector-General of Burma, is more emphatically expressed in sections 7, 9 and 10 of Burmah Act IV of 1899. The position of the Commissioner of Police in Calcutta is laid down in sections 4, 8 and 9 of Bengal Act IV of 1866, and in Bombay in sections 3, 7 and 8 of Government of India Act XIII of 1856.

12. We have thought it well to thus invite attention to the relative positions of the Commissioner and Inspector-General in view to the proposals that have been

made and which will be presently discussed, regarding the placing of the former under the control of the latter.

13. After the passing of Act III of 1888 (Madras), the Local Government issued orders on certain proposals made by the then Commissioner, Colonel Weldon, for improving the city police with reference to Mr. Giles' report. These proposals and the orders of Government will be found in G.O., No. 1979, Judicial, dated 18th September 1888, and letter of the same date No. 1980, Judicial (Enclosures Nos. 2 and 3). Among other orders passed, Government issued one sanctioning Colonel Weldon's proposal to regrade the constables and increase their number in the following manner:—

Present.			Future.		
	Number.	Pay. Rs.		Number.	Pay. Rs.
First Grade	237	9	First Grade	204	10
Second Grade	236	8	Second Grade	204	9
Third Grade	228	7	Third Grade	408	8
Total	701		Total	816	

In passing these orders Government expressed the opinion that it would be desirable to go further and give an increase of one rupee all round, as recommended by Mr. Giles, but that financial considerations rendered this for the present impracticable.

14. In its Order No. 917, Judicial, dated 4th July 1900 (Enclosure No. 4), the Government passed orders on certain proposals made by the then Officiating Commissioner, after ascertaining the views of the present Commissioner, who had, in the meantime, succeeded to the office, and of the then Inspector-General. The proposals made by the Officiating Commissioner were as follows:—

- (1) To make considerable additions to the strength of the force, and to improve the pay and position of the European executive staff, namely, the Inspectors, Sub-Inspectors and European Head Constables.
- (2) To enlarge the Intelligence Branch and the Hackney Carriage Establishment;
- (3) To arm the reserve police with carbines;
- (4) To alter the pay and status of the Deputy Commissioner; and
- (5) To abolish the office of Assistant Commissioner.

The Government, while approving of the first proposal, was unable on financial considerations to carry it into effect. Government did not approve of the other proposals.

15. In 1901, the Acting Commissioner submitted afresh the questions of strengthening the force and of improving the pay and prospects of the upper subordinate staff which had been already approved. The Government thereupon made certain proposals which were sanctioned by the Secretary of State in his Despatch, dated 18th April 1902, No. 12, Judicial. The correspondence dealing with these proposals will be found printed with G.O., Nos. 1116, 1117, Judicial, dated 27th July 1901, and G.O., No. 914, Judicial, dated 18th June 1902 (Enclosures Nos. 5 and 6). The proposals thus sanctioned were:—

- (1) that the 'Superintendent' who then drew Rs. 300 per mensem should be styled 'Chief Superintendent,' and paid at the rate of Rs. 400 per mensem (with a special allowance for the present incumbent);
- (2) that the then existing four 'District Inspectors' on Rs. 200 per mensem with allowances should receive Rs. 300 per mensem with house-rent allowance or free-quarters, and that they should be styled 'Superintendents';
- (3) that the remaining twelve Inspectors who were divided into three classes on Rs. 150, Rs. 100 and P. 75 per mensem should be regraded in three classes at the rates of Rs. 200, Rs. 160 and Rs. 130 per mensem;

(4) that the twenty-nine Sub-Inspectors then arranged in three classes on Rs. 70, Rs. 60 and Rs. 45 per mensem should be redistributed into four classes on Rs. 100, Rs. 90, Rs. 80 and Rs. 50 per mensem, the clothing allowances now given to Europeans being abolished;

(5) that the pay of European Head Constables should be raised from Rs. 40 and Rs. 35 per mensem to Rs. 50 and Rs. 40 per mensem, and that they should continue to receive clothing; and

(6) that the number of Constables should be increased by 252.

16. These orders have since been carried into effect, but it has not yet been found possible to recruit the whole of the 252 men, it being difficult to obtain suitable men on the pay offered. At present the number is about 150 below the sanctioned strength.

17. A few remarks must be made about the Marine Police, the strength and duties of which underwent changes after the formation of the Harbour Trust Board. Before that Board was formed, the Marine or Beach Police was "distinctly a harbour police responsible for all police duties ashore and afloat, and for the safe custody of cargo in transit from the shipping to the Sea Customs House." Subsequently it was relieved of the duties of watch and ward of cargo, and the strength of the force was reduced. The new system, however, was found not to work satisfactorily and, as the result of correspondence between the Chairman of the Harbour Trust Board and the Commissioner of Police, Government recently approved certain proposals made to substantially increase the strength of the Marine Police so as to provide for the watch and ward of property on the Harbour Trust premises—*vide* G.O., No. 68, Marine, dated 27th January 1902, and letter from Commissioner of Police, R.C. No. 1016/General, dated 27th September 1901 (Enclosures Nos. 7 and 7A).

18. We do not consider it necessary to enter further into the details of the various changes that have been made in the strength and organization of the city police during the past years as full information will be found in the printed papers already quoted as enclosures, but we think it necessary to refer to them inasmuch as a good deal has been done recently in the way of the reorganization of this force, and Government has already considered some of the proposals made to us by witnesses whom we have examined.

EXISTING ARRANGEMENTS.

19. We now proceed to describe the existing arrangements under the head of "Organization," and in doing so we are at once met with a difficulty. Mr. Giles observed, so far back as 1887, in his report from which we have already quoted, that the city and the district police forces were composed of "vastly different materials"; that a severer discipline was necessary in the case of the city police, and that the powers wielded by the Commissioner should necessarily be more despotic; also that the result of the "incongruous union" between the district and the city police was that the only rules the city police had to guide them were those laid down for the district police, and which on many essential points were "wholly inapplicable." In spite of these opinions, and of the fact that it is now fourteen years since the city police was placed under the control of the Commissioner and completely separated from the district police, it is somewhat remarkable that the orders governing the city police have not yet been consolidated into a manual. The Commissioner writes that the orders of the Madras Police (in two volumes) apply *mutatis mutandis* to the city police and that a number of special orders applicable to the city have been issued as circulars and are in manuscript.

20. In order that we might set forth in an authoritative manner the existing organization, we requested the Commissioner to furnish us with copies of the special orders applicable to the city police, and that officer replied that they consist of orders and circulars on a large number of separate subjects, issued from time to time, spreading over a series of years and forming too bulky a record to be sent by post. They are to be found in different volumes in his office. The Commissioner informed us that for a long time past the compilation of orders regulating the city

police has been under consideration, and that the work has been to some extent taken in hand, but that he sees no prospect of its ever being completed unless an officer is put on special duty for the purpose.

21. In these circumstances, we consider it best to set forth the existing arrangements regarding the organization, training, strength and pay of the different ranks of the city police in the words of the Commissioner himself in the various communications that we have received from him. In quoting from him *in extenso* we insert a few remarks, here and there, in brackets. He writes as follows:—

"The city comprises an area of 29 square miles and contains a population of 509,346. It is divided into two police Ranges, the Northern Range being in the immediate charge of the Deputy Commissioner, who is subject to the control of the Commissioner, while the Southern Range is in charge of the Commissioner, who is assisted by a Chief Superintendent. The Northern Range consists of four Divisions, of which one is the Marine and Harbour Police, and the Southern five, of which one is the Reserve. Each Division is in charge of an Inspector and in each division there are three stations except in the Marine Police division where there is only one station. There are four Superintendents, two in each Range, each of whom supervises the work of two divisions (excluding the reserve).

"The strength of the police is 1,418 including one Commissioner, one Deputy Commissioner, one Assistant Commissioner, one Chief Superintendent and four Superintendents. The details of the force can be seen from the attached Allocation list (Enclosure No. 8). The strength employed on guard and orderly duties is 188 and the strength of the reserve proper is 79. The force on station duties, prevention and detection of crime, is 1,151. The force was recently increased under the orders contained in G.O., No. 914, Judicial, dated 10th June 1902 (Enclosure No. 9), by 252 men of whom all however have not yet been enlisted.

"Constables and Head Constables are taught in a school attached to the Commissioner's office. All recruits are taught drill by the Reserve Inspector.

"The pay of Superintendents (until lately called 'District Inspectors'), Inspectors (until lately called 'Divisional Inspectors') and Sub-Inspectors has been recently increased under the orders contained in the Government Order quoted above and is now Chief Superintendent Rs. 400, Superintendent Rs. 300 and Inspectors Rs. 130, 160 and 200 with house rent of Rs. 15, Sub-Inspectors Rs. 50, 80, 90 and 100. The majority of the Inspectors in the city are and must necessarily be Europeans or Eurasians. Considering the mode of life of this class of officers and the costliness of it in Madras and with a view to provide sufficient prospects to induce a good stamp of men to enter the force, I am of opinion that the pay of Inspectors is still below what it should be.

"Head Constables receive Rs. 12, 15, 20 and 25 with charge allowance of Rs. 10 and 5 for those in charge of stations. Constables receive Rs. 8, 9 and 10. Although as above mentioned the city police has been recently increased by 252 men I consider that the strength is not yet sufficient.

"There is an Intelligence Department consisting of one Inspector, two Sub-Inspectors and four head constables who are employed on specially difficult cases, duties of a confidential nature and the like under the immediate orders of the Commissioner."

22. As regards other branches of organization the Commissioner writes as follows:—

"The following designations are in vogue in the City Police:—

Chief Superintendent	...	...	...	from 5th May 1902.
Superintendent	...	...	...	
Inspectors	...	...	...	from the date of the formation of the Madras Police.
Sub-Inspectors, European (from Sergeants)	...	...	...	from 1st November 1890.
Do. native (from Chief Constables)	...	...	...	from 2nd September 1876.
Station House Officer	...	...	...	from 1st November 1888.

"For the duties and powers of each of the above officers, please see copies of orders on the subject herewith forwarded (Enclosure No. 9).

"None of these officers have any powers of appointment and punishment conferred on them. A list and sample forms of the different registers, forms and records kept in each station, are herewith forwarded. Such registers marked A are kept under the authority of the Procedure Code or local and special laws, and those not specially marked are under the orders of the Commissioner of Police (Enclosure No. 9 A).

*

"The Deputy Commissioner forwards a weekly confidential report to the Commissioner of Police."

23. Regarding the tests and general educational qualifications required of the various classes of officers, the Commissioner writes as follows:—

"The tests which Superintendents and Divisional Inspectors are required to pass are the same as those prescribed for Divisional Inspectors in the mufassal, viz., Part I the Criminal Judicial Test, Lower Grade, the Précis-writing Test, and Part II the Departmental Test as laid down in Police Orders Nos. 216 to 218 of the Orders of the Madras Police. The questions for the Departmental Test for Inspectors in the city are set by the Commissioner, the test being different from that for Inspectors in the mufassal.

"Sub-Inspectors are not required to pass any special tests. But they must possess the general educational qualification prescribed in the Public Service Notification for officers in superior service on a pay of Rs. 15 per mensem and upwards, viz., that the candidate shall have passed the Upper Secondary Examination or the Matriculation Examination and the Handwriting and Dictation Tests.

"European or Eurasian Superintendent, Inspector or Sub-Inspector must pass the Third-class Vernacular Test (Police Order No. 220 of the Orders of the Madras Police), in addition to the tests above mentioned which are common to both Europeans and Natives. European officers are required to pass also in riding.

"Some of the European and Eurasian Inspectors and Sub-Inspectors have been exempted from passing the prescribed test in whole or in part. The Reserve Inspector is not required to pass any special test.

"Part I of the Inspector's Test means the Criminal Lower and Précis-writing Tests and Part II means the Departmental Test. The Précis-writing Test is sometimes mentioned as separate from Part I. This division of tests is in accordance with that shown in the mufassal list of Inspectors. The Vernacular Test is the General Vernacular Test prescribed for European and Eurasian officers in Government Notification No. 281, dated 25th May 1897. In respect of these examinations, there is no difference between the officers in the mufassal and those in the city except in regard to the Departmental Test referred to above."

24. The "List of Establishment of the Police Department in the Madras City" (Enclosure No. 10), as it stood on the 31st of March 1902, mentions the examinations and tests passed by all officers above the rank of Sub-Inspectors of the fourth class. "First-class Inspectors" are now called "Superintendents" [vide paragraph 15 (2) *supra*].

25. As regards the training undergone by the different classes of officers, we quote the following from a report received from the Chief Superintendent wherein he describes the existing system and suggests some improvements:—

"A school is established at head-quarters (Commissioner's office) consisting of two classes: class I of recruits for the Constable's Test and class II of Constables and Head Constables for the Station-house Officer's Test. Each class has a teacher; the first class, a third-grade head constable and the second class, a first-grade head constable.

"All recruits have to remain three months in class I and pass the Constable's Test before being drafted to divisions. The Constable's Test comprises a knowledge of the definitions of the principal offences of the Penal Code, the working sections of the Criminal Procedure Code, and how to give evidence; also the City Police Act, beat rules, numeration, money tables, long and lineal measure, Indian weights and measures and table of time, English names of the months and days of the week, etc.

"Class II consists of Constables and Head Constables recommended by Divisional Inspectors as intelligent and likely to make good Station House Officers. They are taught the curriculum laid down in Police Order No. 222 (2) with the exception of item 5, Part I and Part II.

"When class I is prepared for an examination, it is examined *viva voce* by the Chief Superintendent and those who pass a satisfactory examination are drafted to divisions, while the dull ones are kept back for further instruction, or dismissed the service as dolt.

"When class II has been three months under tuition, they are examined by means of written papers, set by either the Commissioner, Deputy Commissioner or Chief Superintendent. The examination generally lasts for three days, and those who get one-fourth of the maximum

and two-fifths of the total, are placed in the second class, and those who secure three-fifths or more of the total marks are placed in the first class, of successful candidates.

"The school is supervised by the Reserve Inspector, who sees to the attendance and tidiness of the men, and, by visits at uncertain times, that they are not allowed to idle or be inattentive. He also supervises their drilling.

Chief Superintendent's proposals for improvement of training. "The system of training is good, but it is difficult to find duly qualified men as good teachers, able to impart instruction. It would, I think, be an improvement if the Station House Officer's class here be done away with, and a few picked men sent to the Vellore Training school half-yearly for instruction, where they will have a better training, closer supervision, and get a more general knowledge of the duties and responsibilities of a Station House Officer.

"I may however mention that a Station House Officer's duties and responsibilities here are not so onerous as those of a Station House Officer in the mufassal. Here he has his Sub-Inspector and Inspector near by, to help him in any difficulty and in the investigation of all crimes above the ordinary.

"While under this head, I would also suggest that all European and native Sub-Inspectors of the city police, desiring to qualify for Inspector, undergo a training at the Vellore Training School. At present Sub-Inspectors are promoted, simply because they have passed the Criminal Judicial Test, Lower Grade, the Departmental, Précis-writing and Vernacular Tests, and some service in the force. I suggest these examinations be done away with, and a six months' course in theory and practice in the Vellore School, substituted.

"All European officers of the city police undergo a course of equitation at the riding school at head-quarters for about three months before joining a division, under a thoroughly qualified Inspector, recruited from the Army. They attend the police courts during the day, and are occasionally sent out on beat and rounds, with old and experienced police officers to gain practical knowledge of the duties they will be required to perform."

26. Although the school is supervised by the Reserve Inspector, that officer is not himself required to pass any special test.

27. As regards powers of appointment and punishment and rights of appeal, the Commissioner reports that the rules are as follows:—

Executive powers of officers of different ranks. "The appointment of all members of the force rests with the Commissioner and he may, subject to the control of the Governor in Council, fine, suspend, reduce and dismiss any member thereof, provided that no fine shall exceed one month's pay—vide section 2 of Act III of 1888.

"The Deputy Commissioner who is in charge of the Northern Range has power to punish the men of his range with fines and black marks. The Assistant Commissioner (Chief Superintendent), Mr. Upson, who is in charge of the executive duties of the Southern Range has power to punish men of his range for minor offences by awarding black marks, extra drill, stoppage of house-turns or fine up to one rupee. In these cases, appeal lies to the Commissioner in the first instance. In the case of other punishments, appeal lies to Government.

"The Superintendents and Divisional Inspectors have no powers of punishment.

"Inspectors of Police who have been confirmed in their appointments are not removable from office without the sanction of Government—vide Police Order No. 291 of the Madras Police Orders."

This order refers in terms to those Inspectors only who have been confirmed by the Inspector-General. We are not aware of the authority under which it is taken as applicable to Inspectors confirmed by the Commissioner.

28. As mentioned in paragraph 15 (4) *supra*, four grades of Sub-Inspectors on Rs. 100, Rs. 90, Rs. 80 and Rs. 50 have been substituted for the three grades on Rs. 70, Rs. 60 and Rs. 45. As it was represented to us that, although the Government Order sanctioning their grading does not differentiate between Europeans and Eurasians on the one hand and natives on the other, the practice has all along been to confine native Sub-Inspectors to the lowest grade (Rs. 45 then, Rs. 50 now) except on a recent occasion when a native was reported to have been promoted to the third grade, we asked the Commissioner if this was the case, and if so, to let us know the reason for it. He replies as follows:—

"The recent promotion of a native Sub-Inspector to a higher grade was only an acting one and for a very short period in a privilege leave vacancy. It has been the practice for a great many years to appoint Europeans or Eurasians for the first, second and third grades of Sub-Inspectors who were up to 1800 called sergeants. European and Eurasian officers run greater risks in the

discharge of their duties and their living is more expensive than that of natives. Native sub-Inspectors were a separate class originally called Chief Constables, but in 1876 changed into Sub-Inspectors, and only since the date of G.O., Nos. 1563 and 1564, Judicial Department, dated 23rd September 1890 (Enclosure No. 11) have they been called *Fourth-class* Sub-Inspectors—vide paragraphs 12 and 15 of Colonel Weldon's letter in the Government Order."

29. The Commissioner is, under sections 7 and 8 of the City Police Act, a Presidency Magistrate and a Justice of the Peace, and the powers which he may exercise as magistrate are set forth in the Notification issued under G.O., No. 1271, Judicial, dated 13th August 1898 (Enclosure No. 18). The notification is as follows:—

"In exercise of the power conferred upon him by section 7 of the Madras City Police Act, 1888, and in supersession of all previous orders on the subject, the Governor in Council is pleased to declare that the Commissioner of Police, Madras, shall not, in his capacity as a Presidency Magistrate, exercise the power of taking cognizance of offences under section 190 of the Code of Criminal Procedure, except so far as may be necessary to receive "Occurrence Reports" under section 157 and to deal with such reports under section 159, and also to receive and dispose of reports submitted under section 173, and to make orders under sub-section (3) of that section."

DEFECTS POINTED OUT AND REMEDIES PROPOSED.

TRAINING.

30. We have described the system in paragraph 25 *supra*, and have but few remarks to offer here. The Chief Superintendent points out that it is difficult to get good teachers for the school, and he proposes to abolish the Station House Officer's class and to send the candidates for training to the Vellore School. He would also send all Sub-Inspectors who desire to qualify for the post of Inspector to Vellore for a course of training in the Inspector's class. The present and a former Deputy Commissioner think that the present training is satisfactory, but one of them agrees with the Chief Superintendent that it would be better if candidates for the post of Station House Officer were trained at Vellore. The few non-officials who offered any opinion on the subject think that the teaching staff is defective.

STRENGTH.

31. Although the strength of the force was increased by as many as 252 constables so recently as last June the Commissioner considers that this increase is insufficient, and in this opinion he is supported by almost all the police officers and other witnesses who have given their opinions on the subject, only two—experienced officers of the district police living in Madras—considering that the present strength would probably be sufficient if the beat system were improved and the force distributed in a more satisfactory manner. Those who think that an increase in the strength is necessary naturally differ as to the additional force they recommend. One officer considers that an increase of 21 head constables and 126 constables is necessary. Another officer recommends an increase of 42 head constables and 252 constables for division duty, and three head constables and 20 constables for the reserve. The Chief Superintendent considers that there should be always not less than eight head constables and 50 constables of the Reserve proper (A-1 in Allocation List, Enclosure No. 8) available and ready for duty at any moment. From Enclosure No. 12, compiled in the Commissioner's office, we find that, in 1901, it frequently happened that, on the 15th of the month (a day taken as a sample), there were less than ten men on duty, and sometimes there were none at all. We invite attention here to a statement compiled for us for the purposes of comparison showing the total strength and pay of the city police force in the years 1867, 1878, 1891 and 1902 (Enclosure No. 13).

32. It is but natural that non-official witnesses while recommending an increase to the strength do not agree as to the exact number necessary.

PAY.

33. The Chief Superintendent has proposed to increase the pay of the Commissioner to Rs. 1,800 rising by annual increments to Rs. 2,000 per mensem. The same officer also considers that Superintendents should receive Rs. 400 per mensem, and that the pay of all grades of officers and constables should be increased.

34. With scarcely an exception all who have expressed an opinion consider that the minimum pay of constables should be higher than Rs. 8, and almost all think that there should be three grades on Rs. 10, Rs. 11 and Rs. 12. The Commissioner doubts if a better class of men will be attracted by an increase of pay, but considers it necessary owing to the difficulty now experienced in recruiting men of the required physique and intelligence, and as an illustration of this difficulty our attention has been drawn to the fact that as yet it has been found possible to enlist only about 100 out of the 252 constables sanctioned by Government last June. [*Vide* paragraph 15 (6) *supra*.] It is generally admitted that a constable and his family can scarcely live on Rs. 8 per mensem. Of the few who do not advocate any increase to their pay, one proposes as an alternative to provide free quarters in lines, a subject which will be fully treated under Section V in dealing with control, and another favours an increase provided it is made a condition that only fairly educated men should be recruited.

35. Many consider that the lowest grade of Head Constables should be abolished and the pay of the other grades raised, and that Station House Officers should receive between Rs. 30 and Rs. 50. This latter class of officers will however be dealt with under the head of "Organization." A considerable number of witnesses support a proposal to regrade the Inspectors in such a manner as to improve their position and prospects. The proposals vary in detail, but a good many advocate three grades of Rs. 150, Rs. 200 and Rs. 250, and some a still higher grade of Rs. 300. No witnesses have expressed an opinion against increasing the pay of any of the officers mentioned in this paragraph.

36. There is a very general feeling that the pay of native Sub-Inspectors should be raised, but this is a matter with which we shall deal under the head of "Organization."

ORGANIZATION.

37. Perhaps the most important of the remedies which have been proposed for removing the defects in the present system is that connected with the independence of the Commissioner in his relationship to the Inspector-General, a matter with which we have dealt in paragraphs 5 to 12 *supra*. The proposal is that the Commissioner should again be placed in a position of subordination to the Inspector-General.

38. With one exception, all the non-official witnesses who gave an opinion on the subject support the proposal. The Commissioner and the Acting Inspector-General hold, as might be expected, widely different views, as was at once seen when they gave their opinions on the effect of G.O., No. 676, Judicial, dated 12th May 1900, to which attention has been drawn in paragraph 9 *supra*. This matter is so important that we think it well to let each of these officers speak for himself. The Commissioner writes thus:—

"Prior to 1888, the Inspector-General of Police controlled the city police in the same way as he does that of any mufassal district. This control caused endless worry and a vast amount of useless correspondence. The Inspector-General of Police could not have any control over the Commissioner when acting in a magisterial capacity nor of duties in connection with the Arms and Explosives Acts and the many other duties which devolve upon him in connection with other Acts and Orders of Government. A very anomalous position therefore resulted both for the Inspector-General and the Commissioner. Mr. Giles, an officer deputed by the Government of India in 1887 to enquire into the working of

police of the three Presidency towns, very strongly condemned the system which gave the Inspector-General control of, but held the Commissioner responsible for, the working of the city police, and showed how that system was at the bottom of most of the difficulties and inefficiency of the Madras Presidency Town Police of those days. After considering all these matters Government in passing Act III of 1888 made the Commissioner absolutely independent of the Inspector-General and placed him in the same position as the Commissioners of Calcutta and Bombay, a position in which the Commissioner of Police, Rangoon, has also very recently been placed.

"Matters worked very smoothly after this and very great improvements were made by Colonel Weldon in the city police; but unfortunately in 1898 and 1899 the administration of the city police was not what it ought to have been, grave scandals arose and early in 1900 when I took charge Government was considering the matter and after some demi-official correspondence with me and the Inspector-General, G.O., No. 676, Judicial Department, dated 12th May 1900, was issued, which it will be seen does not invest the Inspector-General with any powers of control over the city police but places him in the position of an advising officer to Government and to enable him to perform this duty gives him certain powers of inspection and of calling for information. I do not consider that this arrangement is likely to work well. It makes the Inspector-General responsible that any matters requiring the control vested in Government to be exercised shall be duly reported to Government. Consequently some Inspector-Generals fearing that they may not report to Government anything that should be reported are likely to worry the Commissioner for reports on the most trivial matters which they may see in the newspapers and which are usually very incorrectly reported. I am strongly of opinion that this order should be cancelled and the Commissioner of Police, Madras, should be allowed to enjoy the same position as the Commissioners of Calcutta, Bombay and Rangoon. To place the city police entirely under the control of the Inspector-General would, in these days when the work of the Commissioner has so enormously increased, make matters absolutely unworkable as could easily be shown were such a ruinous step contemplated."

39. Thus the Commissioner thinks that the order should be cancelled on the ground that it goes too far, whereas the Acting Inspector-General considers that it does not go far enough. The latter writes as follows:—

"There is at present no co-operation between the Madras city police and the mufassal police, which is not as it should be and there never will be, in my opinion, until the city is placed entirely under the Inspector-General."

40. The Chief Superintendent (who is at present also Assistant Commissioner) draws our attention to the fact that up to 1888 the Commissioner was directly under the control of the Inspector-General, and that in that year Colonel Weldon strongly protested as this system of subordination was not found to work satisfactorily. The Chief Superintendent, an officer of about 30 years' service in the city police, is of opinion that the police administration of the city has been better since the passing of Act III of 1888. Others, and among these some to whose opinion considerable weight should be attached, do not agree with him.

41. Besides the reasons given by Mr. Giles and the Commissioner for considering that the latter should be independent of the Inspector-General, other reasons have been given by city police officers in support of the same conclusion. They are—

(1) that the Commissioner is a Presidency Magistrate and as such he is authorized to "strike off" cases as false and to grant remands, and that as magistrate he could not be subordinate to the Inspector-General.

(2) that to place him in a position of subordination to the Inspector-General would have the effect of introducing a system of dual control which would impair the prestige and authority of the Commissioner, and lead to numerous appeals which would be subversive of discipline.

(3) that the present system works well, and that no advantage would result from the proposed change.

42. On the other hand some of those who advocate the change object to the present system on the ground that the head of a department responsible to the Government should not be a direct partaker in the executive functions of the branches he controls. One of the non-officials

who was consulted expresses his opinion in the following words which we quote at length as they appear to represent generally the opinions of most of those who think that the Commissioner should be subordinate to the Inspector-General:—

"The position of the Commissioner of the Madras City Police is unique. He is at once the head of the department directly answerable to Government and the chief of the executive. To combine two such offices in one is an anomaly. His direct superior being the Government of Madras has been fruitful of many evils. The Government of Madras, his immediate higher authority, cannot obtain any representation from different points of view as it would if another authority were interposed between him and the Government. As it is, all that the Government can hope for to obtain about the department and base its judgment upon is the version and statement of the Commissioner who is at once a judge and an apologist of his department. Again it is no easy thing for a machinery, like the Government of Madras, to move in a matter promptly. Where a Commissioner himself falls into an error of judgment or misbehaves, there is no prompt or proper check to the evils likely to result. No Commissioner, unless above human, is likely to report against himself, or take the trouble of altering his first judgment, an act more often misconstrued as a weakness than as a sign of strength. An individual higher authority is the easiest and the best remedy to the present state of affairs. In the few cases in which the Government interfered with a strong hand, the mischief was of such a magnitude as to constitute a public scandal. I think the Government is not unaware of such difficulties and it showed a due perception of them when it gave the Inspector-General of Police a limited power of interference to the work of the city police. (G.O., No. 676, dated 12th May.) For example, I understand that the Inspector-General put a series of questions to the Commissioner on the Broadway murder, on the frequent house-breaking complaints in Washermanpet and such other occurrences. In the first case, it was a sensational murder of a most daring type, and evidently the Inspector-General's attention was drawn by the accounts in the press. In the second case, a report from the residents of Washermanpet is said to have actually reached him. These instances show that only such public and glaring mismanagement can possibly attract the attention of a higher authority, whereas many minor, but not less important, events are likely to go unquestioned. If, however, the Commissioner of Police is made a direct subordinate of the Inspector-General, I am of opinion that the latter officer's healthy supervision will conduce to the better condition of the city police.

"The proposed amalgamation is rendered easier by the fact that the procedure in the mufassal and the city police unlike that in Bombay or Bengal, is the same. Secondly, the Commissioner does not submit a separate administration report of his department, but it is incorporated in the general Police Administration. Thirdly, the accounts of the Commissioner are checked by the Inspector-General of Police. Lastly, G.O., No. 676, dated 12th May, gives some powers of direct interference with the work of the Commissioner to the Inspector-General. These will show that the task is far easier than what it would appear at first sight.

"Again an amalgamation of the city police with the mufassal police has another advantage. It is a well-known fact that the mufassal police have a superior training from the very nature of their work. The work of a Station House Officer in the mufassal can more than favourably compare with that of an Inspector in the city police. The services of some of the most successful officers in the mufassal can be secured for the city and some from the city transferred to the mufassal."

43. It has been pointed out that in respect of his police functions the Commissioner is, as regards the Southern range, in the position of a District Superintendent towards his main range, and that in respect of the Northern range he is in a similar position to that of a District to an Assistant Superintendent, and that he is therefore directly responsible for the prevention, investigation and detection of crime as well as for preservation of the peace; and it is argued that he cannot review the state of the city from a police point of view with the impartiality of an Inspector-General when reviewing the state of a district.

44. It has also been urged that under existing arrangements the Commissioner must frequently find it difficult to punish suitably subordinates who do not merit dismissal but whose further presence in the city is not desirable, and that this and other difficulties of a like nature would be removed if there were a common head to both forces, having power to transfer promote or reduce men from district to city and *vice versa*. In this connection we observe that a former city police officer, who maintains that the Commissioner should be independent of the Inspector-General, admits that the city police badly needs the infusion of fresh blood from the mufassal, though he considers that this could be effected by mutual co-operation on the part of the heads of the two forces.

45. The Acting Inspector-General does not consider that the additional work which would be thrown on him if the Commissioner were placed under his control would be so great as to interfere injuriously with his administration of the district police. It has also been represented that such control would be beneficial to the mufassal as well as to the city. For it has been said by the Acting Inspector-General and other district police witnesses that there is but little co-operation between the city and district police, especially in the matter of watching criminal gangs and habitual offenders ("K. Ds."), and that the city police do but little in the way of informing the district police of the movements of bad characters when leaving the city in order to commit crime in the mufassal. It is said to be a common practice for criminals (whether residents of Madras or not) to commit thefts in the mufassal and then bring the stolen property to the city where it is passed on to one or other of the many receivers who should be, but are not, in the opinion of these officers, carefully watched. In the mufassal much attention is said to be paid to the movements of "K.Ds.", other bad characters and criminal gangs, and during the past few years the preventive sections of the Criminal Procedure Code have been more freely applied in taking security from such persons to be of good behaviour, whereas these sections have been almost ignored by the city police, as will be presently shown under the head of "Prevention and Miscellaneous." The Acting Inspector-General considers that if the city police were placed under the Inspector-General, better control would be maintained over bad characters alike in the city and in the mufassal.

46. In this connection we may observe that, in accordance with the recent Government Order already referred to in paragraph 9 *supra*, the Inspector-General, on receipt of a petition from a number of influential residents of Tondiarpet complaining of numerous house-breakings and thefts that had taken place in the neighbourhood during the last few years, requested the Commissioner to report on the subject. The latter in the course of his reply remarked that, owing to the carelessness of the residents in leaving their utensils in unprotected backyards, "many of the numerous members of the wandering gangs coming in from the mufassal" can steal them with the greatest ease. With reference to this the Acting Inspector-General informs us that the Commissioner never brought to his notice the fact that any wandering gangs had come from the mufassal to the city, that he never asked for the co-operation of the district police, and that he never communicated any convictions of such members for publication in the *Police Gazette*. The Acting Inspector-General and others think that the administration would be improved if the Commissioner were subordinate to the Inspector-General, and apparently the Commissioner and Acting Inspector-General both think that friction will result in the working of the recent Government Order.

47. Those who advocate this subordination do not propose that the Commissioner should have no greater powers than a District Superintendent, and some have suggested that he should be of the rank of a Deputy Inspector-General with special powers; others think that, while subject to the control of the Inspector-General, he might retain most of the powers he now possesses. A few non-officials suggest that the Commissioner should be a member of the Indian Civil Service of about the rank of Sub-Collector, who might aspire to the Inspector-Generalship.

48. To the objection that an Inspector-General with mufassal predilections would not be a suitable officer to control a special body like the city police, it has been replied that this apprehension is purely imaginary, and that an Inspector-General who can control the working of districts so dissimilar as Ganjam, Malabar and Tinnevely, and towns like Calicut and Madura, would have no difficulty in dealing with a city police. And to the objection that the Commissioner can, as Presidency Magistrate, grant remands and pass orders to stop further investigation, the answer has been made that even apart from this question of subordination, it is not proper that the Commissioner, who is essentially a police officer, should, as magistrate, exercise such powers at all.

49. To the objection that the Commissioner is independent of the Inspector-General in Bombay Calcutta and Rangoon, the answer has been made that in any case the circumstances of those cities, especially of Bombay and Calcutta, are very different to those of Madras.

50. As a mean between complete subordination and absolute independence, Mr. Giles considered that the local Inspectors-General might inspect annually the police of the presidency towns and note the result in their administration reports. He thought that the knowledge exchanged would at least enable the two forces to work in unison.

51. Some witnesses propose to abolish the post of Chief Superintendent; others say that he should be replaced by a Deputy Commissioner in charge of the Southern range, thus relieving the Commissioner of all direct charge. Some witnesses recommend the abolition of the post of Assistant Commissioner, considering that a manager on higher pay than the present incumbent might take his place. Colonel Weldon, however, insisted on the necessity of retaining as Assistant to the Commissioner an officer legally competent to undertake such executive duties as might be assigned to him by the Commissioner, and who would not be confined to purely ministerial duties (*vide* paragraph 5 of his letter printed with G.O., No. 1979, Judicial, dated 18th September 1888, Enclosure No. 2). The Government concurred with Colonel Weldon as appears from paragraph 4 of the Order.

52. All the non-officials who gave their opinion, and some officials, consider that the post of Superintendent may be abolished, an opinion entirely at variance with that very strongly held by Mr. Giles and Colonel Weldon. The duties of Superintendents will be found described in Enclosure No. 9, and it is represented that these officers are not competent to discharge one of the most important of these, viz., that of conducting prosecutions in difficult or important cases, as they are all men without sufficient legal qualifications (as will be seen from page 4 of Enclosure No. 10), and are consequently unable to cope with the High Court vakils of whom there are many in Madras. The Presidency Magistrates also consider that the Superintendents and Inspectors are not able to compete successfully with the vakils. As to their duties of holding inquests a number of official and non-official witnesses think that the office of Coroner, abolished in 1889 (*vide* G.O., No. 1205, Judicial, dated 6th June 1887, Enclosure No. 14, and Act V of 1889) should be revived on the ground that such work should not be done by police officers, while others think that it could easily be done by the Inspectors. During the past three years the number of inquests held annually ranged from 225 to 267. As to their duties as prosecutors, the general recommendation is that they should be replaced in this capacity by two High Court vakils on fixed salaries of Rs. 200 rising to Rs. 300. Those who recommend this high salary say that they do so in order that these vakils may relinquish all private practice and become exclusively police officers, subject to the discipline and control of the department, and eligible for pension and promotion to the post of District Munsif.

The Commissioner and Chief Superintendent however do not approve of these proposals on the grounds that the Superintendents do conduct the prosecutions satisfactorily, that they have other police duties to perform which could not be done by vakils, and that the services of the Crown Prosecutor are obtained whenever necessary.

From Enclosure No. 10, we find that, on the 31st of the last March, none of the Superintendents had passed any University examination or any pleader's test, that only two (one an acting incumbent) had passed Parts I and II of the Inspector's test, and that of the others, two had passed neither Part I nor Part II and the other had passed Part II only.

53. From Enclosure No. 9, it will be seen that their other duties lie in the direction of supervision (*vide* paragraph 125 *infra*) rather than of investigation and detection, though the Commissioner says they do investigate important cases. They are all Europeans or Eurasians. Some of those who advocate the abolition of this

post recommend that the number of Inspectors should be increased by four on the ground that the present divisions are too large.

54. The Presidency Magistrates consider that the work of Court Inspector might be done by an officer of lower rank.

55. There is a very general feeling that some change is necessary in the position of the Station House Officer though there are considerable differences of opinion as to the form which this change should take. Just as in the case of the district police with which we have already dealt (*vide* paragraph 113 of our Statement on the district police), so in that of the city also, the opinion is very general that the Station House Officers of the present class are, as a rule, men who are not fitted by social position, character or educational qualifications to be entrusted with the extensive powers conferred upon them by law.

56. In each division there are three police stations, each in charge of a Station House Officer. Attached to each station there is a Sub-Inspector who is the immediate superior of the Station House Officer, and who is a native in the Chief or Central station, and a European or a Eurasian in the other two. The native Sub-Inspector acting under the immediate orders of the Inspector, is also employed in matters connected with investigation and detection in the other stations. This however is in accordance with practice rather than any distinct order. Nearly all the witnesses who expressed an opinion on the subject consider that the position of the Station House Officer should be improved in much the same manner as is mentioned in paragraph 116 of our Statement on the working of the district police. The general recommendation is that he should be recruited from outside the department, that he should not be a Head Constable, that he should be a graduate or under-graduate, and that he should have prospects of rising to the higher grades. The Commissioner is not however in favour of this proposal, as he thinks that the Station House Officer, who has to deal with many petty cases, the investigation of which does not require ability of a high order, should be a man of experience. He would prefer to have two grades of native Sub-Inspectors to be in charge of the detective work of the division, investigate grave crimes, and assist Station House Officers in other cases, and he would provide for their training by appointing them first as assistants to Sub-Inspectors.

57. Some officers think that the office of Station House Officer might be amalgamated with that of native Sub-Inspector, an officer of the latter rank being the "officer in charge of a police station," and that the European and Eurasian Sub-Inspectors should again be called "Sergeants" their duties being exclusively preventive, checking beats and patrols, regulating traffic and keeping order at public meetings. Those who advocate this change point out that the European and Eurasian Inspectors and Sub-Inspectors are, from their position training and nationality, generally helpless in the matter of detection, and that they have in actual practice to rely on their native subordinates.

58. We may deal here with another question closely connected with that just discussed, as it is one on which there appears to be strong feeling among the members of the native community. It is that though the vast majority of the force consists of natives, on whom lies the brunt of the work connected with investigation, detection and "Intelligence," almost all the higher appointments, from the rank of Sub-Inspector upwards, are held by Europeans and Eurasians who, while admittedly superior for enforcing discipline and in maintaining order, are far inferior as investigating and detective officers. As an illustration, it has been pointed out that the Intelligence Department is entirely manned by natives of India. A proposal which has been approved by almost all the witnesses who gave their opinion, and among them European officers, is that a great many more of the Inspectors and Sub-Inspectors should be natives, one officer of long experience in another department considering it useless to have European Sub-Inspectors in charge of stations. As an instance of the unsatisfactory nature of the present arrangements, our attention has been drawn to the very inferior educational attainments of the European and Eurasian staff (*vide* Enclosure No. 10 and paragraph 23 *supra*), and it has been proposed that all Inspectors and Sub-Inspectors should be required to pass the Criminal

Higher, and all Station House Officers the Criminal Lower, Test. It is said that there is too great a tendency at present to exempt Europeans and Eurasians from passing the required tests.

59. Proposals, varying considerably in detail, have been made for strengthening the present Intelligence Department, and for combining with it the detective branch of the force. One officer who has had considerable experience of the city police would hand over to this department all the investigating and detective work of the city, placing it under a native Assistant Commissioner. A non-official witness proposes to have at each station (i) one native Sub-Inspector, one Station House Officer, two first-grade head constables and six constables for detective purposes, and (ii) two European head constables plus the present staff of constables for preventive work. He would also have a European Sub-Inspector to supervise the work of the preventive staff. Witnesses are generally unanimous in advocating the separation of the preventive from the detective and intelligence branch, though their proposals vary in form.

The Commissioner thinks that the detective staff might be strengthened by the addition to each division of a few picked men whose duties would be confined to the detection of crime under the immediate orders of the Inspector.

60. The Commissioner and Chief Superintendent have informed us that the present Intelligence Department is sometimes employed to detect crimes where the local division staff fails or is likely to fail, but that the system does not work well as the whole staff of the division are apt to resent any such intrusion, and look on the Intelligence officers as the Commissioner's spies. If the proposed change which has just been sketched in outline should be carried out, this feeling of jealousy would have to be considered and guarded against, but it must be remembered that the men who now resent such interference are at present both preventive and investigating officers which would not be the case if the system were altered in the manner indicated.

61. Another proposal is that Station House Officers should continue to investigate offences of a minor nature, Sub-Inspectors and Inspectors those of a more serious kind, and the special detective department crimes of a specially grave or difficult nature.

62. There is a very general opinion that the number of stations should be increased, or, if this is impracticable, that there should be more outposts. We were informed that the number of stations was reduced from 70 to 21 some years ago on account of the insufficient number of constables. It is represented that there would be much less rowdiness and crime if outposts were placed here and there, each manned by a few constables, and that if this were done the beats could be very materially reduced.

63. Almost all the witnesses examined have drawn our attention to the evils arising from the prosecution of nuisance and other petty cases by the police, and suggestions have been made to the effect that these evils would be removed or minimised by the institution of Honorary Bench Courts which could try nuisance cases at police stations or other convenient centres, a matter which will be more fully discussed hereafter. During 1901 over 61,000 such cases were prosecuted before the Presidency Magistrates by the police, and it is represented that, as a rule, each such case involves the taking away of the prosecuting constable from his beat or other duty in order to attend the court, which is often at a great distance from his station and where he often has to spend many hours.

64. Another suggestion is that the city should be better lighted, Government contributing a share of the cost, as it is thought that, if this were done, nuisances and crime generally would diminish.

65. It has been pointed out by a number of witnesses that the beats, especially the night beats, are not properly performed, and some account for this by saying that the present strength of the force is inadequate, though others consider that what is more required is a modification of the beat system and greater supervision on the part of superior officers. We enclose a statement received from the Commissioner's office showing how the time of a beat

constable should be spent, and a memorandum prepared by the Acting Assistant Inspector-General giving his views on the beat system as actually carried out (Enclosures Nos. 15 and 16). It will be observed that he lays stress on the necessity for doubling beats during the night, when crime is more frequently committed, as is done in the mufassal towns under Police Order 77. The city beats are doubled between 4 P.M. and 8 P.M., but not during the night. The Acting Inspector-General also considers that beats between 11 P.M. and 3 A.M. should be strengthened. The Chief Superintendent informed us that in the city the constables on night beats pay more attention to the lanes and back of gardens than to the main streets.

66. The Chairman, Harbour Trust Board, informs us that he and the Presidency Port Officer consider that it would be an advantage to have a regular water police as at Colombo and other places for duty afloat. He has not, however, made any proposals to the Commissioner on the subject.

67. One Presidency Magistrate and a former Deputy Commissioner consider that the Deputy Commissioner should have power to grant remands, as was formerly the case.

68. A few propose that there should be more Mounted Police to look after beats, and some think that care should be taken to ensure that the superior officers do much of their supervision on horse-back.

69. The Commissioner has drawn our attention to the fact that the Deputy Commissioner leaves the city police as soon as his turn for promotion to a higher grade in the rank of district superintendent arrives, and he thinks, and others agree with him, that that officer should be allowed to remain in the city police while still receiving promotion in the ordinary course. Others think that officers in the city police who have done good work should be promoted to the Deputy Commissionership.

70. We now summarise the more important of the proposals that have been made to us for remedying the defects which are believed to exist under the present system. They are the following:—

- (1) Placing the Commissioner in a position of direct subordination to the Inspector-General. (Paragraphs 37 to 50.)
- (2) Improving the position of the Station House Officer. (Paragraphs 55 to 57.)
- (3) Increasing the strength of the (i) Reserve and (ii) Ordinary Police. (Paragraph 31.)
- (4) Increasing the pay of Constables and Station House Officers. (Paragraphs 34 and 35.)
- (5) Abolishing the post of Chief Superintendent. (Paragraph 51.)
- (6) Appointing a Deputy Commissioner to have charge of the Southern range. (Paragraph 51.)
- (7) Abolishing the post of Superintendent. (Paragraphs 51 and 52.)
- (8) Increasing the number of Inspectors. (Paragraph 53.)
- (9) Increasing the proportion of native officers and improving their position. (Paragraph 58.)
- (10) Separating the Preventive from the Investigating and Detective staff, and amalgamating the latter with the Intelligence Department. (Paragraphs 59 and 60.)
- (11) Providing lines for Constables. (Paragraph 34.)
- (12) Instituting Honorary Bench Courts for the trial of nuisance cases. (Paragraph 63.)

SECTION II.

"Whether existing arrangements secure that crime is fully reported or require to be supplemented in any way; and, in particular, whether the village officers and the rural police in each province are efficient aids to the city police in the matter of reporting crime, and, if not, how the relations between the former and the latter can (subject to the condition that the rural police in each province must not be enrolled under the Police Act) be improved."

71. There being no village police in the City of Madras, all crime is reported to the police direct or by complaint to a Presidency Magistrate. Reports of crimes can be made to the Station House Officer at one of the twenty-one police stations, or to constables on their beats, or in fact to any police officer who may be at hand. The system of beats, chiefly fixed posts by day and patrols by night, has been referred to under section I, as has the constitution of the police station, and it is clear that any person having to report the occurrence of a crime should, if the beats are duly performed and the stations are properly manned, have but little difficulty in finding an officer to receive his complaint. One of the Presidency Magistrates advocates an increase in the number of stations to afford greater facilities for the prompt reporting of crimes, but, though other witnesses make a similar proposal on different grounds, we have had practically no complaints of difficulty connected with the making of reports, except that it is said to be difficult at times to find a constable at his post. We have been told, nevertheless, that crime is not fully reported by the people to the police, and the reasons given are the dislike of complainants to suffer the inconvenience and trouble inseparable from an investigation, the objection of respectable natives to place themselves and their families practically under the orders of Station House Officers of the present class and a want of confidence in the ability of the police to recover property lost by theft or house-breaking. The police methods of investigation and detection are, it is said, not such as to induce complainants to seek their aid except in serious cases.

72. Further we are told that the police officers, constables on beat for the most part, not infrequently refuse to take notice of complaints made to them, and deter complainants from pressing their complaints by pointing out the trouble they will have to undergo and the probability that they may get nothing for it, and it is said too that complaints received at stations are not all registered and investigated, that Station House Officers will sometimes receive a complaint and record the substance of it on a piece of paper but not in the Crime Register, and if they find that they are unlikely to detect the offence will persuade the complainant of the inutility of proceeding further and will destroy the complaint and make no entry of the occurrence. The officers of the force and the Presidency Magistrates do not think that much crime is hushed up in this way, though some of them say that the investigating officers may now and then from corrupt motives deliberately abstain from bringing criminals to justice by 'shaping' the investigation to suit their own ends, and the Presidency Magistrates think that the registration of occurrence is sometimes delayed until, after some investigation, the police see their way to detecting the case or the pressure of the complainant compels them to proceed further.

73. The police officers aver, that in Madras so much publicity attaches to the work of the police, there are so many lawyers struggling for a living, and there is so much supervision over investigating officers that it is not likely that any crime of any importance can be hushed up against the wish of the complainant. Non-official witnesses however think that there are considerable opportunities for concealing

crimes which the police fear that they will be unable to detect, and they point especially to the present system of reporting occurrences as facilitating such malpractices.

74. The system is this: a crime reported at the station is registered in the crime register by the Station House Officer who is not however, as in the mufassal, required to send any occurrence report to a magistrate or to submit any daily report to his superior officers. Instead of these documents, the Sub-Inspector maintains a diary containing a description of his day's work and the details of crimes registered or investigated at the station to which he is attached; this diary is forwarded, through the Inspector and Superintendent, to the Commissioner or to the Deputy Commissioner according as the station is situated in the Southern or Northern range, and it is by means of it that these officers come to know of the commission of crimes within their ranges; in grave cases only is a special report sent direct to the Commissioner or Deputy Commissioner.

75. The diary will ordinarily reach the Commissioner or Deputy Commissioner within 24 hours of the report of the occurrence, but some witnesses think that none the less the absence of a report immediately following the occurrence gives time to the Station House Officer and Sub-Inspectors to shape the investigation before reporting or, when enquiry shows that to be from their point of view desirable, to omit from the diary any reference to the complaint.

76. These are the reasons generally alleged as leading to the failure to secure the full reporting of all crimes, and the remedies proposed are mainly in the direction of improving the investigating officers, enlisting them from a class of persons to whom complainants of all classes would be likely freely to have recourse, a matter dealt with under Section I. It is also suggested that the supposed necessity for detecting a large proportion of cases reported has a bad effect, inducing Station House Officers to hush up crimes: another suggestion is that the occurrence reports should be sent to a magistrate as in the mufassal immediately a crime is reported and a few witnesses think it would be a useful check on Station House Officers if they were compelled to furnish every complainant with a written acknowledgment of the receipt of his complaint. A few witnesses have suggested that information of the occurrence of all crimes should be reported at once by telephone to the Commissioner. We may say on this point that the evidence generally does not indicate that there is much concealment by the police of serious crime, though in less serious matters complainants may sometimes be deterred from pressing their complaints. Instances have however been brought to our notice in which crimes so serious as house-breaking have, it is said, not been registered, although reported to the police. As to the legal and other aspects of the present system we will have something to say in dealing with Section III; here we are considering only its effect on the reporting of crime.

77. To require the submission of written reports to the Presidency Magistrate or to the Commissioner or to both would of course involve a considerable addition to the scriptory work of a station, which is reduced to a minimum by the present system, and this is a point which must not be lost sight of in considering whether any change is necessary. Excluding nuisance cases and cases instituted by complaint to magistrates, the cognizable cases in the city amounted in 1901 to 2,774 or, say, an average of 132 at each station.

SECTION III.

"Whether the system of investigating offences now in force in each province, the object being to provide for the full investigation of all serious crime, while avoiding interference by the police in trivial matters, is capable of improvement, and, if so, in what manner; and whether the institution of fully organized criminal investigation departments, either Imperial or Provincial, is recommended."

78. Sections 154 to 174 of the Criminal Procedure Code are in force in Madras and govern the investigation of offences there. Each cognizable case reported is registered by the Station House Officer in a crime register, and is reported to the Commissioner of Police, or to the Deputy Commissioner if the occurrence is in the Northern range, by the Sub-Inspector in his diary which is submitted daily through the Inspector and the Superintendent. No report of the occurrence is sent to the Presidency Magistrates, nor does the Station House Officer himself submit any diary or station house report as in the mufassal. In specially grave cases direct reports are sent to the Commissioner or Deputy Commissioner, but ordinarily the report in the Sub-Inspector's diary is the first intimation received by either of those officers of the occurrence of a crime. A statement of crimes reported in the Northern range is compiled daily in the Deputy Commissioner's office and submitted on the following day to the Commissioner. The provisions of section 157 of the Criminal Procedure Code are deemed to be satisfied by the submission of the Sub-Inspector's diary and of this statement to the Commissioner, who is a Presidency Magistrate by virtue of section 7 of Act III of 1888 and specially empowered to receive reports of crimes. (*Vide* paragraph 29 *supra*.) The Deputy Commissioner is by section 8 of that Act a Justice of the Peace, but he is not a Magistrate under the Code of Criminal Procedure, and it may be open to question whether a daily statement of crime, or even the entries in the Sub-Inspector's diary can legally be substituted for the report of the Station House Officer required by the section. It may also be open to question whether, by the system at present obtaining, full effect is given to the word 'forthwith' contained in section 157 especially in the case of the daily statement of the Northern range which does not ordinarily reach the Commissioner until about 48 hours after the report of the occurrence.

79. The course of investigation is watched by the Commissioner or Deputy Commissioner who receives the diaries; when remands are required for the completion of investigations they are ordered by the Commissioner; the Deputy Commissioner used to have the power to remand prisoners, but this has been taken away from him and the power is vested now in the Commissioner alone. It is not until the case is ready for prosecution that the Presidency Magistrate has any knowledge of it. When the investigation shows that the case is false or launched under a mistake of law or fact or that the police are unable to detect the offender, it is the Commissioner who has the duty of directing the stoppage of investigation, and of passing orders to strike the case off from the file of pending investigations. This he does by orders on the diaries of the investigating officers.

80. Investigation is conducted in specially grave cases by the Deputy Commissioner in the Northern and by the Chief Superintendent in the Southern range, in other grave cases by the Superintendents (a late Deputy Commissioner told us that he required his Superintendents to investigate all house-breaking cases themselves), in less serious cases by Inspectors, and in all ordinary cases by the Sub-Inspectors and Station House Officers. The Station House Officer is expected to commence investigation immediately on receipt of the complaint, and the Sub-Inspector when information of the case reaches him, which ordinarily should be

shortly after the report, for it is his duty to be frequently at the station. Inspectors and Superintendents are expected to exercise close supervision over all investigations though they do not except in serious cases make enquiry themselves.

81. It will be remembered (*vide* Section I *supra*) that each Superintendent has supervision over two divisions, and each Inspector over three stations, and that in one of the stations there is a native Sub-Inspector, and in each of the other two an European or Eurasian Sub-Inspector. We are told that originally it was intended that the native Sub-Inspector should be the Inspector's assistant for investigation purposes (he is always stationed at the central or No. 1 station of the division) and that the European and Eurasian Sub-Inspectors should perform the duties of supervising the regulation of traffic, the maintenance of order and peace in the streets, beats and patrols. Now however all the Sub-Inspectors are expected to undertake the duties of investigation, the object being to give them all some training to fit them for the post of Inspector.

82. It is not contemplated that any officer below the rank of a head constable in charge of a station should undertake investigation duties, though of course constables and head constables may be detailed to make specific enquiries under the orders of the investigating officer. In addition to the ordinary staff the Commissioner occasionally, but rarely, deposes an officer of the Intelligence Department to conduct the investigation in specially difficult cases.

83. When the investigation is concluded and there is sufficient evidence against any person the investigating officer charges the case before one of the Presidency Magistrates. The prosecution cannot be conducted by the investigating officer himself, and ordinarily, as we are told by the Presidency Magistrates, no police officer conducts it, the magistrate proceeding on the information furnished by the charge sheets alone; but in grave cases an Inspector or Superintendent conducts the prosecution and in a few special cases the services of the Crown Prosecutor are retained.

DEFECTS POINTED OUT AND REMEDIES PROPOSED.

84. The Deputy Commissioner states that in Madras investigation is more expeditiously carried out than in the mufassal, and quite as satisfactorily. Complaint has been made against one or two features of the system, but it is generally considered that it would work well if the investigating officers as a class were more capable and more trustworthy than they are at present.

85. First it is alleged as a defect in the system that no occurrence report is sent to the magistrate having jurisdiction over the case: this matter has been considered to some extent in dealing with Section II, but as regards investigation it does not seem to be of great importance that a report should be sent to the magistrate. If the report reaches the Commissioner at the earliest possible opportunity, that, it is generally admitted, affords a sufficient safeguard against modification of the complaint or suppression of circumstances alleged by the complainant. But it is urged by several witnesses that the method of reporting to the Commissioner by diary entry only allows time for the shaping of the investigation to suit the ends of the investigating officer, and we were told by one witness of a case in which some alteration was discovered. The diary is sent daily to the Commissioner by the Sub-Inspector, but there is nothing to show when the diary entry was made; it may be some hours after the report of the occurrence or indeed in some cases it may be after the investigation has concluded. In specially grave cases, no doubt, reports are sent at once to the Commissioner or Deputy Commissioner, but this, it is said, is not enough to secure in all cases that the investigation shall be honestly commenced and its progress in its early stages fully recorded. The remedy is of course to require the submission of an occurrence report to the Commissioner in each case, but whether the scriptory work involved in this course would not counteract any benefit to

be derived from it in ordinary cases may require consideration before the remedy is applied.

86. Another defect in the system is said to be the method of dealing with cases which do not advance so far as prosecution before a magistrate: as we have explained, the Commissioner himself passes orders to stop investigation in cases referred to him as being false or undetectable, and these cases do not go to any other magistrate. Some witnesses consider this system objectionable on principle: their view is that the Commissioner as head of the police is interested in seeing that their detection work shows good results, and that it is wrong therefore to give him the power of declaring a case to be false, a power which he might use, though no witness says he ever has done so, to so arrange matters by striking off cases as false, that only a small proportion of offences shall appear in the returns as undetected. Some of the witnesses say they have known of cases struck off by the police as false which have afterwards on complaint been prosecuted to conviction, and argue from this that the power has been misused.

87. A former Deputy Commissioner thinks it undesirable to leave this power with the Commissioner, because it puts him in an invidious position. The Commissioner does not desire to see the present system changed, and points out that to transfer the duty to a magistrate would involve the duplication of records to a great extent: the Commissioner passes orders on the diaries of his subordinates, which of course contain many matters besides the investigation in question, but the magistrate would have to be furnished with copies of all the investigation record separately. The Presidency Magistrates were not unanimous on the subject; but the Chief Presidency Magistrate pointed out that it is always possible for them, if they desire it, to call for all the investigation record, and that this is done sometimes if complaints are made to them against the action of the Commissioner. They told us of a few cases in which complaints had been successfully made after the Commissioner had struck off the case as false, but they did not themselves on the whole think that his power was misused. They say however that a considerable number of complaints are received by them relating to cases declared by the Commissioner to be false. In Madras a party conceiving himself aggrieved by the order of the Commissioner can always proceed by complaint to another Presidency Magistrate, whereas if, as in the mufassal, the magistrate were charged with the duty of passing orders on police applications to stop investigation proceedings, the complainant would have the probably more difficult task of persuading a magistrate to try a complaint in a case which he himself or a brother magistrate had declared to be false.

88. But when the duty is laid on the magistrate there is, we are told, more enquiry made before orders are passed and there is thus less likelihood that a complainant will be dissatisfied with the result: in the mufassal notice is usually given to the complainant before his complaint is struck off the file, whereas the Commissioner in Madras gives no such notice, but passes orders on a diary without, it may be, even looking up the previous diaries to see the course of the investigation. The Commissioner says that, as a matter of fact, parties generally get to know when the Sub-Inspector or Inspector proposes to ask for orders to stop investigation and do sometimes appear to oppose the application before the diary is received: in such cases he hears them before passing orders. But the pleaders whom we examined do not think that the parties have sufficient intimation of the intentions of the police, and it is difficult to see how they can acquire such knowledge in any large proportion of the cases. These witnesses would not be satisfied with the adoption of a system by which the Commissioner should give notice to complainants in all cases, though they admit that that would mitigate the evil of which they complain. Orders to strike off as false are not however passed in any large proportion of cases as may be seen from the statement we obtained from the Commissioner's office (Enclosure No. 17), and on the whole the impression left on our minds by the evidence is that the objection of the non-official witnesses is rather one of legal principle than based on any actual miscarriage of justice.

89. Besides these defects in the system witnesses allege other defects in the present manner of working—and notably in the class of persons entrusted with investigation. The remedy proposed lies in the improvement of the class of Station House Officers and Sub-Inspectors, a matter dealt with by us under Section I.

90. All classes of witnesses tell us that for investigation and detection work the European Sub-Inspectors and Inspectors are with rare exceptions of little use: they are hampered by their nationality: they cannot go freely into native houses, and cannot obtain information as can their native brother officers. It is desirable, most witnesses think, to leave investigation as a rule to native officers, though it has been pointed out that European complainants, of whom there are many in Madras often prefer to entrust the investigation of their cases, chiefly thefts from the house or garden, to an European Inspector. One police officer suggests that a want of supervision over subordinate officers, which he has noticed, may be due partly to the fact that European and Eurasian Sub-Inspectors charged with investigation duties have to rely on their subordinates for information, and are for this reason unable to maintain discipline among them; that they are in fact to a great extent in their hands.

91. As remedies, proposals have been made to increase the staff of native investigating officers and to separate the investigating and preventive branches of the department. The Commissioner and a former Deputy Commissioner, however, think that European supervision even over investigation is necessary, and that European officers should not be relieved of the duty of supervising this work.

92. Two defects have been brought to our notice in the method of preparing the record of investigation. Though Station House Officers are supplied with note books, these do not contain all the details of investigation: in the mufassal the note book is to contain a concise account of all proceedings and every information obtained, and attention is particularly drawn to the importance of entering every fact elicited in the investigation of a case (Police Order 135). But in the city the same importance does not seem to be attached to this document: we have before us a letter from the Commissioner to the Inspector-General in connection with the investigation of a murder case in which he writes:—

"There is no standing or other order forbidding police officers to record statements otherwise than in their note books: it is not, as a rule, for the police to record statements. Section 16 Criminal Procedure Code, says 'may examine orally' and the words 'and may reduce into writing any statement made by the persons so examined' which were in the old code have been omitted in the present one. If a police officer does record a statement his note book and diary would be the natural and proper places for it."

93. We saw the note books kept by the Station House Officers at two stations and found that the books supplied, one of which had lasted a Station House Officer for about a year, were of a size which could hardly have sufficed for one month's entries in an ordinary mufassal station. The Inspector explained to us that in the city nearly all the investigation is done at the station, and hence it is unnecessary to use the note book: information received can at once be recorded by the Station House Officer in the diary. It of course matters little where the information is recorded, provided that it is not on loose sheets of paper which can be destroyed or tampered with, but the note book seems as convenient a receptacle as any for the entry of all information received. The Commissioner does not perhaps mean that the police are not to record every fact elicited but only that they are not bound to record the words of the statements made to them. The witnesses (mostly pleaders who have drawn our attention to this point seem to think, however, that matter which ought to be recorded are sometimes not recorded at all.

94. The other defect is that the registers being kept in Tamil, supervising officers if Europeans or Eurasians may find some difficulty in scrutinizing the progress of an investigation as recorded and it is suggested that the crime registers and diaries should be kept in English. It is replied that though Station House Officers

generally be able to write English, the head constables who may at times have entries in the registers may be unable to do so in any language except Tamil. This kind of inconvenience was pointed out by non-official witnesses only, and not by any officer of the police.

95. On witness, an European non-official, who has resided many years in Madras, complains that the methods of investigation employed by the police are frequently inefficient and wanting in common sense. This is rather a matter of training, and of the class of men entrusted with investigation, and no specific remedy is suggested.

96. A matter connected with the investigation of crime is the system of holding inquests. In Madras this work is ordinarily done by Superintendents and occasionally in their absence by Inspectors. Many witnesses would prefer to see this duty taken from the police and entrusted to a Coroner of the medical or legal profession. The Coroner's office was abolished in 1889, but these witnesses think it should be revived. Their view is that the police are interested in showing the smallest possible amount of crime in the city, and so may be led to return as accidental or suicidal a death which is really due to homicide. One police officer thinks it would be as well to employ some agency other than the police for this work, but others as well as some non-officials are satisfied with present arrangements, and consider that inquests are generally satisfactorily conducted. The police officer holding an inquest is assisted by a jury, but the jurors are said to be as a rule incompetent nonentities. One or two witnesses think that inquests might be held by Inspectors, but the suggestion is made to pave the way for the abolition of the office of Superintendent (Cf. paragraph 52 *supra*) rather than from any feeling of dissatisfaction with the present officers.

97. There remains for consideration how far the present system of investigation involves undue interference by the police in trivial matters.

98. The considerations applicable to the mufassal police apply in this regard equally to the city of Madras, except that in the city there are no village magistrates to whom complainants can be referred in petty cases of theft, nor is there in the city any definite rule, so far as we know, laying down the cases in which investigation may be refused. One witness (a pleader) has made suggestions, similar to those made in the mufassal, for the discouragement of police interference in petty affrays, family disputes and what he calls *quasi* criminal cases, such as breach of trust and trespass (*vide* paragraphs 198 to 202 of our Statement on the district police), but there seems to be no general feeling that the city police occupy themselves too much with these matters.

99. There is, however, a large body of opinion that the police not only waste their time, but are guilty of a good deal of misconduct, in connection with the apprehension and prosecution of persons committing nuisances and breaches of the provisions of the Police Act. There is said to be much petty exaction and extortion in such cases, and for the prevention of these the principal remedies suggested are, better supervision by superior police officers, and the appointment of the so-called "Vigilance Committee" to which reference is made elsewhere (*vide* paragraph 129 *infra* under Section V). It has also been suggested that the municipality should be left to deal with cases of nuisances, municipal peons being for this purpose armed with the powers of police constables, or that a number of constables should be detailed for duty as conservancy police, to be at the disposal of the President of the Municipal Commission. This matter will be dealt with again under Section V in considering the question of the control of such forces.

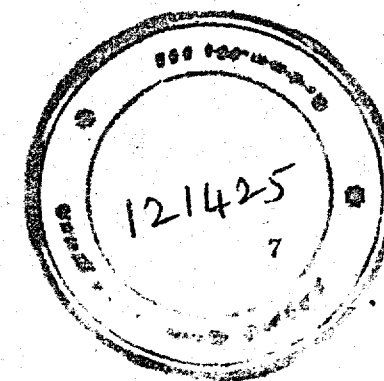
100. Connected with the investigation of offences is the power of remanding prisoners to custody during the progress of investigation, a power at present, as we have stated, vested in the Commissioner who has also the power of releasing such prisoners on bail. The Commissioner does not desire to be deprived of this power, though one of his predecessors thinks that it might preferably be vested in the other Presidency Magistrates;

he says that the Commissioner might occupy his time to better advantage and that many people do not like the present system. Some witnesses think that prisoners would be more often released on bail if the magistrates exercised this power, but there is no strong feeling that any change is required: one or two officers think the power should be restored to the Deputy Commissioner, but the Commissioner states that he himself can without inconvenience do all that is required in this matter. The application for remands, he says, come to him daily in the diaries of his subordinates, and he can pass orders on them without any great amount of extra labour; it may be questioned whether these diaries fulfil the requirements of section 167 (1) of the Criminal Procedure Code.

101. Prisoners under remand are kept in custody in the Justices' jails attached to Presidency Magistrates' Courts or in police lock-ups, or in a few cases, *e.g.*, in murder cases, in the Penitentiary. The Justices' jails are under the supervision of the Court Inspector and are guarded by the police, and the lock-ups are attached to police stations. A former Deputy Commissioner thinks that the police should not have the duty of guarding prisoners under remand, but no witness has alleged the occurrence of any police malpractices in these jails. The Commissioner points out that prisoners in the Justices' jails are in his custody, and that he is a magistrate, but that he exercises his powers through police officers and not through guards of another department.

102. The question of a Criminal Investigation Department presents itself in much the same aspect in the city as in the mufassal, and no witness advocates the creation of an Imperial Department. A Provincial Department, so far as its detective work is concerned, would in Madras City meet with one difficulty which is not found in the mufassal, the difficulty of working with an entirely independent department, uncontrolled by the Inspector-General. The cases, however, in which the Provincial Department would be required to interfere with investigations in the city would probably be few. The Commissioner and other officers do not advocate the creation of a new department, though as has been stated in dealing with Section I, suggestions are made for the extension and improvement of the present Intelligence Department of the City Police.

103. The improvement of investigation in the city then as in the mufassal chiefly depends, according to the evidence which we have obtained, on improvement of the investigating officers and the supervision exercised over them.



SECTION IV.

Whether the form of statistical returns now adopted is satisfactory or capable of improvement and whether the use to which such returns are now put as tests of police working is appropriate or not."

104. We have not received any suggestions for the improvement of the statistical returns. The few witnesses, who have given their opinion as regards their suitability, consider them to be satisfactory.

105. The question "whether the use to which such returns are now put as tests of police working is appropriate or not" is answered thus by the Commissioner:—

"We do not use the statistics as a test of police working except to a limited extent and I do not consider that statistics should be by any means the sole test employed."

He thinks that there is hardly any suppression of reports of cases in the city "where there is so much publicity about police procedure, and so many lawyers, reporters, etc., that suppression of report by the police is almost impossible."

The Presidency Magistrates do not quite endorse this opinion —that suppression of cases by the police is almost impossible

—while the non-official witnesses are generally at variance with it. The former think that though there is not much hushing up of crime the fear of non-detection tends to non-registry of cases at the time of report even though this may be followed by investigation and registration, and that there is a general feeling among constables that they will be found fault with if they fail to prosecute a fair number of nuisance cases. One of them goes further, saying:—

"There is a good deal of reluctance on the part of the Station House Officer to register all crimes reported owing to the prevailing practice of testing ability and merit by detection. Cases detected before report is made to the police are freely registered. It is believed that there is a tendency not to register the other classes of cases."

And he implies that the city police are under less restriction in the matter of registering crime than is the case in the Presidency generally, because there are no village officers in the city to report the occurrence of crimes on behalf of the people, and the police are not obliged to report cases at once to the Presidency Magistrates: they are therefore more at liberty to select what cases they will

register and investigate than are the mufassal police. The non-officials are more emphatically of opinion that the percentage of detection of cases (to cases reported) is believed by the rank and file of the police to be the ultimate test of their work, and that many cases are not registered and investigated, while false elements are introduced into cases and false cases are concocted.

106. The Commissioner, the supreme authority, having stated that the percentage test is not the sole test which is applied to police working in the city, it can scarcely be said that it is; but there is abundant evidence that it is *believed* to be the real test and that, in consequence of this belief, many cases which are difficult of detection are not registered by the police. One witness sums up the matter as follows:—

"In my opinion the statistical test now applied to police work must be dispensed with and the efficiency or otherwise of a police officer must be left to be determined by the general opinion of his work which his immediate superior with his close and correct knowledge of it must be able to form. It is now possible to show a high percentage of detection by suppressing reported cases which are difficult of detection and including minor and insignificant ones which may be true or false, but which it will be easy to show as detected."

107. While the percentage test, by which the number of cases which are registered should be the smallest possible and the greatest possible number of these should be detected, is believed in practice to be the ultimate test of police work in respect of crime, the test which is believed to be the one applied in respect of nuisances is somewhat different in that the number of these should be the highest possible.

108. A representative non-official witness says—

"It is a general opinion that a good deal of police oppression and concoction of false charges are due to some rules in the department making it incumbent upon the constables to procure a certain number of cases every month, and in cases of failure to procure such required number, they get black marks, etc. I believe the work of the constabulary ought to be judged by the nature of the work they turn out and by the peace and security people enjoy in their circle, and not by the number of detections and convictions."

Conviction of cases of this class, we may note, is said to be an easy matter, the only evidence required as a rule being that of the police constable who makes the arrest.

109. Although we have not seen any rule or order such as has been mentioned (there is no city police order book), yet we have been told by an officer who recently held the post of Deputy Commissioner that it has been the practice to require the constables to prosecute a number of nuisance cases in every month. He justifies the practice on the ground that the number of cases of nuisance of all kinds which are actually committed every day is said to be enormous, while those noticed by the police form but a fraction of them, so that a constable who does not bring in a fair number of cases (and get them convicted) furnishes *prima facie* evidence of his own neglect.

110. The effect of judgment of work by means of this kind of test is however said to be very mischievous and oppressive to the people. We will touch on this point again under Section V, when dealing with the question of supervision and control, and it will be sufficient to note here that whatever may be its advantages for gauging a constable's activity and attention to duty, one result of applying this test is generally believed to be oppression of the people. If this is so, the test cannot be said to be altogether appropriate.

SECTION V.

"Whether the general supervision exercised by the magistracy over the police, and the control of the superior officers (including inspectors) over the investigation of crime are adequate to prevent oppression on the part of the subordinate police; and, if not, how they can be made so."

111. The Madras City Police Act invests the magistracy with no powers of supervision over the police. It is the Commissioner who exercises over his subordinates the powers which are exercised by the regular magistrates in the mufassal. The Presidency Magistrates say on this point:—

"The Presidency Magistrates are purely a judicial body and exercise powers only under Chapters XX, XXI, XXII, and XXIII of the Code of Criminal Procedure. They therefore exercise no general supervision over the police. All such powers are exercised by the Commissioner himself. It is to him that first reports of crime and the result of subsequent investigation are sent, and referred charge sheets are also submitted to him for orders. The magistrates therefore are not in a position to know whether cases are generally investigated properly or not, nor do they issue any orders to the police as regards detection and investigation as is done in the districts. Their experience is confined to cases that come up before them for trial and committal to the sessions of the High Court."

And the Commissioner says,—

"The Commissioner of Police is ex-officio a Presidency Magistrate and the supervision expected of magistrates in the mufassal over the district police, is exercised by the Commissioner in Madras. The control by the Commissioner and Deputy Commissioner over the investigation of crime in Madras is, I consider, sufficient."

112. Investigation of crime in Madras, unlike Calcutta and Bombay, is governed by the Criminal Procedure Code. But it is the Commissioner who, as Presidency Magistrate, receives the first reports of crimes, strikes off false cases and passes orders on cases investigated by the police and found to be undetectable; and he remands all prisoners. Reference may be made here to Government Order No. 1271, Judicial, dated 13th August 1898 (Enclosure No. 18). The Chief Presidency Magistrate brought to notice that since the passing of Government Order No. 1443, Judicial, dated 15th July 1893, the City Police had not been carrying out the requirements of Section 157, Criminal Procedure Code, in that they did not "forthwith send a report" to a magistrate empowered to take cognizance on receiving information of the commission of an offence, and that they did not report the result of their investigations to such magistrate in false cases as required by Sections 157 (b) and 173 of the Criminal Procedure Code. He said:—

"There can be no doubt that in Presidency towns the Commissioner of Police is the proper officer to receive all such reports and to pass orders on false cases, but at present he is not empowered to do so in Madras, and the present procedure is not in uniformity with the law." He concluded:—

"If the above views are correct, all that appears to be required to make the present practice in the City Police conformable with the law would be for the Commissioner of Police to be empowered to receive reports under Section 157, and in false cases under Sections 157 (b) and 173, Criminal Procedure Code, also to pass orders upon them under Section 159, and, where bail is concerned, under the last paragraph of Section 173. This, I think, could be done by the Governor in Council under the power vested in him under Section 7, Act III of 1888."

The Government expressed entire concurrence in the views thus expressed by the Chief Presidency Magistrate, and issued the notification quoted in paragraph 29 *supra*. It will thus be seen that the powers now exercised by the Commissioner in his capacity of magistrate are precisely those which the Government wish him to possess and to use.

DEFECTS POINTED OUT AND REMEDIES PROPOSED.

113. The non-officials are of opinion that the powers thus conferred on the Commissioner should be curtailed. A few think that the Chief Presidency Magistrate should have the same relation towards the Commissioner as the mufassal District Magistrates have towards the Superintendents of Police, and that a duplicate copy of the first occurrence report should be sent to the Presidency Magistrate as well as to the Commissioner; while one would have the first reports of crime made to the Presidency Magistrate, and not to the Commissioner, for the reason that the former would scrutinize them better than the latter and would also act in respect of them independently of the police. Some say that reports of crime should be made at once to the Commissioner, and not on the following day as at present. But there is stronger expression of opinion in the matter of the disposal of the "referred charge sheets". The general (non-official) feeling was conveyed to us in the following manner during consultation with some members of the legal profession:—

"We are unanimous that the power to 'strike off' cases as false should be left to the Presidency Magistrates. We are unanimous in thinking that it is the practice for the Inspectors to send up in one diary batches of cases to be struck off as false or as undetectable, and that orders are passed on them without any scrutiny. We believe that numbers of cases are recommended to be struck off as false simply because they are undetectable. Notice is not given to the complainant of the orders passed on the recommendation made. We can mention some cases within our knowledge of complaints being made in respect of cases struck off as false or undetectable which afterwards ended in conviction. It would, to some extent, remedy the evil if the Commissioner as magistrate were to send notice to the complainant before striking off cases. But the real remedy lies in leaving the duty to the Presidency Magistrates. Although many cases are recommended to be struck off as false, prosecution is seldom asked for or sanctioned."

Another witness who considers the present system a "fruitful source of corruption" suggests that when an order 'to strike off' a case is applied for by an Inspector, the Deputy or the Assistant Commissioner of Police should send for the parties and "enquire into the matter satisfactorily," and report the result to the Commissioner for final orders.

114. The non-official opinion that it is easy for the police to obtain orders from the Commissioner to strike off as false a large number of cases, and that prosecution for making a false complaint is made in very few of these, is to some extent emphasized by the fact—which has been pointed out—that 324 cases were struck off during last year as "maliciously false" and that prosecution was not resorted to in even one instance. In connection with this point it has been said by a police officer that although prosecutions for making false complaints are rarer than in the mufassal, there is less difficulty in dealing with them owing to the fact that in the latter complaints are almost invariably received through village magistrates, persons who complain falsely to a village magistrate not being liable to prosecution under section 182 of the Indian Penal Code. In the city, complaints are generally made direct to the police and this particular difficulty does not therefore exist.

115. Official opinion in respect of nuisance cases is that the police should take up far more of these than they do; the non-officials on the other hand are in substantial agreement that the police take up far too many and that their zeal in this direction should be discouraged. The one opinion emanates from a belief that the city is not as clean as it should be, and that it would be cleaner if the police were more vigilant; the other from a belief that the police cause much annoyance and oppression to the people in connection with these cases, wasting their time which should be better employed, their power being used by them as a means for supplementing their income as well as for the purpose of evading duty. Being under compulsion to take up a certain number of cases, they arrest and subject to much annoyance people who should not be prosecuted, and they charge people falsely (this is said to be very common) either to make up their number of cases, or for

the purpose of extorting money; and when they wish to evade the monotony of beat duty, they take up a case which, happily for them, involves a rest of some hours under the trees in the compound of the Presidency Magistrate's court.

116. It is said by some of the non-officials that there would be amelioration of these evils if there were appointed Honorary Bench Magistrates, who would sit daily or twice or thrice a week at the different police stations, or at certain convenient centres of the town, for the purpose of disposing of nuisance cases.

117. Many native gentlemen would, we were informed, gladly accept the position and discharge the duties of honorary magistrate. A bench composed of these would, it is believed, exercise salutary check on all police misdoings in the matter of nuisance and the like cases coming before them; they would be in a better position to deal with them, having greater local knowledge and experience and more leisure than the Presidency Magistrates. Much of the oppression is said to fall on the poorer classes of the people, jutka drivers, women selling grass and coolies of all sorts, from whom petty sums are exacted, and it is thought that the appointment of Honorary Bench Magistrates to try nuisance cases, frequently quite unnecessary and in many instances altogether false, would be the best means for protecting the poor who are unable to help themselves.

118. A witness who may be said to express the general feeling of the non-officials informed us as follows:—

"It is well known and admitted on all hands that the vast majority of the public are not dissatisfied with the police so much for the non-detection of crime or the non-performance of their other duties as for the positive injury they do to the community by their 'zolum' as they call it. It consists of petty annoyance to the poor and the illiterate by means of threats, petty assaults, vexatious complaints, blackmailing, &c., by the constables for the purpose of getting a little 'bucksheesh.' This unpopularity of the constable is much to be deplored and his vagaries must be promptly put an end to."

Other remedies.

119. Other suggestions for the removal of these evils are:—

(1) Placing the authority to deal with nuisance cases entirely in the hands of the municipality;

(2) Handing over or lending a staff of the police to the municipality for the purpose of preventing and prosecuting these cases;

(3) Careful investigation of each case by a Sub-Inspector before prosecution is made, limiting the powers of arrest to police officers of and above that rank; and

(4) Conferring on Inspectors and Sub-Inspectors the power of discharging offenders with a warning.

With regard to (1) opinions of a forcible character are that an arrangement of this kind would bring on the poor people still greater evils. The Commissioner is on the side of those who are unfavourable to this arrangement saying that if more public latrines were provided, and if the municipal peons were asked to warn people committing nuisances, there would be fewer nuisances and fewer prosecutions. And as to (2) there is perhaps a fairly equally divided opinion, those who are in favour of it declaring that the staff of police lent to the municipality should remain under the Commissioner for purposes of discipline and general control. The duty of preventing nuisances is said to be one which properly devolves on the municipality, and if there could be devised some definite system of dual control over the police staff devoted to municipal duties, conservancy work would be done more effectually than at present, while the city police would be in a better position for maintaining the peace, preventing and detecting crimes, and at the same time would be relieved of much of the opprobrium which now attaches to them. There is not much to be said as to (3). Nuisance cases are, as we have already stated, generally convicted on the evidence of the constable who makes the arrest, and it is said to be rarely possible to make a regular enquiry and prove each case before a charge is laid, there being difficulty in obtaining the evidence of independent witnesses. The number of cases which could be taken up by Sub-Inspectors and Inspectors would necessarily be very few and have little effect on the sanitary condition of the city.

120. We now turn to the question whether the control of the superior officers of the police over the investigation of crime is sufficient to prevent oppression on the part of their subordinates, and, if not, how it may be made so. We have in dealing with Section I described the course of legislation by which the control of the city police was removed from the Inspector-General who held it until 1888, and was vested in the Commissioner subject to the orders of Government: and we have also quoted the Commissioner's account of the powers of punishment and control possessed by himself and his subordinate officers. It is enough to say here that the Commissioner has full powers of appointment, and of punishment by fine (limited to one month's pay), reduction, suspension and dismissal, and that the Deputy Commissioner is empowered to fine or award black marks to the men of his range, subject to appeal to the Commissioner.

121. We are in some doubt as to the powers of punishment possessed by the Chief Superintendent. The Commissioner in one letter writes that this officer, whom he styles "the Assistant Commissioner, Mr. Upsdon", and who, he says, has charge of the executive duties in the Southern range, has power to award in that range black marks, extra drill, stoppage of house turns, or fines up to one rupee, subject to appeal to the Commissioner. But in another letter he has told us that the Chief Superintendent has no powers of punishment; and in conversation with us he said he did not think it necessary, and that probably it might lead to undesirable results if any of the officers from Chief Superintendent downwards were given any such powers. The Chief Superintendent himself informed us that he has the same powers, but under some restrictions, as the Deputy Commissioner in respect of punishment of his men.

122. The existence of oppression by the subordinate police is generally admitted and needs no discussion. We therefore proceed to state the various remedies which have been suggested for improvement of control by their superior officers in connection with the investigation of crime. Many proposals made by officials and non-officials have already been discussed under the head of organization, and it is unnecessary to enumerate all of them here though many of them were made, partly at least, with a view to making the control of the superior officers more adequate than it is at present. It will be better to hear first what the officials have to say in this matter, and then to turn to the non-official view.

123. Subordination of the Commissioner to the Inspector-General has been mentioned already under Section I as one of the remedies, but we state here some additional reasons for applying this remedy which have been advanced by some witnesses, and which we have reserved for this section as having a special bearing on the subject of control. These reasons are—

"Police work in the city is far behind that in the mufassal. . . . Fresh blood is badly wanted. . . . Supervision in all preventive work is very lax. . . . The number of unexecuted warrants in the city during the last half of 1901 was about one-fourth of the total for the Presidency. The flagrant cases of systematic oppression by a Sub-Inspector and an Inspector who were sentenced to imprisonment are instanced as indicating laxity of supervision."

These evils or disadvantages are expected by these witnesses to be more or less completely removed if the Commissioner is made subordinate to the Inspector-General. The city police officers do not admit that these evils, if they exist, are due to want of control resulting from the independence of the Commissioner.

124. Some officers suggest that quarters should be provided for the Deputy Commissioner about the centre of his division, say, near the High Court. At present he is obliged to live in the Northern end of Rayapuram, the only place in his division (within which he is required to reside) where he can procure house accommodation. It is said that the situation is very unsuitable and inconvenient to the public, and that it is practically impossible for a Deputy Commissioner living there to supervise his men effectually.

125. Another suggestion is that crime should be registered first by the Superintendent, but no one has explained how a desirable arrangement, such as this would be in connection with investigations, could be made workable. The Chief Superintendent and the Assistant Commissioner are said to be now merely office men, and it is urged that their duties should be executive. The latter used to be an executive officer and supervise investigations in important cases; and he should now fulfil the same functions. It is also proposed that the European and Eurasian Sub-Inspectors should again be called Sergeants, as they used to be, and that their duties should be strictly preventive. Crimes should not be reported by them in diaries, as they repeat merely what the Station House Officers tell them. The Station House Officer who makes the investigation and who is responsible for it is the proper person to report cases. Lastly, that the constables should be housed in lines near their stations in order that they might be under much better control. Two Deputy Commissioners and many other witnesses support this suggestion, but the Commissioner does not appear to be in favour of it, thinking that the men would prefer to live in their own houses with their families. He is, however, of opinion that it would be well to give the European Sub-Inspectors and Head Constables living accommodation within their section.

It has been brought to our notice that the Superintendents, who until a few months ago were called District Inspectors, being of the same class of life as their immediate subordinates, are not likely to play a very useful part in the matter of supervision over them (*vide* paragraph 53 *supra*). An officer, lately in the city police, informed us that none of the Division Inspectors was fit for promotion to the rank of District Inspector, and he considered that officers of the latter rank should be men of a better class who could aspire to a Deputy Commissionership.

126. Turning now to the view of the non-officials, we can, perhaps in the best way, delineate what they see in this matter by quoting from one of them, whose description is fairly representative:—

"It is my opinion that there is a good deal of deterioration both in the lower and the upper grades of the police staff at present. Rowdyism is rampant in the city and burglaries have become more frequent and detections are few and far between. People find that they and their property are more insecure at present than they were some years back. I believe this state of affairs is due to the inferior sort of men in the lower grades and want of supervision on the part of supervising officers and their want of touch with the lower grades. I think this can be remedied."

"There are" another says, "acts of tyranny seen by the public on every day, but because they cannot prove their allegations as against the constable and because they do not wish to be put to the annoyance and trouble of being dragged from their work, they merely pass it by with a muttered curse on the policeman." We need say no more on this point and will now proceed to mention the remedies suggested which have not been mentioned already.

127. These witnesses say that there should be two Deputy Commissioners, one of them a native of India. One reason for advocating this change is that, besides affecting improvement in supervision, it is often found to be necessary to secure the presence of a high police official at a temple on certain occasions of difficulty; and at present there is no such official. European Sub-Inspectors are said by some to be altogether unnecessary, while others would have them exercise functions of a preventive character only. Detection should be left entirely to natives. A retired Assistant Commissioner writes:—

"There is too much of the Eurasian element in the higher grades, *i.e.*, in the grades of Inspector and District Inspector (now Superintendent). They are absolutely useless for purposes of detection."

And he complains of want of supervision to prevent corruption. Some urge that the Commissioner and Assistant Commissioner should constantly "patrol the provinces of their jurisdiction at stated periods when they will know personally the actual working of the police." Thus they will know the needs of the people and be able to 'adjust their necessities.' Some consider that officers of the rank of Inspectors and upwards should do more of their work on horseback.

128. The non-official witnesses are in agreement with those officials who think that constables should be given house accommodation in lines, if possible near their stations. It is said that many false cases are launched for the purpose of extorting money, and that the truth of this may be seen by the number of cases which are now dismissed before trial for want of parties or evidence for the prosecution, while prosecutions for making false complaints are very rare. And it is believed that employment of properly qualified police prosecutors would modify or remove the evils which have been mentioned; for example false cases would not be placed before the courts.

129. A suggestion on which most of the witnesses are agreed is that there should be a "Vigilance Committee," to supervise the police. One describes what this should be in the following words:—

"It should be composed of a number of European and native gentlemen of position and standing in the city who may be willing to undertake the honorary duty as a Vigilance Committee and whose duty it will be to note down in the policeman's beat book whatever misdemeanour they have observed in him. As those gentlemen have occasion to move about all parts of the city and at all hours, they more or less see the policeman at his ease and as he does not know who the gentlemen may be he does not care to be on his guard and thus gives an opportunity for his malpractices being observed. Notice should be taken by the Inspectors every day of such entries made in the constable's beat book and an explanation called for from the man, a copy of the final order passed being communicated to the gentleman who had noted the fault. By accepting this suggestion, the malpractices of the policeman will be greatly put down as he will be afraid that some one of the Vigilance Committee may be present to observe his conduct. Several gentlemen including some Inspectors of Police whom I have consulted, approve of this suggestion."

Some say that such a committee should consist of about fifty members. One approves of a committee in the native but not in the European quarters of the town, as the Europeans "take no interest in municipal matters." It is said by most of those who mentioned this suggestion that a suitable committee of fifty members could be found easily. They should be appointed "by the Commissioner or the Government." We may mention that some of the official witnesses, whose opinion should be most valuable, informed us that a body of the kind would not exercise any useful supervision. There might be two or three active members, but most of them would do nothing.

SECTION VI.

"Whether the existing organization of the Railway Police, its operation as between provinces and states, and its connection with the City Police are in a satisfactory condition, and, if not, what improvements can be effected."

130. There is very little to be said under this head. Reference may be made to Act III of 1898: "An Act to amend the Madras City Police Act, 1888," and the Notification No. 383, dated 7th September 1898 (Enclosure No. 19). The object of this Amendment Act and the Notification was to take from the Commissioner all authority within railway premises and vest it in the Inspector-General. They provide for the exercise of authority within these limits by the Superintendent of Railway Police and the Assistant Superintendent who shall, with one proviso, "exercise all the powers of the Commissioner of Police" under the Police Act.

131. All the city police officials who were examined by us pronounced the connection and intercommunication between the Government Railway Police and the City Police to be in a satisfactory condition, and no witness made any suggestion to us for the improvement or alteration of the present system.

SECTION VII.

"Whether the career at present offered to natives in the police in the city of Madras is sufficiently attractive to induce the proper stamp of men to enter it; and, if not, what steps can be taken to remedy this evil, consistently with the recognized measure of necessity for European control."

132. Opinion is practically unanimous that the career at present offered to natives in the city police is not sufficiently attractive, and in discussing the question raised under Section I we have mentioned most of the remedies which have been proposed. We may refer also to paragraphs 289 and 291 of our Statement on the administration of the district police, the substance of which is applicable to that of the city.

133. It has been forcibly pointed out that native Sub-Inspectors are confined to the lowest grade (Rs. 50), while European and Eurasian Sub-Inspectors are all of the higher grades (Rs. 80, Rs. 90 and Rs. 100), and that the only promotion that these native officers on Rs. 50 can ever hope to receive is to the grade of Inspector (Rs. 130 and upwards); and of this they can have but small hope as only two out of the twelve Inspectors are natives, and all the Superintendents are Europeans or Eurasians. One result of these poor prospects is said to be that no sooner does a native Sub-Inspector gain experience of the city police and become a valuable officer than he tries to better his prospects by procuring transfer to the mufassal, or by seeking employment elsewhere. We invite attention to paragraph 28 *supra* in which the Commissioner gives reasons for restricting native Sub-Inspectors to the lowest grade, but it is urged that, whatever the case may have been formerly, the native Sub-Inspector is now much more than a Chief Constable, and discharges not the least important of police duties. It is urged that it would not only make the career more attractive to natives, but that it would also increase the efficiency of the force, if the other grades of Sub-Inspectors were thrown open to natives, and if they were freely admitted to the higher ranks.

134. It has been strongly impressed upon us by numerous witnesses that the higher posts are filled almost entirely by Europeans and Eurasians, as appears from the following figures showing the present establishment:—

					Europeans or Eurasians.	Pay	Natives of India.	Pay.
						RS.		RS.
1 Commissioner ...	...	...	...	1	1,500	...	...	...
1 Deputy Commissioner	...	...	...	1	700 + 100	...	...	...
1 Assistant Commissioner	...	...	...	1		1	350	
1 Chief Superintendent	}	(present incumbent is also an Assistant Commissioner).	...	1	400 + 25	...	...	...
					plus free quarters.	...	...	...
4 Superintendents	...	...	...	4	300 + 15	...	...	...
4 First-class Inspectors	...	...	...	3	200 + 15	1	200 + 15	...
4 Second do.	...	...	...	4	160 + 15	...	...	...
4 Third do.	...	...	...	3	130 + 15	1	130 + 15	...
7 First-grade Sub-Inspectors	...	...	...	7	100 + 12	...	...	...
7 Second do.	...	...	...	7	90 + 12	...	...	...
6 Third do.	...	...	...	6	80 + 12	...	...	...
9 Fourth do.	...	...	...	...	...	9	50	...

135. The feeling that natives of India are not, in comparison with Europeans, fairly treated is strongly felt as a grievance, and it is by no means confined to natives. Even the few European witnesses who consider that no more natives should be admitted to the higher grades think that the pay of Sub-Inspectors should be raised.

136. Many of the native witnesses, while strongly urging that natives and Europeans should be equally treated in the matter of prospects and promotion and that invidious racial distinctions should be abolished, recognise the fact that the standard of living for Europeans of the stamp that should be recruited is more expensive, and they would not be averse to granting them house or other special allowances to cover such expenses, the essential point being, in their opinion, that no distinction should be made in rank or position.

Removal of racial distinctions.

PREVENTION AND MISCELLANEOUS.

137. We have under this head, as in the case of the mufassal police, grouped such matters as do not readily fall under any of the previous sections.

138. Our attention has been called to the fact that in the city very little use is made of sections 109 and 110 of the Criminal Procedure Code, and we questioned the principal officers of the police, force on this subject. The reply generally given was that magistrates were unfavourably disposed towards the enforcement of these sections, and required evidence of a kind impossible to secure, but an examination of the administration reports hardly warrants us in accepting this as entirely accurate; for we find that during the past seven years only one man out of sixteen put up by the police was discharged by the magistrate without taking security. One officer, a former Deputy Commissioner, said that he did not find it necessary to make much use of these sections, and preferred to enforce the provisions of the Police Act against loitering in the streets. This perhaps fairly represents the attitude of the city police officers in this matter, but we may point out that taking security for good behaviour might be a more satisfactory method of dealing with bad characters, inasmuch as it would to some extent secure the neighbouring districts in the mufassal against their depredations: it might also, it has been suggested to us, be a useful method of proceeding against known receivers of stolen property who are not likely to bring themselves within the provisions of the Police Act.

139. A freer use seems to be made of the provisions of section 106 of the Criminal Procedure Code in the way of binding over rowdies to keep the peace; some non-official witnesses remark on the frequency of assaults and the like offences, but others think that the city is, considering its area and the strength of the police force, remarkably free from crimes of violence.

140. The surveillance of known thieves and house-breakers is regarded as an important aid to the prevention of offences against property, and several witnesses, official and non-official, have stated that this matter is not satisfactorily dealt with in the city. The police maintain two registers of known depredators ('K.Ds.') at each station, in one of which is entered the name of every offender convicted of more than one offence against property; and in the other the names of those of such offenders as are considered dangerous criminals. The selection of names for this latter register is entrusted to the Inspector under the supervision of his superior officers, but it was not always easy to discover from the registers the principle on which he makes his selection, as there are no rules for his guidance, and some men with many convictions against them in the register of known depredators are omitted from the register of dangerous known depredators.

141. There are, we were told by the Chief Superintendent, about 5,000 names in the register of known depredators, but this is not the number of habitual criminals on whom the police keep an eye. We find that it is the practice to keep a name in the register until the police have ascertained that its owner is dead, so that many persons remain registered who have long left Madras, who have passed out of view for years, or who if still in Madras have not been committing offences for a long period. No attempt is made to keep a regular watch on all these persons, the register being apparently regarded as a record which may be useful should any man registered come to notice at any time.

142. The dangerous known depredators are few in number, not more than an average of about half a dozen or so for each station, and upon them we are told a regular watch is kept; their movements are registered and, when they leave their residence, their departure, if their destination can be ascertained, is communicated to the police at that place. But even in these registers we found the names of men whose last conviction was many years ago. In both sets of registers we found retained names of persons who had not been convicted for more than twenty years.

Dangerous known depredators.

143. The Acting Inspector-General and his Assistant think that there is not enough intercommunication between the city and the districts, and the Superintendent of the Chingleput District thinks more might be done in the way of communicating to him the movements of criminals leaving Madras. They complain of want of co-operation generally between the district and city police, not only in the matter of known depredators but also in regard to the movements across the border of criminal gangs, and the registration of receivers.

144. We examined an Inspector of the Chingleput District on this matter, and his evidence is to the effect that a considerable number of Koravars from North Arcot come in small gangs into the northern quarter of Madras escorted by police from Chingleput, and when they return they are escorted to the boundary of the city by city police, but he complains that some of them are lost sight of in the city and do not return with their companions. The object of these Koravars in coming to Madras is said to be usually to dispose of stolen property collected in the mufassal, and this they do with the aid of their fellow-castemen in Madras, who live in considerable numbers in the northern suburbs, making a living ostensibly as municipal sweepers and street lighters, but doing besides much business in disposing of stolen property to numerous receivers resident in the same neighbourhood. This witness spoke also of certain small bodies of Jogis living in Teynampet and Mylapore who, he thinks, are not sufficiently watched at nights by the city police. The Deputy Commissioner also told us of the resident Koravars who are, he thinks, chiefly occupied in disposing of stolen property for their friends, but no city police witness spoke of the other gangs, and the Chief Superintendent told us that gangs when they come generally disperse among the population and cannot be watched or registered as gangs. As, however, such gangs are usually all of a particular caste or tribe, it is not perhaps likely that they separate to any great extent unless when others of their own caste or tribe are resident in the city. The Commissioner a short time ago in reporting to the Inspector-General, on a representation from the inhabitants of the northern suburb of Tondiarpet complaining of the frequency of offences against property in that neighbourhood, remarked on the ease with which the "numerous members of wandering gangs coming in from the mufassal" were able to commit thefts from the badly protected backyards of the inhabitants.

145. It is no part of our duty to decide whether crime in Madras is committed by resident or immigrant depredators, but we have set out these facts to show that the police on both sides of the boundary recognize the necessity of close co-operation; the city police did not, however, seem to think that much more could be done than is done at present, while the district police hold a different opinion, and as we have before stated some of them see the only remedy in amalgamation of both forces under the Inspector-General.

146. We were informed by one of the Superintendents that the names of suspected receivers of stolen property are not entered in any prescribed register but are entered in a private note book kept by the Station House Officer: the books that we saw merely record the names and residences of certain persons and do not provide for noting their movements or any facts about them, discovered from time to time, which, while not sufficient to justify their arrest and prosecution, might after a time afford evidence sufficient to warrant proceedings against them under section 109 of the Criminal Procedure Code. The city police officers say that all these men are well known and watched, but that it is not always considered desirable to record their names; but the Commissioner thinks that probably more ought to be registered. The number of names at present registered is, he reports, about 64. We find that no record is kept of suspected criminals other than receivers.

147. The Chairman of the Harbour Trust Board points out that the Presidency Magistrates frequently fail to pass adequate sentences in cases of thefts in the harbour: he considers that this matter requires attention in view of the frequency of such thefts, and the facilities for committing them necessarily afforded by the circumstances.

CONCLUSION.

148. We have dealt with the administration of the city police as fully as was possible with the information at our disposal. The experience gained during our tour in the mufassal led us to anticipate that a much larger number of non-official witnesses would have availed themselves of the opportunity to come before us in Madras, especially after the steps taken by us to make known our readiness to receive information from all sources.

149. In order to make each section as far as possible complete in itself, we have deemed it expedient to repeat ourselves, now and then, at the risk of prolixity. The subject with which we have had to deal throughout the Presidency as well as in the City of Madras is a very large one, and the time at our disposal was very short; it may be therefore that our reports will be found to contain defects, and possibly inaccuracies, which might have been avoided had we had time to make more exhaustive enquiries and to visit a larger number of districts.

150. In conclusion we desire to express our gratitude to all district officers who have helped us in obtaining information, and especially to those of the districts we visited. We are particularly grateful to the Collectors who kindly placed their records and clerks at our disposal and afforded every possible assistance, often at great inconvenience to themselves.

151. We are also deeply indebted to the Acting Inspector-General, Mr. Stevenson, and his assistant, Mr. Lane, for their kindness in furnishing us with records and other information and compiling for us statements; and to Mr. Jones, the Commissioner of Police, for similar assistance.

(Signed) J. ANDREW,
President.

(") L. C. MILLER,

(") F. FAWCETT,
Members.

BANGALORE,
27th October 1902.

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APPENDIX.

ENCLOSURE No. 7 A.

Copy of letter R.C. No. 1016, General, dated 27th September 1901, from O. R. JONES, Esq., Commissioner of Police, Madras, to the Chairman, Harbour Trust Board, Madras.

In reply to your letter No. 14 T, dated 17th September 1901, I have the honour to point out that in my letter of the 8th May, to which you refer, I gave an estimate which was stated to be only a rough one as the increase of police necessary would depend mainly upon the effectiveness of the enclosing fence, in which I did not expect there would be more than three or four openings to be closed by effective gates at night. A nine-foot stone wall, though better than nothing and more sightly than a fence, is not an impossible obstacle and when we find that there are to be five entrances and three or four intervals where the railway line runs, it is clear that no reduction of posts along this line is feasible. One post at each of the eight openings will take 32 men.

2. To watch and guard cargo, etc., on the pier and assist passengers, prevent obstructions, etc., I consider 4 men necessary—16.

3. On each side of the pier is a large stretch of sand covered with property of different kinds and with coal and timber sheds and yards. It must be remembered that a good deal of the property stolen in the harbour never leaves it. A great quantity of liquor is stolen and drunk in the lighters and on the shore, in the coal and timber yards. To guard the property on the foreshore and catch thieves who consume there the articles they have stolen elsewhere, I consider it is necessary to have two posts on each side of the pier, in all four posts requiring 16 men.

4. The Harbour Trust Board appear, from your letter under reply, to consider that it is only necessary to guard the circumference of the harbour and partially to look after the pier but to leave all the rest of the harbour to look after itself. This would result in no improvement whatever. As above stated a good deal of stolen property is consumed in the harbour and much is wasted and damaged to get at that which is so consumed. Then if there is no watch inside the harbour it would be impossible to prevent stolen property being disposed of among the people on board the shipping and to boatmen and fishermen, who could easily pass it outside along with their own articles. It would be impossible to search all those passing out of the gates. Another point is raised by the proposal in your letter that all boats should carry a light at night and that catamarans are to be excluded. Who is to enforce these rules if there are no police on duty inside the harbour and no water patrol? For these reasons I consider it absolutely necessary to have at least eight posts—four on or about the pier and four on the foreshore on either side of it and a proper and efficient water patrol. This water patrol will perhaps not be required to be out on the water very much in the day time. The officer in charge would probably, with the aid of a glass, be able to keep a watch on the lighters going to and fro, but it is necessary for him to have his boat and party close at hand to at once go off if he should notice something wrong; and at night constant water patrolling is the only means of guarding cargo in lighters and boats. If the crews of these were left to themselves great loss and damage would certainly result. With a good search light working all night, a post at the entrance to the harbour would be very useful in guarding the entrance but would not be of much use as regards the vessels, lighters, etc., nearer to the shore and none at all as regards property on the shore itself. For all these reasons I consider that a water patrol is absolutely necessary and that the strength I originally estimated for it is the lowest possible, viz., three men in each relief requiring a total of 12.

5. We have then—

for guarding entrances in wall	..	..	..	..	..	..	32
Do. the pier itself	..	..	..	..	..	..	16
Do. the foreshore	..	..	..	..	..	..	16
Do. water patrol	..	..	..	..	..	..	12
Total							76 men.

In this calculation four men have been shown for each post, which is the usual allowance for police work so as to provide for casualties and to give the men occasional relief, but in framing my estimate I considered that the work being always near at hand a less allowance for casualties might be made; so I took three men to a post making a total of 57, being—

the actual number for beat duty and added Station Guard	..	3	—	60
and on this the very small allowance of 15 per cent. instead	..	..	..	9
of 25 per cent. for casualties	..	..	..	1
Station writer	..	..	..	..
Total				70

The Harbour Trust Board seem to have forgotten that there are also Port duties to be performed, such as boarding all in-coming passenger steamers to keep order among boatmen, etc., and attending to urgent calls for police from the shipping. The men required for these duties will have to be taken from the small reserve of nine, the Station Guard and such as are in waiting for their turn of duty.

If a post is stationed at the end of the groyne it would have to be one of the reliefs for water patrol.

6. The above gives in detail the duties which I think it will be necessary to provide for and I certainly consider that 70 men, being an addition of 30, are not too many to perform them.

7. As regards the native head constables—considering the important nature of the work and the constant alertness required—it is necessary that the men should be well supervised. All the men will be worked in three reliefs and it is necessary to have a head constable in charge of each relief of the different parties; therefore I estimated for three head constables for the party guarding the wall entrances and intervals, three for the parties on the pier and foreshore and three for the water patrols—nine, with the Station House Officer, makes a total of ten native head constables. Less than this number would not suffice and it provides no reserve in case of casualties.

8. I now come to the most important item in the whole scheme and the one which the Harbour Trust Board seem inclined to consider unnecessary, viz., the European officers. Native police, whether constables or head constables, cannot be kept up to the mark without constant European supervision. This is found to be the case all over the city; if it is removed or lessened, the native head constables at once get slack in their supervision of the constables and the constables at once neglect their work and in fact absent themselves from it. It is only the knowledge that a European officer will be coming round that makes the whole machinery work. Another point is that in matters of obstructions and keeping order in such places as the pier a native policeman will usually begin a long argument and so make the confusion worse confounded, whereas a European officer clears the obstruction first and argues afterwards. I would also mention as showing the necessity of European officers, that we have to detail a European to be in charge of the quarantine party on board every ship in quarantine and that when some native police were employed on board ship to check broaching of cargo in the hold they appear to have joined with the coolie thieves and got drunk on the liquor stolen in the hold. The work of the harbour, both of police and others, has been admittedly unsatisfactory and this has undoubtedly been caused by a want of European officials. I may mention that so much have the police felt it that I have been obliged to allow a European head constable to be borrowed from B Division, where he could ill be spared, for work on the pier. If the same false economy is now to be exercised and an insufficient European staff to be employed, no improvement can be expected and, as stated in my previous letter, I would not undertake the responsibility involved, unless, of course, ordered by Government to do so. I still consider that the addition of one Sub-Inspector and four European head constables is absolutely necessary. This would give us an Inspector in charge of the whole force and six European officers who would be divided into two parties of three reliefs, one party for supervision of all duties on shore and on the pier and the other for the duties afloat. Natives could hardly be trusted to do water patrolling at night unless a European were in charge.

9. If, as I maintain, water patrols are necessary the three boats and the increase of one tindal and six boatmen will be required.

10. Another matter which has not as yet been mentioned is that it will be very necessary to insist upon a proper system of boat notes, which are required by law but which I believe have not always been properly filled up and cargo checked with them on being landed. A short time ago this was much neglected, and, being an important matter, must be attended to if that has not already been done.

ENCLOSURE No. 8.

ALLOCATION List of the Madras City Police.

Divisions.	Inspectors.	Sub-Inspectors.		European Head Constables.	Head Constables.				Constables.				Grand total.	
		Europeans.	Natives.		First grade.	Second grade.	Third grade.	Fourth grade.	Total.	First class.	Second class.	Third class.		Total.
A-i.														
Reserve proper	1	2	...	...	1	4	1	6	12	32	32	...	64	79
A-ii.—Guards, Orderlies, &c.														
Egmore Police Court	1	...	...	...	...	1	...	1	2	4	3	7	14	17
Town Police Court	1	...	...	...	2	1	...	1	3	5	5	10	16	19
Bank of Madras	...	...	...	...	...	1	1	1	3	4	4	8	20	23
Gun Carriage Factory	...	...	...	...	...	...	1	...	1	1	1	2	4	5
Justice's Jail, Egmore	...	...	...	...	...	...	...	1	1	2	2	4	8	9
High Court	...	...	...	...	...	...	...	1	1	3	3	...	6	7
Government House	...	...	...	...	...	...	...	1	1	1	2	3	6	7
Deputy Collector's Treasury	...	...	...	...	...	...	...	...	1	2	3	4	9	9
Officer's Orderlies	...	...	...	...	1	...	...	...	1	2	3	...	5	6
Office Orderlies	...	...	...	...	...	...	1	...	2	...	...	...	...	2
School Teachers	...	...	...	...	1	...	1	1	3	4	4	8	16	19
Paper Currency Office	...	...	...	...	...	1	1	1	1	2	2	4	8	9
Stamp Office	...	...	...	...	...	...	...	1	1	...	...	...	...	...
Harness and Saddlery Work- shop	...	...	...	...	...	1	1	...	2	3	3	6	12	14
Merchants Magazine	...	...	...	...	1	...	...	...	1	1	1	2	4	5
Moore Market	...	...	...	...	...	...	...	...	...	...	...	1	1	1
Total of A-ii	2	...	...	...	5	6	5	8	24	38	40	67	145	171
A-iii.														
Intelligence Branch	1	...	2	...	4	...	...	...	4	...	...	...	3	7
Mounted Branch	...	...	...	...	...	...	...	1	1	3	...	...	...	4
Hackney Carriage establish- ment	...	2	...	...	...	...	...	...	...	1	1	2	4	6
Total of A-i, A-ii and A-iii— Hackney Carriage and Mounted Branch	4	4	2	...	10	10	6	15	41	74	73	69	216	267
B. DIVISION.														
Division proper	1	2	1	2	1	2	4	6	13	29	29	70	128	147
Garrison or Fort Police	...	...	...	...	1	...	...	1	2	4	4	9	17	19
Government Secretariat	...	...	...	...	...	...	...	...	...	1	1	2	4	4
Guard	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total	1	2	1	2	2	2	4	7	15	34	34	81	149	170
C. DIVISION.														
Division proper	1	3	1	2	1	2	4	5	12	29	29	70	128	147
Medical Stores Guard	...	...	...	...	...	...	...	1	1	1	1	2	4	5
Justice's Jail—Black Town Guard	...	...	...	...	...	...	1	...	1	1	1	2	4	5
Total	1	3	1	2	1	2	5	6	14	31	31	74	136	157
D. DIVISION.														
Division proper	1	2	1	2	1	2	4	3	12	29	29	70	128	146
Chepauk Park Guard	...	...	...	...	...	...	...	...	...	...	...	1	1	1
Total	1	2	1	2	1	2	4	3	12	29	29	71	129	147
E. DIVISION.														
Division proper	1	2	1	...	1	2	4	5	12	29	29	70	128	144
F. DIVISION.														
Division proper	1	2	1	2	1	2	4	5	12	29	29	70	128	146

Allocation List of the Madras City Police—cont.

Divisions.	Sub-Inspectors.				Head constables.				Constables.				Grand total.	
	Inspectors.	Europeans.	Natives.	European head constables.	First grade.	Second grade.	Third grade.	Fourth grade.	Total.	First class.	Second class.	Third class.		Total.
G. DIVISION.														
Division proper	1	2	1	2	1	2	4	5	12	29	29	70	128	146
H. DIVISION.														
Division proper	1	2	1	...	1	2	4	5	12	29	29	70	128	144
Buckingham Canal Guard	...	...	...	...	...	...	...	...	...	1	1	...	2	2
Total	1	2	1	...	1	2	4	5	12	30	30	70	130	146
M. DIVISION.														
Marine Police	1	1	...	...	1	...	1	2	4	10	10	20	40	46
Harbour Police	...	1	...	4	...	2	1	3	6	7	8	15	30	41
Total	1	2	...	4	1	2	2	5	10	17	18	35	70	87
Grand Total	12	21	2	14	19	26	37	58	140	302	302	610	1,214	1,410

The appointment of District Inspectors was created in 1888 on Rs. 200 each. The designation was changed into Superintendents on Rs. 300 each in the reorganization sanctioned in the present year.
 Superintendent, First District, is in charge of B and C Divisions—Black Town and Muthialpet.
 Superintendent, Second District, is in charge of D. and E. Divisions—Triplicane and Mylapore.
 Superintendent, Third District, is in charge of F. and G. Divisions—Chintadripet and Vepery.
 Superintendent, Fourth District, is in charge of H. and M. Divisions—Washermanpet, Tondiarpet, Royapuram and the Harbour.

ENCLOSURE No. 9.

COPIES of orders showing the duties and powers of each class of officer received from the Commissioner with his letter R.C. No. 1438/General, dated 26th September 1902.

CHIEF SUPERINTENDENT.

The Chief Superintendent is the principal Executive Staff Officer under the Commissioner and holds the same position in the City Police as the Adjutant of a Regiment. He is in direct communication with the Commissioner and receives orders for communication to the Force—therefore all instructions received from the Chief Superintendent purporting to be issued “by order” are to be considered in disciplinary matters as coming from the Commissioner.

2. He is immediately responsible for all matters connected with the general discipline and training of the Force, the enlistment and equipment of the Police Officers and the instruction of recruits. He will scrutinize the “present states” of each division and take the orders of the Commissioner as to filling up of vacancies by enlistments or transfers.

3. He will be in principal charge of the Intelligence or Detective Branch, including the registration of Known Depredators and Anthropometry.

4. He will have charge of the Hackney Carriage Department.

5. He will supervise the executive work of the Southern Range and will occasionally visit the divisions in the Northern Range to inspect the buildings occupied by the police and the arms, accoutrements, furniture and stores.

6. Reports of cases in the Southern Range coming under Act V of 1889 (Coroner's Repeal Act) will be sent in the first instance to the Chief Superintendent who will, if he deems it expedient, hold an inquest himself or, if necessary, forward the report to the Commissioner for orders. In ordinary cases, Inspectors will, notwithstanding they may have reported to the Chief Superintendent, take the usual steps for investigating such cases and proceed therewith unless and until they receive orders to the contrary.

7. All recommendations for promotion and reward will be submitted through the Chief Superintendent.

SUPERINTENDENTS.

Superintendents will reside within the limits of their respective districts and closely supervise all executive details therein. They will hold inquests, conduct prosecutions in the Magistrates' Courts in important or difficult cases in which the Crown Prosecutor or Government Solicitor does not appear, attend to the maintenance of discipline and make periodical inspections of departmental buildings, records, arms and accoutrements and of all furniture or stores in charge of the department in their divisions. They will see to the practical instruction of men recently drafted to their divisions, make the necessary arrangements to keep order on the occasion of public assemblies within their district, or in cases of anticipated public danger at any time communicating when necessary for this purpose with other Superintendents or with the Chief Superintendent.

They must be able to give, or immediately obtain, information on any matter of public interest in their districts and make themselves well acquainted with the character, conduct and qualifications of all their subordinates, especially of the Sub-Inspectors and petty officers.

They will carry out the periodical inspections under the Indian Arms Act, the Explosives Act and the Emigration Act; see that complete lists are maintained of all places in the district coming under the operation of these laws; also of all liquor or intoxicating drug shops and generally, of all places of public resort.

They will pay special attention to the registration of known depredators and suspected receivers of stolen property and see that their Divisional Officers are well informed on these points.

They may sanction transfers of constables within the division from one section to another.

Rolls for promotion or reward will be submitted by Divisional Inspectors through Superintendents.

They will go “rounds” once in every seven days.

DIVISIONAL INSPECTORS.

Inspectors of Police hold an important position in the Force in regard to the discipline and active exercise of the department, and the performance of its regular preventive and executive duties; but more especially in regard to that very important branch of police duty—the detective service and the earnest and successful prosecution of crime. The direction of this last, the connecting the operations of the police with the Judicial Tribunals, almost exclusively falls on the grade of Inspectors.

The Inspector will reside within his own division.

The ordinary duty of the Inspector in regard to the working of the police is that of constantly moving through his division to supervise the discipline and working of the constabulary. At the different Station Houses he will inspect the beat tickets, rosters, books, charge sheets, and returns of every kind. He will examine the arms, accoutrements and uniform, and prepare indents for all articles which may be deficient; he will muster and drill the men and indent for clothing, &c.

He will enquire into petty complaints among the men, see that the head constables are just and judicious in regard to the distribution of general work, and at once report all irregularities or neglect. He will make special enquiry in regard to the character, honesty and trustworthiness of every police officer in his division and will at once make the preliminary enquiry in regard to any charge of bribery, corruption, or oppression by the police with a view to bringing such matters before a Judicial Tribunal, under the direction of the Commissioner.

It will be the duty of the Inspector to visit his division frequently and become personally acquainted with the principal inhabitants, and especially with the suspected characters amongst the higher orders; these he will endeavour to influence in the cause of order, and at all events satisfy them that they are closely and constantly watched by a systematic organization, whose vigilance they are not likely to elude.

Inspectors must be able to furnish or obtain exact and confidential information in respect to every part of their division, and the exercise of judgment, tact and ingenuity in obtaining general and secret intelligence, when required, will be inculcated and practised.

On every occurrence of crime of a grave character, the Inspector will instantly proceed to the spot and take the necessary steps for detecting the criminals and procuring evidence required for conviction; and he will bring the case before the Magistrate.

The Inspector will ride through his division twice daily from 6 to 8 in the morning and from 4-30 to 7-30 in the evening. He will go rounds in his division for four hours one night in every week.

RESERVE AND STORE INSPECTOR.

The Reserve Inspector in addition to having the immediate charge and drilling of the reserve, recruits under training, etc., will conduct the distribution of clothing, arms and accoutrements and all executive duties connected with Stores department.

He will check the monthly gram and stable accounts of the Reserve and submit a daily report showing the sanctioned and actual strength of the A or Reserve division and the several duties the men are employed upon.

COURT INSPECTORS.

An Inspector is told off to each of the two Presidency Magistrates' Courts in the city. He maintains order, keeps the process registers and verifies all anthropometrical measurements.

He is also in charge of the Justices' Jail of the range which he is required to visit daily—in the morning, evening and at an uncertain hour occasionally at night. Here, he inspects the guard, prisoners in custody, the rosters, search register and satisfies himself that the prisoners have been properly treated and fed. He sends in a daily report to the Commissioner or Deputy Commissioner, as the case may be, of the result of such inspection.

He is at the disposal of the presiding Magistrates and will promptly attend to all instructions received from them.

All police officers arriving at the Court will report themselves and the nature of their business to the Court Inspector. It will be his duty to report all delinquencies or shortcomings on the part of the police, as observed in the course of the trial and that constables, when no longer required at the courts, return promptly to their stations.

INSPECTOR, MOUNTED BRANCH.

Is in charge of the Mounted branch and all matters connected therewith. He will keep the forage and stable accounts and the register of horses. He will superintend the breaking and training of remounts and impart instruction in the mounted duties of Inspectors, Sub-Inspectors, European Head Constables and sowars.

The prison vans, harness and saddlery are also in his charge.

He will take command of any parade of the Mounted branch for drill exercise or, when called on, to act in a body.

He will occasionally visit and inspect the stables, horses, and saddlery in divisions bringing to the notice of the Commissioner any defects observed.

Any communications touching the Mounted branch will be made, in the first instance, to him and he will either dispose of the matter himself or report it for orders through the Chief Superintendent.

He will exercise the same powers in respect of the sowars and stable establishment as a Divisional Inspector.

Note.—All ranks from Chief Superintendent to European Head Constables, (except Native Sub-Inspectors) are provided with horses and saddlery, for the purposes of their out-door duties, expenses connected therewith being met by Government.

SUB-INSPECTORS, EUROPEAN AND NATIVE.

These officers are placed in charge of sections and discharge in reference to them the same executive duties as a Divisional Inspector discharges in reference to his division, subject to the control of the latter officer. Sub-Inspectors should ride through their sections daily from 6 to 8 in the morning and from 4-30 to 7-30 in the evening and go rounds for four hours every third night, starting at an hour fixed by the Divisional Inspector.

HEAD CONSTABLE (NATIVE).

The Station House Officer.—The senior Head Constable in official police charge of a station is called the Station House Officer and he will be responsible for the effective working and management of the section attached to his station and for the preservation of the peace and prevention and detection of crime therein. His immediate official superior is the Sub-Inspector of the section. He will be responsible for the orderly conduct of his men at all times; he will muster his men every morning and evening and will assign to each his duty for the day; he will ascertain by every means within his power that the constables perform their duties, himself inspecting two or three beats every day. On the occurrence of a crime within his section he will send early intimation to his Divisional Inspector and to the Commissioner, Deputy Commissioner, and Chief Superintendent when necessary, and proceed at once to the spot to detect and apprehend the offender. He is responsible for the accuracy with which the proper forms are kept in the Station House and for the punctual despatch of diaries, reports, returns and all other papers required to be submitted to the Commissioner's office.

When a Station House Officer leaves his station, even for a short time, he should invariably appoint another Head Constable or Constable to take charge during his absence. He will be in charge of the unclaimed property and all property in connection with cases, left at the station, and be responsible for all monies for the current expenses of his station.

He will go rounds for four hours one night in every three.

ENCLOSURE No. 9 A.

List of Records to be kept at all Stations.

[*Note.*—Registers marked A. are kept under the authority of the Criminal Procedure Code or local and special laws, and the others under the orders of the Commissioner of Police.]

Beat books.	Nominal Roll of officers and men.
Bill book, batta.	Order book (Tamil).
Do. General.	Police Gazette file.
Do. Dogs killed.	Railway Warrant book.
Circular book, Tamil.	A. Recognizance and bail bond of accused.
A. Crime Register under Section 154, Criminal Procedure Code (Tamil).	A. Do. bond of prosecutors and witnesses.
Crime Register, Inspector's (English).	Register of convictions, Book I (Tamil).
Daily return of night cases.	Do. of K.Ds., Book II (Tamil).
Diary of Station House Officer under Section 172, Criminal Procedure Code.	Do. do. (English).
Duty roster of Head Constables.	Do. of Dangerous K.Ds. (Tamil and English).
Do. of Constables.	A. Do. of houses searched.
File book of orders.	Do. of letters received.
Do. of circulars, etc.	Do. do. despatched.
Foreigners arrival book.	A. Do. of pound (if pound maintained at the station).
Do. departure book.	A. Do. of prisoners searched in the Station House.
Do. register.	A. Do. of processes.
Indent-book.	A. Do. of property.
A. Inquests—First Report book.	Do. of rowdies.
A. Do. Requisition to Medical Officers.	Do. of toddy shops, opium shops, presses, etc.
A. Do. Summons-book—assessors.	A. Do. of unclaimed property (Hackney Carriage).
List of arms, accoutrements, furniture, etc.	Do. of undetected crime (English) (for the whole division).
Do. of persons licensed under the Arms Act.	Do. of undetected crime (Tamil).
Do. of receivers and suspects.	Rounds books.
Memo. book (English).	Telephone book (for messages received and despatched).
Do. form book.	Visiting book for remarks of superior officers.
A. Music license book.	
A. Night case book (English).	
Do. (Tamil).	
Nominal Roll of Head Constables and Constables.	

ENCLOSURE No. 12.

STATEMENT showing the attendance of the Reserve on the 15th of each month from October 1901—October 1902.

Date.	Present for duty in Reserve.		Actually on other duty.		Number wanting to complete the sanctioned strength.		Remarks.
	Head Constables.	Constables.	Head Constables.	Constables.	Head Constables.	Constables.	
1	2	3	4	5	6	7	8
15th October 1901 ...	3	11	7	52	2	1	Sanctioned strength: Head Constables, 12. Constables, 64.
15th November 1901 ...	1	11	9	51	2	2	
16th December 1901 ...	1	19	9	44	2	1	
15th January 1902 ...	2	3	9	60	1	1	
15th February 1902 ...	2	...	8	64	2	...	One Inspector and Two Sub-Inspectors are included in the number (79) shown in the Allocation List.
15th March 1902 ...	...	...	10	64	2	...	
15th April 1902 ...	2	2	8	62	2	...	
15th May 1902 ...	...	1	9	62	3	1	
15th June 1902 ...	...	7	9	56	3	1	
15th July 1902 ...	...	8	12	56	...	...	
15th August 1902 ...	1	6	11	58	...	...	
15th September 1902 ...	...	18	12	46	...	...	
15th October 1902 ...	3	23	9	41	...	...	

ENCLOSURE No. 13.

STATEMENT of Strength and Pay of the City Police at different periods.

Designation.	1867.		1878.		1891.		1902.	
	Number.	Pay.	Number.	Pay.	Number.	Pay.	Number.	Pay.
Commissioner	1	RS. 1,500	1	RS. 1,500	1	RS. 1,500	1	RS. 1,500
Deputy Commissioners	2	500 each.	2	750 each.	1	700	1	700
Assistant Commissioner	...	...	...	...	1	350	1	350
Chief Superintendent	...	...	...	...	...	...	1	400
Superintendent	...	...	...	...	1	300	4	300 each.
Inspector, First Class	1	200	2	200 each.	4	200 each.	4	200 each.
Do. Second Class	3	150 each.	3	150 each.	2	150 each.	3	160 each.
Do. Third Class	4	100 each.	3	100 each.	6	100 each.	4	130 each.
Do. Fourth Class	3	75 each.	3	75 each.	3	75 each.	...	...
Sergeants	17	60 each.	1	85	...	...	...	...
Chief Constables	13	40 each.	26	60	...	...	...	...
Sub-Inspectors, First Class	...	...	...	...	7	70 each.	7	100 each.
Do. Second Class	...	...	...	...	10	60 each.	5	90 each.
Do. Third Class	...	...	...	...	...	...	5	80 each.
Do. Fourth Class	...	...	8	40 each.	9	45 each.	9	50 each.
European Head Constables, First Class	...	...	...	...	...	...	5	50 each.
Do. Second Class	...	...	...	...	...	...	5	40 each.
Head Constables, First Grade	...	...	15	25 each.	15	25	15	25
Do. Second Grade	28	22 each.	13	22 each.	20	20	21	20
Do. Third Grade	...	...	...	...	32	15	33	15
Do. Fourth Grade	...	...	74	12 each.	51	12	51	12
Deputy Constables	76	12	...	...	...	...	...	...
Constables, First Class	150	9	170	9	205	10	268	10
Do. Second Class	250	8	268	8	205	9	270	9
Do. Third Class	244	7	255	7	410	8	546	8
MOUNTED POLICE.								
Superintendent	1	200	...	...	...	...	...	...
Inspector	1	100	...	...	...	...	...	...
Sergeants	2	60 each.	...	...	...	...	...	...
Corporals	2	50 each.	...	...	...	...	...	...
Troopers	22	40 each.	...	...	...	...	...	...
Head Constable, Fourth Grade	...	...	...	...	1	12	1	12
Constables, First Class, or Sowars	...	...	8	10 each.	3	10	3	10
Van Driver	...	...	1	10½	1	10½	1	10½
MARINE POLICE.								
Superintendent	1	250	1	250	...	...	...	...
Inspector	1	100	1	100	1	100	1	100
Serjeant	1	60	1	60	...	...	...	...
Sub-Inspector	...	...	...	...	1	60	1	60
Chief Constable	1	40	...	...	...	...	...	...
Sub-Inspector, Fourth Class	...	...	1	40	...	...	...	...
Head Constable, First Grade	...	...	...	...	1	25	1	25
Do. Second Grade	1	22	1	22	...	...	...	...
Do. Third Grade	...	...	...	...	1	15	1	15
Do. Fourth Grade	...	...	15	12	2	12	2	12
Deputy Constables	20	12	...	...	...	...	...	...
Constables, First Class	50	9	50	9	10	10	10	10
Do. Second Class	50	8	50	8	10	9	10	9
Do. Third Class	40	7	25	7	20	8	20	8
Writers	2	35	2	35	...	...	...	...
Conicapillays	6	25	6	25	...	...	...	...

Statement of Strength and Pay of the City Police at different periods—cont.

Designation.	1867.		1878.		1891.		1902.	
	Number.	Pay.	Number.	Pay.	Number.	Pay.	Number.	Pay.
MARINE POLICE—cont.								
Tindals, First Class	4	12	4	12	2	12	2	12
Do. Second Class	2	8½	...	...	...	...	...	...
Boatmen, First Class	36	10	44	10	24	10	18	10
Do. Second Class	18	7	...	...	...	...	...	...
Boys, First Class	2	4½	4	5	2	5	2	5
Do. Second Class	6	3½	4	3½	2	3½	...	...
Catamaran men	9	10	4	10	...	...	...	...
HARBOUR POLICE.								
Sub-Inspector, First Class	...	...	...	...	...	...	1	100
European Head Constable, First Class	...	...	...	...	...	...	2	50
Do. Second Class	...	...	...	...	...	...	2	40
Head Constable, Second Grade	...	...	...	...	...	...	1	20
Do. Third Grade	...	...	...	...	...	...	1	15
Do. Fourth Grade	...	...	...	...	...	...	3	12
Constable, First Class	...	...	...	...	...	...	7	10
Do. Second Class	...	...	...	...	...	...	8	9
Do. Third Class	...	...	...	...	...	...	15	8
Tindal	...	...	...	...	...	...	1	12
Boatmen	...	...	...	...	...	...	6	10
Boy	...	...	...	...	...	...	1	5
HACKNEY CARRIAGE DEPARTMENT.								
Sub-Inspector, Second Class	...	...	...	...	1	60	1	90
Do. Third Class	...	...	...	...	1	50	1	80
Clerk	...	...	...	...	1	20	1	20
Constable, First Class	...	...	...	...	1	10	1	10
Do. Second Class	...	...	...	...	1	9	1	9
Do. Third Class	...	...	...	...	2	8 each.	2	8 each.
Total	1,070	...	1,064	...	1,071	...	1,388	...
Annual Cost	...	1,91,358	...	1,87,122	...	1,96,614	...	2,59,746

ENCLOSURE No. 15.

CONSTABLE'S Duty Roster: Madras City Police.

Day.	Beat.	Station.	Home.	Remarks.			
1	2	3	4	5	6	7	8
1st Day ...	{ 6 A.M. to 8 A.M. 4 P.M. to 8 P.M. 1 A.M. to 6 A.M.	11 hours.	{ 8 A.M. to 12 noon. 8 P.M. to 1 A.M.	9 hours.	12 noon to 4 P.M.	4 hours.	This arrange- ment entered in Roster forms is the order on the subject.
2nd Day...	{ 12 noon to 4 P.M. 8 P.M. to 1 A.M.	9 hours.	{ 6 A.M. to 8 A.M. 4 P.M. to 8 P.M. 1 A.M. to 6 A.M.	11 hours.	8 A.M. to 12 noon.	4 hours.	
3rd Day...	{ 8 A.M. to 12 noon. 4 P.M. to 8 P.M.	8 hours.	12 noon to 4 P.M.	4 hours.	{ 6 A.M. to 8 P.M. 8 P.M. to 6 A.M.	12 hours.	

ENCLOSURE No. 16.

Copy of letter No. 4358, dated 6th October 1902, from G. W. LANE, Esq., Acting Assistant Inspector-General of Police, Madras, to J. ANDREW, Esq., I.C.S., President, Police Committee.

The beat and rounds duty of the City Police in Madras, appear to me to be most defective. As I am unknown to most of the constables of the City Police and as I am in the habit of bicycling all over the southern portion of Madras, i.e., over that part of Madras, south of the General Hospital Road, Poonamallee Road and the Vepery High Road, I have had good opportunities for observing the city men.

As regards night rides, I have taken many between 9 and 12 midnight through San Thomé, Mylapore, Adyar, Teynampet, Royapettah and Nungumbaukam and only on one occasion have I seen a constable.

I am well aware that the night rounds police dress in Khaki and other dark clothes but even police so dressed have not been found by me at night time in the parts of Madras mentioned except on one occasion.

Before giving my experience as regards day beat work it will be necessary to give an outline of the city police beat system.

It will suffice for my purpose if the strength of a sub-station is taken. This consists ordinarily of—

- 1 Station House Officer.
- 1 writer.
- 3 head constables.
- 3 acting head constables.
- 24 constables.

For the purposes of beat work, the area within the jurisdiction of the Station House Officer is divided into three beats.

Of the 24 constables for the station, six men are allotted to each beat and the remaining (24—18) six are held in reserve at the station.

A beat is only patrolled at night time, the men having fixed posts to stand at when on duty.

In each beat from 6 A.M. to 4 P.M., two fixed posts must be manned in each beat and from 4 P.M. to 8 P.M. four posts. (It will be afterwards shown that there are double the number of men on beat from 4 P.M. to 8 P.M. daily.)

The following table shows how a beat is manned and patrolled by the six men allotted to it and will show the work and leisure of each man for that period. The six men are referred to in this table as A, B, C, D, E, and F:—

	6-8 A.M.	8-12 A.M.	12-1 P.M.	1-5 P.M.	5 P.M. to 1 A.M.	1-6 A.M.
Beat	A & B	C & D	E & F	A, B, C & D	E & F	A & B
Station	E & F	A & B	C & D	E & F	A & B	E & F
Home	C & D	E & F	A & B	C & D	C & D	C & D

The next table shows the work for three consecutive days of any two constables shown above—presuming for the purposes of the table that these two constables have finished their "Home" or "House" turn at 6 A.M. on the 1st day:

First Day.					
6-8 A.M.	8-12 A.M.	12-1 P.M.	1-5 P.M.	5 P.M. to 1 A.M.	1-6 A.M.
Beat.	Station.	Home.	Beat.	Station.	Rounds.
Second Day.					
Station.	Home.	Beat.	Station.	Rounds.	Station.
Third Day.					
Home.	Beat.	Station.	Beat.	Home or House turn.	

It remains to be seen what the two constables reserved for each section (or six constables for the whole station) do. It is said that they are employed on the following duties:—

- (1) Special duty, as detective duty, carrying of reports, etc.
- (2) Duty at places of disturbance.
- (3) For the relief of constables (i) who are ill, (ii) who are on leave, (iii) who go to the court for the prosecution of night cases.

From these tables it is seen that a constable in every three days, or 72 hours, is supposed to be—

- One beat for 28 hours.
- In station for 24 hours.
- "House turn" or at home for 20 hours.

This is how the beats are supposed to be worked. During my stay in Madras of twenty months, I have noticed, however, that day beat work is not carried out.

For verification of this statement for this report, I checked the Mylapore Police station posts on two occasions. The six posts of the three beats are—

- Barber's Bridge
- Nuchikuppam.
- San Thomé Post office.
- Kallalai.
- Mandavalli.
- Robertsonpet.

On 29th September 1902 leaving the Chief office at 12-30 P.M., I visited each of these points, but could not find a single constable in uniform. In the Barber's Bridge thanah there was a half-naked man who might have been a constable.

Again to-day leaving San Thomé at 11-15 A.M., I visited the same posts with the same result—only as the doors of the above-named thanah were shut—I could not say if any one was inside or not.

I have since learnt that these day beats are more or less a farce as regards this part of the town and that the men are only to be found in the mornings and evenings when their Inspectors and Sub-Inspectors ride round.

In my ride on the 29th September 1902, I passed the Mylapore station and there were then only four men present there and to-day five men, one of whom was plainly a Muham-madan shopkeeper and not a constable.

According to the system, there should have been eighteen men present, but allowance must, of course, be made for men on other duties.

As now worked, the men are required to remain for 24 hours, or one whole day out of every three at the station in order, I presume, to be ready for any emergency.

This waste of time is equivalent to a loss of the services of one-third of the city force daily. Surely the remedy for this lies in housing the men on the spot, when the time now spent in waiting at the stations could be allowed them in their huts, i.e., homes, and more actual work could be got out of the men.

If the men were housed, the mufassal town police system [Police Order No. 77 (3)] could be worked with, I consider, far better results than those obtaining from the present city system.

The great advantage of the mufassal system is that, in all towns between the hours of 11 P.M. and 3 A.M., nightly two sections of beat constables, i.e., double the number of men are on duty.

The period named is that in which most night crime is committed anywhere and the substitution of Police Order No. 77 (3) for the present city system appears to be most necessary even granting that the men cannot be huddled near the station. As regards providing huts or other buildings for the men, it will no doubt be made an excuse that land is not available.

In some places, where the stations are now situated, land is no doubt scarce but where this is the case, I have no doubt that the Government or the Municipality could make use of those stations as vaccination depots and for other purposes and provide sites for stations and huts elsewhere.

As the constables now live where they like, it is impossible to know if constables are living with bad characters and the liberty so allowed puts them in the way of many temptations which could be avoided by barracking the men. My opinion is that this is one of the chief ways towards stamping out dishonesty in the police.

As an aid to beat checking this barracking would be invaluable as a man could not shirk beat by staying at home.

As rents are so high in Madras, I take it that the better class of constables would welcome barracks.

I beg to draw the Police Committee's attention to the Railway Police huts in the Wall-tax road as a sample of barrack, I should propose for the City Police.

I must now give my opinion about "night case" prosecutions and the way in which they affect beat work. In almost all night cases (Act III of 1888) policemen are the prosecutors and witnesses combined. For the hearing of these cases, there are only two centres at Egmore and Black Town.

If a constable takes up a nuisance case as far away as Mylapore, say, on a Monday evening, he must attend at one or other of the courts the next day. This means that he escapes station and beat duty for a great part of Tuesday.

A constable infinitely prefers a day down at the courts—where he can chew his betel and gossip with other constables under shelter—to day beat work in the open, and the crowds of constables to be seen on any working day at either of the courts and the absence of men from beats in the day time testify to this, and I am of opinion that the city constables provide themselves with a case or two in order to avoid day beat duty.

So that men shall not be wasted in this way there are two remedies—

Either —

(i) to station one of the Town Magistrates now at Egmore and Black Town in a court building somewhere between Mylapore and Triplicane, or

(ii) to appoint Honorary Magistrates and cause them to attend at the principal police stations three times a week for half an hour, to dispose of "night cases" as is done in mufassal towns.

By either of these arrangements, but more especially by the latter, the present opportunity the men have of getting out of day beat work would be taken away from them and there would be less excuse for the Station House Officers if their men were not found on beat.

I have already shown how day beat duty, at any rate, in the southern portion of Madras is treated as a farce.

I beg now to draw attention to the correspondence given with G.O., No. 1013, Judicial, dated 27th June 1902, more especially to paragraph 1 of the Commissioner's letter R.C. No. 1796, General, dated 17th October 1901, and to paragraph 2 of the same number, dated 28th October 1901.

In these paragraphs the Commissioner writes that the city men are overworked in performing their own legitimate duties and that the work, especially the night work, is so heavy on the men of the City Police that leave is not granted except in most urgent cases and that the men only get to their houses for a few hours every third day, which privilege has to be frequently stopped altogether.

My experiences as above given do not lead me to believe that the men are at all overworked.

When I was riding round I observed that, according to the City Police system, one Head Constable and one acting Head Constable should have been checking the beat posts; six Constables should have been at the beat posts; one Head Constable, one acting Head Constable and eighteen Constables should have been at the station. Instead of this I could find no one on beat and I saw only four men in the station.

This leaves twenty-four men unaccounted for. Even granting that some of these were prosecuting "night cases" I must look upon those men under the circumstances before explained as beat shirkers. I beg to record my opinion that it is only on paper, *i.e.*, the duty rosters that certain of the City Police can be shown to be over worked and that by this system of humbug, whether by Inspectors, Sub-Inspectors or the lower ranks I should not like to say, the higher authorities have been led to believe in a state of things which does not exist.

ENCLOSURE No. 17.

STATEMENT of cases reported, struck off as false, and undetected, in Madras City during the years 1899, 1900 and 1901.

Year.	Number of cases reported.	Number in which the Commissioner as Magistrate ordered cases to be struck off as false, mistaken or non-recognizable.	Percentage of columns 3 to 2.	Cases in which the offender was not detected or apprehended.	Remarks.
1	2	3	4	5	6
Offences under the Indian Penal Code.					
1899	1,491	113	7.5	235	Commissioner's orders to treat cases as undetectable were directed to be obtained since July 1900.
1900	2,394	308	12.8	383	
1901	2,818	540	19.1	305	
Offences under the City Police Act, including nuisances, and offences under other Special and Local laws.					
1899	51,275		...	...	
1900	57,523		...	...	
1901	61,262		...	...	

