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# POLICE COMMITTEE, MADRAS.

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## POLICE COMMITTEE, MADRAS.

### A.—G.O. No. 43, Judicial (Police), dated 25th January 1923.

The financial position in which the Government find themselves at present has necessitated a careful review of the administrative machinery in all departments and an examination of all possible paths of economy. So far as the Police department is concerned, the Government would be extremely reluctant to do anything that would tend to weaken the forces of law and order. On the other hand they are most anxious to get forward with measures which recent events have shown to be necessary, the most important of which is the formation of adequate striking forces and to accelerate the building programme; and, as matters stand at present, it must be realized that there is no prospect of being able to provide the funds required for these projects without effecting substantial economies in other directions.

2. An examination of the statistics of the department since the Police Commission reveals the fact that the cost of the Police is now more than 31 times what it was in 1905—the figures having risen from Rs. 49,39,617 to Rs. 1,76,97,158 in 1920–21. In the same period there has been steady increase in the number of grave crimes while there has been no marked improvement in the percentage of detection. It is true that there may be circumstances, such as the increase in the population, which these statistics do not, and cannot, take into account and it is possible that crime is better reported; but there certainly are *prima facie* grounds for holding that the results obtained are not commensurate with the great increase in the cost of the department. Hitherto it has been considered sufficient justification for a proposal to say that it followed the recommendations of the Police Commission; but the Government consider that such an argument can no longer be accepted without question and the time has come, quite apart from financial considerations, to review the whole position and examine how far the changes introduced in accordance with those recommendations have proved successful in practice and how far they have failed to fulfil anticipations, both as regards the prevention and the detection of crime.

3. If economies are to be effected to an extent commensurate with the needs of the situation, drastic measures will be needed; and to illustrate the possibilities in three directions the Government have drawn up three memoranda containing suggestions with regard to (1) the superior ranks of the department generally, (2) the lower ranks, from Inspectors downwards, and (3) the City Police. These they propose to lay before selected officers, with experience of the working of the present system, for detailed examination. These officers, whose names are appended to this order, will be requested in the first place to submit, within one month, direct to the Chief Secretary written reports discussing the proposals made in each memorandum and making any fresh suggestions which they may think useful; and in the second place to meet as a committee over which the

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Chief Secretary will preside and to which the Inspector-General will be added and two members of the Finance Committee of the Legislative Council will be asked to lend their assistance. The recommendations of the committee will be submitted to Government—

Mr. E. A. Davis, I.C.S., District Magistrate, Tinnevely.  
 Mr. H. H. F. M. Tyler, C.I.E., I.C.S., District Magistrate, Kistna.  
 M.R.Ry. J. Narayana Reddi Garu, Second Presidency Magistrate, Madras.  
 Mr. P. Hannington, Commissioner of Police.  
 Mr. J. Moore, Personal Assistant to the Deputy Inspector-General of Police, Railways and C.I.D.  
 Mr. F. Sayers, Superintendent of Police, Railway Police, Trichinopoly.  
 M.R.Ry. Diwan Bahadur T. Venkoba Rao Avargal, District Superintendent of Police, Chingleput.  
 M.R.Ry. N. Ramanuja Ayyangar, Acting District Superintendent of Police, Ganjam.

(By order of the Governor in Council)

R. A. GRAHAM,  
 Chief Secretary.

To the members of the committee.  
 Inspector-General of Police.  
 Finance (Retrenchment) Department.

[Appendix.

## APPENDIX.

### I

#### Superior Officers.

*Deputy Inspectors-General.*—Before the Police Commission reported there were only three Deputy Inspectors-General, each in charge of a range. The Commission recommended that a more extended use should be made of this superior supervising agency; and as results of its recommendations the appointment of Commissioner of Police, Madras, was assimilated to that of a Deputy Inspector-General and a fifth Deputy Inspector-General was placed at the head of the Railway Police and Criminal Investigation Department. Later, in 1914, a sixth post of Deputy Inspector-General was created, at first temporarily, and there are now four Deputy Inspectors-General in charge of the four ranges into which the Presidency has been divided.

2. Police Order No. 92 lays down that the Deputy Inspector-General should control, instruct and advise Superintendents while being careful not to supersede them in any of their proper functions; and in a circular issued by the late Mr. Gillman when Inspector-General, Deputy Inspectors-General were instructed that their inspections should be made with two objects—(1) to inform the Inspector-General as to the manner in which crime is being handled in the district and (2) to control, advise and instruct the Superintendent. There is no doubt that, if the instructions are carefully kept in mind, the Deputy Inspector-General can be a useful link between the District Superintendent of Police and the Inspector-General. In circumstances like the present however something more is necessary and the Government wish to have examined the question whether it is not possible to abolish the four Deputy Inspectors-General in charge of ranges. The District Superintendent of Police of the present day works in close accord with the District Magistrate and is, or should be, an officer of sufficient experience to be trusted to administer his district without any more detailed control and supervision than he can get from the Inspector-General; and though an intermediate officer is useful for the purpose of co-ordinating action taken in neighbouring districts, it should be possible to get satisfactory results by encouraging District Superintendents of Police to consult one another to a greater extent than they do at present with regard to matters affecting each other's districts, such as organized gangs of criminals. At present much of the time and energy of a Deputy Inspector-General are occupied in dealing with appeals from orders passed by District Superintendents of Police and it would obviously be impossible to lay on the Inspector-General the burden of all the appellate work now done by Deputy Inspectors-General. The Government believe however that, apart from this consideration, the time has come for some further decentralization of work, involving an increase in the District Superintendent of Police's powers and some curtailment of the present excessive volume of appeals against his orders. They would be glad of suggestions to this end and towards the reduction of scripitory work in all police offices by the adoption of better methods. Under a proper system of decentralization it might be possible to reduce the number of Deputy Inspectors-General to one who would be stationary at the Presidency headquarters, would assist the Inspector-General in disposing of such appeals as would be still admissible, would act as his deputy when he was on tour and would also control the Railway Police and the Criminal Investigation Department.

3. *District Superintendents of Police.*—The only reduction in the number of district charges that the Government have to suggest is that the District Superintendent of Police, Nilgiris, should be abolished and his place taken by an Assistant Superintendent of Police, the present Nilgiris district being added to Coimbatore for police purposes.

4. Otherwise the superior district staff does not appear to be capable of reduction. This is not a time however when a proposal to relieve the District Superintendent of Police of divisional charge can well be brought forward and the District Superintendent of Police must in each district remain in direct charge of one division of the district, but, as is explained more fully below, in dealing with Assistant Superintendents of Police and Deputy Superintendents of Police, there appear to be grounds for increasing the number of divisional charges so that the District Superintendent of Police, while keeping in direct touch with crime in his division, will have time adequately to supervise the work of his Assistant Superintendents of Police or Deputy Superintendents of Police and help them with his assistance and advice. In addition to officers with district charges there are two officers of the rank of District Superintendent of Police (excluding officers of the City Police for the present) at headquarters. These are the Assistant Inspector-General of Police and the Personal Assistant to the Deputy Inspector-General of Police, Railways and Criminal Investigation Department. Under the scheme set forth above by which one Deputy Inspector-General will be retained to be in charge of the Criminal Investigation Department and assist the Inspector-General at headquarters, the Government consider that these two officers might be dispensed with. They do not propose to abolish the present Deputy Superintendent of Police who is Manager of the Inspector-General's office or the Assistant to the Deputy Inspector-General, Criminal Investigation Department, and if further assistance is necessary in these two offices they suggest that it could be adequately supplied by the appointment of an Assistant Superintendent of Police and a Deputy Superintendent of Police whose functions would be similar to those of an Under Secretary in the Secretariat.

5. *Assistant Superintendents of Police and Deputy Superintendents of Police.*—There are at present 36 Assistant Superintendents of Police and 39 Deputy Superintendents of Police

(exclusive of 7 temporary Deputy Superintendents). Of these 7 Assistant Superintendents of Police and 25 Deputy Superintendents of Police held divisional charges and 18 Deputy Superintendents of Police were Personal Assistants to District Superintendents of Police. Many of the Assistant Superintendents of Police are acting District Superintendents of Police. Under the general scheme for the reduction in the numbers of inspectors and Sub-Inspectors, which is set forth in Memorandum II, the work of supervising the ordinary investigating agency will fall mainly and more directly than it does at present on these officers. To permit of this supervision being really effective, the Government are inclined to the opinion that the ordinary divisional charges will have to be reduced in size and they would be prepared as a general proposition to accept the necessity for creating one extra division in each district. The question will have to be examined with reference to the needs of each district and the size of the existing divisions. On the other hand all Personal Assistants, as such, should be abolished. This is a proposal which already has the support of the Inspector-General (see his letter No. R.C. 936-Acct., dated 4th November 1922) and was a change advocated by the late Mr. P. B. Thomas in his letter No. 749-Acct., dated 4th March 1919. The Government have not dealt with the cases of those Deputy Superintendents of Police who are engaged in other than district work (with the exception of the Deputy Superintendent of Police in the Inspector-General's office, see above paragraph 4) but they would like to have the case of each of these Deputy Superintendents of Police considered separately and to obtain opinions as to whether any of them can be dispensed with.

6. To sum up, the proposals under this head are as follows:—

- (1) Abolition of four Deputy Inspectors-General.
- (2) " of one District Superintendent of Police in district charge.
- (3) " of two officers of the rank of District Superintendent of Police.
- (4) Possible increase in the numbers of Assistant Superintendents of Police and

Deputy Superintendents of Police to fill divisional charges and to take the place of the officers under item (3).

## II

### The Subordinate Staff—Inspectors, Sub-Inspectors, Head Constables and Constables.

*Sub-Inspectors and Head Constables.*—Perhaps the most important recommendation of the Police Commission was that which led to the introduction of the Sub-Inspector as the grade in the department responsible for the investigation of crime and the displacement of the head constable as the officer in command of the station. It was based on the belief that the creation of a comparatively highly paid grade of officers drawn from a superior stratum of society to that from which the constable or head constable is ordinarily recruited would do much to preserve the purity of the administration and redeem its reputation for corruption and at the same time result in better investigation and therefore better detection of crime.

2. It must be admitted that these anticipations have not been fulfilled. The statistics of grave crime show an increase instead of a decrease, the percentage of detection has not improved, the value of property stolen has grown larger and larger and the amounts recovered have not materially increased. In fact the percentage of recovery in 1921 was as low as 14.5. It is true that there may be independent reasons contributing to this state of affairs, but successive administration reports reveal the fact that the Government have adequate reasons not to be satisfied with the work of Sub-Inspectors as a class. The report for 1918 mentions their 'lack of initiative and inability to collect information'; that for 1919 characterizes their work as 'not on the whole very satisfactory' and comments on their 'carelessness and apathy'; while the report for 1920 regrets that the Government are not getting the class of men that is wanted and that the standard is distinctly inferior to that of the men originally recruited. On the question of corruption the Government regret that it cannot be said that the reputation of the force has very greatly improved, though it is no doubt better than it was twenty years ago. There are, in short, adequate grounds to justify a reconsideration of the utility of the class of Sub-Inspectors as a whole, both for financial and administrative reasons. In proposing a reversion to the old system of placing head constables in charge of police stations the Government have been influenced by these and certain other considerations.

3. In the first place, now that the pay of head constables and constables has been raised they consider that it should be possible to get a better type of man to join the ranks of the police force; and in the second place they are inclined to think that, apart from the question of integrity, the head constable actually makes a more efficient and capable investigating officer than the Sub-Inspector.

4. The fact that criminals are, generally speaking, drawn from the lower strata of society in the Presidency renders it perhaps easier for officers of the class of constable or head constable to obtain information about crime and criminals. On the other hand, the superior status of the Sub-Inspector makes it more difficult for him to get an intimate knowledge of the class of men with whom he has to deal and they are bound to be more reticent in his presence than would be the case with men more of their own class. In fact the Government believe that in practice the bulk of the actual work of investigating is still done by the head constable or the constable, though under the present system he feels, and indeed has, no responsibility in the matter. The Government therefore do not see why it should not be possible to take facts as

they exist and work out at least an equally effective and honest administrative machine at a considerably lower cost. They realize that an immediate and wholesale return to the old system would be impossible and they recognize the value of the superior status of the Sub-Inspector from the point of view of supervision and the prevention of corruption and illegal methods of extorting confessions. Their suggestion therefore is that, as before, the head constable should be the Station-house officer directly responsible for the investigation of crime in his station, but that he should be subjected to a far greater measure of supervision than was the case under the old organization before the Police Commission. A proportion therefore of the existing Sub-Inspectors will be retained and will be deputed according to requirements by the District Superintendent of Police and the Assistant Superintendent of Police or Deputy Superintendent of Police to supervise the work of two or more stations. They will be required actually to investigate or, with the help of the Station-house officer, to control the investigation of grave crime in these stations, and will possibly be known by some new title, such as 'Investigating officers'. This body of men will be drawn in the first instance from the existing Sub-Inspectors and will also in future be open to direct recruitment from the educated middle classes. But in order to provide an incentive for good work in the lower grades the promotion of capable and reliable head constables might be encouraged to a far greater extent than is the case at present. Such promoted men with a practical experience of investigating work combined with a proportion of men of a higher social and educational standard should in course of time constitute all that is required in the way of what may be called the subordinate supervising staff.

5. *Inspectors.*—As a corollary of this proposal the Government consider that it should be unnecessary to retain the Circle Inspector as a supervising agency and all superior supervision should be exercised by the Assistant Superintendent of Police, Deputy Superintendent of Police and District Superintendent of Police, who, as sketched in Memorandum I, would, with smaller divisional charges, be able to devote greater attention to this branch of work than they do at present. The Government are of course aware that the experiment of abolishing the Circle Inspector has been tried already with disappointing results in Kurnool and Trichinopoly (see G.O. No. 2426, dated 23rd October 1919), but they are inclined to think that the comparative failure of the experiments was partly due to the personal element in these two instances and they cannot persuade themselves that the duplication of the subordinate supervising agency is justifiable on principle.

6. There are at present 1,007 police stations and 371 outposts in the Presidency. Under the proposals sketched above it should be possible to eliminate about half the existing number of Sub-Inspectors and most of the Inspectors. But in order to deal with cases of special difficulty the Government are inclined to think that there ought to be in each district a small specialized detective staff organized somewhat after the manner of the Criminal Investigation Department. This staff might be composed of one Inspector, two or three Sub-Inspectors and a few constables. It should consist of picked men, it would be under the control of the District Superintendent of Police and would perform the same functions for the district as the Criminal Investigation Department now perform for the whole Presidency.

7. Allowing the necessary personnel for these special staffs and also the number of Inspectors required for the reserves, for prosecuting work and for work as Town Inspectors in large towns, the net result of these proposals would be that the number of Sub-Inspectors might be reduced from 1,250 to about 750 and the number of Inspectors from 290 to about 80 or 100.

8. These are the main outlines of the Government's proposals under this head but there are several subsidiary matters which they think might be further examined.

9. *Constables.*—The first is the need for continuing writer head constables in police stations. The Government do not see any reason why the requisite number of such writers should not be procurable from the rank of constable, many of whom are now literate. If this could be done, it should be possible to save about 1,000 head constables and 1,000 constables from the existing strength of the force would take their places.

10. In the second place the Government are inclined to think that the system of time-scales is unsatisfactory so far as the lower ranks of the police are concerned. The old system of promotion by grades provided an incentive to good work which is lacking under the present system and they would like the committee to examine the possibility of a reversion to that system with special reference to the question of how far it would affect the pay of the lower ranks of the service.

11. Finally the Government would like an examination of the question of reducing the present number of police stations and outposts. They do not expect that very much can be done in this direction so far as stations are concerned, but they have reason to think that there are a certain number of unnecessary outposts which might well be abolished.

12. To sum up, the proposals under this head are—

- (1) Reversion to the old system of the head constable station-house officer.
- (2) Creation of a class of special investigation and supervising officers, each of whom will control the work of two or more station-house officers.

- (3) Abolition of about 500 Sub-Inspectors.
- (4) Abolition of about 200 Inspectors.
- (5) Abolition of about 1,000 station writer head constables.
- (6) Creation of a specialized detective staff in each district.

### III

#### The City Police.

The Government recognize that the problems of the city differ a good deal from those of the mufassal, but at the same time they do not see why the organization of the City Police should not follow the lines of an ordinary district more than it does at present.

2. *Superior officers.*—From this point of view they consider that the proper allotment of officers should be a Commissioner of the rank of District Superintendent of Police assisted by as many Assistant Commissioners as may be required. The officers selected should be picked men, preference should be given to those who have experience of city work and they should receive extra pay to compensate them for the extra cost of living in headquarters; but within these limits they suggest that the cost of the present organization might well be reduced.

3. In the first place they doubt whether there is sufficient justification for retaining two Deputy Commissioners of the rank of District Superintendent of Police and they propose that each of the two ranges should be put in charge of an officer of the rank of Assistant Superintendent of Police or Deputy Superintendent of Police who would be styled Assistant Commissioner. They also consider that there should, as at present, be an Assistant Commissioner at headquarters to assist the Commissioner, to supervise the Intelligence department and to attend to the work of licensing. To correspond with this proposal they do not think that it should be necessary for the Commissioner to retain the rank of Deputy Inspector-General and they would give the appointment to a selected senior District Superintendent of Police with a Presidency allowance to bring his pay somewhere near that now drawn by a Deputy Inspector-General. They are, however, aware that before the amalgamation of the Commissioner's office with the regular grade of the Police the pay of that officer was higher than that of the District Superintendent of Police and they admit that there may be reasons not to reduce the status of the Commissioner on account of the classes of people with whom he has to deal.

4. *Inferior staff—Inspectors.*—For much the same reasons as are given in Memorandum II, the Government doubt whether it should be necessary, as a matter of principle, to retain any of these officers. In any case considering the special facilities for communication and locomotion that exist in the city, the Government consider that the number of divisions might well be reduced and they suggest that 50 per cent of them might be abolished.

5. *Sub-Inspectors.*—It is the practice in Madras to have a European and an Indian Sub-Inspector for each station. Such an arrangement is *prima facie* extravagant and, as a matter of principle, the Government consider that it should be sufficient for each station to be in charge of a single Sub-Inspector. They believe that in Calcutta, where the European population is much larger, it is by no means the invariable practice to attach a European or Anglo-Indian Sub-Inspector to every station and they are aware that the Commissioner has recently found some difficulty in recruiting suitable Europeans or Anglo-Indians and has been permitted, in consequence, to recruit Indian Sub-Inspectors in their place for a year. They suggest that it should be possible to reduce the number of Sub-Inspectors by half, posting the Europeans to stations in the European residential quarters of the city and the Indians elsewhere.

6. Lastly the Government consider that the number of police horses might be reduced. Their upkeep is expensive and it is by no means easy to obtain suitable animals nowadays. They recognize the value of mounted men in regulating traffic and processions, etc., but they think that as an ordinary means of locomotion a horse is an unnecessary luxury in a place like Madras. They understand that the Commissioner already has this question under consideration and has certain proposals to make.

7. In conclusion the Government wish it to be understood that their proposals for reducing the City staff on the above lines are prompted largely by a recognition of the fact that there is a corresponding need for increasing and strengthening the police for special work of all kinds, such as the regulation of traffic and so on, and unless substantial economies can be effected in the ordinary organization, there is little chance of being able to finance such projects.

8. To sum up, their proposals under this head are as follows:—

- (1) Abolition of one officer of the rank of Deputy Inspector-General.
- (2) Abolition of one officer of the rank of District Superintendent of Police (one Deputy Commissioner).
- (3) Addition of one officer of the rank of Deputy Superintendent of Police (Assistant Commissioner).
- (4) Abolition of eight Inspectors.
- (5) Do. of 24 European Sub-Inspectors.
- (6) Reduction in the number of police horses.

## B.—Written views of the Members of the Committee.

### I.

Letter from H. H. F. M. TYLER, Esq., C.I.E., I.C.S., District Magistrate of Kistna, to the Chief Secretary to Government, No. 5-IV-14, dated Chilakalapudi, the 19th February 1923.

[SUBJECT.—Police—Organization—Retrenchment.]

[Reference—G.O. No. 43, Judicial, dated 25th January 1923.]

In accordance with the orders contained in the above Government Order, I submit my remarks on the proposals contained therein.

#### I—SUPERIOR OFFICERS.

1. Proposals under this head are abolition of the offices of (1) four Deputy Inspectors-General of Police, (2) one District Superintendent of Police in district charge, (3) two officers of the rank of District Superintendents of Police, (4) possible increase in numbers of Assistant Superintendents and Deputy Superintendents of Police.

2. As regards the proposal to abolish the four Deputy Inspectors-General of Police in charge of ranges, I do not consider that this is a sound proposal. It is perfectly true that the Deputy Inspector-General of Police has to a great extent failed to fulfil the duties of co-ordinating the practices of different districts. As inspecting officer, however, I think he has a real value. The annual inspection by the Deputy Inspector-General of Police is of undoubted benefit in keeping all ranks up to the mark. I think that the entire abolition of the Deputy Inspector-General of Police would lead to a serious loss of efficiency. Moreover without the assistance of the Deputy Inspector-General of Police, I doubt if the Inspector-General of Police would be in a position to form an adequate opinion on the work of his District Superintendents of Police. He would inevitably form his opinion of his officers very largely as the result of statistics. There would be a loss of personal touch between the district officers and headquarters, which I think it is important to maintain. It might however be possible to reduce the number of range Deputy Inspectors-General of Police to two by relieving them of much of the appellate work which, as remarked in Appendix I of the Government Order, occupies a great deal of their time and energy. This could be effected by a corresponding increase in the powers of the District Superintendent of Police which I consider in itself to be highly desirable. I would do away with the right of appeal against the award of blackmark or reprimand by the District Superintendent of Police. In the case of District Superintendents of Police of over 15 years' service, I would allow no appeal from the constabulary, save in cases of dismissal, nor from officers of the rank of Sub-Inspectors and upwards save for reduction or other serious punishments. I think it is for consideration whether an officer of the rank of District Superintendent of Police could not perform the duties of the Deputy Inspector-General of Police in charge of the Criminal Investigation Department.

As regards the proposal to abolish the post of the District Superintendent of Police, The Nilgiris, and the replacement by an officer of the rank of Assistant Superintendent of Police, I see no objection.

3. As regards the increase in the number of Assistant Superintendents or Deputy Superintendents of Police for divisional charges, this is a question which requires consideration with reference to the conditions of different districts. In the case of Kistna district if the Personal Assistant to the District Superintendent of Police is abolished, his place should certainly be taken by an officer of the same rank to hold divisional charge. Generally speaking if District Superintendents are to have greater powers and responsibilities it will probably be necessary in the case of most districts to increase the staff of Assistant or Deputy Superintendents of Police in order to relieve the District Superintendent of Police.

#### II—SUBORDINATE STAFF.

1. The most important proposal contained in this appendix is the reversion to the old system of head constable station-house officer and the creation of special controlling officers of the rank of Sub-Inspectors to supervise the work of two or

more station-house officers. This proposal seems to me to be radically unsound. The station is the unit upon which the whole Police administration is based. The proposal in effect could not fail to mean a division of responsibility for the efficient working of the station. This seems to me to be sufficient to condemn it. The station must remain the unit and responsibility for the efficient working of the station should not be divided. The proposal to abolish the Circle Inspectors also appears to me to be of doubtful expediency. I think experience has shown that the circle is an important link in the chain and the Circle Inspector is or ought to be the backbone of the police administration. I think it is extremely doubtful whether the additional Assistant Superintendents or Deputy Superintendents, whom it is proposed to create, will be able to supervise efficiently the work of the inferior staff unless they are so numerous that in effect there will be no saving by the abolition of the Circle Inspectors.

2. As regards the proposal to appoint a special detective staff, while this might be of value in some districts and under certain circumstances, in general, I think the creation of this staff would be an unnecessary luxury.

3. The proposal to abolish writer-head constables in police stations appears quite feasible. It would probably be found possible to obtain the requisite number of writers from the ranks. If this is done, I think a small allowance should be attached to the post.

4. As regards the question of reverting to the old system of promotion by grades, I consider that the existing time-scale is more suitable for actual conditions. The majority of the men in the force can never expect to rise above the ranks, and for this class of men regular increments of pay as provided under the existing system seem desirable. The existing system provides adequately for keeping back men who misbehave while the system of rewards provides the necessary incentive to good work.

As regards the actual result of this proposal the following figures have been supplied by the District Superintendent of Police for Kistna district. Under the old system 33.41 per cent of the constables were in the first grade on Rs. 8 per month and 66.59 per cent were in the second grade on Rs. 7 per month. The following figures show the percentage of the actual strength at present in each class:—

| Class          | Percentage. |
|----------------|-------------|
| First .. .. .  | 22 19.70    |
| Second .. .. . | 20 34.69    |
| Third .. .. .  | 19 33.56    |
| Fourth .. .. . | 17 12.95    |

It is not easy to make a comparison between the two sets of figures. If, however, we assume that the present first and second class correspond to the old first grade and the present third and fourth class to the old second grade, it will be seen that under present system 54.39 per cent of the strength is in the higher grade while 45.61 is in the lower grade. Any reversion to the old system involving loss of emoluments or prospects to men already in service would cause a great deal of discontent while if applied to future appointments it would be likely to have an adverse effect on recruitment.

### III

Having criticized the proposals contained in the appendix to the Government Order, I now come to a consideration of what seem to me to be sounder proposals for effecting the object in view, namely, reduction of expenditure. As I have noted above I think that the station must remain the unit of Police administration and that there should be no division of responsibility for the efficient working of the station and I have also stated that I consider that the circle should be retained. This system on the whole has worked with reasonable smoothness as an administrative machine and I doubt if any *prima facie* case has been made out for a change of system. I consider that any reduction of cost should not interfere with the essential features of the existing system. The solution of the problem is suggested by the fact that, though the police station and the circle seem essential units, they vary considerably

as executive charges. There are probably many circles which could be managed by efficient Sub-Inspectors and many stations which could be managed by head constables. I would propose therefore that circles and stations should be classified into first and second classes. First-class circles would be in charge of Inspectors and second-class circles in charge of senior Sub-Inspectors, while first-class stations would be in charge of Sub-Inspectors and second-class stations in charge of head constables. Sub-Inspectors in charge of second-class circles and head constables in charge of second-class stations should receive a small charge allowance. In practice I think this system would work well. The second class stations and circles would provide a convenient stepping stone to higher rank and provide an incentive to good work among the ranks affected. It is impossible to foretell the financial result of the application of this scheme to this Presidency. In this district, a notoriously heavy one from the police point of view, the District Superintendent of Police informs me that it should be possible to treat about 25 per cent of the circles and 33 per cent of the stations as second class. In the Agency and in the districts where crime is light, the percentage so treated should be much higher. The result of such a scheme would be preservation of the existing administrative system, little loss of efficiency, substantial reduction of cost and improved openings for all ranks from Sub-Inspectors downwards.

### IV

As regards the City Police, I have no personal experience and I do not feel able to make any useful comment on the proposals until I have had an opportunity to discuss the question in committee.

### H

Letter from M.R.Ry. J. NARAYANA REDDI Garu, B.A., Second Presidency Magistrate, Georgetown, Madras, to the Chief Secretary to Government, dated the 21st February 1923.

With reference to G.O. No. 43, Judicial (Police), dated the 25th January 1923, calling for written reports discussing the proposals made in each memorandum drawn up by Government and making any fresh suggestions that may be considered useful, I have the honour to state that, as a general proposition, so far as the Police Department is concerned, its integrity and efficiency have to be maintained at any cost and that, under any circumstances, the forces of law and order should not be weakened in the present state of the country; subject to these considerations I shall offer my views on the memoranda drawn up by Government and make a few fresh suggestions which I think useful.

### MEMORANDUM I—SUPERIOR OFFICERS.

2. *Deputy Inspectors-General.*—There are now six Deputy Inspectors-General and I heartily support the Government's proposal that the number should be reduced to one who would be stationary at the Presidency headquarters, would assist the Inspector-General in disposing of such appeals against the order of a District Superintendent of Police as would be still admissible, would act as his Deputy when he is on tour and would also control the Railway Police and the C.I.D. To effect this reduction, there must be further decentralization of work, especially in regard to the District Superintendents of Police's powers and the curtailment of appeals against his orders; under paragraph 249 of the Madras Police Orders, there is the right of one appeal against any punishment, except a fine not exceeding As. 8 in any one case, forfeiture of leave unaccompanied by a black mark, punishment drill, extra guard duty and fatigue duty; paragraph 227 of the same orders shows that the District Superintendent of Police is the lowest authority who can impose the following punishments:—

|                                 |                                                                                                                             |
|---------------------------------|-----------------------------------------------------------------------------------------------------------------------------|
| Inspector .. ..                 | Reprimand and warning.                                                                                                      |
| Sergeant .. ..                  | Reduction in grade, suspension, severe reprimand and warning.                                                               |
| Sub-Inspector ..                | Reduction in the grades of the cadre, suspension, severe reprimand, reprimand and warning.                                  |
| Head constables and constables. | Dismissal, reduction in rank and grade, suspension, deprivation of increment, black mark and forfeiture of privilege leave. |

I consider that there should be no appeal against the orders of the District Superintendent of Police in the following cases:—

|                                 |       |                                                                                     |
|---------------------------------|-------|-------------------------------------------------------------------------------------|
| Inspector                       | .. .. | Reprimand and warning.                                                              |
| Sergeant                        | .. .. | Severe reprimand.                                                                   |
| Sub-Inspector                   | .. .. | Do.                                                                                 |
| Head constables and constables. | and   | Suspension, deprivation of increment, black mark and forfeiture of privilege leave. |

This would considerably reduce the present excessive volume of appeals against the orders of District Superintendents of Police. I am not personally acquainted with the details of scriptory work in all Police offices and I regret I am therefore unable to offer any useful suggestions in regard to its reduction by the adoption of better methods.

*District Superintendents of Police.*—The only possible reduction in the number of district charges is that suggested by Government in paragraph 3. The Government propose that the two officers of the rank of District Superintendent of Police at headquarters, viz., the Assistant Inspector-General of Police and the Personal Assistant to the Deputy Inspector-General of Police, Railways and C.I.D., might be dispensed with; I agree; but it is proposed to retain the Assistant to the Deputy Inspector-General, C.I.D.; I do not know what the grade of this officer is and what duties he is performing.

*Assistant Superintendents of Police and Deputy Superintendents of Police.*—There are now 46 Deputy Superintendents of Police, both permanent and temporary; of these, 25 hold divisional charges and 18 are Personal Assistants to the District Superintendents of Police; the latter should be abolished and they can be utilized for the extra divisions that may be created; the Government have abolished Personal Assistants to Collectors, except in a few very heavy districts; there is no reason why District Superintendents of Police should have any Personal Assistants; as the number of Inspectors is to be materially reduced, it is necessary to have more Police Divisional officers to effectively supervise the work of the investigating agency; there are only three Deputy Superintendents of Police who are engaged in other than district work; one of them is the Manager of the Inspector-General's office; he may be retained; the other two are, I suppose, in the C.I.D. and I think one is enough; the other may be utilized for district work; we have enough Inspectors for the C.I.D. and further, each district will have in future a special detective staff.

#### MEMORANDUM II—THE SUBORDINATE STAFF.

*Sub-Inspectors and head constables.*—(1) The investigating officer or the officer in charge of the station, whether he is a Sub-Inspector or a head constable, will form the backbone of the police administration and the reputation of the department will chiefly depend upon him; so, it is of the utmost importance that a proper officer should be selected for charge of the station; the Sub-Inspector was introduced and put in charge of the station in the place of the head constable for two reasons, i.e.—

(a) to preserve the purity of the administration and redeem its reputation for corruption;

(b) to secure better investigation and therefore better detection of crime.

As regards (b), it must be admitted, as the statistics of grave crime show, that the Sub-Inspector has not been quite a success; this is due to various causes; the Sub-Inspector enters the department with high ideals and with the sincere desire of doing his work honestly and efficiently; but he is hampered by the head constable on the one hand and by the corrupt Inspector of the old school on the other hand; the head constable is jealous and the fact that he has lost his prestige and emoluments by being deprived of the station charge is still rankling in his mind and he always tries to throw obstacles in the way of the Sub-Inspector unless the latter makes himself a puppet in his hands; this is especially the case in the case of weak and inexperienced Sub-Inspectors; again, there is the corrupt Inspector; he does not like the honest and straightforward work of the Sub-Inspector and he would encourage the head constable with whom he can share the proceeds of corruption; he would try to discourage the Sub-Inspector as much as possible and would not lend his advice and guidance to him; the consequence is that, in the first three or four years of his service at any rate, the Sub-Inspector feels quite helpless and

allows his work to be done by a corrupt head constable under the guidance of an unscrupulous Inspector, though he is nominally the investigating officer; if the Circle Inspector is removed and if also the writer head constables are abolished, as proposed by the Government, I have no doubt the Sub-Inspector will show a better record of his work in regard to prevention and detection of crime; he will work directly under the superior and sympathetic supervision of the Assistant Superintendent of Police or Deputy Superintendent of Police or District Superintendent of Police; he will not be impeded by the petty and corrupt ways of the head constable and the Inspector.

(2) It may be that after the introduction of the Sub-Inspector, the grave crime has not decreased and the percentage of detection has not improved; there may be independent reasons contributing to this state of affairs; it is more than compensated by the improvement in the purity of the administration which has taken place since the introduction of the Sub-Inspector; there can be no two opinions that the present reputation of the force is far better than what it was twenty years ago and it is certainly due to the Sub-Inspector; I attach the highest importance to the purity of Police administration and the reputation of its force, and to secure them, we must, for some time to come, make some sacrifice in the matter of prevention and detection of crime; in course of time, after the Inspector and the writer head constables are removed, the Sub-Inspector, with his better education and higher social status, is sure to make an efficient and capable investigating officer. If we revert to the old system of placing head constables in charge of Police stations, it is certain that the reputation of the Police force will become bad again and that the purity of the administration will disappear; the Government realize that an immediate and wholesale return to the old system would be impossible and they recognize the value of the superior status of the Sub-Inspector from the point of view of supervision and the prevention of corruption and illegal methods of extorting confessions; a Sub-Inspector deputed to supervise the work of a number of stations can do practically nothing in the way of preventing corruption and illegal methods of extorting confessions; I have been a Magistrate for more than 28 years and have known the days when head constables were in charge of Police stations; they were adepts in the art of pitching upon old offenders or of extorting confessions from the persons whom they implicated; these malpractices have almost disappeared and it is chiefly due to the Sub-Inspector; now, we rarely hear of a case in which confession is extorted; if we revert to the old system, the head constable will receive the first reports in grave crimes and he will at once proceed to the scene of offence and start investigation; he is a man drawing Rs. 30 or 35 per mensem and it is impossible to expect him to do his work honestly and straightforwardly in cases in which rich parties are involved and when hundreds, sometimes thousands, are offered to him as a bribe; he would spoil the cases in the initial stages and obstruct the work of the superior officers at the later stages; the Sub-Inspector or Inspector subsequently deputed for the investigation of these grave crimes would not be in a position to do any useful work; the courts will attach much importance to the first reports and first statements recorded by the head constable and hence the cases fail; we cannot ask the head constable to keep quiet till a superior officer comes for investigation from some distant place; immediate and prompt action is necessary in the case of grave crimes and the head constable cannot be trusted to take it; and the new 'investigating officer' cannot obviously take it for at least two or three days after the offence is committed.

(3) Again, the head constable in charge of a station is ignorant of English and he will write his long case diaries containing much irrelevant stuff in his vernacular language; I have enough experience of these rigmarole diaries and it is rather too much to expect a District Superintendent of Police or Assistant Superintendent of Police or even a Deputy Superintendent of Police to go through all the case diaries received from a large number of stations in his division and offer any useful advice or guidance; on the other hand, the Sub-Inspectors write their case diaries in English and their work can easily be checked; the chief point that we have to bear in mind is that the head constable will spoil the cases in the initial stages, and that later on even a Sherlock Holmes cannot undo the mischief he has already done.

(4) Under the above circumstances, I am strongly opposed to the reversion to the old system of placing head constables in charge of Police stations; there might

have been a little increase in grave crime and decrease in detection after the introduction of the Sub-Inspector and I do not see why the Sub-Inspector alone should be held responsible for it; other causes might have contributed to it; above all, we must see to the purity of the administration and the reputation of the Police force and there can be no doubt that they have greatly improved under the new system; I therefore respectfully urge that the Sub-Inspector should be retained as an officer in charge of the Police station and if my proposal is accepted, the 'Investigating officers' mentioned in paragraph 5 of the Memorandum are not necessary.

*Inspectors.*—The Circle Inspector may go; the superior supervision will be done by the District Superintendent of Police or Assistant Superintendent of Police or Deputy Superintendent of Police, who will hold smaller divisional charges and consequently, should be able to devote greater attention to this branch of work than they do at present; again, as suggested by Government, there may be a small specialized detective staff for each district to deal with cases of special difficulty; but I would earnestly press that the Police Divisional officer should, in future, personally investigate all murder cases, heavy and serious dacoity cases and very serious riotings involving loss of life; they should be relieved of much of their present and useless scriptory work.

*Constables.*—I think there is no need for continuing writer head constables in Police Stations; many of the constables are now literate and it should be possible to procure the required number of such writers from the rank of constable; I am not in favour of the system of time-scales so far as the lower ranks of the Police are concerned and we may revert to the old system of promotion by grades; head constables are now placed in three classes—

| <i>Mufassal.</i> |    |    |    | RS. | <i>Madras City.</i> |    |    |    | RS. |
|------------------|----|----|----|-----|---------------------|----|----|----|-----|
| Third class      | .. | .. | .. | 27  | Third class         | .. | .. | .. | 35  |
| Second class     | .. | .. | .. | 31  | Second class        | .. | .. | .. | 38  |
| First class      | .. | .. | .. | 35  | First class         | .. | .. | .. | 42  |

These classes may continue; the head constables in Madras City get some allowance for house-rent and dhobi also.

The present time-scales for constables are as follows:—

*Mufassal.*—A constable starts on Rs. 17; after five years, he gets Rs. 18; after ten years, Rs. 20; and after 17 years, Rs. 22.

*Madras City.*—A constable starts on Rs. 22; he gets an increment of one rupee after every three years of service up to Rs. 28 and then, after four years, he would get Rs. 30.

I would put the constables under the following three grades:—

| <i>Mufassal.</i> |    |    |    | RS. | <i>Madras City.</i> |    |    |    | RS. |
|------------------|----|----|----|-----|---------------------|----|----|----|-----|
| Third grade      | .. | .. | .. | 17  | Third grade         | .. | .. | .. | 22  |
| Second grade     | .. | .. | .. | 20  | Second grade        | .. | .. | .. | 26  |
| First grade      | .. | .. | .. | 22  | First grade         | .. | .. | .. | 30  |

The grade system will surely serve as an incentive to good work, which is lacking under the present system; a constable now thinks he would get his increment as a matter of course and unless his work is specially bad, I suppose he gets it; on the other hand, under the grade system, he would try to get into the higher grade by doing good work. I regret my inability to offer any suggestions in regard to the reduction of the present number of Police stations and out-posts; I must leave them to the officers of the department.

### MEMORANDUM III—CITY POLICE

*Superior officers.*—It seems to me quite unnecessary to have an officer of the rank of a Deputy Inspector-General as the Commissioner of Police in Madras City; a senior District Superintendent of Police with a Presidency allowance will do; he may have an Assistant Commissioner as his Personal Assistant, as at present; there is absolutely no justification for retaining two costly Deputy Commissioners of the rank of District Superintendent of Police, the Southern Range, can be put in charge of a European Assistant Superintendent of Police and the Northern Range in charge of a senior Deputy Superintendent of Police, both of them being styled Assistant Commissioners; the present Deputy Commissioners do no investigation at all and

though I have been in Madras for nearly three years, I have not come across a single case investigated by them; the new Assistant Commissioners should do some investigation work in regard to at least grave crimes.

*Inferior staff—Inspectors.*—For the reasons given in Government Memorandum II, it is quite unnecessary to retain any of these officers and they may all go; considering the special facilities for communication and locomotion that exist in the City, and also the small and limited area of the City ranges as compared with the large area of the divisions in the mufassal, I think the Assistant Commissioners should be able to do what the Inspectors are now doing; I am for the entire abolition of the division charges in the City.

*Sub-Inspectors.*—My experience is that there is not enough work in each station even for one Sub-Inspector; the European Sub-Inspectors may be abolished and only those that are required for stations in the European residential quarters may be retained; each station should have only one Sub-Inspector.

2. As regards the Police horses, I have no information as regards their present number and the duties for which they are utilized; so I cannot offer any useful suggestions in regard to their reduction.

### III

Letter from F. SAYERS, Esq., Superintendent, Government Railway Police, Trichinopoly, to the Chief Secretary to Government, dated Trichinopoly, the 23rd February 1923.

I have the honour to forward herewith the report called for in paragraph 3 of G.O. No. 43, Judicial (Police), dated 25th January 1923.

1. Before attempting to discuss in detail the proposals put forward, I must state that some of those contained in one of the memoranda are so closely dependent on those contained in another that I cannot discuss them separately. I shall however follow the memoranda as closely as I can.

2. According to the recommendations of the Police Commission the cost of the Madras Police should have been raised from Rs. 32,97,276 to Rs. 63,67,265 and that of Bengal from Rs. 43,74,652 to Rs. 78,58,448. I presume therefore that these figures are probably directly proportionate to the present costs of the forces in these provinces. If this is so then I shall also presume that any retrenchment in this Province should be about proportionate to that suggested in Bengal. The latter figure is Rs. 3,39,824, and I therefore think that a retrenchment of about Rs. 6,00,000 would be about double what ought to be expected in this Presidency, whereas my rough calculations from the proposals now made by Government would go to show that more than double this figure is aimed at, i.e., about Rs. 14,00,000—in other words retrenchment at more than four times the rate adopted in Bengal. I do not think that such is possible and at the same time even a pretence at efficiency being made.

3. It is said that the time has come when the dicta of the Police Commission need not be accepted without question, but at the same time, I take it, that, allowing the strong position which the Commission holds—and rightly, considering their experience and opportunities of testing and weighing evidence on all points of Police administration—very strong reasons must be given for running contrary to them.

4. The proposals now put forward have a threefold object, namely, (1) retrenchment, (2) efficiency and (3) provision of striking forces, and in dealing with them I shall take it for granted that I am expected to state exactly what I think in this preliminary report and shall do so with the assurance that anything I may say will not be taken as unwarranted criticism of the tentative views of the Government.

5. The increase in the various ranks of the force between 1906 and 1921 is shown in the following table:—

| Year.    | Deputy Inspector-General. | District Superintendent of Police. | Assistant Superintendent of Police. | Deputy Superintendent of Police. | Inspector. | Sub-Inspector. | Sergeant. | Head constable. | Constable. |
|----------|---------------------------|------------------------------------|-------------------------------------|----------------------------------|------------|----------------|-----------|-----------------|------------|
| 1906     | 5                         | 29                                 | 33                                  | 40                               | 690        | 583            | 103       | 2,618           | 20,384     |
| 1921     | 6                         | 33                                 | 35                                  | 41                               | 298        | 1,483          | 159       | 3,573           | 23,673     |
| Increase | 1                         | 4                                  | 2                                   | 1                                | — 92       | 900            | 49        | 955             | 3,289      |

The force during this period reached its average strength so far back as 1909 when it was increased by about 6,500, but in 1921 the strength dropped by about 3,500. It is clear, therefore, that the actual increase in strength is now only about 3,500 over what it was in 1909. This increase is chiefly in the rank of constable. The rate of the cost of the force has however increased neither in proportion to the strength nor anything else, but has been at the rate of 7.5 lakhs per year.

6. The cost is said to be more than three times what it was in 1905, but I would point out that the cost of everything is about three times what it was in 1914. The cost of the force in 1914 was Rs. 95,02,675 and to be in keeping with the general state of things it ought now to be Rs. 2,85,08,025 whereas it actually falls short of this by Rs. 1,08,10,867. I do not put forward these figures to show that no decrease is now possible but to point out that retrenchment must be reasonable.

There is another interesting point of view to be taken into consideration and that is that almost half of the total increase since 1905 is accounted for in 1919 and 1920 and it was in these years that the pay of the force was brought up to the present standard in order to meet the increased cost of living.

#### MEMORANDUM I—SUPERIOR OFFICERS.

7. (a) *Deputy Inspectors-General*.—It is suggested that the Range Deputy Inspectors-General should be abolished. In order to make this a practical proposition on paper, arguments have been used which involve the distribution of the work now done by this officer between the District Superintendent and the Inspector-General, while at the same time the last mentioned officer is to do the work of the Criminal Investigation Department plus that done by the present Personal Assistant in that department. He is also to be deprived of the help of the Assistant Inspector-General, but to be given the help of one Deputy Inspector-General to do all this work. The District Superintendent can do no share of this work beyond keeping himself in touch with his neighbouring Superintendents and it follows, therefore, that the Inspector-General and one Deputy are to do the work of the Inspector-General at present plus that of six Deputies plus also that of two Personal Assistants of the grade of District Superintendents. I am distinctly of opinion that this is not possible unless the Inspector-General and his Deputy are super-supermen.

The present work of the Deputy Inspector-General is (1) to inform the Inspector-General how crime is being handled and (2) to control, instruct and advise the District Superintendents in his range. In order to do this, he must constantly be on tour inspecting the work of one or other of the districts in his range. At present each Deputy Inspector-General has six or seven districts in his charge and in order to inspect a district properly it takes him from six weeks to two months. It stands to reason that an officer with an average of 24 years' experience of district work in the way of dealing with crime and criminals must be a great help, guide and control to an officer with about eight or nine years' experience of an Assistant Superintendent's work and I doubt very much whether the Inspector-General whose time is mostly taken up with the larger administrative work of his office could devote sufficient, if any, time towards anything which could be called individual control, instruction or advice to 27 or 28 District officers spread over an area like the Madras Presidency.

It is said that much of the present time of a Deputy Inspector-General is taken up in dealing with appeals. I do not know the actual numbers of appeals dealt with, but I do know that the number of District Superintendents' orders reversed on appeal hardly justifies the taking up of the time spent in dealing with them, if looked at from purely that point of view. I look at the time thus spent from another point of view also, namely, the informative character of the work in so far as the Deputy is concerned. It brings him into close and individual touch with men of all ranks of every district in his charge.

Even supposing that the number of appeals from each district were 52 per year, and this, I believe, is a very outside figure, it would only mean that the Deputy Inspector-General has to deal with an average of one appeal per week from each district, which is not excessive when one considers that a District Superintendent deals with as many punishment rolls in original in the space of a few months.

I would however be in favour of stopping all appeals against the orders of a District officer in cases involving punishments of not more than six months' reduction.

in the case of head constables and constables. I would allow appeals otherwise to stand as they are at present with the exception that I would not allow appeals to the Inspector-General against the orders of his Deputy awarding any punishment less than dismissal. This would increase the responsibility of the Deputy and give him more power and at the same time considerably reduce the work of the Inspector-General.

Besides the fact that I do not think that the work could be done efficiently in the manner suggested, there are other reasons why I consider the Deputy Inspector-General to be a very necessary link in the chain of administration. The chief one I would urge is that such appointments are the natural goal of persons enlisted in the department under the distinct understanding that they will one day be eligible to hold such posts if found fit for them. Any falling away from such a contract, for financial reasons or others, would in my opinion react most unfavourably on all officers at present in the force and would certainly act as a preventive of others of the same class coming into it. We are recruited from the same class as the other services and all of these have administrative appointments to which they can look forward as some sort of fitting crown to their labours in the executive. This is more a question for the Indian Police than for any individual in it, but at the same time I think it only right that I should not let this point of view be lost sight of at this stage. It will also be a question for the Provincial Service at no very distant date.

I have no intention of using this as an opportunity for propaganda on behalf of the service, but I merely mention the facts as having a very considerable bearing on the whole efficiency of the department. The question will certainly have a very great bearing on the number of applicants for proportionate pensions, and this will leave even the district charges with the proposed added responsibilities very undermanned by a suitable class of officer.

What the Commission says on this point will bear repeating. "In all provinces these officers are too few in number. Some of their most important duties are entrusted to Commissioners and District Magistrates and many of them are entirely neglected. They are practically confined to work of a comparatively unimportant character and their usefulness is consequently impaired. . . . These appointments should be regarded as the highest prizes absolutely reserved for the Police department and officers holding them should be eligible (like Superintending Engineers) for the special pension of an additional Rs. 1,000 a year provided for in the Civil Service Regulations." This recommendation of the Commission will be accepted now or at any other time without question, I believe, although some other recommendations may be open to question.

The idea of decentralization contained in the above remarks of the Commission should be given more effect and the Deputy Inspector-General should be made a real Deputy. At present the Inspector-General and his office are over-burdened with unnecessary work. There are numerous returns and reports, etc., which go to the Inspector-General which should stop with the Deputy and it should be the duty of the latter to collate the information on all points from his range and keep the Inspector-General thoroughly up to date with all administrative questions.

(b) *Deputy Inspector-General, C.I.D.*—As already remarked, I do not think that the proposals which involve this officer doing his own work and some of that of the Inspector-General and those of his present Personal Assistant and the Assistant Inspector-General are at all feasible. Even if an Assistant Superintendent were to be put in the chief office to assist this officer in these multifarious duties, he would have to be given an allowance which would bring his pay somewhere very near that of the present Assistant Inspector-General and the loss in efficiency would not be commensurate with the saving of money. The duties of the Personal Assistant to the C.I.D. Deputy are at present one man's work and, if any reduction is to be made in this office, I would certainly be in favour of abolishing the present Assistant to the Deputy, as, I believe with an officer of the standing of a Superintendent in the office, this class of officer is entirely unnecessary. This type of officer is neither sufficiently well educated or intelligent to understand any work in the C.I.D. office which would entitle him to the status he holds. In the interests of efficiency the

work of the office must be done by an officer who can have a true perspective of the values of reports received and a knowledge of law and procedure to enable him to be a real Assistant to the Deputy Inspector-General. There is no reason why work of this sort should be done twice in the office and it must be done by an officer of the class I have mentioned. If a manager is required for this office he can be got at a more reasonable figure than the present Assistant.

I am therefore of opinion that the Deputy Inspector-General, C.I.D., and his Personal Assistant as well as the Assistant Inspector-General must remain as they are at present.

(c) *District Superintendents.*—The only other and separate case to be considered under this head is that of the District Superintendent of the Nilgiris.

It is quite true that the work there is not too heavy or responsible for the average Assistant Superintendent, but if this district is given to an Assistant, he will also have to be given a bill allowance which will not be less than what he would get at present as an acting District Superintendent. Therefore no money would be saved. The proposal also involves adding this area to the Coimbatore district. I do not know what the reasons were for its being taken from this district some time ago, but I am sure they are still extant. Apart from this the present district of Coimbatore is roughly about the size of Wales which is surely a large enough area for one officer to administer. The suggested change would also mean that the Superintendent would have to deal with two District Magistrates and the office would have to be removed to Coimbatore. This would add considerably to the clothing and pay point of view. If the office is to remain as it is and the Assistant virtually to do the work of the District officer in connexion with it, I do not consider that it would be reasonable to ask him to do this and at the same time deprive him of the status, especially as no economy would be thereby effected. Unless it were clearly demonstrated to me that there would be a saving by the proposal I would every time be in favour of efficiency.

(d) *Assistant and Deputy Superintendents.*—The question of this rank is so intimately bound up with that of the subordinate ranks of Inspector and Sub-Inspector that I shall under this head only deal with it where possible to separate the two questions and leave all other aspects to be discussed under the other heads.

I think that all Personal Assistant Deputy Superintendents may be abolished, and I consider that one District Superintendent and two Assistants, either Deputy or Assistant Superintendents, are adequate for the average district. In some districts, of course, only one Assistant will be required and in some none.

The other officers of this rank to be considered are those not engaged in district work proper. They are according to the most recent list as follows:—

(i) One attached to the C.I.D. He could be abolished, I believe, and his place if necessary be taken by an Inspector. The latter officer can, in my opinion, do the work better than a gazetted officer.

(ii) One at headquarters, Bellary. He is, I presume, a sort of Personal Assistant to the District Superintendent and as such he may be abolished.

(iii) One is temporary Assistant to the Deputy Inspector-General, C.I.D., and the same applies to him as to (i) above.

(iv) One is in charge of Madura town. He can be abolished or, if thought necessary, he may be retained and the Town Inspector abolished. Both together are unnecessary.

#### MEMORANDUM II—SUBORDINATE OFFICERS.

8. (a) *Inspectors.*—The proposal is to abolish them as such and to have a small detective agency at headquarters. This suggestion is included in another advocating the increase of the number of subdivisions in the district, and another to have the number of Sub-Inspectors. It practically means that an Assistant or Deputy Superintendent would have to do the work of an Inspector. As remarked in the Government Order itself, this system was tried in some districts and was found a failure. It is said, however, that it may have failed owing to the personal element. I cannot see what, if any, guarantee or even hope there is for its success in the future as the personal element is always with us; but on a Presidency scale, I fear,

it would be more emphasized than diminished. Further, so far as my memory serves me, when this system was previously tried, it was given the best possible conditions for success as all the officers engaged on it were specially selected. I do not think that its failure was due so much to the personal element as to the fundamental misconception of the scheme. One class of man cannot do the police work of another. I entirely agree with the Commission on this subject: "No class of officers employed on police work can be expected to perform it satisfactorily, unless they are supervised by officers whose experience and character fit them to detect and check abuses." And again "The promotion of Sub-Inspectors would give that class of officer such reasonable prospects as would attract good men."

I do not know whether the present suggestion means that at some future date vacancies in the ranks of the Deputy Superintendents are to be filled up by promoting Sub-Inspectors or whether the latter's horizon is to be bounded by the present scale of pay of that rank. I do not think that the former is any more feasible than the latter, and even if quasi-suitable men are to be got for the Sub-Inspector's rank there must be some hope for them of greater things in their career.

There are hundreds of ways in police work in which Deputy Superintendents are not so efficient as Inspectors, and there is a tremendous amount of work done by Inspectors which could not be done at all by Deputy Superintendents. I regard the Inspector as the backbone of the force. He is the indicator by which the District Superintendent is able to guide the whole machine. The Police without the Inspector would to my mind be like an engine without a governor or pressure gauge, no matter whether fitted with most excellent pistons or not—in other words most ineffective and for practical purposes useless. Even now, when an Inspector is promoted to the rank of Deputy Superintendent, he loses at once that intimate personal touch with his men and investigating officers which when transmitted at the other side is so useful to a district or an Assistant or a Deputy Superintendent. Personally I would rather run a district without Divisional officers than without Inspectors. As a matter of fact there is no duplication of supervision under the present system. The work of a Divisional officer is entirely different from that of an Inspector, and, although the former is useful along with the latter, he is, in my view, practically useless without him.

I do not look with favour on the idea of a small detective agency at headquarters—whether in the absence of Inspectors in the district or not—and I regard it as redundant. In police work I think that it is generally admitted that these outside agencies are not nearly so successful as 'the men on the spot,' except in very rare cases in which the District officer can at will form a 'special party' without any addition to his district staff.

The suggestion to increase the number of divisional charges may be dealt with under this head also. I take it that this suggestion is made more with a view to providing places for the surplus Deputy Superintendents involved in another proposal than with a view to economy or efficiency. At the present time a District Superintendent has ample time to devote to his district as a whole. His own direct charge is, so far as my experience goes, not too large or heavy to prevent his inspecting some circles in his Assistant's subdivisions every year as he may think necessary. In fact I believe that every District officer does this now. He also meets his Assistants frequently and is in constant touch with them. I do not therefore think that it is either economical, tending towards efficiency or even remotely necessary to increase the number of subdivisions.

(b) *Sub-Inspectors.*—It is suggested that the Sub-Inspector should be abolished as a station-house officer and that head constables should do this work under the Sub-Inspector's supervision and that the latter should supervise two or three stations.

This is simply a reversion to the pre-Commission system. At present the Sub-Inspector has all his work cut out for him to attend to the duties of one station. If he is divided between two or more he can do nothing, and loses all responsibility for investigation. I would view with alarm and even horror any suggestion of reversion to the old head constable as a station house officer. I doubt even if it would have the saving grace of being economical. We should have to supply an average of at least

two stations for every one now existing on account of the area of the present Sub-Inspector's charge. I am in entire agreement with the views of the Commission on this point. I shall quote some of them just as reminders that they were arrived at after the Commission had heard all the evidence there was to be heard on the question: "They ought not to be employed as investigating officers. They ought not, therefore, to be put in charge of police stations." Again, "where the investigation work of a station is more than one officer can be expected ordinarily to deal with, a second Sub-Inspector should be appointed, so as to prevent the head constable being employed in this way." This goes so far even as to suggest that, even under the Sub-Inspector's supervision, a head constable should not investigate. Again, "head constables are everywhere described as ignorant and inefficient. They cannot be otherwise, in respect of such work as investigation, on any reasonable scale of pay." Here I shall allude to the suggestion that, now that the scale of pay of constables and head constables has been raised, it ought to be possible to get a better type of man. When one considers the reasons for the raising of the scale of pay and the fact that the constables and head constables are still the same men drawn from the same class, I do not think that this argument is sound. In this connexion I must also refer to the very different argument put forward in the next paragraph of this memorandum: "The fact that criminals are, generally speaking, drawn from the lower strata of society in the Presidency renders it perhaps easier for officers of the class of constables or head constables to obtain information about crime and criminals." This I do not think runs parallel to the suggestion that a better man is available at the present price. As a matter of fact the present pay of a constable is not above that of the average unskilled labourer in the Presidency and that of a head constable is not above that of a cooly-gang maistry. It is just the fact that head constables are drawn from a class which is in closer touch with the general run of criminals that necessitates a guiding hand at very close quarters and this cannot be supplied by a Sub-Inspector whose time is divided between two stations. The Commission goes further and says: "Sometimes an allowance is made to the head constable in charge of a station, as if that would turn a low-paid servant, generally recruited from the lower strata of society, into an honest and efficient officer. The system has failed and is condemned. The Commission regard this as the measure of reform most urgently required."

Now, the Sub-Inspectors as a class are stated not to have come up to the expectation "that the creation of a comparatively highly-paid grade of officers drawn from a superior stratum of society to that from which the constable or head constable is ordinarily recruited, would do much to preserve the purity of administration and redeem its reputation for corruption and at the same time result in better investigation and therefore better detection of crime." Taken as a proposition for the whole Presidency this may be correct but what happens in the individual district, which causes crime and detection to remain stationary is that a District Superintendent has to run his district as a sort of see-saw. Where he finds the drone Sub-Inspector he removes him and puts a good one in his place; but the drone has to go on and spoil another station while his late one is being put right by his successor. The cardinal mistake with regard to Sub-Inspectors is not that they are not a very great improvement on the old head constable, but that a great many of them—about 30 per cent—were kept in the department when they should have been removed. Some of them should never have got out of the school and many should not have been confirmed after their probationary period was over. There are many factors which tended towards this, but the chief of them was a kind of fear that, if a large percentage failed to qualify, it would not have been they who would have suffered, but the officers responsible for their training. Another factor was a sort of misplaced soft-heartedness which would not deprive a man of his post unless he did something positively bad—if he were a mere neuter he was allowed to remain, and now the department as a whole is groaning under his weight. My experience is that a good Sub-Inspector is a very capable detective and keeps down crime within his station limits and this has been proved time and again by transferring a good man to a troublesome place. I would be in favour of giving a month's notice to quit to those now in the service who have a bad reputation and who are certified by their defaulter sheets and history sheets to be useless, and start again adding to the good ones on sounder lines than was done in the past. This would be cheaper

in the long run than keeping all the drones and paying their pensions later on even if they had now to be compensated for the loss of their appointments. I presume that, if it is possible to abolish 500 Sub-Inspectors for one reason, it is possible to do so for another.

On the point of figures for crime increasing and those for detection remaining stationary, I would point out that at least one half of the actual crime in the time of old head constables was not reported or registered. It was not reported because the villagers did not have any faith in the station-house officer and also did not want the station-house officer and his satellites quartered on the village for days on end making everybody, including the village magistrate, dance attendance on them, and the mere fact that crime is much more freely reported now shows that these two abuses have to a considerable degree subsided. Further, a mere glance at statistics will show that the crime then reported was not dealt with properly, but a great deal of it was reported to be false or treated as mistake of fact or law. Add to this the undoubted fact that about 90 per cent of crime is now reported and a deduction will show that the figures for detection are at least not less than they used to be, but more probably almost twice what they were in relation to actual crime, as opposed to registered crime.

Times have considerably altered since the days of the old head constable and the latter would now be lost in charge of a station—a mere nobody. Motor traffic, widely distributed daily papers and the ubiquitous cinema have all had their effect on all parts of the country and to my mind the question is not one of reverting to the old head constable, but rather one of advancing another step to meet the times that are undoubtedly coming in crime as well as in other things. One of my own Sub-Inspectors is at present handling a crime with one end in Ernakulam and the other in Guzerat, with side issues in Calcutta and Bombay! Another and a most important fact to consider is that in the old days there were practically no qualified lawyers in out-station Magistrates' Courts but only 'private pleaders,' whereas nowadays there is no court without its High Court Vakils who quote the Law Reports on every point in a case and an officer of the grade of head constable would not be able to carry on court work under modern conditions at all.

Again, figures for grave crime and recovery of property show such great fluctuation for individual districts as to prove that such figures cannot be taken as a guide to the value of work turned out by a particular rank of officer. I find that the total grave crime varied by one quarter in Jeypore between 1905 and 1906 and by nearly one half in South Kanara; that there was a decrease of over one-third in Cuddapah between 1909 and 1911 and a decrease of nearly one-third at the same time in Madura; that there was a decrease of nearly one-quarter in Kurnool between 1915 and 1916 while the Agency shows an increase of over 150 per cent in 1921 over 1920 and at the same time The Nilgiris show a decrease of one-third.

The figures for the recovery of property in individual districts are equally queer. Anantapur showed a recovery of 34.3 per cent in 1905 but only 9.4 per cent the next year. Ramnad shows 21.1 per cent in 1910 and only 8.6 per cent in 1911. Vizagapatam gives 33.2 per cent in 1915 against only 11.1 per cent the next year and 7.7 per cent in 1914. The Nilgiris show 64 per cent in 1920 and drops to 17.2 per cent in 1921.

I quote these figures merely to show that, neither from the amount of statistical crime nor from the percentage of recovery of property can any sane view be formed of the work of Sub-Inspectors as they are at present. In all the cases of figures mentioned above it must be presumed that the station-house officers in those districts remained the same men and therefore I hold that it is not right or fair to form an opinion of them which is in any way based on figures, to say nothing of the fact that if one did so one would only be misleading oneself. In the administration reports year after year we have the considered opinion of the Inspector-General on this class of officer and this evidence is more to be relied upon than statistics which on their face are no criterion at all. I think therefore that the work of the present Sub-Inspector must be judged by the opinion of his superior officers and if I am right in this the preponderating weight of evidence would retain him as the right kind of station-house officer.

(c) *Head constables*.—The suggestion is made to replace the station writer head constable by constables. I would not go so far as this but I would meet the proposal half way. There is a lot in what the Commission says on this subject, namely, "The station writer should never be below the rank of head constable, i.e. he should never receive less than Rs. 15 per month but should receive no special allowances. His duties are very important, and complaints of the inefficiency and corruption of the constable-writers are universal." I admit that most people outside the practical working of a station do not realize the importance of the writer. He is one of the chief sources of good or evil. He must be capable of doing his work and if he is to do work which the general run of constables cannot do, he must be paid accordingly. He has frequently to detail duties in the absence of the Sub-Inspector and head constables and has very often to register cases and, as everybody knows, the fate of many cases depends upon the earliest records. He must therefore have a status above that of a constable. On this point, therefore, I would suggest a means of getting improved efficiency at a lesser cost. To do this I would make a constable of any grade, who was fit for the work, a station writer but would give him the rank of 'Naik' while he held the post and an allowance of Rs. 5 per month. I would place him in the same grade along with officers in charge of guards (except reserves, and out-posts and section officers) and allow all these officers to draw the allowance so long as they hold their posts. I have had experience of the working of the 'Naik scheme' in Coimbatore and had to condemn it, but if this class of officer were removable from his appointment at the will of the District Superintendent without appeal, it would tend towards greater efficiency and in fact the Naik would be very much better than the present head constable doing these duties who is not removable except by reduction to the ranks for a specified period and then only for positively bad work which is always hard to prove sufficiently well to avoid his getting back on appeal. This scheme would work out as a sort of perpetual probation for all this class and would be the means of finding really reliable men for the post of head constable who would still be required as assistants to Sub-Inspectors. I have not got the figures showing the numbers of such officers in each district but at a rough calculation it would mean the saving of the pay of about 1,000 constables—most probably more.

There is another suggestion to abolish the time-scale of pay in the subordinate ranks of the force. I think this is an excellent idea so far as the rank of Sub-Inspector is concerned, but I do not think that it could be applied to constables. The present system works very well in the latter rank, and it would be too detailed for a Superintendent to have to select constables for promotion without a time-scale as at present. If the Sub-Inspectors were put on the same modified time-scale of pay as the constable, it would be most effective. The results in the past have led to excessive outlay on this rank generally because it was taken for granted that when a vacancy arose in one of the higher grades it necessarily had to be filled up. The net result of this was that when the grade of Sub-Inspector was running only for a few years we had all the higher grades filled by men of approximately the same age as those below them, and only a small proportion of those so promoted were ever likely to be promoted to the rank of Inspector and the consequence was a block which had recently to be cleared by introducing the time-scale of payment. A peculiar phase of the latter introduction has been that Sub-Inspectors who would have remained in the lowest grade are now almost as well off as the men who originally earned promotions. I would make the Sub-Inspector's grade into five divisions but would make a proviso that he would have to serve for a certain number of years in each grade—as the constables have to do now before becoming eligible for promotion at all. I would meet all meritorious service by monetary rewards rather than by promotion except for the exceptional Sub-Inspector who might be selected from any grade in that rank for promotion to the rank of Inspector. This would effect a considerable saving in the future.

(d) *Constables*.—I shall deal with this rank under my general ideas for retrenchment.

#### MEMORANDUM III—CITY POLICE.

9. (a) *Commissioner*.—I do not agree with the suggestion that the Commissioner should be a senior Superintendent. If anything, his position is more important than

that of other Deputy Inspectors-General because he carries the whole weight of the administration on his own shoulders with practically no control or supervision by the Inspector-General. As remarked in the Government Order itself, there is a very strong reason for not reducing the status of this officer on account of the class with whom he has to deal. The Police Commission reported very strongly on this point, and said: "It is clearly manifest that the powers of the Commissioner in respect particularly of discipline and control, ought to be much larger than those of a District Superintendent," and also "Whatever decision may be arrived at on this question (namely, the subordination of the Commissioner to the Inspector-General) the Commissioner should be graded with the Deputy Inspectors-General of the Province." I am distinctly of opinion that it would be unfair to ask any man to do the work and undertake the responsibilities of the Commissioner on 'nearly the pay' of a Deputy Inspector-General.

(b) *Deputy Commissioners*.—I also do not agree with the proposition that an Assistant or Deputy Superintendent is the proper rank for a Deputy Commissioner in the City. It is a most responsible post as has only very recently been fairly well demonstrated. There is a continuous succession of happenings in Madras which demand a more responsible officer than an Assistant Superintendent to deal with them. Further, there would be little or no saving by the proposal, as, an Assistant in Madras would certainly have to get an allowance which would bring his pay up to that of the rank of Superintendent and would also have to be given a rent-free house and car allowance if he were to live at all. Besides, the proposal also includes the addition of another Assistant Commissioner and it is quite clear that an Assistant Superintendent plus an Assistant Commissioner cost more than a District Superintendent.

(c) *Inspectors*.—I hold the same views of Inspectors in the City as I do in the mufassal which I have expressed elsewhere. It might however be possible to reduce their number by a redistribution of the work owing to the facilities of communication. I would suggest that one Inspector be reduced in each range.

(d) *Sub-Inspectors*.—I entirely agree with the suggestion that Indian and European Sub-Inspectors are not required in any one station in the City. I would go further and say that I do not consider it necessary to have a European Sub-Inspector in the European residential quarters of the City or vice versa, but I would post a man of either race to the place where he has a forte for the work to be done. It is quite possible for one Sub-Inspector to do all the work of any City station on account of the limited space he has to cover and the conveniences he has to do it.

(e) *Horses*.—A certain number of horses are most certainly necessary for police purposes in Madras. Their value in regulating processions and traffic and in dealing with mobs is incalculable. I do not regard them as a means of locomotion but as a cheap substitute for hundreds of constables. In this connexion I should think that a motor van would be a cheap substitute for the present pair-horse 'Black Maria' with its attendant driver and syces.

#### GENERAL SUGGESTIONS.

I am taking it for granted that all retrenchment must be made without interfering with efficiency or weakening the forces of law and order. The only method of doing this is by getting rid of all drones and luxuries. Of the latter there are but few in the department, but there are some of the former. An allusion has been made to the provision of adequate striking forces and it will depend upon the location and strength of these bodies whether any part of the present Reserve Police will become a luxury. No idea has been vouchsafed of the number, strength or location of these forces and I am therefore not in a position to give any opinion on this point.

However, as the force stands at present, I recommend the reduction of the Tinnevely Reserve by one Sergeant, five head constables and fifty constables and the entire abolition of the Tuticorin Special force, consisting of one Inspector, two Sergeants, six head constables and sixty constables. I presume that one of the striking forces will be located somewhere near Malabar and if this is so these reductions suggested in Tinnevely and Tuticorin could be absorbed there at once. There are sufficient Malayalis in these two forces to enable this to be done.

I should regard more than two Assistants in any district as luxuries. This I have mentioned elsewhere.

Amongst the drones of the department, I should place Personal Assistants to Superintendents, Section officers and out-post head constables and a very large number of constables. I should say that every station in the Presidency could very well spare an all over average of two constables apiece. As there are said to be 1,007 stations in the Presidency this would mean a saving of 2,014 constables. In final calculations it would be possible to adjust the differences between districts. There is, in my opinion, far too much beat work done at the present time. It serves no useful purpose. The value of regular highway patrols is also very doubtful. If men were not used for the performance of these 'Mamul' duties I am sure that the savings suggested could be made.

With regard to the City Police, my short experience of work there showed clearly that reductions could be made. There is not only diarchy in this regime but also triarchy. There is a tremendous duplication of work as the force is now run. I can see no justification for the posts of Assistant Commissioner. I suppose one officer of this sort is necessary to look after the licensing generally, but in the executive line I would confine him to that work. I would abolish the other Assistant altogether. He is merely a Personal Assistant to the Deputy Commissioner and does a lot of work which should be in the Deputy Commissioner's own hands. Any District Superintendent ought to be able to do the work of a Deputy Commissioner without any further help in the Gazetted ranks. The work is not nearly so arduous as that of the ordinary District Officer and communication is so easy at any time of the day or night direct with Inspectors and stations.

I am also of opinion that the present large reserve is entirely unnecessary for the City. There can be no work for them in normal times. Their introduction began as a punitive measure and when those punitive measures were found to be no longer necessary, they should have been disbanded. The circumstances which led to their enlistment were peculiar and not likely to recur, and even if they did, a Punitive force could be raised in a week. If there were an emergency in the City requiring extra armed police, these could be supplied as before from the mufassal and if the emergency were likely to last for any length of time, a special force could be raised in a very short time. The raising of such a force and putting it on the rates of the disturbed area would have a far greater utility in preventing disorders than keeping a force always ready at the expense of the general taxpayer. Besides, my experiences during my stay in Madras led me to form the opinion that the City reserve were not nearly so useful in dealing with mobs—their primary object—as those who came in from the various up-country reserves. The reasons for this are not far to seek or difficult to guess. I would, therefore, reduce this force by two Sergeants, 10 head constables and 100 constables, and keep the remainder strictly as an Armed Reserve.

I also do not think it necessary to have a separate Intelligence Department force in the City. The various parts of the town are attached to one station or another, and it is the work of that station to keep the Deputy Commissioner informed of what is going on within its limits and there is no necessity for such things to be reported direct to the Commissioner or to his Assistant. If the Deputy Commissioner thinks that anything should be reported to the Commissioner, he is a responsible officer, just as a District Superintendent in the ordinary district, and he can very easily do so. There is at present a constant drag between this Intelligence Department party and the ordinary Station staffs and between the same party and the Presidency C.I.D. There is a divided responsibility which does not tend towards efficiency but unhappily to the reverse. When investigating cases in connexion with the mill disturbances in 1921 I was continually running up against trouble of this sort. I can sympathize with the outlook of all parties but I would abolish the independent party.

Amongst the general suggestions, that regarding the abolition of out-posts lends itself to research. I am sure from my general experience of the districts where I have served that a great many of them might be abolished, but this is a matter which can only be decided by the Deputy Inspectors-General in consultation with the various District officers. It depends entirely on what the nature of the work to be done at each is.

I can find no justification for thirteen orderlies attached to the C.I.D. office. There cannot be any work for such a number of men for this size of office. I would reduce them to six which ought to be ample.

With regard to the reduction of scriptory work, the only suggestion I have to offer is that the recommendation of Mr. Williams in his report on the working of District Police offices that the audit of pay bills should be taken over by the Accountant-General, be adopted. So far as I can see there is no necessity for the detailed check in the Police Chief office. The work has to be done again in the Accountant-General's office. If this suggestion were adopted, a great reduction in the Chief office staff could be effected. The Audit staff of the Chief office is a costly affair consisting of four Superintendents and 29 clerks. The pay of a senior Superintendent is Rs. 200—10—250 and of a junior Rs. 125—5—175; that of upper division clerks, of whom there are 14, is Rs. 65—4—125 and that of lower division clerks, of whom there are 15, is Rs. 40 to 80. I imagine that a large portion of this staff could go if the Accountant-General took over the audit work which is rightly his. I therefore recommend the reduction of this staff by three Superintendents, ten upper division clerks and nine lower division clerks.

I have only one other suggestion to make and that is that the entire force of 'Village Police' should be abolished. They cost about Rs. 21,00,000 per annum and do not do one rupee's worth of Police duty. They are much more of a handicap to the regular Police than a help. Their whole-time is spent in doing the revenue work of the villages and therefore, if they are necessary for this work, they should be borne on the Revenue Department budget.

The attached table shows the reductions suggested by me and the roughly estimated amount to be saved thereby.

#### ENCLOSURE

(1)

*Reductions suggested in my report shown under each rank.*

|            | Deputy Superintendent of Police. | Inspector. | Sub-Inspector. | Sergeant. | Head constables. | Constables. |
|------------|----------------------------------|------------|----------------|-----------|------------------|-------------|
| C.I.D.     | 3                                | 1          | 24             | 2         | 10               | 7           |
| City       | 1                                | 1          | 1              | 1         | 1                | 100         |
| Districts  | 80                               | 1          | 1              | 2         | 6                | 2,014       |
| Tatticorin | 1                                | 1          | 1              | 1         | 6                | 50          |
| Tinnevely  | 1                                | 1          | 1              | 1         | 6                | 50          |
| Total      | 24                               | 3          | 24             | 5         | 21               | 2,231       |

(2)

*Savings effected by the proposals made.*

|                                                                          | Rs.       |
|--------------------------------------------------------------------------|-----------|
| Executive force—                                                         |           |
| Deputy Superintendents                                                   | 12,000    |
| Inspectors                                                               | 775       |
| Sub-Inspectors                                                           | 3,000     |
| Sergeants                                                                | 500       |
| Head constables                                                          | 680       |
| Constables                                                               | 44,620    |
| Difference of pay roughly estimated between 'Naiks' and head constables. | 10,000    |
| Total saving per month                                                   | 71,525    |
| Total saving per year                                                    | 8,58,300  |
| Add cost of clothing where necessary—roughly                             | 38,000    |
| Grand total (Executive)                                                  | 8,96,300  |
| Ministerial establishment—                                               |           |
| Pay of staff abolished in Chief office                                   | 24,720    |
| Grand total                                                              | 9,21,020  |
| Ryotwari talaiyaris—                                                     |           |
| Pay per year which should be borne by the Revenue Department.            | 21,00,000 |

## IV

Letter from J. Moore, Esq., Personal Assistant to the Deputy Inspector-General of Police, Railways and C.I.D. to the Chief Secretary to Government, dated the 24th February 1923.

I have the honour to submit my report under G.O. No. 43, Judicial (Police), dated 25th January 1923. This is a proposal roughly to abolish—

|                                                                | Rs.       |
|----------------------------------------------------------------|-----------|
| Five Deputy Inspectors-General—average monthly pay .. ..       | 9,650     |
| Four District Superintendents of Police—average monthly pay .. | 4,656     |
| About 200 Inspectors—average monthly pay .. ..                 | 42,000    |
| „ 500 Sub-Inspectors—average monthly pay .. ..                 | 45,250    |
| „ 1,000 station writer head constables .. ..                   | 29,000    |
| Total per mensem .. ..                                         | 1,10,556  |
| „ annum .. ..                                                  | 13,26,672 |

These proposals are advocated entirely with a view to economy. Incidentally, the question of efficiency has been raised, and I will deal with it later, but the real object, as I have said, is economy, and that immediate. Before dealing with the specific points in the reference, I wish to remark on the question as a whole. I will say at once that it fills one with the greatest apprehension. Nowhere is it stated that the officers of the Imperial Police are to be compensated in any way for the several appointments it is proposed to abolish, and the existing and accruing rights derived from them. This means that I am asked to give my views on proposals which, if effected, would abolish practically all the prospects of myself or any other officer in the department. It is true I have heard rumours that officers are to be compensated by raising the pay of Superintendents by the amount saved, but, in whatever way this is done, it cannot compensate officers for the appointments, to which they look forward, and in which they hope to save a little in order to add to their present most inadequate pensions. Nothing is said about the extra pensions sanctioned for Deputy Inspectors-General's appointments. These difficulties might be got over by the grant of suitable bonuses to senior officers but there remains, and always will remain, the case of all other Superintendents, down to the most recently joined Assistant Superintendent of Police or Deputy Superintendent. If these proposals come into force, the present Deputy Inspectors-General would have to revert to District Superintendents of Police and hence nine Superintendents of Police would have to revert to the rank of Assistant Superintendent of Police and several of them would not even have charge of a district in leave vacancies. What compensation can possibly be offered to these junior officers? Absolutely none. The senior Assistant Superintendent of Police now has 13 years' service and the Superintendent nine places above him, who would have to revert has 15 years' service. Some of the first nine Assistant Superintendents of Police would possibly act as District Superintendents of Police and get into the senior increment scale, but a large number would have to revert to the junior scale, which would entail a heavy monetary loss. Further, the elimination of these high appointments would mean that officers would have to serve on till they are superannuated, and early retirements would be fewer than they are at present. Even now, no retirement can be expected before 1925, so we shall have Assistant Superintendents of Police of 17 years' service, and the officers now in the senior grades of District Superintendent of Police are mostly men in the early forties, we should, in due course, have officers in the grade of Assistant Superintendent of Police qualified for full pension. The Police Commission were of opinion that Assistant Superintendents of Police should become Superintendents after eight years' service. Can one wonder therefore at the present discontent and apprehension?

The information supplied in the Government Order is so meagre that it is impossible fully to remark on the subject. What is ultimately to happen to the pay of the present holders of the appointment of Deputy Inspector-General and to the increased pensions? What will be the position as regards pay of Deputy Inspectors-General who revert to District Superintendents of Police and of District Superintendents of Police reverting to Assistant Superintendents of Police? In any case, cannot see any possibility of compensating adequately any of the latter or the District

Superintendents, for the loss of nine appointments. I assume that the proposals do contemplate compensation. Supposing the pay saved from these nine appointments is added to the pay of officers, as they will stand after the abolition, it will not adequately compensate them for the loss of the appointments, but, even so, where is the economy? It is well known to Government that Police officers are highly dissatisfied with their present emoluments and prospects. In my position as Honorary Secretary of the Madras Branch of the Indian Police Association, I can vouch for the fact that the feeling on the subject throughout India is intense and that there are urgent and continual demands for more pay and pension and a guarantee for the payment of the latter, and that more than one Local Government has urged on the Government of India the absolute necessity of granting substantial concessions in these directions, yet here we are offered a stone in reply to our demand for bread. I have not the least hesitation in stating that these proposals, if given effect to, will result in making the Police force thoroughly discontented from top to bottom. Though I have confined my remarks above to the superior officers, they apply with equal force to the lower ranks, since the proposals entail a drastic reduction among the grades of Inspectors and Sub-Inspectors, and constables would be vitally affected by the loss of the present increment scheme. The last named will be especially affected, as shown in more detail later, by the abolition of Deputy Inspectors-General, who alone adequately can see that they are not victimised by the idiosyncracies of young and inexperienced District Superintendents of Police. In other words, the only result of the proposal will be that Government will drive the force, which even at present is far from contented, into a state of absolute dissatisfaction and sulkiness—feelings which will take years to subside. I need not dilate upon how this will react on efficiency. The present proposals will all lead to less supervision. It is well known that the London Police are the most efficient in the world. Its strength is much greater in proportion to the population and the number of supervising officers is much greater in proportion than it is at present in this Presidency, yet it is proposed now to diminish supervision in Madras, which is much less advanced, and contrary to what experience and its results has shown to be necessary.

Besides the above general points I should like to offer a few remarks on the legal and moral effects of these proposals to tamper with the existing and accruing rights of the force. Every officer of the Imperial Police, when recruited, entered into an agreement with the Secretary of State wherein it is stated that the officer has the right to appeal to the Secretary of State if he considers that his prospects have been tampered with. Under this clause, therefore, this question ought to be referred to the Secretary of State with such representations, as each and every officer may have to offer. The proposals are of such a drastic character that I do not think that the Madras Government or the Government of India would be justified in coming to a conclusion on the rights or wrongs of them, even if this committee supported them. Moreover, the rights and prospects of the Services are supposed to be protected by the Reforms Act, so that Government has no right to deprive the Imperial Police of any of them without consulting the Secretary of State and even then, only after adequate compensation.

I have said that the question fills me with the greatest apprehension. The matter does not end with the present proposals. The mere fact that they have been put forward, can but make officers of the department feel that they have no security as to the way Government will deal with them in the future and that if it proposes thus to juggle with their prospects at this early stage of the Reforms, their prospects are indeed black, for not only will they know that there is no likelihood of keeping their present positions, but they will be sure that even their pensions are not safe. These proposals show that despite the outcry in the press against the Royal Commission to consider the present hardships of, and to secure the rights of, the Services, the Secretary of State was more than justified in appointing it.

It may be thought from the above that I do not appreciate the present financial stringency; this is wrong, and I will show later that large savings can be effected without tampering with the existing and inherent rights of the force, but I think it is incumbent on me to state that there is a considerable volume of opinion prevalent in the department that the present stringency is due to Government's own extravagance in paying village magistrates, contrary to the recommendations of the

Salaries Committee, which it appointed to consider the question, and in enhance subordinate clerks' pay by Rs. 5 per mensem more than the same committee advise for Government has, so far, published no statement showing why it has thought to go beyond the recommendations. The natural and business-like method is start retrenchment from the bottom and the fact that I can put forward proposals this effect should absolve me from the accusation of offering merely destructive remarks. I will now deal with G.O. No. 43 in more detail.

First of all Government is desirous of forming adequate 'striking forces' and accelerating the building programme. I do not know what is meant by a 'striking force', but gather that Government want something more than the present reserve, though I cannot see why. Such occurrences as the Malabar rebellion and the present fituri are exceptional and I doubt if any 'striking force' would have been successful in preventing them. Large bodies of men cannot be kept doing nothing and the possible chance of another rising occurring at some indefinite date, though I admit that if the force is rendered discontented from top to bottom, such things are more likely to occur. I consider that the present armed reserves are quite adequate. All that is required is for Government to provide means for them to get to the scenes of trouble with all speed, and for this purpose, I see no reason why the Superintendent should not be empowered to commandeer any motor buses for the purpose.

The acceleration of the building programme is to depend on the economic effected, but I see no prospect of it from the proposals put forward and I have no expectation that any savings effected will be spent on the force.

Attention is drawn to the fact that between 1905 and 1920-21, the cost of the Police has risen from about 50 lakhs to about 177 lakhs, whilst there has been a marked improvement in detection. In the first place it is wrong to suppose that all this money is spent on the Police. A perusal of the last Police budget shows that a sum of over 21 lakhs is put down to them for the payment of ryotwari talaiyaris. This money does not even pass through police hands and the Force gets absolutely no work out of these talaiyaris. The whole thing is a ramp perpetrated at the expense of the Police because Government does not wish to admit that the cost of its revenue collection is becoming too high. Again the Railways pay a large sum annually for the Railway Police, yet this is not credited to the Police budget. There have already been large economies in the Presidency during the last three years which seem to have been ignored. It is not so much, however, the actual cost which appears to be the cause of complaint, but the fact that there has been no improvement in detection pari passu with the rise in cost. This is an unfair comparison, for much of the increased expenditure since 1905, is money which Government ought to have spent on the force from the time it was first formed. Moreover, if the force in 1905 had been paid at present rates, which have increased, due to rise in cost of living, it would have cost then about 120 instead of 50 lakhs. Bare crime and detection statistics are most misleading; factors such as increase of population, increase in the cost of living, feelings of general lawlessness encouraged by political agitators and lack of firmness by the authorities, the better education and greater intelligence of criminals, have to be taken into account. I am confident that there has been no increase of crime per head of the population. It is always admitted that in the old days all crime was not registered, due to the fact that too much was made of 'detection.' With a view to encourage registration, all detection statistics have been done away with, and this, coupled with the fact that men are not now dependent for promotion on the work they turn out, but can confidently look forward to their increments, renders it all the more surprising that the statistics are as good as they are. Moreover these statistics are considerably better than can be shown by that highly efficient body of men, the English Police.

#### MEMORANDUM I—SUPERIOR OFFICERS.

*Deputy Inspectors-General.*—The necessity for officers of this rank was shown very early in the history of the department, and the tendency has been to increase their numbers, as the Inspector-General has found it impossible personally to supervise the work of the department without their assistance. It is a common idea

that Deputy Inspectors-General spend most of their time disposing of appeals but, though their work in this direction is heavy, it is an erroneous one. The rights to appeal should certainly be decreased, and I will make suggestion in this direction below, but even if the powers of District Superintendents Police are increased, the best of them require supervision in this respect and it would be impossible for the Inspector-General to dispose of all the appeals even with the help of a Deputy Inspector-General, more especially when it is proposed to burden him with numerous other duties. The main purpose of a Deputy Inspector-General is to tour his range, and this must be done thoroughly to find out what is going on. He has to instruct and guide his Superintendents and co-ordinate their work. Mere meetings of neighbouring Superintendents could never have the same effect. These meetings would very soon deteriorate to a routine at certain more or less defined intervals and could only affect neighbouring districts, so far as they would have any effect at all, and we should soon have as many different Police systems in force in the Presidency as there are districts, with the resulting hopeless confusion. A Deputy Inspector-General on the other hand should be in touch with what is happening in each district and pass on the information to the Superintendent concerned. The District Superintendents of Police working in close accord with the District Magistrate could not help co-ordination or uniformity and though Government optimistically assert that the District Magistrate is or should be an officer of sufficient experience, etc., experience shows that this is by no means the case. The spectacle of junior and inexperienced District Superintendents of Police and District Magistrates in the same district is not an uncommon one, and without an officer of the position of a Deputy Inspector-General to control and advise in far more detail than the Inspector-General could manage, that district will be found to fall into disorder. It must be remembered that work in a subdivision is, to a very limited extent, a training for the work of a District Superintendent of Police, and I think that it will be generally admitted that no officer with less than about five years' experience as a District Superintendent of Police can be sufficiently efficient to run a district on his own. In fact, this is a very modest estimate. The removal of Range Deputy Inspectors-General would deprive Superintendents, especially junior ones, of the experience of senior officers, who have seen conditions in several districts, and I know that Deputy Inspectors-General's inspections generally have taught me a lot. As in every walk of life, the personal equation is the main consideration in the usefulness of a supervising officer and no one can deny that a Deputy Inspector-General, if he is the right man, is essential, especially in this Presidency, where the districts are so large and the District Superintendent of Police has more independent charge than in other provinces. The rank of Deputy Inspector-General is a selected one, and I feel it incumbent on me to say that members of the force have felt sometimes that Government does not bear this in mind sufficiently when making appointments to it. Because a man's work as Superintendent has been satisfactory, it does not necessarily follow that he is the best man to be a Deputy Inspector-General and it would be better if Government paid more attention to selection for this grade. Deputy Inspectors-General are even more necessary now than in the past, owing to the change in the political situation. The lot of the District officer is daily becoming more difficult. Members of the Legislative Assembly abuse their position by threats of questions in the Council in order to gain their own ends. The Inspector-General has neither the time nor opportunity to hear or inquire into such cases and the District Superintendents of Police have only the Deputy Inspector-General to look to for support. With the indianization of the Services we are getting and shall get more frequently officers of the Police and Indian Civil Service of different nationality and there are bound to be instances where the Deputy Inspector-General will be necessary to keep them together.

It would be impossible, without disastrous effects, to do away with Range Deputy Inspectors-General. They already have heavy jobs and their work is increasing. The Inspector-General could not possibly have the necessary supervision without them. He is overworked as it is and instead of adding to his burden, he could, with advantage, derogate some of his powers to Deputy Inspectors-General, especially in the matter of appeals. In the army a Colonel can give two years' rigorous imprisonment, but the Inspector-General, who is head of a far larger body

of men, has not anything like equivalent power. I am confident that no practical policeman will undertake the responsibility of the Inspector-General's post unless he has Deputy Inspectors-General, whose powers might be increased as follows:—There should be no appeal against the award of a black mark by a District Superintendent of Police, unless it entails reduction or dismissal, and then, only to the Deputy Inspector-General. No appeal of a constable or head constable should lie beyond the Deputy Inspector-General.

A Superintendent should be empowered to dismiss a Sub-Inspector, who should be able to appeal against all punishments, except reprimands, to the Deputy Inspector-General, but no further.

Punishments of Sergeants should be awarded as at present, but no appeal should lie beyond the Inspector-General, and even then, only against those punishments awarded by the Deputy Inspector-General.

As regards Inspectors, I consider that the present punishments, which can only be awarded by Government, should be delegated to the Inspector-General, and that an appeal to Government should only lie against such punishments. Similarly, the punishments now awarded to Inspectors by the Inspector-General, should be delegated to Deputy Inspectors-General and appeals against them only should lie to the Inspector-General. The Superintendent should have the same power as at present, but appeal against his awards should only lie to the Deputy Inspector-General.

I now come to the Deputy Inspector-General, C.I.D. and Railways.

It is proposed that this officer should be stationary in Madras and in addition to his present work, should assist the Inspector-General in disposing of appeals and act as his Deputy when he is on tour, whilst the Assistant Inspector-General and Personal Assistant to the Deputy Inspector-General, C.I.D. and Railways, are to be an Assistant Superintendent of Police and Deputy Superintendent of Police respectively instead of Superintendents. To be frank, such a proposal is absurd and utterly impossible, and only shows that whoever initiated these proceedings is completely ignorant of practical police work.

The Deputy Inspector-General, C.I.D. and Railways, already has more than enough to do, and it is ridiculous to imagine that he could take on the routine duties suggested, even though he is not allowed to leave Madras. I have shown above, that it is absolutely essential that Deputy Inspectors-General should be kept in the mufassal. Here again the same remarks apply to the Deputy Inspector-General in connexion with the Railways. If he is to be in charge of them, what use can he be if he cannot tour on them? If Government considers it necessary for such an officer thus to be in charge of them, it must be just as necessary for there to be some such stationary officer in charge of the present ranges. In G.O. No. 85, Judicial, dated 19th January 1922, it is stated 'the present system of two Superintendents, who work solely in the Railway under the control of the Deputy Inspector-General of Police, Railways and C.I.D., has so far been satisfactory and the Governor in Council does not advocate any change.' Yet here are radical proposals put forward 12 months later. What does it mean? Even from the C.I.D. point of view it is essential that the Deputy Inspector-General should be a touring officer, in order to supervise investigations. Supposing we had another case similar to the Ashe murder, and it is not improbable, how could a stationary officer superintend the inquiry? The late Mr. Thomas had to spend months in camp on that case, and cases are constantly occurring which require the Deputy Inspector-General's presence in camp. Such being the case, the proposal to make this officer an Assistant to the Inspector-General is worthless, and apart from this, I doubt if it would be a sound plan to have a Deputy Inspector-General as Assistant Inspector-General. It seems to me that it would be likely to cramp the Inspector-General's personal independence, since he is to act for him when he is in camp. It is absurd to imagine that a mere Assistant Superintendent could take the place of the Assistant Inspector-General, for it is obvious that this post requires a man of high standing, great experience, and tact. When the Inspector-General is in camp the Assistant Inspector-General has often to take on very serious responsibilities and act on his own initiative.

I now come to the proposal to place a Deputy Superintendent of Police in charge of my office. I have shown that the Deputy Inspector-General must be a touring officer. It follows, therefore, that his Personal Assistant must be an officer of standing, experience and tact, for like the Assistant Inspector-General, he must take very important decisions and action at a moment's notice when the Deputy Inspector-General is in camp. The late Mr. Thomas, who had experience as Deputy Inspector-General, C.I.D., and Inspector-General, told Government that he considered the Personal Assistant's office more important than that of Assistant Inspector-General. Moreover the proposal to fill the post by a Deputy Superintendent of Police or even Assistant Superintendent of Police is impracticable, for he would not be of sufficient seniority to place over the Assistant, and it is more than probable that he would be drawing less pay, so there would certainly be lack of harmony in the working of the office.

The C.I.D. was started on the recommendation of the Police Commission, and ever since its inception, the Deputy Inspectors-General in charge of it have repeatedly drawn attention to the fact that the Personal Assistant is overworked. The latter's work is of a very confidential character and accuracy and promptness are most essential in it; he has a position of great responsibility as he deals direct with Government, the Director, Intelligence Bureau, and other provinces. A senior officer is undoubtedly absolutely necessary for the post. I found the work extremely difficult when I first took charge of the office, but I am still often very thankful to have a Deputy Inspector-General to consult on delicate matters, and I am confident that a Deputy Superintendent of Police or Assistant Superintendent of Police could not do the work, and I don't think Government realizes how understaffed this office is as compared with those in other Provinces.

Though I have no experience of the Southern districts, I think it would be impossible to do away with the Superintendent of Police, the Nilgiris, for when his post was started it was considered that Coimbatore district was even then too heavy a charge for one Superintendent, and since then the population, both European and Indian has doubled, it is now the headquarters of the Madras Command and it would be impossible for a junior officer to cope with the responsibilities of it.

I propose dealing with the question of Assistant Superintendents of Police and Deputy Superintendents of Police under Appendix II because their numbers will depend so much on the number of Inspectors and Sub-Inspectors.

#### MEMORANDUM II—SUBORDINATE STAFF.

Before I put forward any opinions under this head, I should like to say that I do so with considerable deference, for ever since Sub-Inspectors were introduced as a result of the Police Commission, nearly all my service in the mufassal has been spent in the Agency, where conditions are so different from those in the plains. I quite agree with Government that the anticipations about Sub-Inspectors have not been fulfilled, so cannot understand Government's desire to retain any of them, but think that it would be best to abolish them altogether. Disappointment is constantly expressed about the class of officers enlisted for this post. I quite agree that he is of the wrong type, but I think too much has been made of his educational standard. Because a man's education is good and he can write English, does not mean that he is more honest than one who can only write the vernacular, and I think a great mistake has been made in insisting on a knowledge of English. Such men are not in touch with the people like the old Station house officer. Head constables were and are inclined to think too much of themselves. The Sub-Inspector is the investigating officer and as such thinks it is his duty merely to control the investigation and expects his head constables to do all the spade work for him. Too much emphasis has been laid on this point, that the Sub-Inspector is the 'investigating officer,' a further result being that the Inspector has lost a lot of his former sense of responsibility and is not so good a policeman as he used to be. My own opinion is that we should gradually abolish Sub-Inspectors and go back to the old system of Inspectors and head constables. Assistant Superintendents of Police and Deputy Superintendents of Police would then remain

in charge of their present subdivisions and Personal Assistants should take charge of the Superintendent's range so that the latter officer could devote his whole time to the general supervision of the district. When the experiment was tried of doing without Inspectors, it was found that an Assistant Superintendent of Police could not control more than two circles, so this would certainly be the maximum under Government's scheme if several Sub-Inspectors are also to be abolished. If therefore 205 Inspectors are abolished, we should require 101 Assistant Superintendents of Police and Deputy Superintendents of Police as compared with the present 36 and 39, or a total increase of 26, which is about the number Government states that it is prepared to sanction. According to my calculations the abolition of 200 Inspectors and 500 Sub-Inspectors would mean a saving of Rs. 10,47,000 per annum, but from this the cost of 26 additional Deputy Superintendents of Police, i.e., Rs. 1,49,448, would have to be met, leaving a net saving of Rs. 8,97,552 per annum.

There are 1,551 Sub-Inspectors, whose average pay is about Rs. 18,61,200 per annum, so that my proposals, so far, are better by some 9½ lakhs or say 8 lakhs if one includes Government's proposal to abolish five Deputy Inspectors-General and four District Superintendents of Police. This amount probably understates the case, as in Government's scheme I have not allowed for the creation of any Assistant Superintendents of Police, but only for Deputy Superintendents of Police.

I have said above that the Inspector is not as good a policeman as he used to be. By this I do not mean that the actual material is not so good for as a matter of fact I think it is better, because only Sub-Inspectors are promoted to the rank who have proved their fitness, but, owing to the insistence that the Sub-Inspector is the 'investigating officer' and the order to disregard figures of detection, the Inspector, immediately he attains such rank, throws everything on to his Sub-Inspectors and it is extremely difficult to bring him to appreciate his own responsibilities.

I do not approve of Government's proposal for special investigating staffs. There would be delays in taking up cases, great jealousy would be created and the Station staff would disclaim all responsibility.

Writer head constables as such should be abolished, but the present total number of head constables should be retained, for they will be required if Sub-Inspectors are abolished. One head constable should generally be present at a station and it should be the duty of the one who is there to do the writing work.

I agree that the system of time-scale is unsatisfactory for the lower ranks, but think it inadvisable to alter it now, for such action would create great dissatisfaction. However, if any Sub-Inspectors are retained, I think they should obtain their increments in the same manner as constables do and not annually.

I think it should be possible gradually to do away with at least fifty constables in every district. A visit to every station invariably shows that constables are continually employed in serving summonses and executing distress warrants in non-police cases. These are duties which should be carried out by the village magistrates, who are now paid Government servants, and in a far better position to execute them. I would also suggest that the supply of sandals should be abolished forthwith, and, except in towns, the Railway Police and Reserves, the supply of uniform also, though the men in the Hills and Agency might be given a cumby and cardigan jacket at stated periods. If one runs across a constable unexpectedly in a district, one generally finds him carrying his sandals, if he has them with him, and he is seldom wearing his full uniform. I can see no reason why he should not be supplied with a good belt and turban only as in Native States.

From my own experience, I doubt if any more stations or outposts can be abolished. I referred to ryotwari talaiyaris being abolished above. I have not much experience of ghat talaiyaris, but from what I have had, I have little use for them and think they might be abolished, which would mean a further deduction of some 1½ lakhs per annum.

#### MEMORANDUM III—CITY POLICE.

I have no experience of City work, but every policeman must see that the Commissioner must be a Deputy Inspector-General and his Deputy Commissioners must be Superintendents. If Government's proposals were adopted, it would mean

that the Commissioner's work, which is a heavy job, would be trebled. If his Deputies were Assistant Superintendents of Police, they would have to be senior ones, and would, very likely, be acting Superintendents repeatedly, and there would be no continuity of policy and much expense in transfers. Moreover, they would have to have bigger allowances which would bring their pay up to that of Superintendents, so why not have pukka Superintendents in these posts?

The Commissioner of Police is really higher in precedence than a Deputy Inspector-General, as it would be absurd to have a Superintendent, who would really be higher than the one Deputy Inspector-General it is proposed to keep, but draw less pay. Considering the numerous classes of persons the Commissioner of Police has to deal with his seniority cannot be touched. Moreover he has magisterial and other necessary functions laid down by law which place him in quite a different category.

As I have said I have no knowledge of City work, but I should have thought that recent experience of the grain riots, mills riots and disturbances during His Royal Highness the Prince of Wales' visit had proved sufficiently the absolute necessity of mounted men, and I deprecate any decrease in their numbers.

To sum up, my proposals for economy are—

- (a) Delete ryotwari talaiyaris from the Police budget and credit it with the sum paid for the Railway Police.
- (b) Abolish ghat talaiyaris.
- (c) Abolish Sub-Inspectors.
- (d) Abolish about fifty constables in every district.
- (e) Discontinue the supply of sandals.
- (f) Abolish the issue of clothing other than a turban, except in towns, Reserves and Railway Police.

These proposals would bring about a reduction in the Police budget of nearly 35 lakhs.

#### V

Letter from P. HANNYNTON, Esq., Commissioner of Police, to the Chief Secretary to Government, dated Madras, the 27th February 1923, No. 193/I.D.

With reference to G.O. No. 43, Judicial (Police), dated the 25th January 1923, I have the honour to submit the following reports:—

As regards the increase of cost of the Police service, I think I am right in saying this is due more to the increased cost of living than to any other cause. We see the same result in all departments and in all private concerns and in the Indian Railways. The Police department being a non-revenue bearing concern, the increase in cost is more noticeable than in other concerns. The fallacy of statistics of detection was very fully discussed by the Police Commission and any idea of judging the department on such figures may, I think, be dismissed at once.

Granting that there has been an increase in crime, this may be due to the period of general unrest we are passing through or to the increased cost of living augmenting criminal classes, but I do not think there are any grounds for contending that the result is due to a less efficient police.

As a fact I think it is generally admitted by those who have had to do with the Police during the last 25 years that there is no comparison between the work of our present police and that of 20 years ago. The Police of that time could not have coped with our present day conditions.

As regards the detailed proposals given in the appendix, I do not agree that the abolition of Deputy Inspectors-General is possible. By curtailing routine inspections and reducing the number of appeals, it might be possible to do with one less range but I consider the Deputy Inspector-General is far too useful an officer to be abolished. His position in co-ordinating work is most important and he is an important link between Superintendents and the Inspector-General of Police. Both officers find him essential.

The proposal to have one Deputy Inspector-General at headquarters working under the Inspector-General and to, in addition, do the duties of Deputy Inspector-General, C.I.D. and Railways, Assistant Inspector-General and Personal Assistant to the Deputy Inspector-General of Police, C.I.D. and Railways, is, in my opinion, not practicable. These are all specialized work requiring special training. While the Personal Assistant to the Deputy Inspector-General of Police, C.I.D. and Railways, is responsible for routine work which is always heavy, the Deputy

Inspector-General of Police (1) keeps in touch with Railway Administrations, (2) personally conducts investigation in important cases either on railways or elsewhere, and (3) in times of unrest has the personal conduct of all important political crime. As far as I see, these three items must always be his charge and the work involved may be light or heavy according to circumstances. When heavy, he will certainly have no time to assist the Inspector-General of Police. At all times he must be an officer ready to go at short notice to any part of the Presidency he may be required. I am unable to understand what control of Railways or crime investigation work can be expected from a man sitting at headquarters even if he had nothing else to do. However, it is proposed in addition to this to place on him the work of two hard-worked and specially selected officers, namely, the Assistant Inspector-General of Police and the Personal Assistant to the Deputy Inspector-General of Police. I do not think that except for the abolition of one Range Deputy Inspector-General of Police the higher ranks of the force should be touched. Where I think some reduction could be made in the number of Deputy Superintendents, the appointment of Personal Assistants to Superintendents appears to me to be one which might be abolished or only kept in the heavier districts.

As regards the subordinate staff, I have not myself worked in the mufassal for a number of years and have no very definite opinion. However, I cannot agree to the abolition of Inspectors. The experiment tried in this connexion in Trichinopoly, Kurnool and Coimbatore has demonstrated its utter impracticability. It will not be possible to do without this class of officers. Experienced Inspectors-General of other provinces are, also, of this view.

I can say that from my limited experience I have not found the Sub-Inspector the failure he is described to be in paragraph 2-II. In my opinion, the reputation of the Force has greatly improved and now compares favourably with other Government Departments whose work is not so constantly in the public eye.

I had many years' experience of the old Station-house officer and I would be sorry to see him again entrusted with the responsibilities he used to have and which it was found in the majority of cases he was not competent to deal with.

Sub-Inspectors are handicapped in the discharge of their duties by want of co-operation on the part of head constables and constables working under them. The incremental scale of pay sanctioned for these men accounts for their indifference and apathy. The fact that they can get the higher rate of pay in the usual course gives them no incentive to work hard to merit recognition by their immediate superior, the Sub-Inspector. The substitution of the graded system of pay for the present time-scale of pay for the constabulary might, I think, bring a change for good.

As regards the present pay of head constables and constables leading to a better type of men joining the Force, as I have already pointed out, the increase is only proportionate with the increased cost of living. Similarly other departments and firms are paying higher wages, but the class of employees remain the same and I do not think it can be said a better type of work is being turned out. In my opinion, if a saving is necessary, it must be made from the bottom and not by disorganizing the Force from the top.

A saving might be effected by abolishing village talaiyaris who after all are of little use to the department. Ghat talaiyaris might go and probably some Special forces and reserves might be reduced in numbers. Perhaps the number of constables in the mufassal might be reduced by curtailing beats and other duties and a reduction could be made in the number of outposts.

Before I conclude, I wish to bring home once again the fact that the expenditure under the Police head has not at all increased to the extent to which it is supposed to have reached. The Government Order under review starts with the assumption that the cost of the Police department which stood at Rs. 49 lakhs in 1905 has risen to Rs. 176 lakhs in 1921. It is no doubt so on paper, but it is not really the case. It will be seen from the enclosed statements that if the same Police Force as was employed in 1905 had continued, the cost of the department would have been now Rs. 1,18,94,301. The increase is mostly due to economic reasons as has been pointed out by me in paragraph 1 supra. Column 3 in the statement B gives the figures of actual increase in the number of Police officers. The extra expenditure now incurred on account of this increase is roughly Rs. 50 lakhs. The Commission in 1905 expected an increase of Rs. 30 lakhs in cost consequent on the proposals recommended by them. If all their recommendations were given effect

to in 1905, the cost would have been much higher now. It is, therefore, fallacious to argue that the expenditure has increased now. It may be interesting to note in this connexion that the cost borne by each individual in this Presidency for the maintenance of the Police Force is 7 annas a year—probably the lowest world record, at any rate the lowest in India.

Other items of expenditure which are not legitimately Police are shown under 'Police head.' If the Revenue Department can be made to pay for the guards furnished to the treasuries, the Jail department for the guards employed for sub-jails and prisoner escort and the Judicial Department for the policemen supplied for serving processes and subpoenas, the expenditure under 'Police' would be considerably less. There appears to be no reason why these items of expenditure and the cost of village talaiyaris which amount to Rs. 25 lakhs should be debited to the Police.

#### MADRAS CITY POLICE.

As regards the City, I do not think that any sweeping economies can be introduced without seriously affecting the efficiency of the Force.

To begin with the Commissioner of Police. It is admitted that his pay will have to be somewhere near that at present drawn by him; so the economy will not be very real. On the other hand, there are serious disadvantages in reducing his status.

The work of a Commissioner of Police is very different to that of a Superintendent of Police in the Mufassal and there is a good deal of work done by the Police in the City which, in the mufassal, is done by the District or Divisional Magistrates. The Commissioner of Police is ex-officio a Presidency Magistrate and Justice of the Peace, remands prisoners and performs several important duties of a District Magistrate. He is also a President or Vice-President of various committees. In fact, his duties and responsibilities are very similar to that of a District Magistrate in the mufassal in addition to which, this being the Presidency town, he is much more constantly before the public.

If the proposal to abolish the appointment of Collector of Madras materializes, part of his duties as Protector of Emigrants, Passport-issuing Officer, etc., will devolve on the Commissioner. The latter will be, then, the only responsible civil executive officer in the City during the exodus of Government to the Hills. He has to deal with other heads of departments on terms of equality and with heads of business firms and in my opinion any lowering of his status will be wrong and add to his difficulties in carrying on the work of the City efficiently.

As regards Deputy Commissioners. I do not consider that the work could be done by Assistant Superintendents. Their work is very important, differs very considerably to police work up-country and requires selected officers. In fact, an officer to be efficient must specialize in City work.

Allowing that it is possible to find selected Assistant Superintendents who could do the work, they would be only the best of the Assistant Superintendents and probably senior men shortly due for promotion to District Superintendents, so that by the time they had learnt the work and became really useful in the City, they would be moved away. The proposal throws an additional burden on the Commissioner who, it is proposed, will himself be an officer of lower status. I am strongly against the proposal.

The duties of City Inspectors are many and varied and their divisions are at present quite large enough. He has a personal responsibility for everything occurring in his division—the supervision of all crime investigation and the work of the men under him. In important cases he must see the case through, both the investigation and trial in courts. These are the officers who are in constant touch with Deputy Commissioners who must rely on them for information. They are a most important factor in the Police administration of the City and to abolish them or reduce their numbers would be a most dangerous experiment. Among other duties they are the coroners for this City and in the ordinary way they are personally constantly referred to and in communication with the general public of their division. Their abolition is, in my opinion, impossible.

*Sub-Inspectors.*—In my opinion European and Indian Sub-Inspectors should be placed on one cadre, it being left to the Commissioner to enlist either according to requirements or the suitability of the applicants. This, however, will not affect the actual number of Sub-Inspectors required in the City. In most stations the work cannot be done by one Sub-Inspector. In addition to crime investigation, there is

much other work which requires the attention of a Sub-Inspector—patrolling, dealing with rowdism, keeping in touch with factories, workshops and numerous other things for which work a European Sub-Inspector is found most useful. The number of Sub-Inspectors as a whole might perhaps be slightly reduced without specifically stating that they should be European or Indian—2 Court Sub-Inspectors for instance who do no police work. Consequent on the abolition of a Magistrate, the Prosecuting Sub-Inspectors have lighter work and can take the place of Court Sub-Inspectors. The reduction, however, cannot be large without interfering with the efficiency of the Force.

A staff of 5 head constables and 30 constables is now allotted to both the courts for process-service, etc., of whom eight men are exclusively employed for serving municipal processes. If the courts can undertake to get private processes served through their peons, the present strength of policemen supplied to them can be reduced considerably.

A comparison with Calcutta or Bombay is not very useful inasmuch as the systems are different. It is a fact that the number of European Sub-Inspectors in Calcutta is small but the total number of Sub-Inspectors and Assistant Sub-Inspectors is large (205) and there are in addition 56 Inspectors and 12 Assistant Commissioners as against our 14 Inspectors and 2 Assistant Commissioners. In Bombay, every station is in charge of an Inspector and there are 10 Superintendents who rank as Assistant Commissioners.

As regards City Police horses. Some reduction can be made by only horsing selected Sub-Inspectors—also instead of using horsed prison vans, 2 motor prison vans could be procured. Our Mounted Force in the City is not large and there are many occasions when they are of the greatest use. It often occurs that a few mounted men can do the work that it would require a large number of dismounted men to cope with. I also find that the price of remounts from Australia has considerably fallen now and there is not now the same difficulty in getting suitable horses at a reasonable rate.

Police guards costing about Rs. 56,442 are supplied to offices and courts, exclusive of those supplied on payment to private parties. The duties of some of them cannot be considered as legitimate police duties. It is a matter for detailed consideration whether some of them can be done away with, or the department to whom they are supplied made to pay their cost.

In conclusion, I am strongly against tampering with the organization of the City Police which is a force which has been gradually brought up to its present state of efficiency. The proposals affect this efficiency from top to bottom and it is the general public who would be the first to feel the effect if the proposals were effected.

To summarize, my broad proposals are—

#### *District Police.*

- (1) to reduce the number of Range Deputy Inspectors-General by one.
- (2) to cease debiting the talaiyaris' pay to the Police budget and examine the question of considerably reducing their number to effect economy from the tax-payers' point of view;
- (3) to examine the question of abolishing ghat talaiyaris, where practical;
- (4) to examine the question of abolishing Special forces and reducing the numbers of the Armed reserve in some districts;
- (5) to examine the question of reducing the number of constables in the District Force by rearranging duties and taking away such duties which are not legitimately police, also by abolishing some out-posts; and
- (6) to examine the question of reducing the number of Personal Assistants to Superintendents.

#### *Madras City Police.*

- (1) No appreciable economy is possible without seriously affecting efficiency. (The effect of attempting to show economy in 1918 by reducing the strength was fully realized during the food riots, mill disturbances, oil strikes, kidnapping scare and so recently during His Royal Highness the Prince's visit.)
- (2) The question of showing very small economy by abolishing two Court Sub-Inspectors and by dispensing with some guards might be considered.
- (3) Suggestion to have a single cadre of Sub-Inspectors.
- (4) Substitution of the graded system of pay for the present time-scale of pay for the constabulary.

#### ENCLOSURES.

##### A

Statement showing departmental expenditure in 1905-1906 and at current rates.

| Heads.                |                       | At rates prevailing in 1905-1906. | At current rates. |
|-----------------------|-----------------------|-----------------------------------|-------------------|
|                       |                       | RS.                               | RS.               |
| Imperial officers     | Police City .. ..     | 25,200                            | 37,128            |
| Provincial officers   | Police Mufassal .. .. | 4,80,600                          | 7,78,848          |
|                       | Police Mufassal .. .. | 23,400                            | 34,488            |
| Inspectors            | City .. ..            | 23,520                            | 38,880            |
|                       | Mufassal .. ..        | 4,84,560                          | 10,23,300         |
| Sergeants             | City .. ..            | 7,560                             | 18,900            |
|                       | Mufassal .. ..        | 18,000                            | 45,900            |
| Sub-Inspectors        | City .. ..            | 28,320                            | 44,400            |
|                       | Mufassal .. ..        | ..                                | ..                |
| Head constables       | City .. ..            | 27,456                            | 61,200            |
|                       | Mufassal .. ..        | 5,11,608                          | 8,80,404          |
| Constables            | City .. ..            | 1,29,888                          | 3,63,972          |
|                       | Mufassal .. ..        | 16,60,104                         | 43,54,812         |
| Office establishment. | City .. ..            | 7,116                             | 9,690             |
|                       | Mufassal .. ..        | 1,62,672                          | 3,54,363          |
| Police talaiyaris.    | .....                 | 4,516                             | 11,856            |
| Total ..              |                       | 35,94,520                         | 80,58,141         |
| Other items ..        |                       | 12,78,720                         | 38,36,160         |
| Grand total ..        |                       | 48,73,240                         | 1,18,94,301       |

##### B

Analysis of rise in cost of the Police department.

|                                                       |                                       | 1905-1906.       | 1921-1922.    | Difference. |
|-------------------------------------------------------|---------------------------------------|------------------|---------------|-------------|
|                                                       |                                       | LAKHS.           | LAKHS.        | LAKHS.      |
| Total cost                                            | .. .. .                               | 48.73            | 168.28        | 119.50      |
| Details.                                              |                                       |                  |               |             |
| Main heads.                                           | Sub-heads.                            | Rise in numbers. | Rise in cost. | Total.      |
|                                                       |                                       |                  | LAKHS.        | LAKHS.      |
| Pay of officers                                       | Imperial Police officers.             | 4                | 3.71          |             |
|                                                       | Provincial do.                        | 39               | 2.18          |             |
|                                                       | Inspectors .. ..                      | 90               | 2.40          |             |
|                                                       | Sergeants .. ..                       | 78               | 1.27          |             |
|                                                       | Sub-Inspectors ..                     | 1,471            | 14.81         |             |
|                                                       | Head constables ..                    | 858              | 6.74          |             |
|                                                       | Constables .. ..                      | 7,311            | 45.38         |             |
|                                                       | Malabar Special Police.               | 685              | .61           |             |
|                                                       | Police talaiyaris ..                  | 1,081            | 1.18          |             |
| Total .. ..                                           |                                       |                  |               | 78.28       |
| Notes.—The cost of the above is roughly Rs. 50 lakhs. |                                       |                  |               |             |
| Allowances                                            | Duty and Local ..                     | ..               | ..            | 32          |
| Travelling allowance.                                 | Travelling allowance ..               | ..               | 9.35          |             |
|                                                       | Railway warrants ..                   | ..               | 6.33          | 15.68       |
| Clothing                                              | .....                                 | ..               | ..            | 3.72        |
| House-rent                                            | Rents, Rates and Taxes.               | ..               | ..            | 3.18        |
| Arms, Ammunition and Accoutrements.                   | .....                                 | ..               | ..            | 1.91        |
| Minor expenditure                                     | Contingencies—General.                | ..               | 4.26          |             |
|                                                       | Service Postage and Telegram Charges. | ..               | .68           |             |
|                                                       | Malabar Special Police.               | ..               | .80           | 5.94        |
| Petty Construction and Repairs.                       | .....                                 | ..               | ..            | .39         |
| Total .. ..                                           |                                       |                  |               | 109.87      |
| City Police                                           | .....                                 | ..               | ..            | 7.57        |
| Office establishments.                                | .....                                 | ..               | ..            | 2.56        |
| Grand Total .. ..                                     |                                       |                  |               | 119.50      |

Letter from E. A. DAVIS, Esq., I.C.S., District Magistrate, Tinnevely, to the Chief Secretary Government, dated the 1st March 1928.

I have the honour to submit my report in conformity with the instruction issued in G.O. No. 43, Judicial (Police), dated 25th January 1928. I regret the delay which is due to the fact that owing to an extraordinary pressure of other work which could not be left it was impossible to take up the matter till the last few days. The question of the City Police discussed in Appendix III of the Government Order has not been touched upon in detail as I have no experience of the actual working. I doubt however whether, having regard to the conditions under which the superior officers work in Madras, the reductions proposed in that appendix are prudent; and a reduction in pay or status whether of the European or Indian officers seems feasible without materially affecting their efficiency. My remarks on the other points will be found in the three sections appended. Owing to the stress under which they have been written, it has been impossible to find time to formulate my views concisely or with the precision I should have wished, but I trust the reasons for which I am in agreement or disagreement with the various proposals in the memorandum will be sufficiently plain.

#### SECTION I.

2. *Deputy Inspectors-General.*—The proposals in the first instance deal with the superior grades in the Police department. But before taking up the special case of this department, I think it is necessary to consider the general principles underlying the present system of recruitment for the public services. These were enunciated in the Report of the Public Services Commission in England, in so far as my recollection goes, 1842. Unfortunately I have not the report available but the underlying idea was recruitment at an early age with assured prospects of a competence during service, a pension thereafter, and a few well-paid posts to be filled by selection. The committee considered that in this way a certain number of really able men would be attracted to and retained in Government service at a remuneration less than their market value, which would be more than any Government could afford to pay. That is, to put the matter bluntly, it was expected that the assured prospects would entice a certain number of young men of more than average ability into the service, and that when that ability was developed, the system of deferred pay (or pensions) together with a few posts on a substantial salary would operate to prevent them seeking to better themselves elsewhere.

The system of recruitment for the superior services in India is in theory the same, i.e., security of tenure, pensions and a certain number of more highly paid posts to attract and retain men of ability. The cadre for the various departments is of course here recruited departmentally and the system does not presuppose except in the case of a few 'training appointments' as they may be called, that transfer from one department to another will be made.

Now it is to be observed that the whole basis of this system of recruitment is that there shall be selection for the higher posts and in no other way can the lethargy which is inseparable from the security of Government service with a pension after service, be combated. If the higher paid posts are non-existent, there is no attraction for any young man of ability and initiative to enter the service. If selection for the higher posts is not rigorously enforced, there is a premium on a dead level of performance and no incentive to initiative. In fact the evil may be furthered and an actual disgust of the conditions of service may be engendered. For the incompetent are just as quick as the competent to resent the authority of the competent.

3. With these preliminary remarks I shall proceed to examine the effect of the abolition of the posts of the Deputy Inspector-General of Police. The only superior post which will then remain open to members of the Police department will be that of the Inspector-General. This post is also open to members of the cantonment police and having regard to the close connexion between the Police and the Magistracy in this country it is no doubt desirable that this should occasionally be so. But it follows that for the great majority of Police officers there is no prospect of advancement from the position to which they have been accustomed all their service

except by promotion to Deputy Inspector-General. The value of this promotion is not merely to be gauged by the increase in salary it connotes, for it really means much more than this to an officer at the end of his service. It affords a very welcome change of work and atmosphere, a weight and authority in matters concerning his department which cannot appertain to one among many of co-ordinate rank, and several other amenities in the conditions of service which though seemingly trifles are attractive in themselves.

The appendix to the Government Order is silent as to the effect on the prospects of Police officers as to pay and pensions resulting from the abolition of these superior selection grade posts. The adoption of such a drastic change on officers now in service will be considered later. It must however be taken that so far as officers recruited after the adoption of the proposals are concerned, there will no longer be the special posts which the committee of 1842 considered essential in order to encourage ability and initiative. Officers of ability will no doubt continue to be recruited. For whatever the conditions of service, some men of ability will find their way into it. But the absence of selective superior posts will have exactly the same effects as a long continued block in promotion, and the average standard of ability must decline, while even those of superior ability will become discontented. In every service, however, there are a few men of exceptional ability, who set the standard for the rest. And it is to secure the full use of this ability and give it incentive to develop that selection posts are necessary, and this is one of the chief reasons for having them. I am therefore strongly disposed to think that the abolition of these posts will almost immediately reduce the standard of ability in those recruited, and will in no short period result in a deterioration of the work of the department apart from any result of the loss of supervision exercised by the Deputy Inspectors-General at present.

As regards the men already serving, I am at a loss to understand how the proposals can be given effect to in such a way as to relieve the present financial position without a substantial breach of faith which will be all the more galling to those concerned because it is probably without a remedy. For the existence of these posts was one of the attractions of the service when most of those now in service were recruited; and although young men at the time of recruitment may only have a hazy idea of the nature of the actual appointments open to them, they (and their parents) are guided by the general estimation in which the department is held. Consequently the wholesale abolition of the more attractive posts, which can be held, must have a disastrous effect on morale, unless it is proposed to give compensation for the loss of prospects. If it is proposed to give compensation, then there can be no present effect on the financial position; and the main argument for a drastic reduction, viz., immediate economy, must be abandoned.

4. I now turn to the question whether the post of the Deputy Inspector-General is necessary apart from the need for 'selection' grade posts in the department in order to attract ability. As to this my reply is an emphatic affirmative. In Appendix I to the Government Order the argument advanced in favour of the abolition of the post of the Deputy Inspector-General is that "the District Superintendent of Police . . . is, or should be, an officer of sufficient experience to administer the district" without immediate supervision. With all respect this is a plausible, but inaccurate statement of the case which will not bear the slightest examination. The insertion of the words "or should be" in themselves indicate a doubt whether it has been so in the past; and there is no warrant for assuming it can be assured in the future. In no walk of life is it possible to be certain that persons selected for efficiency in subordinate posts will display equal efficiency in the more responsible posts for which selected, nor that the efficiency will be displayed continuously in the new appointment unimpaired. Apart from that, a conscientious officer may from various causes (such as inexperience, etc.) tend to neglect important portions of his work; and this is more particularly the case when the main work is routine, of a rather monotonous character. It is here that supervision is required after assuming an equal initial standard of capacity in the discharge of duty. But nothing can be more contrary to the truth than to assume an equal standard of capacity. It is quite true that in the Police, as in any body of men selected with care, there are those who can be trusted to work efficiently without supervision.

The present method of recruitment, however, affords no means of securing this characteristic in all officers recruited; and is indeed merely devised, as stated in the initial paragraphs of this report, to secure a number of persons of ability sufficient to maintain a suitably high average standard in the service at the least cost to the tax-payer. It would be invidious to suggest any percentage of any service as unable to maintain the required average standard without expert supervision; but it is permissible to suggest that it is by no means negligible. And the lower the age at which a service is recruited, the higher the percentage will tend to be, though on the other hand there is a greater probability of securing and retaining the services of a few men who develop exceptional administrative ability, at much less than their market value. This is the case with the Police; and with the method of recruitment in force I do not believe it is possible to maintain the required standard without making use of the men of exceptional ability to supervise. The only other alternative is to use such drastic selection for the post of Superintendent as (even if it were within the bounds of possibility) would render recruitment extremely difficult, unless pay were raised, and would render the service discontented. But whatever the percentage of men able to maintain a continuous high standard without supervision, it may be safely predicated that the majority, with more or less supervision according to individual temperament, can maintain the required standard. The question is whether the Inspector-General alone would have the time to exercise the necessary supervision. And I think not. Supervision to be real must take the form of detailed inspection of a district in addition to the ordinary supervision provided by returns. In fact returns, except for purely statistical purposes, are a delusion except to indicate where inspection is required. I take it that a *thorough* inspection of six districts is about as much as one man could be expected to do in a year, concomitantly with other work of a miscellaneous character, if the inspections are to have any value. Assuming a certain number of men of such recognized capacity that no useful purpose is served by an inspection (and there are always some such), there is a residue as indicated above, for whom supervision is a necessity. It may be left to those better acquainted with the personnel of the police to determine what the average number of that residue is; but if it is put at twelve, it is probably within the mark. And it is a physical impossibility for the Inspector-General to inspect twelve districts in a year thoroughly with a view to supervision over all branches and the maintenance of a general standard. In fact looking to the numerous important administrative duties and questions of policy connected with a large department which require his personal attention, his inspections must probably be confined to obtaining a bird's eye view of the problems peculiar to each district and a general impression of his subordinates. But when, as above, a *thorough* inspection is spoken of, something quite different to this general view is meant. The inspection contemplated is an inspection in which the whole administration is gone into from every aspect. I venture to say that this necessity is not always kept in view. I am anxious to avoid as far as possible detailed criticism of the methods of another department and therefore do not give instances. But my impression is that these reports have tended to become stereotyped and to avoid their real function, viz., supervision of the District Superintendent's work and not that of his subordinates. Of course the reports seen by me have not been numerous and my impression may be wrong; or the reports seen may have been supplemented by confidential communications to the District Superintendent of Police which it was inadvisable to send into the office. But an inspection which does not fulfil its purpose is not merely valueless, but positively harmful, as giving a tacit sanction to a wrong state of affairs. Further for an inspection to be useful there must be a certain amount of originality coupled with a thorough technical knowledge. It is only by inspections conducted on these lines that the requisite standard of the Police force in the various districts can be maintained; and in the absence of such inspections there must inevitably be a falling off in the general standard in many districts. The only remedy for this falling off, when there is no supervision, will be that most undesirable makeshift transfer. Granted the necessity for supervision by direct inspection, the question is how many supervising officers are required. The kind of complete inspection I have in view could not take less than a month, and would probably take more. It is not to be expected that an officer of long service and experience should spend more than

six months in the year in the arduous work of a thorough overhauling of a district administration; and I am inclined to think that not more than four could be undertaken without impairing the quality of the inspections. It is also necessary to allow for consultations on particular matters relating to other districts in the course of the year. Hence assuming that at least twelve districts in the Presidency would require a thorough inspection each year in order to maintain the required average standard, then three posts of Deputy Inspector-General should suffice. If the number is less than twelve, then a further reduction might be made. If the number were more, it would indicate that proper care was not being taken in selection for the post of District Superintendent and the remedy would lie in more careful selection in that respect.

5. My conclusions on this matter are therefore that the appointment of the Deputy Inspector-General cannot be abolished without grave discontent if no compensation is given to those at present serving for loss of prospects. If compensation is given, the immediate financial relief to the State is not apparent. The abolition of the posts will further affect recruitment deleteriously in quality, and tend to accentuate the conditions under which the posts are most necessary.

Lastly I am unable to accept that there is no need for supervision of the kind which ought to be provided by the Deputy Inspectors-General. If the results of such supervision have not been always so apparent as they should have been, the fault lies in the way appointments are made to the post.

## SECTION II.

6. *District, Assistant and Deputy Superintendents.*—Turning now to the office of the District Superintendent of Police, there is not in my opinion any necessity to relieve the District Superintendents of divisional charges in spite of the abolition of the post of Personal Assistants. Districts are much smaller than they used to be, as also the divisional charges directly under the Superintendent. So far as the office work is concerned, unless the character of the work has much changed in the last twenty years, it is not nearly so heavy as that in an average revenue divisional office. The work however is very different from that of an Assistant Superintendent's office, particularly as regards the Accounts section; and judging from my own experience of one or two months as Superintendent in charge of a district, the control of the office must present difficulties to an Assistant Superintendent for some time after he first assumes district charge. When, however, he is acquainted with it, there is no ground for holding that he cannot do the modest amount of inspection appertaining to his own division as well as exercise general supervision over the district as a whole. As regards the Assistant Superintendents and the Deputy Superintendents, so long as they have independent charges, the District Superintendent's supervision should be *mutatis mutandis* very much the same as that of a Deputy Inspector-General over the District Superintendents. That is to say in the case of an officer of experience and approved capacity, interference will be at a minimum, with more attention when it is demonstrably necessary.

7. So far as actual inspection and supervision are concerned, no good case seems made out for considering the subdivisional charges too large, even were the altered conditions formulated in Appendix II brought into force. It is true that under the altered conditions, there may be a need for extra supervision in one division at a particular time. But if this is really the anticipation, the contingency can best be met by abolishing subdivisional charges altogether and locating the whole of the superior staff at headquarters to be used as occasion demands. This system would have the advantage that they would be in constant touch with the District Superintendent and their services could be utilized where most necessary. It would be for the Deputy Inspector-General at his inspections to see that duties were properly allotted and inspection and supervision throughout the district provided for.

## SECTION III.

8. *Subordinate staff.*—Proceeding to Appendix II, this contemplates a radical alteration in the organisation of the subordinate staff.

The appendix starts with a condemnation of the Sub-Inspector as a class and, as I read it, compares even their honesty not very favourably with that of the old head constable. My own experience of four years in the Police came to an end just as the Sub-Inspectors were being recruited and consequently I have had no direct experience of their work. I have had however considerable opportunities of observing it as a magistrate and I do not altogether agree with the conclusions drawn in the appendix. The old head constable had his good points. He had risen from the ranks which in itself required initiative; and relegation to the ranks was not a very difficult matter. Consequently on important cases he had every incentive to do his best; while the Inspector's supervision in cases was usually much closer than now. The Inspector, it is true, may not have done much himself, but he was often in much the same position as the head constable and knew his men. Detection was never good but, given time, crimes such as gang dacoities or robberies were perhaps better dealt with. In the ordinary village crimes, such as murder, theft and so on, the head constable was at his worst. These cases, if detected at all, usually detect themselves and it is mainly a question of the evidence and putting it before the court. In these matters the Sub-Inspectors as a class seem to me a far better body of men.

9. Looking back over the results of the change, I think it must be recognized that the way the change was effected was a mistake. The best use was not made of the material already available; and every officer serving in the Police, when these changes were formulated, must be aware of the consternation at the loss of prospects and the humiliation felt by many of the better subordinates whether Inspectors or station house officers. With this feeling prevalent, the new Sub-Inspectors came on the scene with no practical knowledge of police work, whatever their training. The prospects on paper for these new Sub-Inspectors were fairly good as compared with persons similarly situated in other departments. But the majority found themselves in nominal charge of men more competent to do the work than themselves and directly under men of the Inspector class who viewed the change with dislike and apprehension. It can now be realized that it was too much to expect these young men without experience to effect a complete change in the morale of the department under these conditions. Many of them, to begin with, had no aptitude for the work while almost all lacked that knowledge of the conditions of work which the old head constable had learned in the ranks. The head constables who have managed to get into the Sub-Inspectors' grade are however the picked men of their class, men of experience and proved energy; and it is not extraordinary that in actual execution of work these men compare favourably with the new-comers. But this fact is not a correct guide to the comparative worth of the Sub-Inspector of to-day and the station-house officer prior to 1906. The latter as a class were not of a very high standard of intelligence or character. But as a class they were under-paid, and with better prospects it would have been quite feasible to secure men of better qualifications ready to go through the ranks and so acquire experience. This having regard to the results would have been the better course; but it is to be remembered that at the time there was very wide spread feeling against the police and a drastic remedy was thought necessary. The extent of the feeling at that time seems to be overlooked; and that it is not so prevalent now must in fairness be placed to the credit of the Sub-Inspectors as a class. As events have turned out it would however probably have been better to proceed in the reorganization somewhat on the lines indicated in the last three sentences of paragraph 4 of Appendix II. That is the nomenclature of the station house officer should have been retained but a very considerable increase of pay given. Recruitment to the new grade should have been mainly from the existing staff of old head constables with a proportion open by direct recruitment to *head constable's* posts (not station house officers) to men of better education. Had this been done some at least of the difficulties experienced would have been avoided; and in the time which has elapsed since the reorganization better results might have been obtained.

10. The present proposals are a reorganization backwards and involve practically the disbandment of the Sub-Inspectorate in addition to an alteration in the system of police work. While, however, the alterations proposed in the methods of work and supervision seem deserving of consideration, it is, not possible to contemplate the wholesale reduction in the force now suggested without the gravest

misgiving. If it is merely proposed to effect the reduction gradually by not filling vacancies as they occur, because the staff is superfluous, there would not be so much objection although no doubt some men would suffer greatly in prospects. No doubt some reduction in establishment seems feasible and might be effected by reorganization on some such lines as are suggested in the memorandum. But stripped of all camouflage, the present proposals amount to reducing the pay and prospects of the whole force. And I am not prepared to subscribe to the proposition that a lower wage ought to secure better work, which seems to be the underlying tenor of the memorandum. If really a better wage has resulted in worse work, then the result must be attributed to those responsible for the recruitment and training of the staff.

11. The defect in the present system appears as pointed out above that sufficient use is not made of the old head constable type which has served its apprenticeship in the ranks. The present system of recruitment while certainly improving the standard of intelligence of the Station-house officer class (or Sub-Inspectors as now styled) and, as I think, the general reputation also, allows too great a proportion of the unenergetic type who would never rise above head constables if they had to pass through the mill. The remedy appears very much as indicated in the last three sentences of paragraph 4. Appendix II, which with some slight modifications would meet the case. I assume for the moment that the Sub-Inspector grade is continued. There should then be no direct recruitment of Sub-Inspectors who would be found entirely by promotion from the head constable grade. There should, however, be direct recruitment of a fixed percentage of vacancies to the head constable grade; and those so recruited left to earn their promotion in the ordinary way. There will thus be good enough prospects for an energetic and intelligent young man, while the indifferent will soon find their level and resign. Whether it will be necessary to start the Sub-Inspectors on so high a pay as at present assuming promotion as the rule from the head constable grade seems to me doubtful, more particularly if the time-scale is abolished. And a new intermediate grade might be made abolishing a certain percentage of the posts in the higher grades as vacancies occur. The nomenclature to be adopted for the Station-house officer does not seem of much importance whether the work is done by head constables or Sub-Inspectors. Presumably a head constable doing the work would receive a 'station charge' allowance as used to be the case; and it would be best to keep whichever name the men preferred.

12. *Inspectors.*—So far as Inspectors are concerned, their duties at present are stated in Police Order No. 140 as to 'supervise the police work of his circle in all its branches' but Police Order No. 142 lays down that he 'shall not,' except for special reasons, enter upon the investigation of crime. I have never been able to appreciate the soundness of this latter order. Before the reorganization ability to handle crime was one of the chief considerations in making promotions in the Inspectorate; and circles being on the whole smaller, Inspectors were very properly expected to handle all the important crimes. Detection and prevention of offences being after all the chief duty of the police, it is too much to expect that promotions will not still depend to a large extent on ability in this direction. How far the order that Inspectors should not investigate is followed generally, I am not in a position to say. But if followed to any considerable extent (and it certainly affords an excuse for Inspectors to become lazy in investigation), there is no need to look beyond this immobilization of the best detective ability of the force for poor results in detection. The old Inspectorate in fact stood to the new Deputy Superintendent grade much in the same relation as the old head constable to the Sub-Inspector. He was a better detective and more active than the present-day officer because as a rule he had to work his way up by the display of these qualities. But his powers of supervision and the standard of probity taking the class as a whole were not so high. And *prima facie* it would have been better to keep him as a detective. That this was not done was due apparently to the fear that the new staff should be corrupted by the methods of the old; but the result has not been satisfactory. The suggestion in paragraph 5 means a reversal of Police Orders No. 140 and 142 so far as Inspectors are retained; and their chief duty will be investigation. With this I am in accord as I consider that the investigation of all difficult and organized crime should be in the hands of those who have shown themselves competent to deal with it. It is, however, impossible to lay down a hard-and-fast rule as to the number required

in each district as conditions vary, though I am sure that one officer of this class for each district will be insufficient. In any case I regard the proposal to reduce the Inspectorate on the scale proposed (200 out of 297) with disfavour. My arguments are much the same as in the case of the Deputy Inspectors-General. The rank apart from the pay imparts the prestige of approved service with the possibility of yet further advancement. And I should prefer that all investigating officers selected for special ability in their work should be accorded that designation. They should, however, be relieved of supervision except as regards preventive work (patrols, etc.), as much as possible and the requirements of each district fixed with due consideration to the prevalence of the kind of crime with which such a staff would have to deal. In some localities where gang dacoities or organized crime was frequent, it would be necessary to station such an officer within the locality. Elsewhere as in delta tracts it would seem quite sufficient to have one or two available at headquarters to be sent to any part. But I doubt if in any district it would be possible to do with less than four or five in all and nothing like the reduction proposed seems reasonable if efficiency is to be maintained. As in the case of Sub-Inspectors, it might be considered whether the initial pay of Inspector is not too high and a lower rate introduced.

13. *Rural stations.*—A further measure of economy suggests itself in a very considerable reduction in the number of stations as they exist. The ordinary rural station now consists of one or more Sub-Inspectors and head constables with a varying number of constables, while in the villages is a body of talaiyaris with certain nebulous police duties, the cost of which is debited to 'Police.' Speaking in general, the staff of these stations has no real value as regards crime except in putting up and prosecuting before the courts the ordinary village cases calling for no detective skill. Without the presence, not too far away, of some one able to do this work, many cases will not be reported at all. The other principal items are beat work of a kind and the serving of processes; and the strength of the station is usually quite insufficient to deal with any really serious state of affairs. I would therefore suggest the wholesale abolition of the present rural station and its replacement by a Sub-Inspector with two constables. One of the two constables would have the work of station-writer and station 'watch' being always present at a fixed place during fixed hours. The other would be practically an orderly. The duty of the Sub-Inspector would be to deal with all ordinary crimes of a simple nature, the Inspectorate dealing with the more difficult. At convenient centres, generally taluk headquarters, a somewhat larger force than at present would be maintained for emergency duties in any part. The Sub-Inspectors should, as far as possible, be located where there was a telegraph office in order to be able to summon assistance; and every effort should be made to secure telegraphic communication with places so unconnected where it was considered imperative to post a Sub-Inspector. Further in places where it was considered necessary to keep a responsible officer, but the crime did not justify the expense of a Sub-Inspector, a head constable with a small charge allowance might be posted; and from these head constables the Sub-Inspectorate would be recruited. Processes such as summons and bailable warrants should be served by a special staff attached to courts; while arrest warrants where necessary (and they are not numerous) should alone be executed by the Sub-Inspectors or by sending a constable or constables from the central station. Beat work should ordinarily be done by the village police who should be reduced in number and put into uniform, though still as far as possible selected from the residents of the village where they work. Being posted in their native villages, it will not be necessary to give the same pay as to members of the more regular force. On these village police also would fall mainly the duty of patrolling the roads under the direction of the Sub-Inspector to whose station they were attached.

14. Under some such scheme it would be possible to reduce the number of the lower ranks (head constables and constables) now employed without loss of efficiency, while there would be a very great saving in the cost of building and maintenance of buildings, and in many other items. Supervision which would under this scheme fall entirely on the superior staff would no doubt present difficulties but as such officers almost invariably have motor vehicles nowadays, the difficulties are not what they would have been twenty years ago.

15. With this change in policy coupled with a recognition of the fact that the rural Sub-Inspector (or Station house officer if he is called so) cannot ordinarily be expected to deal except with the simpler class of cases, a very considerable reduction in the number of regular stations can be effected. Nor do I think it would be necessary to locate Sub-Inspectors in all the places where there are stations now. It would often suffice, where there is a telegraph office, merely to have a local constable who would telegraph particulars of the case to the appropriate investigating officer on the rare occasions when a case occurred.

16. From these rural Sub-Inspectors would be selected those who showed special ability for the investigating staff, which dealt with the more important cases. This staff would, as already indicated, consist mainly of Inspectors, but there would have to be two or three Sub-Inspectors attached to the Inspectors partly to assist and partly for training. No extra pay would be required, as a return to the system of grades will afford ample scope for recognition; while being placed on the investigating staff will be a necessary stepping stone to promotion to Inspector.

17. *Towns.*—For large towns where at present it is considered necessary to have a separate Inspector for supervision of general work (and here of course regular stations must be retained), I would suggest that while the designation Town Inspector should be retained, the post should be held by a senior Sub-Inspector who would receive a special allowance in recognition of his increased responsibility. This allowance would be attached to the post; and consequently there would be no difficulty in making a change when an officer, though not actually culpable, was not up to the responsibility.

18. *Prosecuting staff.*—As regards the prosecuting staff, it may be suggested that it would lead to economy and despatch of work if the services of local pleaders were enlisted on a small retaining fee and a daily fee instead of having a permanent staff. It is not possible for me to estimate the cost of the present system as, in addition to the actual pay, there is the travelling allowance which is often very considerable, pension charges and charges incurred by courts in giving adjournments to meet the convenience of the staff, which in most districts is inadequate. Probably for Rs. 25 a month retaining fee and Rs. 5 for each day actually employed in court, the services of a vakil capable of conducting the less important cases could be obtained; and, if so, would possibly in practice be found cheaper than the present method. In really important cases, it would be better even now to employ a recognized pleader who could also see the case through the Sessions Court if necessary; for it is very seldom that the prosecuting staff is really good, a point on which a Magistrate can express better than a Police officer.

19. *Treasury.*—If the proposals summarized in the foregoing were adopted, taking the Tinnevely district as an example, I suggest it might be possible to reduce the Inspectors from ten to six (or seven if the Prosecuting Inspector is retained). As regards Sub-Inspectors, there are 52 with 38 stations. The Sub-Inspectors include the prosecuting staff and additional Sub-Inspectors for some stations. Under my proposals the number of stations proper would be reduced to about 15 at the most; nor is there any necessity to retain two Sub-Inspectors anywhere if the embargo on head constables investigating (Police Order No. 163) is removed. Of the remaining 23 stations, probably not more than 15 justify the location of a Sub-Inspector while in the remaining 8 and in the out-posts (18) it will be sufficient to have a head constable empowered to investigate. There should thus be 30 Sub-Inspectors for ordinary work. Adding 3 as special investigating officers, it would require 33 of this grade or 36 including prosecuting staff as against 52 shown in the last Administration Report, in which, however, I believe Sub-Inspector writers were included. The reduction would thus actually be 16. There would have to be as shown at least 26 head constables empowered to investigate and possibly a few more should be added to assist in specially heavy localities and for special investigation. Head constables selected for this work should receive a special allowance while retained on this kind of duty over what is allowed to the ordinary

head constable on guard or routine duties. There would on this showing be about 40 head constables in receipt of the allowance and these would be the men who were practically receiving training for Sub-Inspectors. On the other hand, 38 station writer head constables would no longer be necessary. In constables, assuming that the rural stations and out-posts (41 in all) to be replaced by a Sub-Inspector (or head constable) and two men are now manned by an average of five men each, there will be a saving of 123 men. Adding five men to the central rural stations (8 at most), there is a net saving of 83 men.

The total saving would be 4 Inspectors, about 16 Sub-Inspectors and about 80 men with possibly a slight addition to the head constable grade in number and the cost of an investigating allowance. These figures are of course only a rough forecast and would require more careful investigation in detail than I can give before finally adopted. But they at least indicate roughly the means by and probable extent to which I think economies can be effected by a change in methods. The effect of these proposals is no doubt a reduction in the initial pay of the investigating force, and may seem contrary to the principles enunciated earlier. But, assuming that the results of the present system have not been commensurate with the cost as regards investigation, it is not because the *good* investigating officers have been paid too much but because persons who have not established their efficiency have been placed too easily in well-paid places from which they cannot be removed. The lower pay now proposed in the initial stage, viz., head constable plus investigating allowance will afford a means of rectifying one of the principal defects of the present system.

#### CONCLUSION.

20. In many respects my proposals are substantially in agreement with the memorandum, more particularly as regards the handling of crime. Where they are strongly at variance is as to the reduction to be effected in the existing staff. That some reduction is possible by an alteration in methods, I have long believed. But whatever form that alteration may take, I do not believe that the actual reduction can go much below that indicated without serious results and even this reduction ought to be introduced gradually. On these matters I labour under some disadvantage in not knowing the exact extent or urgency of the financial position or the economies being effected elsewhere. But, on general grounds, I am convinced that almost any expedient, even that of a temporary reduction of pay, is better than the wholesale throwing out of employment which is proposed in the memorandum. One of the great drawbacks of Government service is that it tends to unfit a man for other work. One of the chief advantages hitherto attaching to it is that it is secure. The measures proposed have the effect, and that on the most important service, of subtracting from Government employment its chief advantage while emphasizing its chief disadvantage. This following on somewhat hasty improvements in pay, which cannot be met now, cannot fail to destroy all confidence in the foresight and stability of purpose of those who control these matters. The effect will extend far beyond the Police department, and will be so serious that it is impossible to regard the matter as pertaining to the Police department alone. Admitting that even a wholesale mistake was made in the reorganization, the mistake was by the State; and remembering the widespread discontent regarding the police which caused the reorganization, the hurried and complete reversion to the old system cannot be regarded as warranted by a prudent consideration of the past. The present proposals go even further, for the Inspectors who furnished the best element of the old force are almost entirely abolished and 'the superior status of the Deputy Superintendents makes it more difficult for him to get an intimate knowledge of the class of men with whom he has to deal.' The reduction in pay and prospects of the upper subordinate staff will consequently have in my opinion a most deteriorating effect on police work in general and will lead to a renewal of the outery in the early years of this century. It is also to be condemned on general grounds of policy unless the change is effected so slowly as to prevent any immediate great financial relief; and so strongly do I feel on this point that I should not feel justified in subscribing to such proposals being immediately put into force unless satisfied that no other remedy was possible.

#### 21. For convenience I summarize my views—

- (1) The post of the Deputy Inspector-General cannot be abolished with safety. The number of such post should be limited to three and officers required for special duty (such as C.I.D.) should be specially selected Superintendents.
- (2) The Deputy Inspectors-General should be chosen by rigid selection, length of service being a quite secondary consideration.
- (3) No increase in the number of divisional charges is necessary; and, if the District Superintendent is relieved to any further extent of divisional charge, the size of districts may well be increased, as I am not prepared to accept that the average District Superintendent is overworked.
- (4) Divisional officers (Assistants and Deputy Superintendents) should not ordinarily be required to investigate crimes though they should supervise investigation and see it is not shirked. All complaints against the Police, drill, discipline, stores, etc., should be dealt with directly by them instead of through the intermediary of an Inspector.
- (5) The Inspectorate should be retained though a fairly large reduction (possibly 40 per cent) may be made by a change of methods. The main and indeed sole duty of Inspectors will be the detection and prevention of the more important classes of crime. While the superiors of Sub-Inspectors and as such bound to take cognizance of defects which come to notice in the course of detective work and so on, they will have no general responsibility in that respect.
- (6) The majority of rural stations should be abolished, investigating officers capable of handling ordinary rural crime being located where required with the minimum of central stations proper.
- (7) Investigating officers would be (i) Sub-Inspectors, (ii) head constables with an investigating allowance.
- (8) Sub-Inspectors to be recruited solely from the investigating head constables with direct recruitment to head constables' posts alone in a certain proportion.
- (9) Initial pay of Inspectors and Sub-Inspectors to be reduced if grade system is restored.
- (10) Head constables to be mainly recruited from the constabulary.
- (11) Complete alteration in the village police system.
- (12) Abolition of the obligation to maintain a horse in all ranks of the subordinate staff. This will do away with the need to grant horse allowance.
- (13) Abolition of prosecuting permanent staff and substitution of vakils.

#### VII

Letter from M.R. Ry. T. VENKOBABAO Avargal, District Superintendent of Police, Chingleput, to the Chief Secretary to Government, dated the 2nd March 1923.

I have the honour to submit my report called for in G.O. No. 43, dated 25th January 1923.

2. Before proceeding to discuss the various proposals and suggestions made in the three memoranda attached to the Government Order under report, I think it necessary to submit for the consideration of the Government a few, and what I would consider, important facts.

3. It has been pointed out that the cost of the Police department has considerably increased, and it is now more than three and a half times what it was in 1905. This increased cost is found not only in the Police department, but also in all other departments under Government. There may be a difference, as regards the degree in increase, but the undoubted fact remains that there has been increase everywhere. This increase is due largely to the enhanced pay sanctioned to the superior and subordinate officers and men of the department. The increase in pay had to be given as the cost of living had increased. It was an absolute necessity. It cannot therefore increase the efficiency of the department proportionately. It would be pertinent, if it is asked, whether the increased cost has in any way increased the efficiency in other departments. Additional appointments, not only in the subordinate service, but also in the superior ranks, were made which

contributed also towards increase. Rewards to private individuals and Police officers are now much more liberally and freely granted than what was done prior to 1905. There are other reasons which went to increase the cost of the department, viz., construction of new buildings to house the men of the subordinate service, grant of house-rents, dhobi allowance, scavenging fees and higher rate of travelling allowance and conveyance allowances and the like. The increased cost is unavoidable and cannot be helped. It is said that, notwithstanding the increased cost, there has been a steady increase in the number of grave crimes reported. It is, because of various reasons, that people, who did not care to complain in previous days, now think it fit to report cases to the Police. The prices of articles and food-stuffs have considerably increased. What was worth one rupee in pre-Commission days is now worth three rupees, if not more. Men, who might not have cared to complain on account of trifling value of property lost, might now complain on account of the rise in the value thereof. Further, they have got greater confidence in the present-day Sub-Inspectors than what they had in the old set of head constables. It has also been pointed out that results have been far from satisfactory. Facilities for committing crime and for disposal of stolen property have become greater, and success in tracing criminals and property has become more a matter of chance. Retrenchment can be effected, only so long as it does not impair the efficiency. Reduction in the number of superior officers and subordinate staff on certain lines is suggested, and it will be dealt with.

*Abolition of the four Range Deputy Inspectors-General.*—This is one of the most important retrenchments that has been proposed. There are at present four Range Deputy Inspectors-General in this Presidency—one range consisting of only Tamil districts (Southern Range), another only Telugu districts (Northern Range), the third consisting of mostly Telugu and little of Tamil (Central Range) and the fourth consisting of Malayalam, Kanarese and Tamil districts (Western Range). Besides these four, there are two other Deputy Inspectors-General—in all six Deputy Inspectors-General. As it is still an open question if the post of the Inspector-General of Police should be given only to a Police officer, and, unless and until it is laid down that it is reserved exclusively for the Police officers, there are only six superior appointments, namely, Deputy Inspectors-General to be coveted by the District Superintendents of Police. If the Deputy Inspectors-General of Police are abolished, and the Inspector-Generalship should be reserved for one outside the department, there is little or nothing in the department which a District Superintendent of Police—good all round—can look for. He has to remain satisfied with only one selection grade, pay of which is only Rs. 1,450 plus Rs. 250 overseas pay—Rs. 1,700 in all. Thus, there is only one appointment on Rs. 1,700 for 34 District Superintendents of Police and 36 Assistant Superintendents of Police to look for. The pay, in the ordinary scale including overseas pay, does not exceed Rs. 1,600. Naturally, therefore, an officer recruited for the Indian Police has little or no attraction. But what is the case of Indian Civil Service? There are not less than 160 Indian Civil Service Officers in this Presidency. About 50 per cent of them get more than the pay of the last grade Deputy Inspector-General. Whereas the percentage of officers in the Indian Police, getting more than Rs. 1,750 and above, is only ten. This speaks for itself, and needs no further comment. The existence of the grade of Deputy Inspectors-General in a sufficiently large number, at any rate, to meet our present-day requirements, is absolutely necessary. It is admitted by Government that a more extended use should be made of the Deputy Inspectors-General as a supervising agency. In my opinion, necessity for such a use still continues. The recommendation of the Police Commission were given effect to in 1906. It is now barely 16 years. Even according to the Government, the Sub-Inspectors, who are the pivot of the Police department, have not sufficiently advanced and gained experience to do things quite independently. There are still a large number of Sub-Inspectors who require continual help and supervision. It may be said that there are Circle Inspectors above them, and over them, the District and Subdivisional officers.

There are at present nine Assistant Superintendents of Police acting as District Superintendents of Police and six Deputy Superintendents of Police of short service and seven Inspectors acting as Deputy Superintendents of Police. It cannot be said

that they do not require any guiding hand. They are sure to be benefited by the instructions which the Range Deputy Inspectors-General would give them. Especially in these days of political agitation and non-co-operation they require the help of the Range Deputy Inspectors-General. It would be too much to expect the Inspector-General of Police, and the Deputy Inspector-General of Police who is proposed to be stationed at Madras, to assist the Inspector-General of Police, to exercise as adequate a supervision over the District Superintendents of Police, Assistant Superintendents of Police, and Deputy Superintendents of Police in a range as the Range Deputy Inspector-General can do. They have to deal with about 100 officers. Instructions issued by them may not be so timely as those of the Range Deputy Inspectors-General. Further their knowledge of the locality cannot be as good as that of the Range Deputy Inspectors-General. There are Tamil, Telugu, Malayalam and Kanarese speaking districts. The nature of crime and criminals of these districts vary. It is to control crime the Range Deputy Inspectors-General are essentially required. The Inspector-General and his Assistant Deputy Inspector-General cannot effectively do it. They will have a much wider area than that of a Range Deputy Inspector-General. A Range Deputy Inspector-General can proceed to the spot more expeditiously, and be present for guiding and controlling action. With his knowledge of men and local conditions he will be of great use to the District Superintendent of Police. But, it has been pointed out that consultation of the District Superintendents of Police of neighbouring districts to a greater extent than they do at present, may render the existence of the Deputy Inspectors-General unnecessary. It must be borne in mind, and it must not be overlooked that, however much the District Superintendents of Police may heartily co-operate, there is still a feeling of jealousy lurking in the minds of subordinate ranks, which, however small, retards to a great extent the smooth sailing and harmonious working, which is essential in the matter of investigating cases, affecting more than one district. If there is a Deputy Inspector-General at the spot, who is common to the two districts, that feeling of jealousy, referred to as likely to exist, may disappear, and men of the two districts will work together as if they are of one district. Range Deputy Inspector-General may be said to be a Post office in respect of certain routine matters, but, looking to the far more important work which they can do, I must submit that the Range Deputy Inspectors-General are quite necessary. It all depends upon the officer. If he does not interest himself in the more important work of controlling crime, he is certainly a Post office and it cannot therefore be said that the appointments may be done away with. The inspections of the Deputy Inspectors-General have their own value. He is in a better position to see how districts in his range work and can therefore bring about uniformity in the maintenance of records and other important matters as far as possible.

It has also been pointed out that the District Superintendents of Police of the present day must be men of experience, and, inasmuch as they work in close accord with the District Magistrates, the need for the continuance of the officers of the cadre of the Deputy Inspectors-General will become less. A District Magistrate can confine himself only to his jurisdiction, namely, his district. He can do nothing in another district. He can, however, communicate with the District Magistrate of the district where action is needed. But this would mean delay. Where prompt action is necessary, there ought to be an officer who has jurisdiction over the two districts. The District Magistrates have multifarious work to attend to. They have very little time at their disposal to bestow that attention on Police matters that is needed. On certain purely police matters the District Magistrate may not be able to instruct the District Superintendents of Police. An officer of the rank of Deputy Inspector-General quite conversant with the working of the Police, will be better fitted to put the District Superintendent of Police in the way. The Inspector-General of Police can do it. But, he too has little or no time. I am therefore of opinion that, in the matter of instructing the District Superintendent of Police, a Deputy Inspector-General will be a more a useful officer than a District Magistrate.

I do not think the Range Deputy Inspectors-General can be said to be overburdened with appellate work. Each Range Deputy Inspector-General has, at the

most, about 150 appeals to dispose of in a year. He may be said to take less than two days to dispose of one appeal. Rarely he gives any personal hearing. He does not examine any witnesses. If he finds anything wanting, he refers it to the District Superintendent of Police. In some of the appeals even the records are not called for and they are disposed of summarily. Time spent on appeal work is short and most of the appeals are simple ones. If Government should, however think that the Range Deputy Inspectors-General have really much of appeal work, I would submit, that appeals may, with advantage, be curtailed; (1) there must be no appeal if a deferred black mark is confirmed, (2) Subdivisional officers must be empowered to award black marks. In such cases appeal would lie to the District Superintendent of Police, and there would be no second appeal. There must only be a first appeal to the Range Deputy Inspector-General against the award of black mark by District Superintendent of Police, entailing reduction or dismissal and a black mark with fine; (3) District Superintendents of Police may be empowered to dismiss Sub-Inspectors and severely reprimand Inspectors. There will only be a second appeal against such orders.

In the result I submit, that the Range Deputy Inspectors-General cannot be abolished at present, and that their retention for sometime longer, is absolutely necessary to make the force more efficient.

I would, however, propose the abolition of the Deputy Inspector-General of Police, Railways and C.I.D. The work of the C.I.D. may very well be left to be performed by the District Police itself. Complicated cases in organized crimes are not so great in number as to require a special staff of one Deputy Superintendent of Police, nine Inspectors and an equally large number of Sub-Inspectors that are now attached to the C.I.D. When the local District Police cannot rise itself to the occasion, and successfully deal in such cases, it will not be difficult for the Range Deputy Inspector-General, whose existence is justified by his control of crime in the range, to depute a suitable staff from his range. The figures of crime dealt with by the C.I.D. during the last three years will show whether the staff is really necessary and whether the local District Police cannot successfully cope with it. When the work can be transferred to the local District Police, the Deputy Inspector-General has only to attend to Special Branch matters. But, he is now assisted by a Personal Assistant who is a Superintendent. There is also an Assistant to the Deputy Inspector-General. Cannot these two, if not one of them, attend to that work? I think they can. The Deputy Inspector-General has two Railway Police districts which may conveniently be transferred to the Range Deputy Inspectors-General. This proposal of mine, whereby additional work will be thrown on two of the Range Deputy Inspectors-General, will be an additional ground for maintaining the present number of the Range Deputy Inspectors-General.

*District Superintendents of Police.*—The suggestion to convert the Police district of the Nilgiris into a Police subdivision under the charge of an Assistant Superintendent of Police can be adopted. But I am afraid that the District Superintendent of Police, Coimbatore, who has already two subdivisions, Erode and Dhārāpuram, and direct charge of one subdivision, will be over-burdened with very heavy work. Assistant District Superintendent of Police of standing and experience must be put in charge of this Police district as reconstituted and an experiment made. Perhaps this district will be the only one in the presidency which will have three subdivisions, not to speak of the division in direct charge of the District Superintendent of Police.

It is suggested that the post of the Assistant Inspector-General of Police may be abolished in view of the proposal to attach Deputy Inspector-General to the Inspector-General of Police. I have already stated that this proposal does not commend itself to me. Then there must be a competent officer in charge of the Office of the Inspector-General of Police, he must not only be an officer of executive experience, but also a good office hand. It is suggested that the Assistant Inspector-General may be replaced by an Assistant Superintendent of Police or Deputy Superintendent of Police. I may at once say that an Assistant Superintendent of Police or Deputy Superintendent of Police is not likely to be a good officehand, for, they have no offices of their own and have no proper office training. An Assistant

Superintendent of Police or Deputy Superintendent of Police with little knowledge of the proper working of an office, cannot relieve the Inspector-General of his work in certain departments of the office and may, I am afraid, prove a burden to him. The Assistant Inspector-General must be an officer of equal status with District officers with whom he will have to correspond demi-officially and officially on all minor matters. He must be an officer who will take responsibility and that, in the right direction, during the absence of the Inspector-General on tour. He must be an officer capable of giving valuable advice on certain matters. I am not therefore for the post of the Assistant Inspector-General being abolished.

Then, the question how far the post of Personal Assistant to Deputy Inspector-General of Police, Railways and C.I.D., may be dispensed with, will be considered. As I have already stated, there is another responsible officer, Assistant to the Deputy Inspector-General. I do not think that two officers are necessary. One of them may very well go. I have suggested the abolition of the Deputy Inspector-General, C.I.D. The only work that one of the officers to be retained will have to do is that connected with the Special Branch. This work can very well be done by the Assistant to the Deputy Inspector-General no doubt under the supervision of some responsible officer. I would suggest that the Special Branch be attached to the office of the Inspector-General of Police, and that the Assistant works under the supervision of the Assistant Inspector-General. This is another reason why I say that an officer of the rank of the District Superintendent of Police as Assistant Inspector-General is necessary. The work of the Assistant Inspector-General of Police is bound to become a little heavier than now. But he has an officer of the grade of Deputy Superintendent of Police to assist him. In this connexion it is worth considering if the present staff employed in the office of the Inspector-General cannot be reduced. There has been a duplication of work in the Inspector-General's office in respect of bills which may very well be left to the Treasury Deputy Collector and Accountant-General. How far this staff may be reduced may require looking into. I only refer to this to point out that no additional Assistant Superintendent of Police or Deputy Superintendent of Police is required for the office of the Inspector-General.

In the result I am of opinion that only one officer of the rank of District Superintendent of Police may be abolished.

*Assistant Superintendents of Police and Deputy Superintendents of Police.*—I quite agree that Personal Assistants to District Superintendents of Police are unnecessary and may be abolished. Those who are now Personal Assistants may be put in charge of subdivisions. In fact, even now they are in charge of a few circles assigned to them by their District Superintendents of Police, which may be called an unauthorized subdivision. According to Police Order No. 109, Volume 1, it is open to the District Superintendent's of Police to do so and it is being done. There is therefore nothing new in the suggestion, and the proposal may most advantageously be adopted. The number of officers required for subdivision charge under the proposed scheme cannot be fixed at present. In the first place, the number of Inspectors and Sub-Inspectors to be reduced as per memorandum II has to be determined. This can only be done more satisfactorily, if all the districts in the Presidency are reallocated, circles reformed and stations refixed. Even as it now stands, a rough idea as to whether there will be any increase and if so, how many, may be given. There are 75 officers of this grade, nine of whom are acting as District Superintendents of Police; six Assistant Superintendents of Police and four Deputy Superintendents of Police absent on leave; five Assistant Superintendents of Police, two Deputy Superintendents of Police on special duty; and six Assistant Superintendents of Police are probationers; and one Deputy Superintendent of Police is attached to the C.I.D. Of the 75 officers, at least about 30 will not be available for the divisional charge, which leaves a balance of 45 officers. There at present 32 subdivisions. From the little knowledge I have of some of the districts, I may say that, about a dozen extra subdivisions will be more than sufficient and, for these subdivisions, the required number of officers is available from the balance left after meeting all contingencies. Facilities for travelling during recent years both by rail and by road, especially in the latter by means of motor car, etc., have become great, and the extent of the division—even large—need not be a consideration for splitting

it up. I have already suggested the abolition of the the C.I.D. and the Deputy Superintendent of Police attached to that department may be abolished.

In this connexion, it will be pertinent to suggest that, in future, a larger percentage of Inspectors may be promoted to the grade of the Deputy Superintendents. At present half the number of sanctioned cadre is filled in by the promotion of selected Inspectors, and the other half by direct recruitment, or by promotion from other departments. This was ordered at a time when Indians could not be appointed as Assistant Superintendents of Police. Now that Indians are being nominated, and there is competitive examination, direct recruitment of Deputy Superintendent of Police is no longer necessary. Government may, however, make a few direct appointments in exceptional cases. Subordinate officers are specializing themselves for promotion in their own department and it is rarely that an officer of one department is promoted to serve in other department, and the Police department, which consists of very few appointments in the gazetted ranks, should not continue to be an exception. The proposal in the memorandum is to place in course of time Sub-Inspectors under the direct supervision of the Subdivision officers, instead of under Circle Inspectors as at present. Deputy Superintendents promoted from the Inspectors grade are better fitted to exercise that supervision properly than those who are either directly recruited or got from other departments. Throwing open more appointments of Deputy Superintendents of Police to the Inspectors will be a great incentive not only for Inspectors but also for Sub-Inspectors to strive their best to earn their promotion.

#### MEMORANDUM II.

*Sub-Inspectors and head constables.*—With due deference to the remarks of the Government, I submit that a reversion to the old system of placing head constables in charge of Police stations will be a retrograde step. In the first place, the present-day head constables are a less efficient class of people than the old set. Though better paid, they have not got the intelligence of the old class of men. They simply mark time. They do what they are told. They seldom take any initiative and they have no interest in work. Most of them are not English-knowing men. Even if prospects of promotion are held out to them, I am afraid they may not rise up to our expectations. Unless a better class of men with educational qualifications are enlisted as head constables and promoted, the proposal suggested is not likely to work satisfactorily.

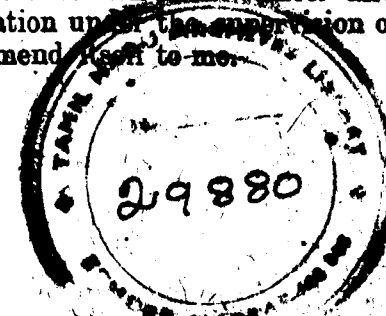
Even granting that head constables are really being employed in the actual or independent investigation of cases, and that the Sub-Inspectors play but a second fiddle, as is observed by Government, it is not understood why they (head constables) have not been able to show better results, at any rate, as satisfactory results as old set of head constables are said to have produced. It is true that, in some cases, first investigation is held by the head constables. This has been found unavoidable in a few instances, on account of the absence of the Sub-Inspectors on other duties from the station. But the Sub-Inspectors do take up the subsequent investigation, scrutinize the head constables' record of investigation and send up final report in the case. When once the investigation is taken up by Sub-Inspectors, head constables are used only for the purpose of arresting an accused and producing some witnesses before the Sub-Inspectors. They afford little or no help to the Sub-Inspectors in this direction. The brunt of investigation work lies on the Sub-Inspectors. The officer in charge of the station is the unit of Police administration and, if at all he has to command any confidence with the public who are getting more educated, he himself should be educated at least as an average citizen. The ordinary Secondary School-Leaving Certificate, which is the minimum educational test, gets Rs. 35 to start with in any department of the Government, but this is the maximum of head constables' pay. Even an ordinary Secondary School-Leaving Certificate passed man will therefore think twice before he applies for a head constable's appointment. If an offer is made to him and if he is given the choice, he is more likely to prefer service outside the Police department. In the investigation of cases, he has to deal with an educated public, and in courts he has to face an intelligent bar. He has also to be in touch with the Magistracy. I

may confidently assert that head constables of this stamp cannot be had at present in the department—head constables who can be trusted with the onerous duties of the investigation of cases and who can show better results. The general public do still view the head constables with a certain amount of suspicion—as a corrupt set of men prepared to do anything to suit their ends. Do we still hear, to the same extent that we heard prior to the pre-Commission days, deliberately concocted cases, torture cases and gang dacoities? I may say with confidence—No. What the reason is, is not far to seek. The present-day Sub-Inspectors are slowly wiping out the bad name which the old set of head constables whom they had replaced bore, by their straight dealing and honest working. Even criminals have greater confidence in the Sub-Inspector than in an head constable, though of their own class, in that they feel safer when dealing with an educated Sub-Inspector.

Even in the pre-Commission days of the head constable station-house officers, the guiding factor was actually the Division Inspector who directed and controlled the investigation of cases. But the present-day Sub-Inspector Station-house officers, who are recruited from more or less the same class of persons, as the old Division Inspectors and who have the same qualification, investigate cases quite independently without looking for any guidance from the Circle Inspector. The work of the present-day Sub-Inspector Station-house officers may not be quite satisfactory. Most of them are still inexperienced and have much to learn. Circle Inspectors do not help them to the extent they should. They throw the entire responsibility upon the Sub-Inspector Station-house officers and do little *suo motu*. Men of inferior standard are being recruited. Graduates and under-graduates who were anxious to enter the department, and did enter at the time when the scheme was introduced, do not come up at present. That the Sub-Inspector Station-house officers have nevertheless done their best to show some improvement can be gleaned from the observation of the Hon'ble Justice Sir William Ayling, an eminent civilian of over thirty years' experience of Criminal Justice in this country. "One remark, I feel constrained to add. This is a case of purely circumstantial evidence in which the officers responsible for the prosecution must have felt some doubt as to whether the court would draw an inference of guilt from the facts they were in a position to prove by means of true evidence. *It is satisfactory to note the absence of any attempt to improve the case or bolster it up by additional false evidence.* It may be said that no honest and capable Police force should be under any temptation to do such a thing. *No doubt it is a tendency with which the Police in this country are and have been constantly charged, and, in the past, not without any substantial grounds.* A case of this kind, and it is by no means the only one which has come under my observation in recent years, is a concrete testimony to the morale of the force as regards investigation and presentation of cases, and a gratifying indication that popular suspicions in this matter are based nowadays less on facts than on tradition." A more satisfactory and fitting testimony cannot be had. If, according to memorandum, a Sub-Inspector Station-house officer has been found not quite fit to handle crime within the limits of one station, certainly, he cannot be made the head of two or more stations with head constable station-house officers under him. It is possible—also probable, that, if this proposal is given effect to, head constable station-house officers will be the first to take up investigation in all cases, and this is condemned by Government.

I consider, therefore, that the Sub-Inspector should continue to be in charge of the Police station. I would go further and say that he need not be allowed head constable as an assistant to render general assistance in the investigation of crime, as has been laid down in the Report of the Police Commission, if only to remove the impression that the head constable is actually investigating. What the Sub-Inspector really needs is a few intelligent constables with prospects of promotion. They are more intended to carry out the orders of the Sub-Inspectors and to follow up a clue under the Sub-Inspector's express directions, and I am therefore of opinion that the proposal to place the Sub-Inspectors (investigating officers) in charge of two or more stations, and to make the head constable station-house officer directly responsible for the investigation of crime, in his station under the supervision of his 'investigating officer' Sub-Inspector does not commend itself to me.

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The number of stations can be materially reduced by increasing the area of jurisdiction. The present-day Sub-Inspector with motor facilities can move about more quickly in his limits. The ordinary area of a station which has been fixed to be about 150 square miles may be increased to about 250 square miles, or according to the volume of crime, reported in the area to be dealt with by the Sub-Inspector.

The present-day Sub-Inspector must be relieved of all routine work. He must be given a competent English-knowing man to prepare and maintain records, to submit returns, and to exact work from the staff, etc., during the absence of the Sub-Inspector. He must also investigate crime within a certain distance of the station which does not entail his absence for a long time when the Sub-Inspector is not available. He must, therefore, be of much higher status than the first-grade head constable. To be consistent with the position he holds in the station, he may be called 'Assistant Sub-Inspector' just as is the case with the Bengal Police. The percentage of directly recruited head constables must be raised. A large percentage from among those directly recruited and the remaining from among the constabulary who had shown, by way of work, their fitness to become Assistant Sub-Inspectors, may form the new cadre of Assistant Sub-Inspectors. Thus there will be no need, therefore, for general duty head constables, as Sub-Inspector who will be relieved of the station routine work, etc., can look after investigation work himself. This suggestion will not entail any additional cost. Even if it does, the increased cost may be met by having only writer constables who must necessarily be English-knowing men. They must have some incentive to work, and I would therefore propose some small allowance not exceeding Rs. 7. I should not be understood to say that head constable's grade should be abolished altogether. There must be head constables for charge of sub-jail and treasury guards, for the working of the Hackney Carriage Act, and for towns as section officers. The number required for these purposes will not be great.

To illustrate what I say, the area of Chingleput district is 3,326 square miles. There are at present 8 circles, 33 stations and 17 out-posts. If the recommendations of the Commission had been adopted, there ought to have been only 5 circles and 22 stations, unless the volume of crime was great, and unless there was something geographically impossible, to form stations and circles of the area laid down. Even making a wide margin, 6 circles and 25 stations will be ample. Thus, there will be a saving of 2 circles and 8 stations for the Chingleput district, which means 2 Inspectors, 8 Sub-Inspectors, 16 head constables and at least 80 constables. Worked out on these lines, roughly, about 50 Circle Inspectors, 200 Sub-Inspectors, 400 head constables and 1,200 constables for the whole Presidency may be found quite unnecessary. This will entail a saving of—

|                                                         | A year.  |
|---------------------------------------------------------|----------|
|                                                         | RS.      |
| 50 Inspectors at the rate of Rs. 200 a month .. ..      | 1,20,000 |
| 200 Sub-Inspectors at the rate of Rs. 80 a month .. ..  | 1,92,000 |
| 400 head constables at the rate of Rs. 30 a month .. .. | 1,44,000 |
| 1,200 constables at Rs. 20 a month .. ..                | 2,88,000 |

If this is considered too much, it will not be difficult to reduce it to 25 Inspectors, 50 Sub-Inspectors, 100 head constables, 1,000 constables for the whole Presidency.

I am inclined to think that the prosecuting staff can appreciably be reduced without in any way affecting the work. In my opinion the staff sanctioned in 1920 is quite unnecessary. One Prosecuting Inspector and an Assistant to him in the grade of a senior Sub-Inspector will do for each district. Circle Inspectors, who had not taken part in the investigation, should also take up the prosecution of cases in courts.

Having proposed the area of a station to be extended, I should recommend an increase in the allowance of Sub-Inspectors in charge of stations.

*Circle Inspectors.*—The present-day Circle Inspectors are more or less a sort of 'Post office' between the Sub-Inspector and the District Superintendent of Police. As I have already pointed out, they do little or nothing by themselves. They are always ready to throw blame upon their Sub-Inspectors. The number of Inspectors, who may be said to be of any real use to their Sub-Inspectors, is very small.

I would recommend the abolition of the whole of the Circle Inspectorate, but, in view of the fact that there are still Sub-Inspectors who require continual help and supervision, I would only suggest a fair reduction in the number. At the same time I would like to have their duties more properly defined, and to see the Inspectors realize their responsibilities to relieve the Sub-Inspectors of a portion of the investigation work, especially in grave crimes, and to attend courts and conduct cases whenever the prosecuting staff are not available.

There are Town, Reserve and Prosecuting Inspectors who cannot be done away with. Excluding them, there are at present 178 Circle Inspectors. One half of them may very well be abolished. The remaining one half must be utilized in places where they may be of real use. More Circle Inspectors may be needed especially in criminal districts—Coimbatore, Madura, Ramnad, Tinnevely, Cuddapah, Bellary, Kurnool, etc.

I am not in favour of having a special detective staff. The District Superintendent of Police is supposed to know his men. Whenever there is a need, he can very easily pick out the men whom he wants and whom he considers best fitted to deal with the matter. He can take any number of such men and make the best use of them.

*Constables.*—The number of constables may be reduced as I have already pointed out. The incremental system has proved itself detrimental to good work. The constable has only to see that he does not get a black mark or any punishment which would stand in the way of his getting an increment. Without doing any work a constable rises to the highest class. But however much good work a constable may do, he has to be satisfied with an increment once in five years and perhaps some money rewards now and then. If promotions are held out for good work, surely constables will do their best to earn it. I am therefore in favour of the grade promotions being introduced among the constables as in the case of head constables.

#### MEMORANDUM III—CITY POLICE.

*Superior officers.*—The Commissioner of Police, besides being the head of the police within the City, performs some of the functions of the District Magistrate. Though his area is small, yet the force under him is double that employed in an average district. He has to deal with a more educated population and to move in higher circles. The Government observe that the pay of the Commissioner-Superintendent, including his allowance, should be about the pay of Deputy Inspector-General. If so, I do not see why the Commissionership should be reduced to a Superintendent's grade. I am, therefore, of opinion that the Commissioner of Police must be of the rank of Deputy Inspector-General.

Two Deputy Commissioners of the rank of District Superintendent of Police seem to me to be more than necessary. The two ranges may be placed in charge of an Assistant Superintendent of Police or Deputy Superintendent of Police and he may be called 'Assistant Commissioner'. As it now stands, he has no powers to reward or punish his men. Everything will have to go up to the Commissioner whose work will certainly become much heavier. It is, therefore, suggested that an officer of the rank of District Superintendent of Police, who will continue to be called 'Deputy Commissioner,' will exercise the powers of the Superintendent over the two ranges, subject to the general control of the Commissioner.

One of the two Deputy Commissioners may therefore be abolished. There are at present two officers of the rank of District Superintendent of Police and two officers of the rank of Deputy Superintendent of Police.

The number of Inspectors may be reduced as proposed.

Two Sub-Inspectors for each station are indeed superfluous and I agree the number of Sub-Inspectors may be reduced by half. I can only make a general statement about the necessity or otherwise of maintaining horses. A good percentage of the number of horses may be reduced, as I do not consider that they are absolutely necessary. A small percentage for regulating traffic and processions will do.

The retrenchment proposed in the Government Order would be—

|                                                                          | A year.   |
|--------------------------------------------------------------------------|-----------|
|                                                                          | RS.       |
| 5 Deputy Inspectors-General at the rate of Rs. 2,250 a month ..          | 1,35,000  |
| 4 District Superintendents of Police at the rate of Rs. 1,000 a month .. | 48,000    |
| 200 Inspectors at Rs. 200 a month ..                                     | 4,80,000  |
| 500 Sub-Inspectors at Rs. 80 a month ..                                  | 4,80,000  |
| 1,000 head constables at Rs. 30 a month ..                               | 3,60,000  |
| Total ..                                                                 | 15,03,000 |

This retrenchment is proposed with a view to provide funds for the formation of adequate striking forces and towards the acceleration of the building programme. I have no idea as to the probable amount which is required for the purposes, but, I think I will not be wrong if I say the amount proposed to be retrenched will suffice.

Without any retrenchment the object in view may be gained. The budget of this department is saddled with a sum of about 20 lakhs—the cost of the village police. Police get little or no return for this large expenditure. The village police are paid and controlled by the Revenue Department. The Police have no control over them and cannot extract any work. If this amount is given to the Police department it will be equivalent to the cost of maintaining about 6,600 constables or 300 constables in each district or 600 talaiyaris in each district under the control of the Police, in which case the number of the constabulary may be appreciably reduced.

My proposal would entail the saving of—

|                                                                          | A year.  |
|--------------------------------------------------------------------------|----------|
|                                                                          | RS.      |
| 1 Deputy Inspector-General at the rate of Rs. 2,250 a month ..           | 27,000   |
| 2 District Superintendents of Police at the rate of Rs. 1,000 a month .. | 24,000   |
| 25 Inspectors at the rate of Rs. 200 a month ..                          | 60,000   |
| 50 Sub-Inspectors, Rs. 80 a month ..                                     | 48,000   |
| 100 head constables, Rs. 30 a month ..                                   | 36,000   |
| 1,000 constables, Rs. 20 a month ..                                      | 2,40,000 |
| Total ..                                                                 | 4,35,000 |

Add to this the cost of village police, about 20 lakhs transferred to the Police, which will be Rs. 24,35,000. The total exceeds proposed retrenchment which will give a net saving of about 9 lakhs.

### VIII

Letter from M.R.Ry. N. RAMANUJA AYYANGAR Avargal, acting District Superintendent of Police, Ganjam, to the Chief Secretary to Government, dated Chatrapur, the 4th March 1923.

I have the honour to enclose herewith my report.

#### MEMORANDUM I—SUPERIOR OFFICERS.

*Deputy Inspectors-General.*—There are at present six Deputy Inspectors-General—four Range Deputy Inspectors-General, one Deputy Inspector-General, C.I.D., and the Commissioner of Police.

(a) *Range Deputy Inspectors-General.*—The question of abolition or reduction of the Range Deputy Inspectors-General depends to a very large extent on the amount of delegation of the powers of the Deputy Inspector-General to the District Superintendent of Police which the Government are prepared to make. If the District Superintendent of Police is held solely and fully responsible for the administration of a district, as, I think he ought to be, and no appeal of any kind is permitted, then I consider the Range Deputy Inspectors-General might altogether be abolished.

But, I think, that at least one appeal should lie in cases of serious punishments such as specific reductions, suspensions, dismissals, etc. It would obviously be impossible for the Inspector-General to dispose of such appeals for the whole Presidency without assistance.

Another point to be considered is the case of a district which is manned with a junior District Superintendent of Police and a junior District Magistrate. In a case of this nature which is perhaps not frequent the advice and guidance of a Deputy Inspector-General for the junior District Superintendent of Police might be valuable.

Thirdly, there is, I think, also a moral, if not a legal, obligation on the part of the Government to the present generation of officers who enlisted on the understanding that one or two prize posts would be open to them.

I would not, therefore, abolish the Range Deputy Inspectors-General altogether but reduce their number. In doing so, I have two alternative proposals to make.

First, to reduce the Deputy Inspectors-General to three instead of four as in the old days. This would give the Deputy Inspectors-General a wider range and greater scope of co-ordination.

It might, however, be said that the ranges would become too large for the Deputy Inspectors-General for inspection, I think, inspections of stations might well be left to the District Superintendents of Police themselves—the Deputy Inspector-General's inspection being confined to the Headquarter office and the reserve from which a good idea could be obtained of the state of the district.

The second alternative, should financial conditions absolutely demand it, is the reduction of the Range Deputy Inspectors-General to two—one for the Northern and Central Range, and the other for the Western and Southern Range, who would be stationed at Madras and act as real deputies to the Inspector-General, dispose of appeals, and generally assist him in his work. In this case co-ordination would be out of the question. As recent experience has proved especially in the non-co-operation troubles, the District Superintendent of Police has had to act on his own without waiting for any orders from the Deputy Inspectors-General that might emanate as a result of co-ordination. Co-ordination too would be impossible in such emergencies. I would therefore favour more decentralization of powers.

It should also be remembered that the Deputy Inspector-Generalships were introduced, as has already been said, as prize posts to draw a decent class of recruits. By the retention of two Deputy Inspectors-General, this idea would also be served.

With the reduction of appealable punishments and the annual inspection of stations of the Deputy Inspectors-General and the cessation of co-ordinating work, this division of the Presidency into two ranges may not throw a too heavy burden on the Deputy Inspectors-General.

Besides, the days of jealousy between neighbouring Superintendents are gone and a new generation has grown up which would act in emulation rather than in envy and would look up more to its neighbour for assistance in emergencies as well as in ordinary work, which it appears to me is the natural thing to do.

(b) *The Deputy Inspector-General, C.I.D.*—In my humble opinion this office may be dispensed with. A senior Deputy Superintendent of Police may be placed in charge of the C.I.D. This raises two questions—

- (i) The control of railways.
- (ii) The cost of living in the City.

In the first alternative, I would transfer the control of the Railways to the Range Deputy Inspectors-General; and in the second I would leave the Railway District Superintendent of Police same as the District Superintendent.

As regards the cost of living, I would give the District Superintendent of Police in charge of C.I.D. a free house and a City allowance.

(c) *The Commissioner of Police.*—I think the Commissioner of Police ought to be an officer of the rank of the Deputy Inspector-General; because, I believe, he exercises powers greater than that of a District Superintendent of Police and in many matters deals with the Government.

(2) *District Superintendent of Police.*—(a) I think the District Superintendent of Police, The Nilgiris, may be abolished and his place taken by an Assistant Superintendent of Police; but from a study of statistics of crime, I think, that Coimbatore district is already very heavy and I would suggest that the Nilgiri subdivision be attached to one of the two Malabars if geographical conditions permit it.

(b) The C.I.D. being placed in charge of a District Superintendent of Police, he would need a Personal Assistant and I would give him an Assistant Superintendent of Police with an allowance of at least Rs. 200 to cover the extra cost of having to live in the City.

(c) I am in favour of the abolition of the present Deputy Commissioners of the rank of the District Superintendents of Police in the City of Madras. I believe that two Assistants can adequately discharge the duties that are at present being discharged by Deputy Commissioners holding higher ranks.

I would also give the Commissioner an Assistant Commissioner for office work of the rank of a Deputy Superintendent of Police.

(d) I do not consider it advisable to abolish the Assistant Inspector-General of Police. He ought, I think, to be retained and should be a fairly senior officer; for when the Inspector-General is out on tour, this officer would probably have to pass urgent orders on his own in matters of a routine character.

(3) *Assistant and Deputy Superintendents of Police.*—(a) I am entirely in favour of the abolition of Personal Assistants to District Superintendents of Police and the creation of extra divisions in the district according to the needs of each district.

(b) Barring the two offices of District Superintendent of Police and Assistant Superintendent of Police, C.I.D., and the present Assistant to the Deputy Inspector-General, C.I.D., the other gazetted staff of the C.I.D. would appear to bear reduction. As, however, I have not had experience of the detailed working of the Office of the C.I.D., I make this suggestion with a certain amount of hesitation.

#### MEMORANDUM II—SUBORDINATE STAFF.

(a) *Inspectors.*—I am inclined to the view that Circle Inspectors may be abolished and more divisions created. I have had the honour of working the scheme in Trichinopoly in the years 1916-18 and in my humble opinion, I think, much success was obtained. I enclose herewith a note I made at the time and I have had no reasons to change my opinion since then. The number of Inspectors in City Police might also bear reduction with the better facilities for communication and locomotion which exist at the present day.

In this connexion I would recommend a further increase of the Prosecuting staff which at present still continues inadequate.

(b) *Sub-Inspectors and head constables.*—I think the present class of Sub-Inspectors should go, and the class of constables and head constables improved.

I would have no more direct recruitment of Sub-Inspectors and go to the old system of head constable station-house officers. I would, however, raise the pay of the station-house officer to a maximum of Rs. 30, Rs. 35 and Rs. 40. With this small increase in pay to the station-house officer and a clear channel open to rise to the gazetted ranks through the creation of the newly proposed rank of 'Investigating officers' of which I approve, whose pay I take it will be that of present Sub-Inspectors, we should be able to get a class of officers to enlist in the lower ranks not inferior to that of the later-day Sub-Inspectors.

This cadre should form a good recruiting ground to the higher ranks.

(c) I do not think that there is any need for a special detective staff at the headquarters as I doubt if they could be used to any very great advantage.

(d) *Constables.*—I approve that station writers may be of the rank of the constable and that the present head constable writers may be removed.

I do not agree that the time-scale of pay should be done away with. Promotion by merit, however, conscientiously done, has an element of chance. The possibility of rising to be a station-house officer and an 'Investigating officer' should provide the necessary incentive for good work.

#### MEMORANDUM III—GENERAL.

I do not recommend the reduction of any police stations or out-posts which exist at present. On the contrary I consider that the police agency should be more widely distributed than at present, if successful results are to be obtained.

I should make the existing out-posts equally good investigating centres, now that the head constables will be placed in charge of the stations and be empowered to investigate cases.

In this connexion, I would revert to an old question which has been discussed threadbare but which nevertheless deserves reconsideration under altered circumstances—the subject, namely, of the village police. The main reason why the village police was not abolished seems to have been a desire to maintain the ancient polity of the old village system. Now that the old village system has gradually broken down and even the village magistrates are no longer borne on the old feudal tenure and are made stipendiary Government servants, there is no reason why an inefficient idling talaiyari should continue to remain as he is at present, no more than a village munnaf's domestic servant.

I would recommend the abolition of the village talaiyari once again and with the money saved establish more out-posts with head constables in charge and make them fully responsible for the investigation of cases which occur within their limits.

One or two directions in which retrenchment could be effected suggest themselves to me.

The Railway Police, I believe, is a little overstaffed and is capable of a small reduction in strength.

I should also recommend the abolition of service labels, telephone and telegraph charges as was proposed by Mr. Williams in his report for the reduction of work in offices.

His report on the subject of reduction of work in Police offices is complete and I would strongly adhere to the suggestions contained therein.

#### ENCLOSURE

*Note made on the new Police scheme of working without Inspectors in the Trichinopoly district in the years 1916-1918.*

From what I have seen of the work, I should say I like the scheme myself. It is more interesting work, and, as it nicely combines both administrative and executive work, good results are bound to follow, a desire for good administration acting as an incentive for doing one's very best.

The persons chiefly affected by the new scheme are (i) Police officers of the grade of the Deputy Superintendents, Inspectors and Sub-Inspectors and (ii) the public at large.

The Deputy Superintendents seem to like the work generally but they apprehend that in course of time their present status may become greatly lowered and they might dwindle down to mere glorified Inspectors. There is also a misgiving that, as they come in closer contact both with their subordinates and with the people, there is a likelihood of motives being imputed to the officers by aggrieved parties both among the subordinates and public with the result that an officer may frequently find himself in the uncomfortable position of figuring as an accused before a higher authority to explain his conduct which hitherto was more or less never questioned. This, it is feared, might lower the prestige of the officer in the eyes of his subordinates.

These apprehensions are, of course, ill-founded, as it depends considerably on the individual officer concerned whether he maintains his prestige or no. It is the individual that invests an office with dignity and not the place the person. It also depends to a great extent on the trust that is placed in an officer and the support he receives from above. It is needless

to say that, if a person cannot be absolutely trusted, he is least qualified to be a Deputy Superintendent holding a responsible post. Though the apprehensions are groundless, yet as the feeling exists with a few that persistent allegations might shake that trust, mention is made of the existence of misgivings.

As regards the Inspectors, the feeling among them is of a mixed nature. The seniors high up in the lists would welcome the scheme as it gives them a chance of promotion. The juniors think that the scheme works a hardship on them. They would have a stop put to direct recruitment and man the whole cadre of Deputy Superintendents from the existing Inspectorate. Deserving as their case may be, their suggestion, if followed, would make the whole of the new scheme nugatory, for it would then mean the same personnel working under a different title.

The Sub-Inspectors, on the other hand, seem to feel more happy under the direct supervision of the Deputy Superintendents. Their only grievance is that their chances of promotion have in the new scheme become few and far between.

But these are all grievances of individual classes and have little relevancy to the broad question, whether the new scheme is superior to the old order of things and whether it contributes more to the greatest good of the greatest number than the old did. This takes us naturally to the two questions how the public are affected by it and what are the advantages that have been noticed.

The public seem to like the new work and appreciate it. They get better treatment from most Deputy Superintendents than they used to in the old days and they more readily respond to a call of help from a superior officer. Here again the amount of help that they render is proportionate to the rectitude, *bonhomie* and tact of the officer and the trust he enjoys at the hands of his superiors. The recent public prize giving to the several villagers and village officers which was held in Trichinopoly demonstrates the confidence which an officer can command. The noticeable improvement brought about in every way in Trichinopoly town cannot but have a wholesome influence on the public and raise the prestige of the much-abused constable in their eyes. It is, perhaps, accepted on all hands now that a police constable's lawful orders are more readily and willingly obeyed in this town than it used to be.

It is needless to go into the details of every step by which this improvement was brought about. In a word it is due to the new scheme and the motive power behind it.

Other advantages which have been noticed and which are sure to reflect beneficially on the public directly or indirectly are—

- (1) Quicker despatch of work.
- (2) Considerable diminution in the scriptory work of Sub-Inspectors, setting them free to devote more attention to their executive work.
- (3) More prompt and thorough inquiries by Sub-Inspectors.
- (4) Better opportunities of judging the work of Sub-Inspectors by coming in closer contact with them.
- (5) Greater freedom given to Sub-Inspectors and more initiative on the part of Deputy Superintendents with the resultant quick and effective action.
- (6) Considerably improved discipline in even out-stations.

These in the long run are bound to improve the very tone of the police and make them more popular.

There is, however, a feeling among some Deputy Superintendents that their scriptory work is still large and that a considerable portion of it might, with advantage, be cut down. The Deputy Superintendents had till recently been saddled with account work of which they have by the orders of the Inspector-General been relieved. They are still, however, saddled with stores work. Nothing but a mere multiplication of work is gained by these transactions being made through the Subdivisional officers. They should be freed from such work to ensure a still greater efficiency in the matter of prevention and detection of crime. The advantages of setting the Deputy Superintendents free in this matter are manifold, and so obvious that it is only necessary to mention it for ready acceptance.

## C.—Proposals regarding Railway Police.

### I

Memorandum No. 848/A-1, Judicial (Police), dated 6th March 1923.

[Police—Organization—Retrenchment—Possibilities of—G.O. No. 43, Judicial (Police), dated 25th January 1923.]

In addition to the lines of inquiry indicated in the above Government Order it has been suggested that reductions might be made in the staff now employed in the Railway Police. <sup>Mr. Hannington</sup>  
<sup>Mr. Moore</sup> is requested to offer his opinion, at a very early date, as to whether this suggestion could be given effect to without impairing the efficiency of the force and, if so, to what extent and in what manner reduction could be made.

R. A. GRAHAM,  
Chief Secretary.

To P. Hannington, Esq., Commissioner of Police.  
J. Moore, Esq., Personal Assistant to the Deputy Inspector-General of Police, C.I.D.  
F. Sayers, Esq., Superintendent, Government Railway Police, Trichinopoly.  
Copy to the Inspector-General of Police.

### II

Letter from J. Moore, Esq., Personal Assistant to the Deputy Inspector-General of Police, Railways and C.I.D., to the Chief Secretary to Government, dated 8th March 1923.

In reply to your Memorandum No. 848/A-1, Judicial (Police), dated 6th March 1923, I have the honour to inform you that I have no experience of actual work in the Police on the Railways, but from what I can see from my present position, I consider it would be impossible safely to reduce the staff. The South Indian Railway does no watch and ward work and it is only recently that the Madras and Southern Mahratta Railway has attempted any, which amount is so small that it cannot be taken into consideration. The Bengal-Nagpur Railway has a very small Police staff considering its length of line so the present staff cannot be reduced.

### III

Letter from F. SAYERS, Esq., Principal, Police Training School, Vellore, to the Chief Secretary to Government, dated 11th March 1923.

In reply to your Memorandum No. 848/A-1, dated 6th March 1923, I have the honour to report that in my opinion the only possible retrenchment I could suggest in the Railway Police, Trichinopoly, is the reduction of the two Sergeants at Madura and at Dhanushkodi. From the point of view of the Superintendent, Railway Police, these two officers are of no use. Whether the Sergeant at Dhanushkodi is of any real use to the Criminal Intelligence Department, Madras, I am unable to give an opinion but I should say he is not.

2. If these officers are to be dispensed with, urgent orders should issue to the Superintendent, Railway Police, Trichinopoly, to cancel the arrangements for their quarters which are about to be started if not actually begun already.

3. I went into the question of reduction of staff and reduced the budget by about Rs. 4,000 per annum last year and my proposals have only just come into force.

4. With regard to the Railway Police, Madras District, I am not in a position to give an opinion but I imagine that about an equal amount of reduction would be possible there.

## IV

Letter from P. HANNYNGTON, Esq., Commissioner of Police, Madras, to the Chief Secretary to Government, dated 15th March 1923, No. 440-I.D.

With reference to Government Memorandum No. 848/A-1, Judicial (Police), dated the 6th March 1923, I have the honour to report that I cannot see where any particular reduction can be made in the staff of the Railway Police employed in this Presidency.

I am not now in personal touch with the Railway administration but from my past experience I feel sure that any sweeping reductions would be an unwise step.

As regards the superior grades, in addition to the staff now employed there has been for some time shown on the cadre two Assistant Superintendents and two Personal Assistants. These have never been employed though the want of Assistant Superintendents has been felt at times. To my mind the chief point that requires consideration is the Railway contribution to the maintenance of the Railway Police. At one time the Railways paid to Government seven-tenths of all Railway Police charges. Now there is a fixed charge. The Madras and Southern Mahratta Railway pay Rs. 1,90,000 and the South Indian Railway, Rs. 1,55,000. The total expenditure is—Madras and Southern Mahratta Railway, Rs. 3,41,068; South Indian Railway, Rs. 3,28,000. This is considerably less than the seven-tenths which was originally contributed. I believe I am right in saying that this fixed charge was agreed to after the sitting of the Railway Police Committee whose report was issued in 1921.

This Committee went very elaborately into the question of what were genuine police duties, and what duties the Railway Companies should be responsible for. The result of these discussions is shown in Appendix P of the Civil Account Code, paragraph F. 26 (v) and (vi).

As it was decided that the Railway Company was responsible for 'Watch and ward' duty, a reduction was made in the charges from the Railway to the Government and a fixed charge agreed to.

Chapter IV of the Report of the Railway Police Committee goes into the matter fully.

It is therefore evident that the reduction in the contribution was made on the understanding that the Railway Companies took over with their own staff certain very important duties.

They have not done this and the duties of the Police continue just as difficult and onerous as before.

All the duties referred to in F. 26 (4) are still done by the Police as it was found in practice that the Railways did not do these duties, and a large number of the Police staff are employed in watch and ward work of all descriptions.

The Inspector-General of Police, Madras, Mr. Thomas, has been shown to have been perfectly right when he told the Railway Committee that watch and ward should be done by the Police. Experience has shown this, and I consider the time has come when the Railway Companies should again be called on to pay their proper contribution seven-tenths.

## D.—Further Remarks of the Members of the Committee.

## I

Letter from J. MOORE, Esq., Personal Assistant to the Deputy Inspector-General of Police, Railways and C.I.D., to the Under Secretary to Government, Judicial Department, dated 28th March 1923, No. 240/T.

Your demi-official No. 725/A-2, Judicial, of 26th instant.

I have no further remarks to communicate.

## II

Letter from H. H. F. M. TYLER, Esq., C.I.E., I.C.S., District Magistrate of Kistna, to the Chief Secretary to Government, dated Chilakalapudi, 2nd April 1923, No. 4-5-20.

[Police—Organization—Retrenchment.]

[Reference—G.O. No. 43, Judicial, dated 25th January 1923.]

I submit the following additional remarks after the perusal of the printed opinions of the members of the Committee:—

(1) *Abolition of Deputy Inspectors-General of Police in charge of ranges.*—In paragraph 2 of my letter, dated 19th February, I suggested that it might be possible to reduce the range Deputy Inspectors-General to two. After reading the opinions of the other members of the Committee, I am of opinion that there should be not less than three range Deputy Inspectors-General of Police.

(2) Several of the members have referred to the effect on departmental officers of the abolition of some of the higher posts. There can be no doubt that the abolition of some of the higher posts will not unnaturally be regarded as a breach of faith by officers now in service and that one result of this reduction in their prospects will be to add to the difficulty of finding Englishmen who are prepared to enter the Police service. At a time when a Royal Commission has been appointed of which one of the purposes is to deal with the existing difficulty of finding a sufficient number of Englishmen for the Imperial Services, the moment seems most inopportune for the Madras Government to take steps which must inevitably have the opposite effect. I think that this point should receive very careful consideration of the Government in passing orders on the subject of police retrenchment.

(3) *Talaiyaris.*—Several police officers have raised the question of the head to which the pay of talaiyaris should be debited. At best this is a matter of book adjustment and the transfer of this debit from the Police to the Revenue Department will not effect any real saving. Substantial reductions in the village establishment have recently been made and no further reductions can be made. It may be true that the Police Department gets little work from village talaiyaris but it has to be remembered that a large part of the duties of the village headmen are of a combined police and magisterial nature. The amount of work done by the village headmen for the Police Department is very considerable and it might legitimately be said that part of the pay of the village headmen should be debited to the Police Department. This question, however, as I have stated above, is of a somewhat academic nature and the mere change of the head of the account to which the pay or any portion of the village establishment may be debited will not effect any real retrenchment.

## III

Letter from P. HANNYNGTON, Esq., Commissioner of Police, Madras, to the Chief Secretary to Government, dated 2nd April 1923, No. 193/I.D.

[Reference.—Demi-official No. 725A-2, Judicial, dated the 26th March 1923, regarding Police Committee.]

With regard to the different recommendations in respect of the City Police, I have to offer the following remarks.

*Abolition of the Intelligence Department.*—This is Mr. Sayers' recommendation which he bases on his very brief experience of the disturbed area in the City during a couple of months when the Mill riots took place—admittedly an unusual occasion. During this crisis, the public had lost confidence in the Division Police and as events proved, the intervention of the I.D. even at that time removed the tension and improved a most unsatisfactory situation. The skilful and efficient manner in which they put up the 150 and odd Mill cases elicited the approbation not only of Mr. Pelly but also of the Magistracy and the public. The Mill riots, therefore, have more than ever established the necessity for an independent and unbiased agency such as the I.D. in the City Police. I do not know what grounds Mr. Sayers has for his statement that there is conflict of opinion between the Division Police and the I.D. and between the I.D. and the C.I.D. Anyone with experience of City work knows this is not a fact and as Commissioner I am not aware that there is any scope for divided responsibility as the functions and duties of the I.D. are distinct from those of Division Police and the C.I.D. I attach a list of these functions and duties and cannot do better than quote extracts from a memorandum prepared by Colonel Weldon who as Commissioner of Police was responsible for the creation of an I.D. in the City Police in 1887 long before the C.I.D. was ever thought of. Colonel Weldon was a good prophet. The growth of political feeling in the country during the last 35 years is well known and the administration of the City in its present conditions should be insufficient without the I.D. All the political work in the City is done by the I.D. and it is with its help I am able to keep the Government as well as the Provincial C.I.D. informed of what is going on. In addition, the I.D. takes up a number of the more difficult criminal investigation in which their special knowledge of the City makes it possible to obtain better results than would be the case if the C.I.D. took them up.

*Rank of Deputy Commissioners.*—Messrs. Narayana Reddi, Venkoba Rao and Ramanuja Ayyangar suggest that these officers should be of the rank of Assistant or Deputy Superintendents. In support of his suggestion, Mr. Reddi argues that Deputy Commissioners do no personal investigation in the City. Such an argument is obviously puerile. Personal investigation by superior officers whether in the City or in the Mofussal takes the form of supervision over the work of subordinates who are in immediate charge of cases and whereas the supervision exercised by superior officers in the mofussal over the conduct of investigation of crime is restricted, there is no such restriction whatever in the City where practically every crime of any importance is investigated under the personal and immediate control and guidance of the Deputy Commissioners. To justify the employment of Assistant Superintendents in the City on the ground that these officers could be required to do more investigation would be no more sound than to argue that Sub-Magistrates with second-class powers would be quite enough for the City in the place of the highly-paid Presidency Magistrates for the trial of cases, a large proportion of which do not call for the exercise of higher powers under the Criminal Procedure Code. In any measure of reform, efficiency should go hand in hand with economy. If Assistant Superintendents were employed in the City, we should never be able to command the experience that is necessary or secure continuity of personnel which is essential.

Mr. Venkoba Rao is for the employment of Assistant or Deputy Superintendents in charge of ranges and as he wishes to restrict the powers of punishment of these officers, he would have a Superintendent as Deputy Commissioner in the place of Headquarters Assistant Commissioner. Such an arrangement would be most unsatisfactory, not only because the officers in charge of ranges would be unable to maintain discipline but also because the proposed Headquarters Deputy Commissioner would have an impossible amount of work to do which will include the disciplinary work of the existing Deputy Commissioners and the work of Headquarters Assistant Commissioner which by itself is already quite heavy for one officer.

*Abolition of one Assistant Commissioner.*—Mr. Sayers' suggestion to abolish an Assistant Commissioner means reduction of the supervising staff by one officer. He is quite incorrect in stating that there is not sufficient work for both Deputy

Commissioner and Assistant Commissioner. The provision of superior officers in the City is already inadequate. We have only 5 as against 15 in Bombay, 19 in Calcutta and 9 in Rangoon. A case was made out in 1919 for one more Assistant Commissioner for the Northern Range but owing to financial stringency the proposal had to be dropped. This has involved considerable sacrifice to the existing Northern Range officer who is overworked. The need for an Assistant Commissioner in the Northern Range is felt more than ever and what has kept me back from once more pressing the proposal of 1919 is the knowledge that it would be futile at the present juncture.

Mr. Sayers seems inclined to abolish the post of Headquarters Assistant Commissioner if it were not for the fact that an officer was necessary for licensing work. It is evident that Mr. Sayers has no adequate idea of the functions of the post and I do not understand what he means when he talks of the tremendous duplication of work. Many years ago, the Commissioner had an Indian Deputy Commissioner to assist him in his multifarious duties and later on the duties of this Deputy Commissioner were divided between two Assistant Commissioners—one to assist the Commissioner in his executive work such as the I.D., licensing work, etc., and the other to assist him in administrative matters. This system continued until 1905. The Police Commission recommended that the Commissioner should have an officer of the rank of Superintendent to assist him in the above duties but Mr. Horne who prepared the Reorganization Scheme in 1905 advocated the employment of an Indian Deputy Superintendent for the said combined duties, as he considered that the interests of administrative efficiency would be adequately served by this step in the hope that competent officers could be found in the cadre of the Provincial Service. This the Government approved. In other Presidency towns including Rangoon, which is not half as large as Madras, the Commissioner has a Superintendent as his Assistant. The duties of the Headquarters Assistant Commissioner are so important that they are well worth the pay of a Superintendent. He fulfils in a great measure in relation to the Commissioner the same functions as Assistant Inspector-General of Police does to the Inspector-General of Police and the Personal Assistant, to the Deputy Inspector-General of Police, C.I.D. But for our having been able to secure competent officers in the Provincial Service such as Messrs. Parankusam, Bhavanandam and Kallimulla, with necessary qualifications for the post, there should have been no difficulty in making out a case for the employment of a Superintendent and this fact proves how considerations of economy have always been the guiding principle in these matters.

The other suggestions in regard to the reduction of the subordinate establishment in the City are impracticable except to the extent that I have already reported in my letter to Government. In this connexion, I feel constrained to remark that these suggestions emanate from officers who have had no real acquaintance or first hand knowledge of the practical working of the City Police. As steps towards economy they may read very well on paper, but I can unhesitatingly say that they are bound to seriously impair efficiency.

As regards Mr. Sayers' remarks on the City Reserve, I was not here at the time, but my information is that they were quite useful and did the difficult work required of them satisfactorily. Mr. Sayers only arrived at a late stage of the disturbances. It is, of course, a fact that at that time the Reserve was small and not properly organized and it is on this account that Government have since taken steps to put them on a better footing with the result that in future we will not be dependent on the assistance of up country Reserves which in any case would probably arrive too late.

As at present arranged I can only attend the first meeting of the Committee but I consider it necessary that the interests of the City Police should be represented on the Committee by some one who is thoroughly conversant with the conditions as they exist at the present day. I would, therefore, suggest that Mr. Bhavanandam Pillai who has had longer experience of the City than anyone else may be given a place on the Committee in addition to my successor Mr. Filson. If examination of witnesses is considered desirable, I would suggest the names of Messrs. Pelly and

Happell if they are available, besides the Deputy Commissioners and Assistant Commissioners now in the City Police. Mr. P. L. Moore's opinion would be weighty as he has been both Inspector-General of Police and President of the Corporation.

#### ENCLOSURES

(i)

#### Intelligence Department.

##### Crime—

1. Investigation of all important and complicated cases either transferred from divisions by Deputy Commissioners or specially ordered by the Commissioner.
2. Investigation of all cases relating to forged currency notes, counterfeit coins, chit funds, lotteries—in short all cases which require skilful handling.
3. Raiding of gambling houses and opium dens.

##### Arms—

1. Inspection of fire-arms shops.
2. Checking of fire-arms returns and verification of sales of arms.
3. Prevention of smuggling of fire-arms.
4. Making confidential inquiries into the status, character, etc., of applicants for fire-arms and reporting on their eligibility or otherwise to possess arms.
5. Conducting prosecutions for infringement of the rules of the Arms Act.
6. Reporting the loss or theft of fire-arms and ammunitions to the Personal Assistant to the Inspector-General of Police, C.I.D., Peshawar, and also to the C.I.D., Madras, for publication in the *Criminal Intelligence Gazette*.

##### Political—

1. Attending political meetings and submitting reports with special reference to the tone and character of the speeches.
2. Scrutiny of transcribed speeches with a view to find out if they are actionable. If objectionable and seditious, writing to Government and obtaining their sanction to prosecute the offenders.
3. Putting up political agitators under section 108, Criminal Procedure Code, whenever desirable.
4. Keeping a sharp look-out for proscribed and seditious literature; searching printing presses and book depots for proscribed publications and seizing them.
5. Shadowing of political suspects; noting their arrival and departure at railway stations; spotting them and placing them under surveillance; engaging spies to watch their movements and doings and reporting on their activities to the C.I.D.
6. Compiling history sheets of all political suspects and sending them to the C.I.D. for inclusion in the Presidency Classified List.
7. Moving with all classes of people with a view to ascertain the state of feeling and views with regard to the current politics.
8. Always in touch with the *Khilāfat* and non-co-operation activities and reporting on them. Also on the look-out to see if any seditious leaflets are distributed among troops.

##### Labour—

1. Watching the Labour movement and reporting its developments.
2. Attending labour meetings and reporting their proceedings—particularly to what extent the influence of political agitators has been brought to bear upon labourers.
3. Obtaining information and giving previous intimation of threatened strikes.
4. Compilation of the list of labour unions in the City, giving names of their office-bearers, their activities, their strength, their influence, etc.

##### Press—

1. Checking of the receipt of all newspapers and periodicals published in the City and sending one copy to C.I.D. or to the Translators to Government as the case may be.
2. Issuing notices to printers for non-receipt of papers and prosecuting them for non-compliance to the rules of the Press Law Repeal and Amendment Act, if repeated warnings produced no effect.
3. Scrutiny of all newspapers and periodicals with a view to taking action, if objectionable.
4. Making confidential inquiries into the character, antecedents and status of printers and publishers before making declarations and sending reports to the Presidency Magistrate and also to the C.I.D.

5. Checking of the quarterly press returns sent by the Chief Presidency Magistrate.

6. Checking of the Annual Return of newspapers and periodicals and reporting on their tone, character and influence.

##### Miscellaneous—

1. Visiting hotels to check the arrival and departure of foreigners and examining their passports; sending a weekly list of foreigners to the C.I.D.
2. Reporting on suspicious foreigners with a view to deporting them from India under the Foreigners Act.
3. Furnishing particulars of all political and quasi-political institutions to the C.I.D.
4. Keeping a vigilant look-out for enemy aliens, Bolshevik agents and other emissaries from the Indian revolutionaries abroad.
5. Watching of all suspicious characters with a view to running them in.
6. Inquiring into applications for passports from Indians going abroad and reporting on their character, status and political leanings in order to decide whether they should be given passport or not.
7. All secret and confidential inquiries regarding persons and matters on references received from C.I.D., Government House, Collector of Madras, and other heads of departments.
8. Looking after the safety of His Excellency the Governor at public places and functions and also of other high personages such as the Viceroys, the Dukes and the Princes during their stay in Madras.

(ii)

#### Extracts from Colonel Weldon's Memorandum.

Every Commissioner of Police, who has held office during the past eighteen years, has felt how sorely tried he has been when called upon to undertake important inquiries on behalf of Government, or to deal with grave crime which has proved beyond the capabilities of the ordinary divisional police or patrol constables. This arises not so much from the want of intelligent men—for such are procurable at a price—as from a defect in organization which does not allow an intelligent man the leisure absolutely necessary for a careful examination and test of the materials on which he is required to form an opinion and base his action. There are so many beats requiring so many constables; and so many stations with so many head constables to take charge of them, keep the records, write reports (chiefly of what has not been done), make returns, check the beats, and keep the peace. There are no Superintendents, as in Calcutta and Bombay, and only one Inspector for each of our large divisions. These officers must be prepared to attend to everything, from the decent interment of a famine-stricken pauper to the delicate handling of an accomplished political emissary. If some arrangement could be guaranteed whereby events requiring professional attention would only come one at a time, an attempt might be made to deal with them more or less satisfactorily, but human affairs are not so ordered, and we must take them as they are. When the Commissioner has to make some special inquiry he endorses the order to Inspector A or head constable B of the division in which the inquiry has to be commenced. This officer has his hands already filled with matter which must be attended to whatever the result of this particular inquiry may be. Inspector A, at his wits' end to meet all the demands on his time, moves head constable B, who stirs up constable C, who—having just returned from a four-hour night patrol—probably tells some relative to go and see what it all means. The next thing to be done is—nothing; that is, to wait patiently and see if the whole subject will not be overlooked, crowded out of memory by the hundred and one incidents of subsequent times; but if superior authority becomes impotent, then some report has to be 'manufactured'. On a little pinch of superficial fact the imagination of desperation runs riot, and a crude, untrustworthy return is made.

2. The point I wish to make is that the Commissioner should have at his disposal a few intelligent men, well trained, and well supervised; and who, being relieved from mere routine duties, would be available to undertake special cases requiring special treatment. In other words, our weak point is in the Intelligence Department. We want more brains to use rather than more stomachs to be fed.

The detective officer, from his constant practice, is acquainted with all that goes on around him. He knows every professional criminal, and by keeping him constantly in view prevents much crime by his very presence. He gets information of contemplated transgressions, and here again he steps in as a preventive officer. When crime does occur, the increased chances of punishment, consequent on the employment of a trained detective force, is itself a powerful deterrent. The best detective is the man who is sufficiently educated to know what is, and what is not evidence; who will not waste his time in pursuit of shadows, and who, knowing what to do, has time to do it.

Had there been an efficient Intelligence department at work, it is very probable that the Commissioner would have received a hint of something suspicious going on at the Teynampet house when the forgers established themselves there. Again, when Jagannatha Rao committed that gross fraud at Bellary under the name of Srinavasa Rao, any ordinary detective, who had time given him, would easily have traced the criminal. Previous impunity encouraged him to make a bolder stroke and, had he escaped with his companions in this forgery, there is no doubt his next venture would be still more startling. A thoroughly efficient police is well worth paying for, especially in this country. It should be the pulse of the people, on which Government could at any moment place its hand.

There can be no such thing, especially in India, as a cheap, yet efficient, police administration. The money expended on this branch of the service is as well laid out as on the purchase of a Chubb's lock or a good iron-safe for the protection of valuable property.

The Executive Government constantly requires information to be given or sought in matters calling for the exercise of considerable tact and delicacy of treatment; so with important departments such as Paper Currency and Post Office; and in many ways an efficient police in direct and confidential communication with Government could afford material aid. Political agitation is now becoming a profession, and if anything can restrain the unscrupulous professors it will be the knowledge that they are closely watched by men of equal intelligence and a higher sense of duty. The character of even ordinary crime has changed with the spread of education, and the development of railway systems and telegraphs. The stolid though useful patrol constable is no match now for the forger or coiner, or even the professional burglar. The Courts of Justice, too, are more critical than formerly, while an overstocked legal profession makes competition for any sort of business so keen that every prisoner of any note can be defended and advantage be taken of every chink in the prosecutor's armour. It is also becoming daily of greater importance that whenever the Government takes direct action in the public interests such action shall be sure and effective.

The detachment so employed should be small and compact, so as to be worked directly under, and by, the Commissioner of Police, to whom the members would make their reports and be responsible.

Men so employed would be constantly exposed to great temptation. They should possess great moral and physical courage, and have considerable tact, temper and self-reliance. It is not desirable that persons in the confidential service of Government should be birds of passage using this important branch of the administration as a mere stepping-stone to other more lucrative employment in which their special knowledge and experience—invaluable alike to the individual and to the State—is lost for all practical purposes. So long as the police officer retains fair physical vigour, the older he grows in the service the riper he becomes, and his value increases year by year. It would be impossible to record in black and white all that he carries about in the cells of his brain. His studies have been from the editions of human nature around him—a library too extensive to be properly utilized by a mere lounge.

True economy does not consist merely in curtailment of expenditure. The withdrawal of money from the public service may ultimately be the cause of irreparable mischief.

The primary object of this memorandum is to plead for additional brain assistance to a department on which, more than any other, depends the peace, comfort and well-being of the people, and in the efficiency of which all ranks and classes have a common interest.

#### IV

Letter from M.R.Ry. N. RAMANUJA AYYANGAR AVARGAL, acting District Superintendent of Police, Ganjam, to the Chief Secretary to Government, dated Chatrapur, 1st April 1923.

[Reference—G.O. No. 43, dated 25th January 1923, and demi-official No. 725-A2, dated 26th March 1923.]

I have the honour to acknowledge with thanks the printed papers on the subject, and to note the date of the first meeting of the Committee.

2. I should like to leave my further remarks till after the discussions of the subject in Committee—as there is very little time between now and the meeting of the Committee. However, there are one or two things which occur to me which I set down here as they occur without regard to logical sequence for want of time.

3. In the first place I may be permitted to point out some printing errors in my first report. If the errors are found in the original they are typographical and may kindly be corrected.

On page 50 of the printed report in the last line of the first paragraph please read for 'retention of two Deputy Inspectors-General' 'retention of three Deputy Inspectors-General.'

On the same page under head (b) the Deputy Inspector-General, C.I.D., for the word 'Deputy' please read 'District'. As corrected the sentence reads: "A Senior District Superintendent of Police may be placed in charge of the C.I.D."

4. I note that my suggestion of a possibility of reduction in the Railway Police staff has been referred to persons who are most competent to give an opinion thereon and in view of what they say, I drop the question altogether. I was not aware that there was a reduction already in recent years.

5. It will be readily conceded, I hope, that my proposals regarding the reduction of Deputy Inspectors-General will receive importance in the order in which I have placed them.

6. Mr. Sayers makes out a strong case for the retention of Sub-Inspectors and Inspectors. While deferring a detailed discussion to the Committee, I still think that both ought to go. What Mr. Sayers wants is, as I read his report, an intermediary agency—a connecting link between the Superintendent or the Subdivisional Officer and the Investigating Officer; and he goes so far as to say that personally he would rather work without a Subdivisional Officer than without an Inspector. If, by this, he means that a double agency is a luxury—I agree with him. But which is the one to go and which to stay is open to discussion. I certainly prefer the Subdivisional Officer to stay any day to the Inspector. Moreover Government suggest the creation of 'An Investigating Officer' grade from among the selected Sub-Inspectors—the bees not the drones among them. These officers, as I understand the Government Order, are to be in exactly the same position as the old Division Inspectors with a smaller charge which would contribute to quicker supervision and more efficiency. But, argues Mr. Sayers, if the Sub-Inspector has been found wanting to manage one station, how can he be expected to look after two or three? My answer is, first, that only the successful among the Sub-Inspectors who are likely to become Inspectors would be selected, and secondly the present Sub-Inspector is too much of a bourgeois and a person of that class is perhaps a better maistri than a manual labourer, a better supervisor than a spade-man. Thus selected, the lazy and the good-for-nothing ones will soon filter down to their own values.

7. My former and much respected chief, Mr. Moore, suggests saving in uniform. I have the greatest veneration for him and his views are entitled to great weight; but in all humility I beg to differ from him entirely in this respect. I think it would be a blunder to do away with uniforms. Knowing, as I flatter myself I do, my country men, I believe that the vast majority of them have still a great regard for the king's uniform, and where they very readily, if only through force sheer habit, show deference to it, they are likely to take lightly the directions of a person not so dressed. Uniform, too, would add to the *amour propre* of the constable who, like the army sepoy, would like to parade it on occasions whatever he may be *En-deshabille*. It is, too, one of the chief attractions for enlistment—occasions are only too frequent when even the station police have to be mobilized for bandobast duties, such as the innumerable fairs and festivals of this country, gubernatorial visits, and sometimes in quelling local riots or preserving order in local disturbances. Deprived of uniform he will be indistinguishable from, and no better than, the motley mob he will have to deal with. On the other hand I agree with Mr. Davis that even the talaiyari should be put into uniform—and be under discipline.

8. This brings me to the question of talaiyaris. We are all agreed that the present talaiyari should go and I hope this anachronism will be done away with. I would not, however, touch a pie of the twenty odd lakhs thus saved but would spend it on the class to which it legitimately belongs. For long I have had a scheme something after what is indicated in Mr. Davis's report, which owing to a desire to strictly confine myself to the terms of reference and to avoid all temptations at aberration, went unexpressed. The result is Mr. Davis has robbed me of what I fondly hoped was a discovery, all my own, I have, however, indicated my views in the first report. To my mind, our present rural stations are too concentrated.

I should have, as I have suggested before, more stations and out-posts with a fewer men, widely distributed. With the abolition of talaiyaris, I should group two or three villages conveniently and have a couple of constables living in the groups. As far as possible I should choose these men from among the residents of the villages or neighbourhood. Their primary duty would be to do watch and ward, and to daily communicate with the station or out-post which should be easily accessible, keeping the station-house officer informed of village politics. They would also be required to maintain the register of suspicious strangers and report the in-coming and out-goings of shady characters. Thus situated and conversant with village politics, they would be useful in giving reliable and quick information to the investigating officers when cases occur in their groups. The besetting sin at present is the dilatoriness with which these first reports are received and the opportunity it affords the village officials—to warp the first reports; not to speak of their reticence in factious cases in which they are concerned. The fact that these constables are under check and supervision and liable to be dismissed on the spot for misconduct ought to militate against their joining the factions and mitigate the evil to a considerable extent. Moreover two men being posted to each group—one would act as a check on the other. Insistence of daily reports too would help to lessen the chances of evil. For after all, offences occur not in wildernesses but where human beings congregate and it is these places that ought to be strengthened. These are my views on the subject, which I have had when I said in my first report that the police agency should be more widely distributed and which I have stretched out at some length now.

9. There is just one more point I would allude to, and that is Mr. Venkoba Rao's suggestion of increasing the station area from a 150 square miles to 250 square miles. This to me means the practical abolition of all stations and a full stop to all police work. With all respect, I think this suggestion is against all experience. Everywhere—from all classes, the rich and the poor, the co-operator and the non-co-operator—the cry has been that the police stations are too far apart and many a crime has gone unreported, which, I think, has contributed to no small degree to the paucity of both prevention and detection. Important connecting links are lost in unreported cases and the possibility of arresting an habitual offender in a minor case and prevention of his subsequent activities are lost. I would therefore set my face against any proposal to reduce the number of existing stations or enlarging their sphere.

10. Finally and incidently the absence of a rigid weeding out of Sub-Inspectors while they are in training and in the districts has been put forward as one of the many causes which has led to the department being overburdened with a number of undesirables and the consequent inefficiency of the class as a whole. This leads one to the larger question of the very system of training in our police schools; and I seize this occasion to hazard a few remarks. At present in our training schools, more law, I venture to think, is taught than is required and less practical work. What an investigating officer wants is not so much law as the observation of facts, their careful correction and accurate expression. I should give the future station-house officers whether they are going to be Sub-Inspectors or head constables more object lessons in observation and teach them subjects which would be of practical use in the detection of offenders. For example, I should have a well furnished museum, and make the recruits note down the points of similarity and difference between the various species of natural objects and animals, the various types of men; the differences between a walking and a running stride, the different impressions that different instruments make on different objects, the preservation of finger-prints, and their reading; and even photography. Those who show a special aptitude for law might be put through a higher course and they may well be set apart for the prosecuting line. While careful weeding may have a negative value, these practical lessons, I venture to think, will positively increase the efficiency of the investigating officer.

11. I regret I have somewhat wandered out from the strict terms of reference, in the last paragraph; but as the question of efficiency also is under discussion, I have thus far ventured to trespass—for which I beg to be excused.

12. I herewith append a comparative statement showing suggested delegation of powers of various officers.

**ENCLOSURE.**  
Comparative statement of present powers of Deputy Inspector-General and District Superintendents of Police under various heads in respect of different classes of officers and to whom they can be delegated.

|                                                                | Deputy Inspector-General's present powers.                                                                                              | Proposed delegation with reasons.                                                                                                                                                                                           | District Superintendents of Police's present powers.                                                          | Proposed delegation with reasons.     |
|----------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|---------------------------------------|
| <b>Inspector.</b>                                              |                                                                                                                                         |                                                                                                                                                                                                                             |                                                                                                               |                                       |
| 1. Appointments ..                                             | Note to Police Order No. 79 — Acting appointments of Sergeants and Sub-Inspectors to this rank for periods exceeding three months. .... | Period might be extended to one year.                                                                                                                                                                                       | Acting Appointments of Sergeants and Sub-Inspectors to this rank for periods not exceeding three months. .... | Period might be extended to one year. |
| 2. Promotions ..                                               | ....                                                                                                                                    | ....                                                                                                                                                                                                                        | ....                                                                                                          | ....                                  |
| 3. Punishments — Chapter XII of Volume I.                      | Reduction in grades of cadre— suspension and severe reprimand. ....                                                                     | District Superintendent of Police to be empowered to severely reprimand Inspectors. Reduction in cadre also might be delegated to District Superintendents of Police. ....                                                  | Reprimand and warning ..                                                                                      | No change.                            |
| 4. Transfers ..                                                | Within range ..                                                                                                                         | Transfer within districts to be delegated to District Superintendents of Police. ....                                                                                                                                       | ....                                                                                                          | ....                                  |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | May be granted rewards for detection of salt and abkari cases the minimum amount being Rs. 10. ....                                     | Might be delegated to District Superintendents of Police. ....                                                                                                                                                              | ....                                                                                                          | ....                                  |
| (b) Good service entries.                                      | ....                                                                                                                                    | ....                                                                                                                                                                                                                        | ....                                                                                                          | ....                                  |
| 6. Appeals ..                                                  | ....                                                                                                                                    | Might lie to the Deputy Inspector-General in cases where District Superintendent of Police is empowered to punish an Inspector. Second and final appeal in cases of reduction, suspensions, etc., to the Inspector-General. | ....                                                                                                          | ....                                  |

**Comparative statement of present powers of Deputy Inspectors-General and District Superintendents of Police under various heads in respect of different classes of officers and to whom they can be delegated—cont.**

|                                                                | Deputy Inspector-General's present powers.                                                                      | Proposed delegation with reasons.                                                                                                                                                                                               | District Superintendent of Police's present powers.                                                                    | Proposed delegation with reasons.                                                                                                    |
|----------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| <b>Sergeants.</b>                                              |                                                                                                                 |                                                                                                                                                                                                                                 |                                                                                                                        |                                                                                                                                      |
| 1. Appointments .. ..                                          | To continue as they are in the hands of the Inspector-General or may be delegated to Deputy Inspectors-General. | ....                                                                                                                                                                                                                            | ....                                                                                                                   | ....                                                                                                                                 |
| 2. Promotions .. .                                             | Acting promotion as an Inspector for periods exceeding three months.                                            | Acting promotion as an Inspector for period exceeding one year.                                                                                                                                                                 | Acting promotion to the rank of an Inspector for periods not exceeding three months.                                   | Acting promotion to the rank of an Inspector for periods not exceeding one year.                                                     |
| 3. Punishments—Chapter XII of Volume I.                        | Dismissal .. ..                                                                                                 | No change .. ..                                                                                                                                                                                                                 | Reduction in grades of cadre, suspension, severe reprimand, reprimand and warning and withholding of increments.       | No change.                                                                                                                           |
| 4. Transfers .. ..                                             | As in the case of Inspectors ..                                                                                 | ....                                                                                                                                                                                                                            | ....                                                                                                                   | ....                                                                                                                                 |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | In any one set of circumstances, Rs. 200.                                                                       | ....                                                                                                                                                                                                                            | In any one set of circumstances, Rs. 100.                                                                              | ....                                                                                                                                 |
| (b) Good Service entries.                                      | ....                                                                                                            | ....                                                                                                                                                                                                                            | Good Service entries to officers below the rank of Inspectors may be sanctioned by District Superintendents of Police. | ....                                                                                                                                 |
| 6. Appeals .. ..                                               | ....                                                                                                            | ....                                                                                                                                                                                                                            | ....                                                                                                                   | ....                                                                                                                                 |
| <b>Sub-Inspectors.</b>                                         |                                                                                                                 |                                                                                                                                                                                                                                 |                                                                                                                        |                                                                                                                                      |
| 1. Appointments .. ..                                          | ....                                                                                                            | If Sub-Inspectors are retained, selection by committee should be abolished and the old method of nomination by District Superintendents of Police and selection by Deputy Inspectors-General and Inspector-General resorted to. | Nil .. ..                                                                                                              | Head constables to be promoted to Sub-Inspector's grade within the percentage to be delegated to District Superintendents of Police. |

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**Comparative statement of present powers of Deputy Inspectors-General and District Superintendents of Police under various heads in respect of different classes of officers and to whom they can be delegated—cont.**

|                                                                | Deputy Inspector-General's present powers.                                                                                                                  | Proposed delegation with reasons.                                                   | District Superintendent of Police's present powers.                                                              | Proposed delegation with reasons.                                                                         |
|----------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|
| <b>Sub-Inspectors—cont.</b>                                    |                                                                                                                                                             |                                                                                     |                                                                                                                  |                                                                                                           |
| 2. Promotions .. ..                                            | As in the case of Sergeants ..                                                                                                                              | No change .. ..                                                                     | As in the case of Sergeants ..                                                                                   | No change.                                                                                                |
| 3. Punishments—Chapter XII of Volume I.                        | Dismissal and reduction to a lower rank in service.                                                                                                         | ....                                                                                | Reduction in grades of cadre, suspension, severe reprimand, reprimand and warning and withholding of increments. | Do.                                                                                                       |
| 4. Transfers .. ..                                             | Within range. Beyond range by mutual consent of Deputy Inspectors-General.                                                                                  | ....                                                                                | Within district .. ..                                                                                            | District Superintendents of Police to arrange transfers of Sub-Inspectors within range by mutual consent. |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | Rs. 200 in any one set of circumstances.                                                                                                                    | No change .. ..                                                                     | Rs. 100 in any one set of circumstances.                                                                         | No change.                                                                                                |
| (b) Good Service entries.                                      | ....                                                                                                                                                        | ....                                                                                | Vide entry against Sergeants ..                                                                                  | Do.                                                                                                       |
| 6. Appeals .. ..                                               | Appeal against the infliction of a severe reprimand and other punishments awarded by the District Superintendent of Police excepting reprimand and warning. | No change .. ..                                                                     | ....                                                                                                             | ....                                                                                                      |
| <b>Head Constables (including Jamadars in Reserve).</b>        |                                                                                                                                                             |                                                                                     |                                                                                                                  |                                                                                                           |
| 1. Appointments .. ..                                          | (1) Direct recruitment—to be approved of by Deputy Inspector-General.<br>(2) Jamadars of Reserves ..                                                        | Might be delegated to District Superintendents of Police.<br>To remain as they are. | (1) Candidates for direct recruitment to be selected by District Superintendent of Police.                       | Approval of Deputy Inspector-General need not be obtained.                                                |

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**Comparative statement of present powers of Deputy Inspectors-General and District Superintendents of Police under various heads in respect of different classes of officers and to whom they can be delegated—cont.**

|                                                                | Deputy Inspector-General's present powers.                                                                                                                                                                                                         | Proposed delegation with reasons.                                                                     | District Superintendent of Police's present powers.                                                                                                                                      | Proposed delegation with reasons.                                                                                                                                                               |
|----------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Head Constables (including Jamadars in Reserve)—cont.</b>   |                                                                                                                                                                                                                                                    |                                                                                                       |                                                                                                                                                                                          |                                                                                                                                                                                                 |
| 2. Promotions .. ..                                            | Promotion to act as Sub-Inspector in vacancies exceeding three months when there are no Sub-Inspectors available in V. Reserve.                                                                                                                    | Period might be extended to above one year.                                                           | (1) Promotions to act as Sub-Inspector in vacancies not exceeding three months and when there are no Sub-Inspectors available for posting in V. Reserve.<br>(2) Grade promotions all ..  | Period to be extended to one year.<br><br>No change.                                                                                                                                            |
| 3. Punishments—Chapter XII of Volume I.                        | To the rank of jamadars in reserves.<br>.....                                                                                                                                                                                                      | Might be delegated to District Superintendent of Police when competent men are available.<br>.....    | Dismissal, reduction in rank and in grade; suspension; B.M.'s and forfeiture of privilege leave and fine and extra drill.<br>Within district .. ..<br>Vide entry against Sub-Inspectors. | No change. Forfeiture of leave on average pay ought not to be a punishment. Subdivisional officers to be empowered to award B.M.'s.<br>As proposed in the case of Sub-Inspectors.<br>No change. |
| 4. Transfers .. ..                                             | As in the case of Sub-Inspectors.                                                                                                                                                                                                                  | No change .. ..                                                                                       | Vide entry against Sergeants .. ..                                                                                                                                                       | Do.                                                                                                                                                                                             |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | Vide Sub-Inspectors .. ..                                                                                                                                                                                                                          | Do.                                                                                                   |                                                                                                                                                                                          | ....                                                                                                                                                                                            |
| (b) Good service entries.                                      | Appeal against all punishments inflicted by District Superintendent of Police excepting a fine not exceeding 8 annas in any one case, forfeiture of leave unaccompanied by a B.M., punishment, drill, etc., as per Police Order No. 249, Volume I. | No appeals for B.M.'s and reductions under M.M. system. Only one appeal to be allowed in other cases. |                                                                                                                                                                                          |                                                                                                                                                                                                 |
| 6. Appeals .. ..                                               |                                                                                                                                                                                                                                                    |                                                                                                       |                                                                                                                                                                                          |                                                                                                                                                                                                 |

**Comparative statement of present powers of Deputy Inspectors-General and District Superintendents of Police under various heads in respect of different classes of officers and to whom they can be delegated—cont.**

|                                                                | Deputy Inspector-General's present powers.                                                              | Proposed delegation with reasons.                                                                      | District Superintendent of Police's present powers.                                                                                                                       | Proposed delegation with reasons.                                                                                                                          |
|----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Constables.</b>                                             |                                                                                                         |                                                                                                        |                                                                                                                                                                           |                                                                                                                                                            |
| 1. Appointments .. ..                                          | Undersized and overaged men.                                                                            | Might be delegated to District Superintendents of Police except in the case of armed reserves.         | Men up to the standard physical requirements.                                                                                                                             | No change.                                                                                                                                                 |
| 2. Promotions .. ..                                            | ....                                                                                                    | ....                                                                                                   | All increments .. ..                                                                                                                                                      | Do.                                                                                                                                                        |
| 3. Punishments—Chapter XII of Volume I.                        | ....                                                                                                    | ....                                                                                                   | Dismissal, deprivation of increment; withholding increment; reduction, suspension, B.M.'s, fines, extra drill and forfeiture of privilege leave.<br>Within district .. .. | Subdivisional officers to be empowered to award B.M.'s. Inspectors to be empowered to award extra drill.<br><br>As proposed in the case of Sub-Inspectors. |
| 4. Transfers .. ..                                             | Within range and beyond range as in the case of Sub-Inspectors.                                         | Vide entry against Sub-Inspectors.                                                                     | Vide entry against Sub-Inspectors.                                                                                                                                        | No change.                                                                                                                                                 |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | ....                                                                                                    | No change .. ..                                                                                        | Vide entry against Sergeants .. ..                                                                                                                                        | Do.                                                                                                                                                        |
| (b) Good service entries.                                      | Vide entries against head constables.                                                                   | Should be no appeals against B.M.'s and reduction under B.M. rules and only one appeal in other cases. |                                                                                                                                                                           | ....                                                                                                                                                       |
| 6. Appeals .. ..                                               |                                                                                                         |                                                                                                        |                                                                                                                                                                           |                                                                                                                                                            |
| <b>Managers and Accountants.</b>                               |                                                                                                         |                                                                                                        |                                                                                                                                                                           |                                                                                                                                                            |
| 1. Appointments .. ..                                          | Permanent, also acting appointments in vacancies the duration of which exceeds three months O.M.A. 4-A. | Might be extended to periods over one year.                                                            | Acting appointments in vacancies the duration of which does not exceed three months when qualified hands are available.                                                   | Might be extended up to one year.<br>N.B.—When no qualified candidate is available the period might be limited to three months.                            |
| 2. Promotions .. ..                                            | ....                                                                                                    | ....                                                                                                   | All increments .. ..                                                                                                                                                      | No change.                                                                                                                                                 |

Comparative statement of present powers of Deputy Inspectors-General and District Superintendents of Police under various heads in respect of different classes of officers and to whom they can be delegated—*cont.*

|                                                                | Deputy Inspector-General's present powers.                                                                                             | Proposed delegation with reasons.                                                                                       | District Superintendent of Police's present powers.                                                                         | Proposed delegation with reasons. |
|----------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------|-----------------------------------|
| <b>Managers and Accountants—<i>cont.</i></b>                   |                                                                                                                                        |                                                                                                                         |                                                                                                                             |                                   |
| 3. Punishments—Chapter XII of Volume I.                        | Dismissal or reduction (not deprivation of increments).                                                                                | No change                                                                                                               | Suspension, stoppage of promotion or increment, reprimand or extra work.                                                    | No change.                        |
| 4. Transfers .. ..                                             | Within range .. ..                                                                                                                     | Do.                                                                                                                     | ....                                                                                                                        | ....                              |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | ....                                                                                                                                   | ....                                                                                                                    | ....                                                                                                                        | ....                              |
| • (b) Good service entries.                                    | ....                                                                                                                                   | ....                                                                                                                    | ....                                                                                                                        | ....                              |
| 6. Appeals .. ..                                               | Against all punishments                                                                                                                | No change                                                                                                               | ....                                                                                                                        | ....                              |
| <b>Clerks.</b>                                                 |                                                                                                                                        |                                                                                                                         |                                                                                                                             |                                   |
| 1. Appointments .. ..                                          | Unpassed candidates in acting vacancies up to one year.                                                                                | Might be delegated to District Superintendents of Police.                                                               | Passed candidates within maximum age limit, viz., 25 years.                                                                 | No change.                        |
| 2. Promotions .. ..                                            | To act as Accountant or Manager in vacancies the duration of which exceeds three months or to permanent rank of Manager or Accountant. | Period to extend to over one year.                                                                                      | To act as Accountant or Manager in vacancies the duration of which does not exceed three months.                            | Period to extend to one year.     |
| 3. Punishments—Chapter XII of Volume I.                        | ....                                                                                                                                   | ....                                                                                                                    | Dismissal, reduction or deprivation of increment, suspension, stoppage of promotion or increment, reprimand and extra work. | No change.                        |
| 4. Transfers .. ..                                             | Within range .. ..                                                                                                                     | Might be done with mutual consent of District Superintendents of Police without reference to Deputy Inspectors-General. | ....                                                                                                                        | ....                              |

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Comparative statement of present powers of Deputy Inspectors-General and District Superintendents of Police under various heads in respect of different classes of officers and to whom they can be delegated—*cont.*

|                                                                | Deputy Inspector-General's present powers.                                                                      | Proposed delegation with reasons.                                                                                          | District Superintendent of Police's present powers.                            | Proposed delegation with reasons. |
|----------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|-----------------------------------|
| <b>Clerks—<i>cont.</i></b>                                     |                                                                                                                 |                                                                                                                            |                                                                                |                                   |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | ....                                                                                                            | ....                                                                                                                       | ....                                                                           | ....                              |
| • (b) Good service entries..                                   | ....                                                                                                            | ....                                                                                                                       | ....                                                                           | ....                              |
| 6. Appeals .. ..                                               | Against all punishments excepting extra work.                                                                   | Should be no appeal for reprimand and deprivation and stoppage of increment and only one appeal against other punishments. | ....                                                                           | ....                              |
| <b>General.</b>                                                |                                                                                                                 |                                                                                                                            |                                                                                |                                   |
| 1. Appointments .. ..                                          | The re-enlistment of a police officer can be ordered by the Deputy Inspector-General as an appellate authority. | No change                                                                                                                  | ....                                                                           | ....                              |
| 2. Promotions .. ..                                            | ....                                                                                                            | ....                                                                                                                       | ....                                                                           | ....                              |
| 3. Punishments — Chapter XII of Volume I.                      | ....                                                                                                            | ....                                                                                                                       | ....                                                                           | ....                              |
| 4. Transfers .. ..                                             | ....                                                                                                            | ....                                                                                                                       | ....                                                                           | ....                              |
| 5. Rewards—(a) Departmental and others—Chapter XIII, Volume I. | Rewards to private persons—Limited to Rs. 200 in any one set of circumstances.                                  | No change                                                                                                                  | Rewards to private persons—Limited to Rs. 100 in any one set of circumstances. | No change.                        |
| • (b) Good service entries.                                    | ....                                                                                                            | ....                                                                                                                       | ....                                                                           | ....                              |
| 6. Appeals .. ..                                               | ....                                                                                                            | ....                                                                                                                       | ....                                                                           | ....                              |

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## V

Letter from F. SAYERS, Esq., Principal, Police Training School, Vellore, to the Chief Secretary to Government, dated the 11th April 1923.

With reference to G.O. No. 43, Judicial, dated 25th January 1923, I have the honour to state that in my original report I made certain proposals regarding the abolition of the City Police Intelligence Department and reduction of the Armed Reserve in the City. I find now that the Commissioner of Police on reading those proposals has sent in a reply thereto in which he advances certain reasons for the retention of the Intelligence Department and for not reducing the Reserve. The main argument used for the former is that that department put up 150 cases connected with the mill disturbances. I wish to correct any impression created by this statement by stating definitely that between 30th July 1921 and 12th September 1921 (on which latter date I took over special duty in the disturbed area) there occurred no less than 82 grave crimes falling under sections 379, 147, 148, 324, 448, 341, 352, 384, 336 and 436, Indian Penal Code, and in only two of these cases were charge sheets put in against eight persons—seven in one case and one in the other—and these charge sheets were laid by the ordinary station staff and not by the Intelligence Department. The 150 cases referred to by the Commissioner were put up by me during the two months I was on duty in the City. I had an Inspector and three Sub-Inspectors working on these cases not as the City Intelligence Department but merely on special duty. Further, I believe these figures must refer to persons and not to cases as there were certainly not 150 cases in the disturbed area between 12th September 1921 and the end of the strike. I do not put forward this in any spirit of self-praise because I considered the work my simple duty, but to show that I had and have a certain amount of reasonable grounds for suggesting the abolition of the Intelligence Department as such. In this connection I would also like to refer to the Commissioner's statement of the various duties of this department and to point out that about 90 per cent of the duties in those statements properly belong to ordinary station routine and should be performed as much.

With regard to the Reserve, the Commissioner has referred to such occasions as the visit of His Royal Highness the Prince of Wales as being a reason for increasing the Reserve to its present strength. I would draw attention to the fact that that occasion demanded about 1,200 Mufassal Reserve Police and a full Regiment of British Dragoons and it is therefore a nice question what purpose towards such an occasion an Armed Reserve of 240 constables can serve by being kept permanently in the City.

As the object of this Committee is retrenchment without loss of efficiency, I feel it my duty to put forward these further remarks in reply to the Commissioner's second note on the subject.

## VI

Letter from M.R.By. B. RAJA RAJESWARA SETUPATI alias MUTTURAMALINGA SETUPATI Avargal, M.L.C., Raja of Ramnad, to the Chief Secretary to Government, dated the 16th April 1923.

With reference to G.O. No. 43, dated 25th January 1923, regarding Police Organization and retrenchment, I beg to submit my remarks on the various questions raised as follows.

I may say at the outset that unlike the earlier set of members of the Committee I have had the advantage of also reading the views put forward by them and this has to a large extent enabled me to understand the problems arising out of this department which otherwise to one unconnected may not be quite so easy. I see the Committee has taken a sort of tentative decisions on most of the points raised in the Government Order; I am not quite certain whether my views are not somewhat late but I venture all the same to submit them following the famous saying 'better late than never.'

Regarding the proposal to reduce the Deputy Inspectors-General, after anxious consideration I have come to the conclusion that what is suggested in the Government Order, viz., to reduce the five Deputy Inspectors-General to one, is sound. There is no justification whatsoever for continuing the four Range Deputy Inspectors-General and I find from the remarks of some of the service members of the Committee that these appointments are sought to be retained as promotion posts. To dispose of appeals and other urgent matters as also matters relating to Criminal Intelligence

Department and Railways the Government proposal to have one Deputy Inspector-General at headquarters attached to the Inspector-General I think will more than meet the case. The Commissioner of Police whose position is peculiar and can in no way be compared to the ordinary District Superintendent of Police should be an officer of Deputy Inspector-General's grade. So my proposal involves reducing the six Deputy Inspectors-General to two, viz., the one that will be attached to the Inspector-General and the other the Commissioner of Police. I may here observe that the Retrenchment Committee in Bihar and Orissa have recommended the total abolition of the Deputy Inspectors-General. When an officer in the grade of a Deputy Inspector-General is attached to the Inspector-General of Police, I think the Assistant Inspector-General's post should be reduced to one of the senior Assistant Superintendents of Police and likewise the two Deputy Commissioners in the City Police. The Commissioner of Police may be given an Assistant Commissioner whose rank may be that of a Deputy Superintendent in the lower grade.

Regarding the proposal to abolish eight Inspectors and 24 European Sub-Inspectors in the City Police, I confess I have no intimate knowledge of the affairs of the City Police and therefore I am unable to offer any useful suggestion but regarding the proposal to reduce the Police horses I think it would be a great pity to reduce the horses for as stated in Appendix III to the Government Order itself, for the purposes of regulating processions and large concourse of people during fairs and festivals and other public functions they are not only indispensable but they also command a sort of dignity which any amount of Police officers on foot may not be able to approach.

I am totally against the retention of the village police or talaiyaris and I think the amount approximately 21 lakhs spent on this staff might be very well spent on other departments of greater public utility. I think all the service members have dealt with this question so very ably that I need not lay special emphasis.

However much I may feel disappointed about the present set of Sub-Inspectors, I must raise my voice against the proposal to revert to the old system of having head constables as Station-house officers. If the work of the Sub-Inspector is unsatisfactory, it is because he is so overworked and I have proved this beyond doubt in my speech in the Legislative Council on a resolution which I moved on 4th April 1917. He has somewhere about 45 duties to perform which in themselves are very arduous and exacting and therefore it is no wonder he is in the matter of detection of crimes which is daily increasing to an appalling degree, unable to cope with them. Further these Sub-Inspectors have never been given the requisite special training for investigation purposes as contemplated in paragraph 58 of the Police Commission's report. One hundred and fifty of the Commission's report goes into the matter very fully and it is impossible to improve upon it. In my speeches in the Legislative Council criticising the police budget on several occasions I have referred to the rise in crimes, to the perceptible fall in the percentage of detection and recovery of properties and I have also shown by comparison how the police administration in this Presidency was unsatisfactory as against what was obtaining in the adjacent Native States of Mysore, Travancore and Pudukkottai. So a Sub-Inspector, relieved much of his ordinary routine duties, when attached to a police station if asked to undertake investigation of crimes I think will be able to show better results. Why the old system of head constables in charge of stations should not be resorted to has been fully dealt with in paragraph 52, page 37, of the Commission's report. There are 1,007 police stations and 371 out-posts. I am in favour of the proposal to have one Sub-Inspector for each main station and the out-posts may be left in charge of head constables. So my proposal would involve a reduction of Sub-Inspectors from 1,250 to 1,007. I am in favour of doing away with the writer head constables as the work that is now done by them can be easily attended to by literate constables of whom there are many. I am in favour of reducing 1,000 head constables and 1,000 constables; I must here observe that recruitment of constables is very unsatisfactory particularly so when they are allowed now something like cent per cent more pay than what they were getting some 10 or 12 years back. Comparing the wages earned by the class of people ordinarily from whom these constables are recruited, I should think not only their pay is very much higher but the calibre of the men recruited is also very low. Judged by the type of men now in service, one is left to the irresistible conclusion that the method of recruitment also is not satisfactory. I remember suggesting in the Legislative Council that before a constable is recruited he should be required to produce a certificate of character from his previous employer and this proposal was considered

not feasible. I know several cases where very undesirable men who lost appointments under private employers for gross misconduct were being drafted to the police. Is it therefore any wonder that the majority of constables are now not only inefficient but highly corrupt and contribute not a little to the general impression that the police in this country is more a menace to the public rather than an indispensable necessity for the safety of person and property?

I am in favour of having the Circle Inspectors abolished. They are merely post offices as aptly remarked and I think what little work they do by way of supervision over the work of Sub-Inspectors may be left to the Assistant Superintendent of Police or Deputy Superintendent of Police who will be in charge of the division. Further according to the Government proposal when District Superintendents of Police are relieved from charge of divisions and Assistant Superintendent of Police and Deputy Superintendent of Police are posted to look after them, the District Superintendent of Police can exercise greater and closer supervision over the work of the Sub-Inspectors than he is doing at present. I am at a loss to know why the District Superintendent of Police never interests himself in investigation of crimes in flagrant violation of orders or the Madras Police Volume I, Order 114. I adverted to this in my speech referred to above on 4th April 1917 and my impression is only getting stronger that they are absolutely neglecting this work. So the District Superintendent of Police relieved of division work can more closely and effectively associate himself in detection and control of crimes. The Personal Assistants allowed to District Superintendents of Police are no longer necessary. The proposal to employ a special investigation staff for each district has my hearty approval, and is exactly the same that I advocated in my resolution referred to above. What that staff should be is a matter of detail but anyhow it should work in close association with the Superintendent of Police of the district.

With reference to Railway Police, I am not a little surprised to see that the Railway Companies contribute so little to the enormous expenditure incurred on that head by the Government. I find the Madras and Southern Mahratta Railway pays only Rs. 1,90,000 to an expenditure of Rs. 3,41,068 while the South Indian Railway contributes Rs. 1,55,000 to an expenditure of Rs. 3,28,000. I think these Railway Companies which make enormous profit and that without adequately meeting the requirements and conveniences of passengers should be made to pay the full amount of expenditure and any expenditure from Provincial funds, in my opinion, will amount to a crime. I must also be permitted to observe that the Railway Company should not on this score be permitted to raise the fare of passengers which is already high and is considerably more than what people are required to pay in far advanced civilized countries in the west. The Government have taken the figure of expenditure under Police for the year 1920-21 which is Rs. 1,76,97,168 but the expenditure has since increased very considerably and for 1922-23 according to the budget estimate it was 195.03 lakhs, and according to the budget estimate for 1923-24 it is 203.78 lakhs. I think taking all circumstances into consideration, the expenditure under Police head should not exceed  $1\frac{1}{2}$  crores; this figure would seem somewhat arbitrary but abolishing the village police, recovering actual cost of Police from the Railway Companies, the abolition of head constable station writers and 1,000 constables and 290 Inspectors of Police and four Deputy Inspectors-General, reducing the cadre of the Assistant Inspector-General and Deputy Commissioner to Assistant Superintendent of Police or Deputy Superintendent of Police abolition, of Personal Assistants to District Superintendents of Police—all these taken together, I think, will give this result. I am also against the incremental scale now allotted to head constables and constables for the very strong reasons given by Mr. Hannington. In my humble opinion the Indianization of services is both urgent and economical. It is inconceivable why this department alone should still be a close preserve and its doors practically barred to Provincial service men when we have so many Indians from the Provincial Services holding appointments as Collectors and District Judges.

I am afraid I may not be able to attend the meeting of the Committee who I see are sitting almost continuously trying to submit their report with the utmost expedition; so I merely content myself by placing my views in writing so that they may be considered by the Committee and by the Government.

In conclusion, I may say that my only aim in formulating these proposals is to secure reduction in expenditure while increasing the usefulness and the efficiency of the department.

## E.—Statistics and statements prepared for the Committee.

(1)

Statement showing departmental expenditure in 1921-22 at current rate and at the rate prevailing in 1914-15.

|                                                        | Current rate. | (Approximate.)<br>Rate prevailing in<br>1914-15. |
|--------------------------------------------------------|---------------|--------------------------------------------------|
|                                                        | RS.           | RS.                                              |
| 26. A. Presidency Police .. ..                         | 11,20,390     | 6,54,341                                         |
| 26. B. Superintendence .. ..                           | 2,86,016      | 2,06,027                                         |
| 26. C. District Executive Force includ-<br>ing Agency. | 1,42,27,762   | 86,92,062                                        |
| 26. D. Village Police .. ..                            | 1,14,252      | 85,924                                           |
| 26. E. Criminal Investigation Depart-<br>ment.         | 2,70,706      | 1,62,346                                         |
| 26. F. Railway Police .. ..                            | 6,62,764      | 4,92,900                                         |
| 26. H. Special Police .. ..                            | 1,40,780      | 55,700                                           |
| Malabar Special Police .. ..                           |               |                                                  |
| Total ..                                               | 1,68,22,670   | 1,03,49,300                                      |

(2)

Analysis of rise in cost of the Police Department.

|                  | 1905-06. | 1921-22. | Difference. |
|------------------|----------|----------|-------------|
|                  | LAKHS.   | LAKHS.   | LAKHS.      |
| Total cost .. .. | 48.73    | 168.23   | 119.50      |

Details.

| Main heads.                            | Sub-heads.                                 | Rise in<br>numbers. | Rise in<br>cost. | Total. |
|----------------------------------------|--------------------------------------------|---------------------|------------------|--------|
|                                        |                                            |                     | LAKHS.           | LAKHS. |
| Pay of officers .. ..                  | Imperial Police officers .. ..             | 4                   | 3.71             | ..     |
|                                        | Provincial do. .. ..                       | 39                  | 2.18             | ..     |
|                                        | Inspectors .. ..                           | —90                 | 2.40             | ..     |
|                                        | Sergeants .. ..                            | 78                  | 1.27             | ..     |
|                                        | Sub-Inspectors .. ..                       | 2,471               | 14.81            | ..     |
|                                        | Head constables .. ..                      | 858                 | 6.74             | ..     |
|                                        | Constables .. ..                           | 7,311               | 45.38            | ..     |
|                                        | Malabar Special Police .. ..               | 685                 | .61              | ..     |
|                                        | Police Talaiyaris .. ..                    | 1,031               | 1.18             | 78.26  |
| Allowances .. ..                       | Duty and Local .. ..                       |                     |                  | 32     |
| Travelling allowance .. ..             | Travelling allowance .. ..                 |                     | 9.35             | ..     |
|                                        | Railway warrants .. ..                     |                     | 6.33             | 15.68  |
| Clothing .. ..                         |                                            |                     |                  | 3.72   |
| House-rent .. ..                       | Rents, Rates and Taxes .. ..               |                     |                  | 3.13   |
| Arms, Ammunition and<br>Accoutrements. |                                            |                     |                  | 1.91   |
| Minor expenditure .. ..                | Contingencies—General .. ..                |                     | 4.28             | ..     |
|                                        | Service Postage and Telegram charges .. .. |                     | .88              | ..     |
|                                        | Malabar Special Police .. ..               |                     | .80              | 5.94   |
| Petty construction and<br>repairs.     |                                            |                     |                  | .39    |
|                                        | Total ..                                   |                     |                  | 109.27 |
| City Police .. ..                      |                                            |                     |                  | 7.57   |
| Office establishment .. ..             |                                            |                     |                  | 2.56   |
|                                        | Grand total ..                             |                     |                  | 119.50 |

(3)

Statement of average cost of various ranks of subordinate police.

| Names of appointments.  | Average pay.                             | Allowances which count for pension.                | Pension.            | Clothing and Uniform allowance for head constables and constables. | Total.               |
|-------------------------|------------------------------------------|----------------------------------------------------|---------------------|--------------------------------------------------------------------|----------------------|
| Inspectors .. .. .      | Rs. A. P.<br>210 0 0                     | Rs.<br>..                                          | Rs. A. P.<br>52 8 0 | Rs. A. P.<br>..                                                    | Rs. A. P.<br>262 8 0 |
| Sergeants .. .. .       | 109 6 0                                  | 25<br>(Personal allowance to Ex-British Soldiers). | 33 10 0             | 4 3 0                                                              | 172 3 0              |
| Sub-Inspectors .. .. .  | 98 7 0                                   | ..                                                 | 20 6 0              | ..                                                                 | 118 13 0             |
| Head constables .. .. . | Higher rate 29 10 0<br>Lower rate 29 3 0 | ..                                                 | 5 9 0               | 2 12 0                                                             | 37 15 0              |
| Constables .. .. .      | Higher rate 19 8 0<br>Lower rate 19 0 0  | ..                                                 | 3 11 0              | 2 12 0                                                             | 25 15 0              |
|                         |                                          | ..                                                 | 3 9 0               | 2 12 0                                                             | 25 5 0               |

The above statement excludes duty and local allowances, conveyance allowances to Inspectors and Sub-Inspectors, uniform grants to Inspectors and Sub-Inspectors and bonus to recruit constables. Charges on account of rent are also excluded, as also scavenging fees and water charges paid from contingencies.

(4)

Statement showing the average cost of a Deputy Superintendent of Police in charge of a subdivision with his clerk.

|                                                          |                      |
|----------------------------------------------------------|----------------------|
| Average pay of a Deputy Superintendent of Police .. .. . | Rs. A. P.<br>479 0 0 |
| Do. clerk (lower scale) .. .. .                          | 47 8 0               |
| Shorthand allowance .. .. .                              | 15 0 0               |
| Travelling allowance (rough estimate) .. .. .            | 100 0 0              |
| Total .. .. .                                            | 641 8 0              |

(5)

Statement showing the number of circles, stations and outposts and the Prosecuting staff in the various districts of the Presidency.

| Districts.                     | Number of police stations in |      | Number of out posts on date. | Number of circles on date. | Prosecuting staff sanctioned number. |                 |
|--------------------------------|------------------------------|------|------------------------------|----------------------------|--------------------------------------|-----------------|
|                                | 1905                         | 1921 |                              |                            | Inspectors                           | Sub-Inspectors. |
| (1)                            | (2)                          | (3)  | (4)                          | (5)                        | (6)                                  | (7)             |
| Ganjam .. .. .                 | 63                           | 30   | 8                            | 6                          | 1                                    | 3               |
| Visagapatam .. .. .            | 78                           | 34   | 8                            | 7                          | 1                                    | 2               |
| Jeypore .. .. .                | 29                           | ..   | ..                           | ..                         | ..                                   | ..              |
| Agency .. .. .                 | ..                           | 72   | 6                            | 18                         | 1                                    | ..              |
| Godavari .. .. .               | 52                           | 21   | 5                            | 6                          | 1                                    | 2               |
| Kistna .. .. .                 | 68                           | 41   | 11                           | 8                          | 1                                    | 3               |
| Guntur .. .. .                 | 58                           | 40   | 9                            | 7                          | 1                                    | 4               |
| Nellore .. .. .                | 83                           | 46   | 14                           | 9                          | 1                                    | 3               |
| Kurnool .. .. .                | 81                           | 51   | 5                            | 8                          | 1                                    | 2               |
| Bellary .. .. .                | 61                           | 41   | 10                           | 8                          | 1                                    | 2               |
| Anantapur .. .. .              | 40                           | 39   | 8                            | 7                          | 1                                    | 2               |
| Uddapah .. .. .                | 90                           | 41   | 9                            | 7                          | 1                                    | 2               |
| North Arcot .. .. .            | 98                           | 37   | 13                           | 7                          | 1                                    | 3               |
| Chittoor .. .. .               | ..                           | 37   | 15                           | 8                          | 1                                    | 2               |
| Chingleput .. .. .             | 51                           | 33   | 16                           | 8                          | 1                                    | 3               |
| South Arcot .. .. .            | 86                           | 31   | 12                           | 6                          | 1                                    | 3               |
| Tanjore .. .. .                | 75                           | 41   | 6                            | 9                          | 1                                    | 5               |
| Trichinopoly .. .. .           | 56                           | 36   | 8                            | 7                          | 1                                    | 3               |
| Madura .. .. .                 | 107                          | 38   | 9                            | 7                          | 1                                    | 3               |
| Ramnad .. .. .                 | ..                           | 33   | 9                            | 8                          | 1                                    | 3               |
| Tinnevely .. .. .              | 85                           | 38   | 18                           | 7                          | 1                                    | 4               |
| Salem .. .. .                  | 102                          | 46   | 16                           | 10                         | 1                                    | 2               |
| Coimbatore .. .. .             | 84                           | 39   | 26                           | 10                         | 1                                    | 3               |
| The Nilgiris .. .. .           | ..                           | 7    | 6                            | 3                          | ..                                   | 1               |
| South Malabar .. .. .          | ..                           | ..   | ..                           | ..                         | ..                                   | ..              |
| North .. .. .                  | 105                          | 33   | 18                           | 6                          | 1                                    | 2               |
| South Kanara .. .. .           | ..                           | 18   | 9                            | 4                          | 1                                    | 2               |
| Railway Police, Madras .. .. . | 50                           | 26   | 8                            | 6                          | 1                                    | 3               |
| Do. Trichinopoly .. .. .       | 29                           | 21   | 44                           | 4                          | 1                                    | ..              |
|                                | ..                           | 18   | 40                           | 4                          | 1                                    | 1               |
| Total .. .. .                  | 1,641                        | 988  | 366                          | 205                        | 27                                   | 68              |

(6)

Statement showing the sanctioned strength and salary of officers of various ranks in the department.

|                             | 1905-1906. |                                                                                                                                                                   |               | 1921-1922. |                                                                                                          |               |
|-----------------------------|------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|------------|----------------------------------------------------------------------------------------------------------|---------------|
|                             | Number.    | Rate of pay.                                                                                                                                                      | Cost.         | Number.    | Rate of pay.                                                                                             | Cost.         |
| Imperial Police officers—   |            |                                                                                                                                                                   |               |            |                                                                                                          |               |
| City .. .. .                | 2          | 1 (1,500)<br>1 (600)                                                                                                                                              | Rs.<br>25,200 | 3          | 1 (1,900)<br>1 (1,150)<br>1 (1,050)                                                                      | Rs.<br>49,200 |
| Mufassal .. .. .            | 68         | 1 (2,500)<br>1 (1,400)<br>1 (1,300)<br>1 (1,200)<br>2 (1,000)<br>3 (900)<br>5 (800)<br>9 (700)<br>7 (600)<br>7 (500)<br>6 (450)<br>5 (400)<br>7 (350)<br>13 (250) | 4,80,600      | 72         | 1 (2,500-100-3,000)<br>5 (1,600-100-2,000)<br>31 (Senior scale)<br>35 (Junior scale)                     | 8,51,700      |
| Provincial Police officers— |            |                                                                                                                                                                   |               |            |                                                                                                          |               |
| City .. .. .                | *6         | 1 (400)<br>1 (350)<br>4 (300)                                                                                                                                     | 23,400        | 2          | 1 (400)<br>1 (250)                                                                                       | 7,800         |
| Mufassal                    |            | Nil.                                                                                                                                                              |               | 39         | 39 (200-700)                                                                                             | 2,18,140      |
| Inspectors—                 |            |                                                                                                                                                                   |               | 18         | 13 (225-10-325)                                                                                          | 43,440        |
| City .. .. .                | 12         | 4 (200)<br>4 (180)<br>4 (130)                                                                                                                                     | 28,520        | 289        | 28 (275)<br>142 (225)<br>119 (175)                                                                       | 7,25,700      |
| Mufassal .. .. .            | 379        | 1 (300)<br>40 (200)<br>68 (150)<br>128 (100)<br>164 (70)                                                                                                          | 4,84,560      |            |                                                                                                          |               |
| Sergeants—                  |            |                                                                                                                                                                   |               |            |                                                                                                          |               |
| City .. .. .                | 14         | 7 (50)<br>7 (40)                                                                                                                                                  | 7,560         | 41         | 100-112½-125                                                                                             | 80,225        |
| Mufassal .. .. .            | 34         | 2 (60)<br>5 (50)<br>10 (45)<br>17 (40)                                                                                                                            | 18,000        | 112        | 19 (125)<br>35 (112½)<br>58 (100)                                                                        | 1,45,856      |
| Sub-Inspectors—             |            |                                                                                                                                                                   |               |            |                                                                                                          |               |
| City .. .. .                | 30         | 8 (100)<br>7 (90)<br>6 (80)<br>9 (50)                                                                                                                             | 28,320        | 80         | 15 (150)<br>27 (125)<br>38 (95)                                                                          | 1,10,830      |
| Mufassal .. .. .            | ..         | Nil.                                                                                                                                                              | ..            | 1,471      | 358 (115-5½-125)<br>1,113 (69-3-110)                                                                     | 14,80,884     |
| Head constables—            |            |                                                                                                                                                                   |               |            |                                                                                                          |               |
| City .. .. .                | 143        | 19 (25)<br>26 (20)<br>39 (15)<br>59 (12)<br>280 (25)<br>588 (20)<br>716 (16)<br>921 (14)<br>2 (12)                                                                | 27,456        | 246        | 49 (40)<br>86 (35)<br>111 (32)                                                                           | 1,02,204      |
| Mufassal .. .. .            | 2,487      | ..                                                                                                                                                                | 5,11,608      | 3,345      | 3 (40) C.I.D. and<br>6 (35) Chief office.<br>12 (32)<br>657 (35)<br>1,144 (30)<br>1,205 (27)<br>313 (26) | 11,85,984     |
| Constables—                 |            |                                                                                                                                                                   |               |            |                                                                                                          |               |
| City .. .. .                | 1,238      | 305 (10)<br>310 (9)<br>623 (8)                                                                                                                                    | 1,29,888      | 1,257      | 22 to 27                                                                                                 | 3,58,116      |
| Mufassal .. .. .            | 18,852     | 5 (10)<br>5 (9)<br>6 (8)<br>6,347 (8)<br>12,489 (7)                                                                                                               | 16,60,104     | 26,163     | 42 (22 to 27) C.I.D. and<br>Chief office.<br>26,121 (17 to 22 or<br>16½ to 21½)                          | 58,25,814     |

\* Includes four Superintendents.

## Statement showing the total strength of the Police force in certain districts in 1921.

| District.          | Number of Superintendents. | Number of Assistant Superintendents. | Number of Deputy Superintendents. | Number of Inspectors. | Number of Sub-Inspectors. | Number of Sergeants. | Number of Head Constables. | Number of Constables. | Total. |
|--------------------|----------------------------|--------------------------------------|-----------------------------------|-----------------------|---------------------------|----------------------|----------------------------|-----------------------|--------|
| Ganjam .. .. .     | 1                          | 1                                    | 1                                 | 8                     | 40                        | 2                    | 94                         | 579                   | 726    |
| Chingleput .. .. . | 1                          | ..                                   | 1                                 | 10                    | 51                        | 5                    | 141                        | 866                   | 1,076  |
| Tinnevely .. .. .  | 1                          | 2                                    | 1                                 | 10                    | 52                        | 8                    | 136                        | 1,153                 | 1,363  |
| Total .. .. .      | 3                          | 3                                    | 3                                 | 28                    | 143                       | 15                   | 371                        | 2,598                 | 3,164  |

## Allocation list of Ganjam district.

| Name of circle. | Name of station or outpost. | Sanctioned strength. |                 |                  |             |
|-----------------|-----------------------------|----------------------|-----------------|------------------|-------------|
|                 |                             | Sergeants.           | Sub-Inspectors. | Head Constables. | Constables. |
| Ichchapuram     | Ichchapuram                 | ..                   | 1               | 2                | 19          |
|                 | Sompeta                     | ..                   | 1               | 2                | 12          |
|                 | Nowgam                      | ..                   | 1               | 2                | 9           |
|                 | Padmanabhapur               | ..                   | 1               | 2                | 8           |
|                 | Jarada                      | ..                   | 1               | 2                | 8           |
|                 | Total ..                    | ..                   | 5               | 10               | 56          |
| Berhampur       | Berhampur town              | ..                   | 1               | 6                | 51          |
|                 | Berhampur taluk             | ..                   | 2               | 4                | 26          |
|                 | Kukkadakandi outpost        | ..                   | ..              | 1                | 5           |
|                 | Gopalpur outpost            | ..                   | ..              | 1                | 5           |
|                 | Chatrapur                   | ..                   | 1               | 3                | 11          |
|                 | Ganjam outpost              | ..                   | ..              | 1                | 6           |
|                 | Bambha                      | ..                   | 1               | 3                | 8           |
|                 | Panditigam outpost          | ..                   | ..              | 1                | 4           |
|                 | Begu Naupada                | ..                   | 1               | 2                | 7           |
|                 | Total ..                    | ..                   | 6               | 31               | 123         |
| Aska            | Aska                        | ..                   | 1               | 2                | 22          |
|                 | Bodaguda                    | ..                   | 1               | 2                | 8           |
|                 | Ingili                      | ..                   | 1               | 2                | 10          |
|                 | Pattapuram                  | ..                   | 1               | 2                | 9           |
|                 | Purushottampur              | ..                   | 1               | 2                | 14          |
|                 | Total ..                    | ..                   | 5               | 10               | 63          |
| Chicacole       | Chicacole town              | ..                   | 1               | 5                | 28          |
|                 | Chicacole taluk             | ..                   | 1               | 2                | 21          |
|                 | Calingapatam outpost        | ..                   | ..              | 1                | 5           |
|                 | Narasannapet                | ..                   | 1               | 2                | 12          |
|                 | Saribujili                  | ..                   | 1               | 2                | 8           |
|                 | Amudalavalasa outpost       | ..                   | ..              | 1                | 6           |
|                 | Saravakota                  | ..                   | 1               | 3                | 14          |
|                 | Tekkali                     | ..                   | 1               | 2                | 12          |
|                 | Total ..                    | ..                   | 6               | 18               | 106         |
| Kimedi          | Kimedi                      | ..                   | 1               | 3                | 27          |
|                 | Hiramandalam                | ..                   | 1               | 2                | 10          |
|                 | Varanasi                    | ..                   | 1               | 2                | 7           |
|                 | Batili outpost              | ..                   | ..              | 1                | 4           |
|                 | Kasibugga                   | ..                   | 1               | 3                | 7           |
|                 | Total ..                    | ..                   | 4               | 10               | 55          |
| Russellkonda    | Russellkonda                | ..                   | 1               | 2                | 21          |
|                 | Mujjagada outpost           | ..                   | ..              | 1                | 4           |
|                 | Buguda                      | ..                   | 1               | 2                | 9           |
|                 | Tarasingi                   | ..                   | 1               | 2                | 7           |
|                 | Surada                      | ..                   | 1               | 2                | 12          |
|                 | Gangupur                    | ..                   | 1               | 2                | 8           |
|                 | Total ..                    | ..                   | 5               | 11               | 61          |

## District Abstract.

| Name of circle.                        | Number of |           | Strength.   |            |                 |                  |             |                                    |
|----------------------------------------|-----------|-----------|-------------|------------|-----------------|------------------|-------------|------------------------------------|
|                                        | Stations. | Outposts. | Inspectors. | Sergeants. | Sub-Inspectors. | Head-constables. | Constables. | 15 per cent Reserve of constables. |
| Ichchapuram .. ..                      | 5         | ..        | 1           | ..         | 5               | 10               | 56          | ..                                 |
| Berhampur .. ..                        | 5         | 4         | 1           | ..         | 6               | 21               | 123         | ..                                 |
| Aska .. ..                             | 5         | ..        | 1           | ..         | 5               | 10               | 63          | ..                                 |
| Chicacole .. ..                        | 6         | 2         | 1           | ..         | 6               | 18               | 106         | ..                                 |
| Kimedi .. ..                           | 4         | 1         | 1           | ..         | 4               | 10               | 55          | ..                                 |
| Russellkonda .. ..                     | 5         | 1         | 1           | ..         | 5               | 11               | 61          | ..                                 |
| Armed Reserves .. ..                   | ..        | ..        | 1           | 2          | ..              | 12               | 89          | 18                                 |
| Headquarters school .. ..              | ..        | ..        | ..          | ..         | ..              | 1                | ..          | ..                                 |
| Prosecuting staff .. ..                | ..        | ..        | 1           | ..         | 3               | ..               | ..          | ..                                 |
| 14 per cent reserve of Sub-Inspectors. | ..        | ..        | ..          | ..         | 5               | ..               | ..          | ..                                 |
| Central Recruits' School, Vizianagram. | ..        | ..        | ..          | ..         | 1               | 1                | ..          | ..                                 |
| Total ..                               | 30        | 8         | 8           | 2          | 40              | 94               | 553         | 18                                 |
|                                        |           |           |             |            |                 |                  |             | 571                                |

## Details for the Armed Reserve—Chatrapur.

| Duties.                            | Strength.        |             |
|------------------------------------|------------------|-------------|
|                                    | Head constables. | Constables. |
| (1) Emergency Force .. .. .        | 3                | 36          |
| (2) Fixed duties—                  |                  |             |
| Reserve head constable .. .. .     | 1                | ..          |
| Armourer and bellows boy .. .. .   | 1                | 1           |
| Treasury guard .. .. .             | 2                | 8           |
| Sub-jail guard .. .. .             | ..               | 3           |
| Sessions Court guard .. .. .       | 2                | 8           |
| Office guard .. .. .               | ..               | 4           |
| Orderlies .. .. .                  | ..               | 13          |
| Total .. .. .                      | 6                | 37          |
| (3) Other duties—                  |                  |             |
| Prisoners' escort .. .. .          | 1                | 2           |
| Treasury escort .. .. .            | 1                | 5           |
| Festival duty .. .. .              | ..               | ..          |
| Plague duty .. .. .                | ..               | ..          |
| Special duty .. .. .               | 1                | 9           |
| Total .. .. .                      | 3                | 16          |
| Total of the armed reserve .. .. . | 12               | 89          |
| 15 per cent reserve .. .. .        | ..               | 18          |
| Total .. .. .                      | 12               | 107         |

## Allocation list of Chingleput district.

| Name of circle.       | Name of station or outpost.        | Sanctioned strength. |                 |                  |             |
|-----------------------|------------------------------------|----------------------|-----------------|------------------|-------------|
|                       |                                    | Sergeants.           | Sub-Inspectors. | Head constables. | Constables. |
| St. Thomas' Mount.    | St. Thomas' Mount .. .. .          | 1                    | 1               | 6                | 54          |
|                       | Pallavaram .. .. .                 | ..                   | 1               | 2                | 13          |
|                       | Saidapet town .. .. .              | ..                   | 1               | 6                | 28          |
|                       | Guindy Park outpost .. .. .        | ..                   | ..              | 2                | 12          |
|                       | Total .. .. .                      | 1                    | 3               | 15               | 107         |
| Ponneri .. .. .       | Sattiyavedu .. .. .                | ..                   | 1               | 3                | 14          |
|                       | Uttukottai outpost .. .. .         | ..                   | ..              | 1                | 4           |
|                       | Ponneri .. .. .                    | ..                   | 1               | 3                | 19          |
|                       | Karanodai outpost .. .. .          | ..                   | ..              | 1                | 4           |
|                       | Arani .. .. .                      | ..                   | 1               | 2                | 10          |
|                       | Obalapuram outpost .. .. .         | ..                   | ..              | 1                | 4           |
|                       | Fulicat .. .. .                    | ..                   | 1               | 2                | 7           |
|                       | Varadappalayam .. .. .             | ..                   | 1               | 2                | 11          |
|                       | Arambakkam outpost .. .. .         | ..                   | ..              | 1                | 3           |
|                       | Total .. .. .                      | ..                   | 5               | 16               | 76          |
| Tiruvallur .. .. .    | Tiruvallur .. .. .                 | ..                   | 2               | 7                | 38          |
|                       | Perambakkam outpost .. .. .        | ..                   | ..              | 1                | 3           |
|                       | Vengal .. .. .                     | ..                   | 1               | 2                | 10          |
|                       | Pennalurpet .. .. .                | ..                   | 1               | 2                | 10          |
|                       | Ramanjeri outpost .. .. .          | ..                   | ..              | 1                | 4           |
|                       | Nagalapuram .. .. .                | ..                   | 1               | 2                | 11          |
|                       | Total .. .. .                      | ..                   | 5               | 15               | 76          |
| Sriperumbudur .. .. . | Poonamallee .. .. .                | ..                   | 1               | 6                | 32          |
|                       | Pillaihattam .. .. .               | ..                   | 1               | 2                | 12          |
|                       | Avadi .. .. .                      | ..                   | 1               | 2                | 8           |
|                       | Sriperumbudur .. .. .              | ..                   | 1               | 3                | 19          |
|                       | Manimangalam .. .. .               | ..                   | 1               | 2                | 8           |
|                       | Total .. .. .                      | ..                   | 5               | 15               | 79          |
| Sembiam .. .. .       | Saidapet taluk .. .. .             | ..                   | 2               | 3                | 20          |
|                       | Elphinstone bridge outpost .. .. . | ..                   | ..              | 1                | 4           |
|                       | Kodambakkam outpost .. .. .        | ..                   | ..              | 1                | 4           |
|                       | Maduravayal outpost .. .. .        | ..                   | ..              | 1                | 5           |
|                       | Tiruvottiyar .. .. .               | ..                   | 1               | 2                | 17          |
|                       | Sembiam .. .. .                    | 1                    | 2               | 6                | 36          |
|                       | Red hills outpost .. .. .          | ..                   | ..              | 1                | 4           |
|                       | Total .. .. .                      | 1                    | 5               | 15               | 90          |
| Chingleput .. .. .    | Chingleput .. .. .                 | ..                   | 1               | 6                | 49          |
|                       | Guduvanoheri outpost .. .. .       | ..                   | ..              | 1                | 4           |
|                       | Tirupporur .. .. .                 | ..                   | 1               | 2                | 14          |
|                       | Sadras .. .. .                     | ..                   | 1               | 2                | 9           |
|                       | Tirukkalkunram .. .. .             | ..                   | 1               | 2                | 13          |
|                       | Total .. .. .                      | ..                   | 4               | 13               | 89          |
| Madurantakam .. .. .  | Madurantakam .. .. .               | ..                   | 2               | 3                | 29          |
|                       | Chunampet .. .. .                  | ..                   | 1               | 2                | 11          |
|                       | Chittampur outpost .. .. .         | ..                   | ..              | 1                | 8           |
|                       | Cheyur .. .. .                     | ..                   | 1               | 2                | 13          |
|                       | Acharapakkam .. .. .               | ..                   | 1               | 2                | 15          |
|                       | Uttaramerur .. .. .                | ..                   | 1               | 2                | 19          |
|                       | Peranagar outpost .. .. .          | ..                   | ..              | 1                | 4           |
|                       | Mangalam outpost .. .. .           | ..                   | ..              | 1                | 4           |
|                       | Total .. .. .                      | ..                   | 6               | 14               | 102         |
| Conjeevaram .. .. .   | Sivakanthi .. .. .                 | ..                   | 1               | 6                | 32          |
|                       | Vishnukanthi .. .. .               | ..                   | 1               | 5                | 33          |
|                       | Kanchi taluk .. .. .               | ..                   | 1               | 3                | 23          |
|                       | Balohetti outpost .. .. .          | ..                   | ..              | 1                | 4           |
|                       | Walujabad .. .. .                  | ..                   | 1               | 2                | 13          |
|                       | Total .. .. .                      | ..                   | 4               | 17               | 105         |

## Chingleput district—Abstract.

| Name of circle.                               | Number of |           | Strength.   |            |                 |                  |             |                                    |
|-----------------------------------------------|-----------|-----------|-------------|------------|-----------------|------------------|-------------|------------------------------------|
|                                               | Stations. | Outposts. | Inspectors. | Sergeants. | Sub-Inspectors. | Head constables. | Constables. | 15 per cent reserve of constables. |
| St. Thomas' Mount .. .. .                     | 3         | 1         | 1           | 1          | 3               | 15               | 107         | ..                                 |
| Ponneri .. .. .                               | 5         | 4         | 1           | ..         | 5               | 16               | 76          | ..                                 |
| Tiruvallur .. .. .                            | 4         | 2         | 1           | ..         | 5               | 15               | 76          | ..                                 |
| Sriperumbudur .. .. .                         | 5         | ..        | 1           | ..         | 5               | 15               | 79          | ..                                 |
| Sembiam .. .. .                               | 3         | 4         | 1           | 1          | 5               | 15               | 90          | ..                                 |
| Chingleput .. .. .                            | 4         | 1         | 1           | ..         | 4               | 13               | 89          | ..                                 |
| Madurantakam .. .. .                          | 5         | 3         | 1           | ..         | 6               | 14               | 102         | ..                                 |
| Conjeevaram .. .. .                           | 4         | 1         | 1           | ..         | 4               | 17               | 105         | ..                                 |
| Armed reserve .. .. .                         | ..        | ..        | 1           | 3          | ..              | 14               | 104         | 23                                 |
| Prosecuting staff .. .. .                     | ..        | ..        | 1           | ..         | 3               | ..               | ..          | ..                                 |
| 14 per cent reserve of Sub-Inspectors .. .. . | ..        | ..        | ..          | ..         | 7               | ..               | ..          | ..                                 |
| School .. .. .                                | ..        | ..        | ..          | ..         | ..              | 1                | ..          | ..                                 |
| Central Recruits' School .. .. .              | ..        | ..        | ..          | ..         | 4               | 4                | ..          | ..                                 |
| Total .. .. .                                 | 33        | 16        | 10          | 5          | 51              | 139              | 828         | 22                                 |

## Details for the armed reserve.

| Duties.                          | Strength.        |             |
|----------------------------------|------------------|-------------|
|                                  | Head constables. | Constables. |
| (1) Emergency Force— .. .. .     | 3                | 36          |
| (2) Fixed duties— .. .. .        |                  |             |
| Reserve head constable .. .. .   | 1                | ..          |
| Armourer and bellows boy .. .. . | 1                | 1           |
| Treasury guard .. .. .           | 2                | 13          |
| Sessions court guard .. .. .     | 1                | 3           |
| Office guard .. .. .             | 1                | 3           |
| Orderlies .. .. .                | ..               | 22          |
| Total .. .. .                    | 6                | 42          |
| (3) Other duties— .. .. .        |                  |             |
| Prisoner's escort .. .. .        | 5                | 26          |
| Treasure escort .. .. .          | ..               | ..          |
| Special duty .. .. .             | ..               | ..          |
| Total .. .. .                    | 5                | 26          |
| Total armed reserve .. .. .      | 14               | 104         |
| 15 per cent reserve .. .. .      | ..               | 22          |
| Total .. .. .                    | 14               | 126         |

## Allocation list of Tinnevely district.

| Name of circles.      | Name of station or outpost.         | Sanctioned strength. |                 |                  |             |
|-----------------------|-------------------------------------|----------------------|-----------------|------------------|-------------|
|                       |                                     | Sergeants.           | Sub-Inspectors. | Head constables. | Constables. |
| Tinnevely             | Tinnevely .. .. .                   | ..                   | 1               | 6                | 54          |
|                       | Pettai outpost .. .. .              | ..                   | 1               | 1                | 6           |
|                       | Tinnevely Bridge .. .. .            | ..                   | 2               | 5                | 35          |
|                       | Manoor .. .. .                      | ..                   | 1               | 2                | 13          |
|                       | Sidaparpanallur outpost .. .. .     | ..                   | 1               | 1                | 6           |
|                       | Sivulaperi .. .. .                  | ..                   | 1               | 2                | 9           |
|                       | Gangukondan outpost .. .. .         | ..                   | 1               | 1                | 6           |
|                       | Palamcottah .. .. .                 | ..                   | 2               | 6                | 60          |
|                       | Munnirpalam outpost .. .. .         | ..                   | ..              | 1                | 8           |
|                       | Total .. .. .                       | ..                   | 7               | 25               | 197         |
| Sankaranayinar-koyil. | Sankaranayinar-koyil .. .. .        | ..                   | 2               | 2                | 30          |
|                       | Chinna Kovilankulam outpost .. .. . | ..                   | 1               | 1                | 4           |
|                       | Kalugumalai .. .. .                 | ..                   | 1               | 2                | 14          |
|                       | Panavudalai .. .. .                 | ..                   | 1               | 2                | 9           |
|                       | Sivagiri .. .. .                    | ..                   | 1               | 2                | 10          |
|                       | Puliangudi .. .. .                  | ..                   | 1               | 2                | 13          |
|                       | Total .. .. .                       | ..                   | 6               | 11               | 80          |
| Ambasamudram          | Ambasamudram .. .. .                | ..                   | 1               | 2                | 29          |
|                       | Kalladaikurichi outpost .. .. .     | ..                   | 1               | 1                | 4           |
|                       | Sermadevi .. .. .                   | ..                   | 1               | 2                | 15          |
|                       | Gopalasamudram outpost .. .. .      | ..                   | 1               | 1                | 4           |
|                       | Viravenallur outpost .. .. .        | ..                   | 1               | 1                | 4           |
|                       | Kadayam .. .. .                     | ..                   | 1               | 2                | 14          |
|                       | Virakalampudur .. .. .              | ..                   | 1               | 2                | 12          |
|                       | Alankulam outpost .. .. .           | ..                   | 1               | 1                | 4           |
|                       | Tenkasi .. .. .                     | ..                   | 2               | 3                | 30          |
|                       | Kadayanallur .. .. .                | ..                   | 1               | 2                | 14          |
|                       | Total .. .. .                       | ..                   | 7               | 17               | 130         |
| Nanguneri             | Nanguneri .. .. .                   | ..                   | 1               | 2                | 32          |
|                       | Marukalkurichi outpost .. .. .      | ..                   | 1               | 1                | 16          |
|                       | Kalakkadu .. .. .                   | ..                   | 1               | 2                | 15          |
|                       | Pulam outpost .. .. .               | ..                   | 1               | 1                | 12          |
|                       | Tirukkarakudi outpost .. .. .       | ..                   | 1               | 1                | 6           |
|                       | Thiayanvellai .. .. .               | ..                   | 1               | 2                | 14          |
|                       | Vijayanarayanam outpost .. .. .     | ..                   | 1               | 1                | 5           |
|                       | Radhapuram .. .. .                  | ..                   | 1               | 2                | 17          |
|                       | Valliyur .. .. .                    | ..                   | 1               | 2                | 13          |
|                       | Panakudi outpost .. .. .            | ..                   | 1               | 1                | 6           |
|                       | Total .. .. .                       | ..                   | 5               | 15               | 136         |
| Srivaikuntam          | Seydunganallur .. .. .              | ..                   | 1               | 2                | 13          |
|                       | Murappanad outpost .. .. .          | ..                   | 1               | 1                | 4           |
|                       | Srivaikuntam .. .. .                | ..                   | 1               | 2                | 24          |
|                       | Alwartirunagari .. .. .             | ..                   | 1               | 2                | 13          |
|                       | Tiruchendur .. .. .                 | ..                   | 1               | 2                | 25          |
|                       | Arumuganari outpost .. .. .         | ..                   | 1               | 1                | ..          |
|                       | Sattankulam .. .. .                 | ..                   | 1               | 2                | 15          |
|                       | Kulasekharapatnam .. .. .           | ..                   | 1               | 2                | 10          |
|                       | Total .. .. .                       | ..                   | 6               | 14               | 104         |
| Tuticorin             | Tuticorin town .. .. .              | ..                   | 1               | 1                | 49          |
|                       | Pudukkottai .. .. .                 | ..                   | 1               | 2                | 10          |
|                       | Tattaparai outpost .. .. .          | ..                   | 1               | 1                | 6           |
|                       | Ottappidaram .. .. .                | ..                   | 1               | 2                | 16          |
|                       | Maniyachi .. .. .                   | ..                   | 1               | 2                | 10          |
|                       | Kayattar .. .. .                    | ..                   | 1               | 1                | 11          |
|                       | Kadambur outpost .. .. .            | ..                   | 1               | 1                | 5           |
|                       | Perungulam .. .. .                  | ..                   | 1               | 2                | 9           |
|                       | Total .. .. .                       | 1                    | 6               | 15               | 116         |
| Kovilpatti            | Kovilpatti .. .. .                  | ..                   | 1               | 2                | 27          |
|                       | Vilattikulam .. .. .                | ..                   | 1               | 2                | 18          |
|                       | Pudur .. .. .                       | ..                   | 1               | 2                | 11          |
|                       | Ettiypuram .. .. .                  | ..                   | 1               | 2                | 14          |
|                       | Eppothuvendran .. .. .              | ..                   | 1               | 2                | 10          |
|                       | Total .. .. .                       | ..                   | 5               | 10               | 80          |

\* Six constables required for the outpost are met from the district strength.

## Tinnevely district—Abstract.

| Name of circle.                        | Number of |           | Strength.   |            |                 |                  |             | 15 per cent reserve of constables. |
|----------------------------------------|-----------|-----------|-------------|------------|-----------------|------------------|-------------|------------------------------------|
|                                        | Stations. | Outposts. | Inspectors. | Sergeants. | Sub-Inspectors. | Head constables. | Constables. |                                    |
| Tinnevely reserves                     | ..        | ..        | 1           | 5          | ..              | 22               | 210         | 40                                 |
| Do. circle                             | 5         | 4         | 1           | ..         | 7               | 25               | 197         | ..                                 |
| Sankaranayinar-koyil                   | 5         | 1         | 1           | ..         | 6               | 11               | 80          | ..                                 |
| Ambasamudram                           | 6         | 4         | 1           | ..         | 7               | 17               | 130         | ..                                 |
| Nanguneri                              | 5         | 5         | 1           | ..         | 5               | 15               | 136         | ..                                 |
| Srivaikuntam                           | 6         | 2         | 1           | ..         | 6               | 14               | 104         | ..                                 |
| Tuticorin                              | 6         | 2         | 1           | 1          | 6               | 15               | 116         | ..                                 |
| Kovilpatti                             | 5         | ..        | 1           | ..         | 5               | 10               | 80          | ..                                 |
| Tuticorin special force                | ..        | ..        | 1           | 2          | ..              | 6                | 50          | 10                                 |
| Total                                  | 38        | 18        | 9           | 8          | 42              | 135              | 1,103       | 50                                 |
| School                                 | ..        | ..        | ..          | ..         | ..              | 1                | ..          | ..                                 |
| Prosecuting staff                      | ..        | ..        | 1           | ..         | 4               | ..               | ..          | ..                                 |
| 14 per cent reserve of Sub-Inspectors. | ..        | ..        | ..          | ..         | 7               | ..               | ..          | ..                                 |
| Grand total                            | 38        | 18        | 10          | 8          | 53              | 136              | 1,103       | 50                                 |

## Armed reserve.

| Duties.                               | Tinnevely.       |             | Tuticorin.       |             |
|---------------------------------------|------------------|-------------|------------------|-------------|
|                                       | Head constables. | Constables. | Head constables. | Constables. |
| 1. Emergency Force                    | 8                | 96          | 4                | 48          |
| 2. Fixed duties—                      |                  |             |                  |             |
| Reserve head constables               | 2                | 1           | 1                | ..          |
| Armourer and bellows boy              | 1                | 1           | ..               | ..          |
| Treasury guard                        | 2                | 12          | ..               | ..          |
| Store and magazine guard              | 2                | 8           | ..               | ..          |
| Sessions court guard                  | 1                | 5           | ..               | ..          |
| Office guard                          | ..               | 4           | 1                | 2           |
| Orderlies                             | ..               | 19          | ..               | ..          |
| Total                                 | 8                | 49          | 2                | 2           |
| 3. Other duties—                      |                  |             |                  |             |
| Prisoner's escort and treasure escort | 1                | 15          | ..               | ..          |
| Special duty                          | 5                | 50          | ..               | ..          |
| Total                                 | 6                | 65          | ..               | ..          |
| Total armed reserve                   | 22               | 210         | 6                | 50          |
| Add 15 per cent reserve               | ..               | 40          | ..               | 10          |
| Total                                 | 22               | 250         | 6                | 60          |

## Allocation of the railway police staff employed on the South Indian Railway.

| Station or outpost.                       | Inspector. | Sergeant. | Sub-Inspector. | Head constables.  |                 | Constables.       |                 |
|-------------------------------------------|------------|-----------|----------------|-------------------|-----------------|-------------------|-----------------|
|                                           |            |           |                | Travelling staff. | Platform staff. | Travelling staff. | Platform staff. |
| Madura Circle.                            |            |           |                |                   |                 |                   |                 |
| Madura .. .. .                            | 1          | 1         | 2              | 1                 | 3               | 11                | 15              |
| Manapparai outpost .. .. .                | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Dindigul outpost .. .. .                  | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Kodaikanal outpost .. .. .                | ..         | ..        | ..             | ..                | 1               | ..                | 2               |
| Tuticorin .. .. .                         | ..         | ..        | 1              | 1                 | 1               | 6                 | 7               |
| Maniyachi outpost .. .. .                 | ..         | ..        | ..             | ..                | 1               | ..                | 3               |
| Virudupatti .. .. .                       | ..         | ..        | ..             | ..                | 1               | ..                | 2               |
| Tiruparankunram outpost .. .. .           | ..         | ..        | ..             | ..                | 1               | ..                | 6               |
| Tinnevely bridge .. .. .                  | ..         | ..        | 1              | 1                 | 1               | 8                 | 7               |
| Quilon outpost .. .. .                    | ..         | ..        | ..             | 1                 | 1               | 3                 | 3               |
| Trivandrum outpost .. .. .                | ..         | ..        | ..             | 1                 | 1               | 7                 | 4               |
| Ramnad .. .. .                            | ..         | ..        | 1              | 1                 | ..              | ..                | 5               |
| Rameswaram outpost .. .. .                | ..         | ..        | 1              | 1                 | 1               | 7                 | 4               |
| Dhanushkodi outpost .. .. .               | ..         | 1         | ..             | 2                 | 1               | ..                | 3               |
| Total .. .. .                             | 1          | 2         | 5              | 7                 | 11              | 35                | 70              |
| Calicut Circle.                           |            |           |                |                   |                 |                   |                 |
| Shoranur .. .. .                          | ..         | ..        | 1              | 1                 | 2               | 12                | 9               |
| Tiruchur outpost .. .. .                  | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Ernakulam outpost .. .. .                 | ..         | ..        | ..             | ..                | 1               | ..                | 3               |
| Olavakkot outpost .. .. .                 | ..         | ..        | ..             | ..                | 1               | ..                | 5               |
| Palghat outpost .. .. .                   | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Calicut .. .. .                           | 1          | ..        | 1              | 2                 | 2               | 10                | 9               |
| Tirur outpost .. .. .                     | ..         | ..        | ..             | ..                | ..              | ..                | 4               |
| Tellicherry outpost .. .. .               | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Mangalore .. .. .                         | ..         | ..        | 1              | 1                 | ..              | 5                 | 8               |
| Cannanore outpost .. .. .                 | ..         | ..        | ..             | ..                | 1               | ..                | 5               |
| Total .. .. .                             | 1          | ..        | 3              | 4                 | 7               | 27                | 49              |
| Podanur Circle.                           |            |           |                |                   |                 |                   |                 |
| Erode .. .. .                             | ..         | ..        | 1              | 1                 | 2               | 7                 | 13              |
| Salem .. .. .                             | ..         | ..        | 1              | 1                 | 2               | 7                 | 11              |
| Dharmapuri outpost .. .. .                | ..         | ..        | ..             | ..                | ..              | 3                 | 2               |
| Morappur outpost .. .. .                  | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Tirupattur outpost .. .. .                | ..         | ..        | ..             | ..                | 1               | ..                | 2               |
| Podanur .. .. .                           | 1          | ..        | 2              | 2                 | 4               | 14                | 9               |
| Tiruppur outpost .. .. .                  | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Coimbatore outpost .. .. .                | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Mettupalaiyam outpost .. .. .             | ..         | ..        | ..             | ..                | 1               | ..                | 4               |
| Pollachi outpost .. .. .                  | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Ootacamund .. .. .                        | ..         | 1         | 1              | 1                 | 1               | 7                 | 3               |
| Coonoor outpost .. .. .                   | ..         | 1         | ..             | ..                | 1               | ..                | 4               |
| Total .. .. .                             | 1          | 2         | 5              | 5                 | 12              | 40                | 56              |
| Trichinopoly Circle.                      |            |           |                |                   |                 |                   |                 |
| Tiruvalur .. .. .                         | ..         | ..        | 1              | 1                 | 2               | 11                | 9               |
| Arantangi outpost .. .. .                 | ..         | ..        | ..             | ..                | ..              | ..                | 3               |
| Vedaranniyam outpost .. .. .              | ..         | ..        | ..             | ..                | ..              | 2                 | ..              |
| Nagore outpost .. .. .                    | ..         | ..        | ..             | ..                | 1               | ..                | 2               |
| Negapatam outpost .. .. .                 | ..         | ..        | ..             | ..                | ..              | ..                | 5               |
| Tanjore .. .. .                           | ..         | ..        | 1              | 1                 | 2               | 12                | 9               |
| Kumbakonam outpost .. .. .                | ..         | ..        | ..             | ..                | 1               | ..                | 3               |
| Nidamangalam outpost .. .. .              | ..         | ..        | ..             | ..                | ..              | 2                 | ..              |
| Trichinopoly .. .. .                      | 1          | 1         | 2              | 2                 | 2               | 15                | 16              |
| Trichinopoly Fort outpost .. .. .         | ..         | ..        | ..             | ..                | 1               | ..                | 6               |
| Karur outpost .. .. .                     | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Total .. .. .                             | 1          | 1         | 4              | 4                 | 9               | 42                | 54              |
| Madras (Egmore) Circle.                   |            |           |                |                   |                 |                   |                 |
| Egmore .. .. .                            | 1          | 2         | 1              | 1                 | 2               | 13                | 16              |
| Beach outpost .. .. .                     | ..         | ..        | ..             | ..                | 1               | ..                | 4               |
| Chingleput .. .. .                        | ..         | ..        | 1              | 1                 | 2               | 13                | 11              |
| Tindivanam outpost .. .. .                | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Conjeevaram outpost .. .. .               | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Villupuram .. .. .                        | ..         | ..        | 1              | 1                 | 2               | 5                 | 19              |
| Tiruvannamalai outpost .. .. .            | ..         | ..        | ..             | ..                | ..              | ..                | 2               |
| Vellore outpost .. .. .                   | ..         | ..        | 1              | 1                 | 2               | 13                | 12              |
| Mayavaram .. .. .                         | ..         | ..        | ..             | ..                | ..              | ..                | 3               |
| Ouddalore outpost .. .. .                 | ..         | ..        | ..             | ..                | ..              | ..                | 3               |
| Total .. .. .                             | 1          | 2         | 4              | 4                 | 9               | 44                | 74              |
| Office guard .. .. .                      | ..         | ..        | ..             | ..                | 1               | ..                | 4               |
| Prosecuting staff .. .. .                 | 1          | ..        | 1              | ..                | ..              | ..                | ..              |
| Vacancy Reserve of Sub-Inspectors .. .. . | ..         | ..        | 4              | ..                | ..              | ..                | ..              |
| Grand total .. .. .                       | 6          | 7         | 26             | 24                | 49              | 188               | 307             |

## Allocation of the Railway Police staff employed on the Madras and Southern Mahratta Railway and on the portions of the Bengal-Nagpur Railway and Nizam's Guaranteed State Railways which are within this Presidency.

| Name of railway.                                     | Name of circle. | Station or outpost.                   | Inspectors. | Sergeants. | Sub-Inspectors. | Head constables.  |                 | Constables.       |                 |
|------------------------------------------------------|-----------------|---------------------------------------|-------------|------------|-----------------|-------------------|-----------------|-------------------|-----------------|
|                                                      |                 |                                       |             |            |                 | Travelling staff. | Platform staff. | Travelling staff. | Platform staff. |
| Bengal-Nagpur Railway.                               | Waltair ..      | Berhampur .. .. .                     | ..          | ..         | 1               | 1                 | 1               | 12                | 6               |
|                                                      |                 | Palasa outpost .. .. .                | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Vizianagram .. .. .                   | ..          | ..         | 1               | 1                 | 1               | 12                | 7               |
|                                                      |                 | Bobbili outpost .. .. .               | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Parvatipur outpost .. .. .            | ..          | ..         | ..              | ..                | 1               | ..                | 2               |
|                                                      |                 | Saluru outpost .. .. .                | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Waltair .. .. .                       | 1           | ..         | 1               | 1                 | 1               | 7                 | 9               |
|                                                      |                 | Vizagapatam outpost .. .. .           | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Tuni outpost .. .. .                  | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Basahmundry .. .. .                   | ..          | ..         | 1               | 1                 | 1               | 6                 | 7               |
|                                                      |                 | Godavari outpost .. .. .              | ..          | ..         | ..              | ..                | 1               | ..                | 5               |
|                                                      |                 | Samalkota outpost .. .. .             | ..          | ..         | ..              | ..                | 1               | ..                | 5               |
|                                                      |                 | Cocanada town outpost .. .. .         | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Cocanada port outpost .. .. .         | ..          | ..         | ..              | ..                | 1               | ..                | 2               |
|                                                      |                 | Total .. .. .                         | 1           | ..         | 4               | 4                 | 9               | 37                | 57              |
|                                                      | Beawada ..      | Beawada .. .. .                       | 1           | 1          | 3               | 1                 | 4               | 11                | * 33            |
|                                                      |                 | Ellore outpost .. .. .                | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Nidadavole outpost .. .. .            | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Ongole .. .. .                        | ..          | ..         | 1               | 1                 | 1               | 7                 | 5               |
|                                                      |                 | Kistna Canal outpost .. .. .          | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Bapatla outpost .. .. .               | ..          | ..         | ..              | ..                | ..              | ..                | 3               |
|                                                      |                 | Tenali .. .. .                        | ..          | ..         | ..              | ..                | 1               | ..                | 4               |
|                                                      |                 | Gudur .. .. .                         | ..          | ..         | 1               | 1                 | 1               | 7                 | 7               |
|                                                      |                 | Bitragunta outpost .. .. .            | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Nellore outpost .. .. .               | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Masulipatam outpost .. .. .           | ..          | ..         | ..              | ..                | 1               | ..                | 4               |
|                                                      |                 | Guntur .. .. .                        | ..          | ..         | 1               | 2                 | 1               | 10                | 11              |
| Tadipalli outpost .. .. .                            |                 | ..                                    | ..          | ..         | ..              | 1                 | ..              | 2                 |                 |
| Donakonda .. .. .                                    |                 | ..                                    | ..          | 1          | ..              | 1                 | 4               | 4                 |                 |
| Total .. .. .                                        |                 | 1                                     | 1           | 7          | 5               | 14                | 39              | 86                |                 |
| Bengal-Nagpur Railway.                               | Madras ..       | Central station .. .. .               | 1           | 3          | 1               | 2                 | ..              | 15                | 16              |
|                                                      |                 | Salt Cotaurs .. .. .                  | ..          | ..         | 1               | ..                | 2               | ..                | 12              |
|                                                      |                 | Basin Bridge junction outpost .. .. . | ..          | ..         | ..              | ..                | 1               | ..                | 2               |
|                                                      |                 | Perambur outpost .. .. .              | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Tiruvallur outpost .. .. .            | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Arkonam .. .. .                       | ..          | ..         | 1               | 1                 | 2               | 7                 | 13              |
|                                                      |                 | Tiruttani outpost .. .. .             | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Renigunta .. .. .                     | ..          | ..         | 1               | 1                 | 1               | 8                 | 12              |
|                                                      |                 | Nandalur outpost .. .. .              | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Rayapuram .. .. .                     | ..          | ..         | 1               | 1                 | 1               | 7                 | 8               |
|                                                      |                 | Washermanpet outpost .. .. .          | ..          | ..         | ..              | ..                | 1               | ..                | 4               |
|                                                      |                 | Ponneri outpost .. .. .               | ..          | ..         | ..              | ..                | 1               | ..                | 2               |
|                                                      |                 | Katpadi .. .. .                       | ..          | ..         | 1               | 1                 | 2               | 8                 | 15              |
|                                                      |                 | Pakala outpost .. .. .                | ..          | ..         | ..              | ..                | 1               | ..                | 6               |
|                                                      |                 | Tirupati East outpost .. .. .         | ..          | ..         | ..              | ..                | 1               | ..                | 3               |
|                                                      |                 | Jalarpet .. .. .                      | ..          | ..         | 2               | 2                 | 2               | 21                | 15              |
|                                                      |                 | Vaniyambadi outpost .. .. .           | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Ambur outpost .. .. .                 | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Gudiyattam outpost .. .. .            | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Walajah Road outpost .. .. .          | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Total .. .. .                         | 1           | 3          | 8               | 8                 | 17              | 66                | 123             |
|                                                      | Guntakal ..     | Bellary .. .. .                       | ..          | 1          | 1               | 1                 | 2               | 10                | 11              |
|                                                      |                 | Hospet outpost .. .. .                | ..          | ..         | ..              | ..                | 2               | ..                | 2               |
|                                                      |                 | Guntakal .. .. .                      | 1           | 1          | 2               | 2                 | 2               | 10                | 15              |
|                                                      |                 | Dharmavaram outpost .. .. .           | ..          | ..         | ..              | ..                | 1               | ..                | 4               |
|                                                      |                 | Hindupur outpost .. .. .              | ..          | ..         | ..              | ..                | ..              | ..                | 2               |
|                                                      |                 | Nandyal .. .. .                       | ..          | ..         | 1               | 1                 | 1               | 6                 | 4               |
| Kurnool outpost .. .. .                              |                 | ..                                    | ..          | ..         | ..              | ..                | ..              | 2                 |                 |
| Dronachalam outpost .. .. .                          |                 | ..                                    | ..          | ..         | ..              | 1                 | ..              | 3                 |                 |
| Cuddapah .. .. .                                     |                 | ..                                    | ..          | 1          | 1               | 1                 | 6               | 8                 |                 |
| Yerraguntla outpost .. .. .                          |                 | ..                                    | ..          | ..         | ..              | ..                | ..              | 2                 |                 |
| Tadpatri outpost .. .. .                             |                 | ..                                    | ..          | ..         | ..              | ..                | ..              | 2                 |                 |
| Goety .. .. .                                        |                 | ..                                    | ..          | 1          | 1               | 1                 | 6               | 6                 |                 |
| Adoni outpost .. .. .                                |                 | ..                                    | ..          | ..         | ..              | ..                | ..              | 2                 |                 |
| Tungabhadra outpost .. .. .                          |                 | ..                                    | ..          | ..         | ..              | ..                | ..              | 1                 |                 |
| Kadiri .. .. .                                       |                 | ..                                    | ..          | 1          | 1               | 1                 | 7               | 4                 |                 |
| Madanapalle Road outpost .. .. .                     |                 | ..                                    | ..          | ..         | ..              | ..                | ..              | 2                 |                 |
| Total .. .. .                                        | 1               | 2                                     | 7           | 7          | 10              | 45                | 70              |                   |                 |
| Prosecuting staff .. .. .                            | 1               | ..                                    | ..          | ..         | ..              | ..                | ..              |                   |                 |
| Office guard and orderlies .. .. .                   | ..              | ..                                    | ..          | ..         | 1               | ..                | 4               |                   |                 |
| Fourteen per cent. reserve of Sub-Inspectors .. .. . | ..              | ..                                    | 4           | ..         | ..              | ..                | ..              |                   |                 |
| Grand total .. .. .                                  | 5               | 6                                     | 30          | 24         | 51              | 187               | 345             |                   |                 |

\* Two of these constables belong to the Nizam's Guaranteed State Railways.

(10)

*Statement of crimes dealt with by the C.I.D. during 1920, 1921 and 1922.*

**1920.**

1. Theft of ballot box from Guntur Collector's office.
2. Theft of books from the Presidency College Library.
3. Abstraction of insured letters between Rangoon and Madras (sections 408 and 409 or 379, I.P.C.).
4. Rajahmundry Town currency notes forgery case.
5. Swindling by Punjab Commercial Agency of Gadag in Bombay Presidency and Guntakal.
6. Rayapuram Railway cash theft case.
7. Coromandel Life Insurance Company of Bimlipatam.
8. Loss of insured letter from Pondicherry to Bellary.
9. Malerkotla telegraphic money-order fraud case.
10. Swindling by Saiyid Abdul Majid Prancha under the name of Myrl & Co. in Madras, Calicut and Guzerat.
11. Case of counterfeit currency notes—TC/series—Rs. 100.
12. Possession of firearms by unlicensed persons in Kurnool and Anantapur districts.

**1921.**

1. Abstraction of currency notes from insured letters.
2. Ghee theft in Supply and Transport Corps.
3. Paramagudi Sub-Registrar's office forgery case.
4. Sedition cases against P. Varadarajulu Nayudu and N. S. Ramaswami Ayyangar.
5. City bomb cases arising out of mill hand troubles.
6. Rayapuram Railway cash theft case.
7. Coromandel Life Insurance Company of Bimlipatam.
8. Rajahmundry Town currency notes forgery.
9. Railway Pay Order forgery.
10. Cheating by bogus railway receipts by Abdul Gani Karim Baksh alias Abdul Wahab.
11. Malerkotla telegraphic money-order fraud case.
12. Abstraction of currency notes from Tirupur insured letter.
13. Appearance of forged five-rupee currency notes in Bangalore City—JD/18 series.
14. Appearance of forged 100-rupee currency notes in Ranipet—TA/54 series.

**1922.**

1. Paramagudi Sub-Registrar's office forgery case.
2. Investigation of interruption of telegrams.
3. Theft of insured parcel from Rangoon between Bombay and Madras.
4. Tinnevely counterfeit five-rupee currency notes case—SD/78 series.
5. Mappilla train tragedy case.
6. Theft of insured letters from Park Town Post Office late fee mail bag.
7. Theft of gold lace thread parcel from Bombay to Madras.
8. Forged currency notes cases—GC/25 series—in Madras City.
9. Rajahmundry currency note forgery case.
10. Cheating by bogus railway receipts by Abdul Gani Karim Baksh alias Abdul Wahab.
11. Inquiry regarding forged currency notes of WC/16 and 27 series.
12. Tirupati railway staff malpractices.
13. Malerkotla telegraphic money-order case.
14. Inquiry regarding forged currency notes of AA/83 series for Rs. 100 and Rs. 5 traced to Kabulis.
15. Shortage of groundnuts from Madras shipments.
16. Kalugumalai counterfeit coining case.
17. Theft of insured letters from Suramangalam for Trichinopoly.
18. Abstraction of currency notes from registered letter—Secunderabad to Coimbatore.
19. Inquiry regarding forged currency notes cases in CC/72 and CD/352 series for Rs. 100 in Cocanada.
20. Villupuram Railway Mail Service theft of insured letters.

The sanctioned strength of Sub-Inspectors in the City Police is as follows:—

|                                        | European. | Indian. |
|----------------------------------------|-----------|---------|
| Stations .. .. .                       | 22        | 22      |
| M. Division .. .. .                    | 2         | 1       |
| Intelligence Department .. .. .        | ..        | 5       |
| Court .. .. .                          | 2         | ..      |
| Prosecuting—                           |           |         |
| Presidency Magistrates' Courts .. .. . | ..        | 2       |
| Bench Courts .. .. .                   | ..        | 2       |
| Mounted Branch .. .. .                 | 1         | ..      |
| Hackney .. .. .                        | 2         | ..      |
| Motor Investigation .. .. .            | ..        | 4       |
|                                        | 29        | 36      |

A reserve of 4 European Sub-Inspectors and 14 Indian Sub-Inspectors is sanctioned to meet casualties, leave vacancies, special duties, etc. The casualties now are 5 Sub-Inspectors acting as Inspectors, 6 on leave and 10 on probation undergoing practical training. There are 4 vacancies in which 4 mufassal Sub-Inspectors are acting.

The casualty reserve was 9 prior to November 1918. It was raised to 4 and 14 as stated above for reasons mentioned in Mr. Armitage's letter, copy of which read in G.O. No. 2485, Home (Judicial), dated the 6th November 1918, is herewith enclosed. It would even now been seen that the strength of the casualty reserve is 18 whereas the actual casualties at present for all practical purposes are 21.

In addition to the reasons given by Mr. Armitage in his letter read in the above Government Order, I wish to lay special stress on the fact that unlike mufassal where head constables are made to fill casualties in the ranks of Sub-Inspectors, it is not possible to find head constables in the city to do so.

A better class of Sub-Inspector is absolutely necessary here to deal with the public and the head constables who are ignorant of English do not come up to the mark to act as Sub-Inspectors even temporarily.

A suitable reserve of Sub-Inspectors is, therefore, necessary.

**ENCLOSURES**

(1)

*Staff of the Intelligence Department.*

**Executive staff—**

- 2 Inspectors.
- 3 Sub-Inspectors.
- 2 Shorthand Sub-Inspectors.
- 5 Head Constables.
- 6 Constables.

**Intelligence Department office work—Confidential Section—**

- 2 Sub-Inspectors.
- 1 Head Constable (Typist).

(2)

*Cases investigated by the Intelligence Department during the past two years.*

**CRIME.**

A bogus organisation under the name of "The Madras Hindu Permanent Fund, Limited" was constituted in 1921 and registered with the Registrar of the Joint Stock Companies. An

ingenious system of defrauding the public by issue of bogus cheques was organized, the moving spirits being a graduate and a well-known military contractor. This matter was taken up by the Intelligence Department and after an elaborate investigation and a protracted trial the accused were convicted by the Chief Presidency Magistrate. The conviction was also upheld by the High Court.

2. Some of the directors of the abovesaid organization subsequently started a bogus lottery and obtained its registration with the Registrar of the Joint Stock Companies under false pretences. A widespread advertisement campaign was carried on in different provinces and a very large amount of money was collected under the pretext of this being a lottery recognized by Government. A graduate Government servant on a salary of Rs. 200 and another educated man were convicted.

3. A European named G. S. Blair carried on a system of cheating in Mount Road firms by false pretext of crediting to the Mercantile Bank, Limited. He was eventually arrested in Bombay and successfully prosecuted.

4. A case of systematic theft of articles from the Government Medical Stores was worked up and an employee was convicted.

5. Several Mount Road firms were cleverly cheated by a young man who successfully forged the signatures of several I.M.S. officers. This case was taken up by the Intelligence Department and the accused was convicted.

6. Cases of obtaining money by telegraphic money orders by sending bogus telegrams were brought to the notice of Commissioner by the Postal Department. This case was entrusted to the Intelligence Department and a Basra-returned Syrian Christian and an ex-convict was arrested in Bombay and convicted in the Sessions Court.

7. A burglar was watched and three cases of house-breaking were traced to him. He was convicted in all.

8. A clear transaction in indecent photos was brought to notice and the person responsible was successfully prosecuted.

9. Persistent pilfering from the Army Clothing Factory was brought to notice and an Intelligence Department officer was deputed to keep a watch. Properties worth several hundreds of rupees were traced to the possession of an employee and he was successfully prosecuted under section 411, I.P.C.

10. One hundred and thirty-six cases arising out of the mill disturbances were investigated—one of murder, 33 of arson, 67 of rioting and 35 of theft and hurt. The manner in which the cases were put up in court elicited the approbation both of the magistracy and the public. The High Court, also, confirmed the convictions in almost all the cases.

11. A postman and a packer attached to the General Post office were successfully run in for systematically forging the signatures of addressees and misappropriating the contents of the parcels entrusted to them for delivery. One of the accused was arrested in the Tea Plantations of Travancore after a lapse of two years.

12. Complaints of cheating practised by an apparently respectable person on the pretext of obtaining employments for candidates having been made, the matter was taken up by the Intelligence Department. The accused was traced and successfully prosecuted.

13. Pilfering of Thymol from the office of the Ankylostomiasis Campaign Officer was detected and a clerk was successfully prosecuted.

14. A well-known merchant in medicines and chemicals was, also, successfully prosecuted under section 411, I.P.C., for receiving the property in the abovesaid case. His appeal is still pending in the High Court.

15. The Superintendent of the Penitentiary having brought to notice a systematic carrying of correspondence between the prisoners and the outside public, the matter was taken up by the Intelligence Department, two warders were successfully prosecuted under section 42 of the Prisons Act.

16. The widespread cheating practised by K. C. Sri Manavedan Raja of Kottakal, an England-returned swindler coming from a very wealthy family in Malabar, having been brought to notice, the investigation was taken up by the Intelligence Department. He has just been arrested in Colombo and prosecuted. The case is *sub judice*.

17. An ingenious and mysterious case of theft of 500 marcs of gold lace thread worth Rs. 40,000 from the strong room of the Port Trust having baffled the investigation of the Division Police, the Intelligence Department had to step in and take up the investigation. Sixty-three and half marcs which could be proved beyond doubt to have formed part of the stolen consignment were recovered at Salem after a good deal of investigation in all parts of the Presidency. Three persons were charged, under section 411, Indian Penal Code, and the wealthy

Sourashtra merchant was convicted to 18 months' rigorous imprisonment. He was, however, given the benefit of the doubt by the High Court. The property having been proved beyond doubt to have been stolen was returned to the Port Trust.

18. Investigation in the above case disclosed systematic smuggling of gold lace thread from Pondicherry which has resulted considerable loss of revenue to Government.

Two such consignments worth Rs. 6,000 and Rs. 4,000 respectively were successfully seized. They were proved to the satisfaction of the Collector of Customs to have been smuggled and both the lots were confiscated to Government.

19 to 28. A systematic fraud and cheating committed by Sundaram Ayyar, B.A., a cashier of the Board of Revenue, in respect of diamonds valued about Rs. 70,000 were brought to notice. The investigation was taken up by the Intelligence Department and evidence was collected to prove ten cases against him. Rupees 59,000 worth of property out of the total of Rs. 70,000 lost was, also, recovered. The accused was sentenced to 18 months' rigorous imprisonment in the first set of three cases. He has appealed to the High Court. The other cases are pending trial.

29. An organized attempt was anonymously made to distribute Bolshevik literature. The investigation was taken up by the Intelligence Department. After considerable difficulty, Nilakanta Brahmachari, a dangerous revolutionary concerned in the Ashe murder case was traced to be the author of the pamphlets. He was traced after persistent search and while being escorted to the police station, he attempted to shoot the policeman with a loaded revolver in his possession. Luckily the cartridge did not explode and the revolver was wrested from his hand. Besides the cases under section 124-A, Indian Penal Code, and the Arms Act, he was prosecuted under section 307, Indian Penal Code, and sentenced to 7 years' rigorous imprisonment.

30. Information about the suspicious movement of suspected house-breakers having been received, a sharp look-out was kept by the Intelligence Department. A notorious old offender with 8 previous convictions was arrested. He was successfully prosecuted under section 110, Criminal Procedure Code, and sent to jail for failing to furnish security.

31. A bill-collector under the Madras Corporation succeeded in defrauding his employers to the extent of several thousands of rupees by an ingenious system of manipulating bills, etc. He was arrested at Rangoon and successfully prosecuted.

32. On receipt of information of systematic thefts by some employees in the Mount Road firms, the enquiry was taken up by the Intelligence Department. One Miss Ballantyne, a lady typist on a salary of Rs. 120 employed in Messrs. Oakes & Co., was traced to be in possession of a number of stolen articles and she was successfully prosecuted.

33. One B. Krishnaswami Ayyar, an educated business man, with two previous convictions for cheating was again successfully run in for defrauding the Manager of the Provincial Insurance Company of which he was the manager previously.

34. A Marwadi business man succeeded in defrauding the public to the extent of Rs. 70,000 on the score of running an auction chit fund. The accused has been charged.

35. A sensational case of attempted bribery against one Lilaram, an influential merchant in Georgetown, and his confederate of offering Rs. 8,000 to the Superintendent of Customs was investigated and is under trial.

36. Two educated Andhras of a respectable family were detected running a bogus business in Madras under different names and found to have collected Rs. 15,000 and defrauded their sub-agents. They have since been arrested and the case is under investigation.

37. In a case of theft, the complainant was not satisfied with the investigation of the Division Police who reported it as undetectable. This case was taken up by the Intelligence Department and found that the complaint was deliberately false and concocted and was ordered to be struck off as such.

38. The above complainant who happens to belong to a respectable community was found systematically cheating jewel merchants. He has been prosecuted and is undergoing trial.

39. The Intelligence Department was deputed to render assistance to the Division Police in the investigation of cases against 3 Mussalman youngsters of Washermanpet who manufactured fireworks bombs without licence in the dead of night in a shop in Mint Street which resulted in a big explosion, the collapse of the building and the death of one of the manufacturers. The surviving accused was got convicted.

40. An ingenious case of forgery and cheating by a Sourashtra broker of Madura was brought to light. Settlement Office orders were sent to a victim and he was made to part with thousands of rupees. He has been arrested and is undergoing trial.

41. A case of attempt to pass off a forged 1,000-rupee currency note was taken up and a Kabuli named Abdulla Khan was traced in Dharmapuri in Salem district to be the real possessor of it. He was found to have attempted to pass it on through intermediaries to avoid suspicion. He was committed to Sessions but discharged there by giving the benefit of the doubt.

42. The investigation of systematic fraud committed by a tailor on Military officers living within the Fort was taken up. But in the absence of any clue as regards his identity on account of many of the victims having gone home to England, further investigation was stopped.

43. On representation made by taxi companies of systematic misappropriation of wages collected from customers by the taxi drivers who manipulated the bills, an investigation by the Intelligence Department was ordered. The accused was successfully prosecuted.

44. An European named R. Ferguson was detected having made bogus claims and having misappropriated by selling raffle tickets issued at Bombay. On account of the faulty method of the Bombay people in not keeping account of the raffle tickets and in view of his having been convicted in another case, the prosecution against him was not pressed.

45. A complaint of criminal breach of trust against V. R. Karandikar, a prominent member of the Theosophical Society, Adyar, was received from the Remington Typewriter Company in respect of several valuable typewriters. Enough evidence for the prosecution was collected but in view of his having paid back the amount to the company and on their request to be permitted to withdraw their complaint, the matter was not pressed.

46. Systematic abstraction of currency notes from insured letters sent from Mount Road Post office having been reported, the investigation was entrusted to the Intelligence Department. The identical notes lost were traced and the packer was spotted to be at the bottom of the mischief. For want of legal evidence, he was not prosecuted but the trouble ended with his removal.

47. A systematic misappropriation of trust money by one of the trustees of the Amir-un-nisa Begam Endowments was brought to light. The case was successfully investigated and is pending trial.

48. A case of fraud involving a large amount by the Head clerk of the Labour Commissioner's office, Saidapet, located at Madras, was investigated. The case is pending trial.

49. A complaint of false personation of gosha ladies and the execution of documents in their names was brought to light by the Inspector-General of Registration. The accused have been charged and are under remand.

50. A habitual cheat, named Sankaranarayana Ayyar, was found to have defrauded the High Court vakils at Mylapore. He had similarly defrauded several others in the Presidency. Evidence was collected against him from all parts of the Presidency and he was charged. He is still absconding.

#### POLITICAL.

1. Khazi Abdul Rahiman, a clerk in the Port Trust and a *Khilafat* worker, was found distributing by post pamphlets invoking Muhammadan sepoys and police officers to give up Government service and also circulating the proscribed fatwa of the Ulemas. He was prosecuted under section 131, Indian Penal Code, and convicted to three years' rigorous imprisonment.

2. The same man was also found circulating the proscribed fatwa of the Ulemas with a covering letter. He was prosecuted under section 124-A, Indian Penal Code, and convicted to 18 months' rigorous imprisonment.

3. Natesa Nayakan, an ex-employee of the B.M.C. Mills, and prominent labour worker was found making violent speeches with intent to disturb the public peace in his attempt to organize National volunteers. A case under section 108, Criminal Procedure Code, was prepared and he was put up. He went to jail for one year refusing to furnish bail.

4. Chakravarthi, a Head clerk in a Muhammadan firm and member of the Volunteer Corps, was also detected making objectionable speeches which were likely to disturb the public peace. Proceedings were taken against him under section 108, Criminal Procedure Code. He tendered an abject apology which was accepted in Court and he has since kept back from employing such objectionable methods.

5. Krishnaswami Sarma, a political ex-convict and dangerous agitator, who was making objectionable speeches in and out of Madras, was also put up under section 108, Criminal Procedure Code. He went to jail for one year refusing to furnish security.

6. A case was prepared against M. S. Subrahmanya Ayyar, a non-co-operator and member of the City Congress Council, under section 108, Criminal Procedure Code, when his speeches became very objectionable and tended to disturb the public peace. He also went to jail for one year.

7. A case was also prepared against Subrahmanya Siva, under section 108, Criminal Procedure Code, for his objectionable speeches. He executed surety bonds and has remained quiet.

8. Shahul Hameed, proprietor of the 'Shahul Hameedia Press,' Triplicane, was prosecuted under section 153, Indian Penal Code, for printing objectionable pamphlets in connexion with the riot that took place on His Royal Highness the Prince of Wales' arrival day. He tendered an abject apology which was accepted by Government.

9. G. Satyanarayana, C. M. Natesa Mudaliyar and Ajanta Satyanarayana, the author, printer and publisher, respectively, of a Telugu seditious book called *Swarajya Gitamulu*, were prosecuted under section 124-A, Indian Penal Code. The author was convicted and sentenced to a long term of imprisonment and the printer and the publisher tendered an abject apology which was accepted by Government and the cases against them were withdrawn.

10. Amir Ali and Abdul Lateef Farukhi, the printer and editor, respectively, of the daily *Asad Hind* newspaper, were prosecuted under section 124-A, Indian Penal Code, for publishing seditious poems. Amir Ali tendered an abject apology and the case against him was withdrawn, and the charge against the editor was proved and he was convicted to six months' rigorous imprisonment.

11. Ghulam Ahmed, the editor and the printer of the *Qaumi* daily newspaper, was prosecuted under sections 124-A and 505, Indian Penal Code, for publishing seditious matter under the heading 'Malabar Atrocities'. He was convicted and sentenced to nine months' rigorous imprisonment, but the sentence was remitted by Government on his giving an undertaking not to take part in politics.

12. Kshemanand Rahat, a United Province Brahman and the editor and printer of the Hindi journal *Bharat Tilak*, was prosecuted under section 124-A, Indian Penal Code, for publishing seditious matter in the issue of his paper. He was convicted and sentenced to one year's rigorous imprisonment.

13. Saiyid Miran Mohi-ud-din, the captain of the volunteers, was prosecuted under sections 124-A and 131, Indian Penal Code. He was convicted by the High Court but his sentence was remitted by Government as he gave an undertaking not to take part in any political movement.

#### ARMS ACT.

Ten cases were investigated under the Indian Arms Act.

#### Intelligence Department.

| Year.                                | Confidential references disposed of in the I.D. | Meetings and conferences attended and reported upon |                          |
|--------------------------------------|-------------------------------------------------|-----------------------------------------------------|--------------------------|
|                                      |                                                 | Political.                                          | Labour and other unions. |
| 1921                                 | 2,437                                           | 92                                                  | 32                       |
| 1922                                 | 2,246                                           | 135                                                 | 30                       |
| Number of political suspects watched |                                                 | 36 (excluding those temporarily staying in Madras). |                          |

Number of newspapers and periodicals received and checked in the I.D.—

| Newspapers. |     | Periodicals. |     |
|-------------|-----|--------------|-----|
| Dailies     | No. |              | No. |
| Weekly      | 15  | Weekly       | 36  |
|             | 6   | Fortnightly  | 5   |
|             |     | Monthly      | 110 |
|             |     | Quarterly    | 11  |
|             |     | Half-yearly  | 3   |
|             |     | Occasional   | 2   |
|             |     | Yearly       | 2   |
|             | 21  |              | 169 |

Maintaining lists of special constables containing about 900 names which are revised every quarter.

*Intelligence Department.*

## Statistics of miscellaneous work.

| Year.      | Fire-arms.                                                                                              |                                        |                                                                                 |                                     | Application for pass-ports from Indians going abroad. | Cinemas.                        |
|------------|---------------------------------------------------------------------------------------------------------|----------------------------------------|---------------------------------------------------------------------------------|-------------------------------------|-------------------------------------------------------|---------------------------------|
|            | Number of state-ments of daily transactions each containing about 10 items—checked—once in a fortnight. | Number of shops inspected every month. | References on number of ship-ments of arms imported from outside British India. | Application for possession of arms. |                                                       |                                 |
| 1921 .. .. | 1,420                                                                                                   | 5                                      | 20                                                                              | 95                                  | 65                                                    | Inspection of films every week. |
| 1922 .. .. | 1,420                                                                                                   | 5                                      | 25                                                                              | 127                                 | 60                                                    |                                 |



## POLICE COMMITTEE.

### REPORT.

The committee was appointed to consider whether any, and if so what, retrenchment could be effected in the present expenditure on the police without detriment to efficiency. The objects of the retrenchment were stated to be to provide funds for accelerating the building programme and for other projects which recent events have shown to be necessary, of which the most important was the formation of adequate striking forces. The committee consisted primarily of magistrates and police officers, but Messrs. Natesa Mudaliyar and Subbarayan, as members of the Finance Committee of the Legislative Council, were asked for and gave their assistance. Subsequently Sir P. Tyagaraya Chettiyar, the Raja of Ramnad and Mr. O. Tanikachalam Chettiyar were asked to join. Sir P. Tyagaraya Chettiyar expressed his inability to do so and the invitation to Mr. Tanikachalam Chettiyar was sent after the committee had already had two sittings and was nearing the completion of its labours, and under the circumstances he did not feel justified in coming in so late. The Raja of Ramnad accepted the invitation but was unfortunately prevented by other engagements from attending the meetings, though he sent in a memorandum after reading the written opinions of the official members and the notes of the proceedings of the first two days. The opinions expressed in his memorandum naturally do not coincide altogether with the conclusions arrived at by the committee after discussion. As a basis of discussion before the committee met various suggestions as to ways in which retrenchment might be possible were embodied in three memoranda; these were communicated to the official members of the committee with a request that they would submit written reports discussing the proposals and making any fresh suggestions which they might think useful. Their reports were printed and circulated to all the members of the committee with the request that any member who wished to make further remarks would do so. Further reports were received from three officers and all the papers were put before the committee, which sat on the 6th, 7th and 14th April and discussed them and also certain further questions which had been referred to it. Mr. Davis was unable to attend the meetings on the 6th and 7th; and Messrs. Tyler and Ramanuja Ayyangar were unable to leave their districts a second time and were consequently absent on the 14th. Mr. Hannington also proceeded on leave on the 13th and could not come on the 14th. Messrs. Filson and Bhavanandam Pillai were therefore asked to attend on that day.

2. SUPERIOR OFFICERS.—The first suggestion that was put before the committee was that the number of Deputy Inspectors-General might be considerably reduced. There are at present four Range Deputy Inspectors-General, one Deputy Inspector-General in charge of Railways and the Criminal Investigation Department and one who holds the post of Commissioner of Police for the City; and the suggestion was that in place of the first five there might be only one, who would be stationary at headquarters, would assist the Inspector-General in disposing of appeals (the number of which would be reduced by increasing the powers of the Superintendents), would act as his deputy when he was on tour and would also control the Railway Police and the Criminal Investigation Department. This officer would in fact combine the functions now performed by the Deputy Inspector-General of Railways and Criminal Investigation Department and the Assistant Inspector-General besides dealing with appeals against orders of punishment passed by the Superintendents; and the only inspection of the work of the District Superintendents would be what the Inspector-General himself would undertake.

3. The committee has not thought it necessary to go into the question whether the practical abolition of a grade to which most, if not all, Superintendents have had before them the prospects of promotion, would be a breach of faith with the existing members of the service; nor into the effect which such action would have on recruitment. These matters have been fully dealt with in the written replies sent by some of the members and are deserving of serious consideration before the Government commit themselves to any proposal of a drastic nature. Apart from this the committee does not see its way to recommend any larger retrenchment under this head. It considers

that the duties which would be thrown on the Inspector-General and the one Deputy Inspector-General whose retention is suggested in the memorandum are far beyond the capacity of any two officers; and it is convinced that the loss of efficiency by the abolition of the Range Deputy Inspectors-General would be so great as to outweigh the benefits of the retrenchment. The Range Deputy Inspectors-General are needed not only to supervise and co-ordinate the work of Superintendents and to dispose of appeals, but still more to keep the Inspector-General informed of the work of the districts to an extent to which it is impossible for him to attain through his own inspections. It is not every Superintendent who is an officer of sufficient experience to administer his district without more detailed control and supervision than he can get from the Inspector-General; the best Superintendent is often glad of advice and suggestions; and it is not only in connexion with organized gangs of criminals that co-ordination is required. As to the number of Range Deputy Inspectors-General that is absolutely necessary the committee was not unanimous. The two non-official members present would like, in view of the necessity for retrenchment, to divide the Presidency experimentally into two ranges; the police members consider that four are necessary; Mr. Narayana Reddi thinks that three should be enough; while Mr. Tyler's view is that any reduction in the present number would lead to some loss of efficiency, but that a reduction below three would lead to such loss of efficiency that under existing circumstances it would be unwise to take the risk. On the whole the committee is of opinion that the Government might consider the abolition of one post of Deputy Inspector-General as the limit of retrenchment now desirable in regard to this grade.

4. If it is conceded that the number of Range Deputy Inspectors-General should be reduced to three, the committee is unanimous in thinking that there should be a Deputy Inspector-General in control of Railways and the Criminal Investigation Department; and it is only in case a fourth Range Deputy Inspector-General is retained that two members (Dr. Subbarayan and Mr. Davis) would like an investigation into the question whether these branches of police work cannot be entrusted to an officer of the rank of District Superintendent of Police. The general opinion is that the present arrangement cannot be disturbed without undue detriment to the work. It is recognized that the head of the Criminal Investigation Department should be an officer of great experience and one of rank sufficient to command obedience from the district staff, with whom he has official dealings as well as with the officers and men under his immediate control.

5. The committee sees no possibility of reducing the number of Superintendents. The charge of a District Superintendent of Police cannot well extend beyond that of a District Magistrate; the districts of the Madras Presidency are nearly all large and the only one, the size of which might suggest that it could be supervised by an officer of lower rank than a District Superintendent of Police, is the Nilgiris. Even here the work is by no means negligible and special conditions make it desirable to retain it as a separate charge. The Coimbatore district is, if anything, too heavy a charge already and no addition to it is possible; and geographical difficulties preclude any other rearrangement. If, however, it is found possible or desirable to alter the limits of any revenue districts and so reduce the number, a reduction in the number of police districts would normally follow. As regards the two posts of Assistant Inspector-General and Personal Assistant to the Deputy Inspector-General of Police, Railways and Criminal Investigation Department, the committee is strongly of opinion that the former should be filled by an officer of the rank of Superintendent. His responsibilities are great, especially when the Inspector-General is away from headquarters and the fact that he has to issue orders to the district staff renders it necessary that he should be an officer of considerable seniority. In respect of the latter, the non-official members were naturally not in a position to offer a decided opinion; the official members were convinced that an officer of the rank of Superintendent was necessary. A consideration which influenced the decision of the committee with regard to these posts as well as certain posts in the city was that continuity could only be secured by the appointment of Superintendents. It would be most inadvisable to appoint any but the most senior Assistant or Deputy Superintendents and these would in most cases be shortly due for promotion, when they would have to vacate. There is ample work for all these officers.

6. The committee agrees that there is no good reason for relieving District Superintendents of Police of divisional charge. The District Superintendent of Police should in its opinion be able to combine this charge with supervision over his assistants or deputies. It is the general opinion also that it is only in exceptional circumstances, such as those of the Agency Division, that the Superintendent needs a personal assistant, though there may be districts in which it is desirable that one of the subdivisional officers should have his headquarters at or near the district headquarters so that he may be within call of the District Magistrate when the District Superintendent of Police is away. Whether any substantial increase in the number of subdivisions is called for can only be decided on an examination of the conditions of each district and the decision must depend largely on the conclusions arrived at with regard to the lower ranks. Pending examination the committee does not think that any addition to the cadre of Deputy Superintendents is necessary. One police member (Mr. Sayers) considers that few, if any, districts should need more than two officers of the rank of Assistant or Deputy Superintendent in addition to the District Superintendent of Police, while some districts could do with less; and the abolition of personal assistants should provide enough officers for all the subdivisional charges.

7. CITY POLICE.—In their written replies some members of the committee acquiesced in the suggestion that the post of Commissioner of Police might be held by an officer of the rank of District Superintendent of Police. After perusal of the replies of other members and after discussion the committee, as a whole, concluded that the Commissioner ought to be an officer of the rank of Deputy Inspector-General. For good and sufficient reasons he has been placed in a position of comparative independence; he has to deal with a variety of situations which do not arise in a district and with classes of people with whom a District Superintendent of Police seldom comes in contact. It is recognized in the memorandum that there can be no appreciable economy on his pay and the committee thinks there should be no diminution of his status. It is also of opinion that, if the standard of police work in the city is to be efficiently performed, there can be no cutting out of the other superior posts. The Commissioner needs two deputies of fairly high standing; and though it might be possible to entrust the work to selected Assistant or Deputy Superintendents, they would have to be senior officers of experience and proved capability and it would seldom be possible to retain officers of that grade long enough to enable them to get thoroughly acquainted with the conditions. Both the Assistant Commissioners have their own special duties and the abolition of these posts would entail loss of efficiency; but if retrenchment in the higher ranks is absolutely necessary the office which can be abolished with least detriment to the proper carrying out of the duties of the police is that of the Assistant Commissioner in the southern range. The committee cannot recommend the abolition of the Assistant Commissioner attached to the Commissioner's office who is directly concerned with the Intelligence Department and licensing.

8. In the memorandum it is suggested that, if the inspectors cannot be abolished their number might be reduced by half and that the number of sub-inspectors also might be reduced by half on the ground that it is not necessary to post one European and one Indian sub-inspector at each station. In the opinion of the committee the inspectors cannot be dispensed with, the reasons being much the same for the city as for the mufassal. It is informed also that it is not the invariable practice to post one European and one Indian sub-inspector to each station. The total number of inspectors in the city force is now fourteen and the total number of sub-inspectors is eighty-three. Of the inspectors, one is the reserve inspector, one has been newly sanctioned to attend to motor traffic regulation, two are prosecuting inspectors, two are attached to the Intelligence Department and eight are in charge of divisions, including the harbour. Of the sub-inspectors three are attached to the harbour station and forty-four to the other twenty-two stations; five are in the Intelligence Department; two are court sub-inspectors, whose duty is to keep order and make arrangements for the service of process and the due production of accused persons; four are engaged with the two inspectors in prosecution; one is in charge of the horses and stables; two are for hackney carriage work; and four for motor traffic regulation. The balance of eighteen is a reserve which supplies the places of men on leave, on other duty (acting as inspectors, etc.) and under training; and it must be remembered that every new recruit to the rank of

sub-inspector has to undergo a period of training before he can be given responsible work; and that the standard of education required of sub-inspectors in the city is higher than in the mufassal, so that head constables can seldom be promoted to act. The strength of the reserve was raised to eighteen in 1918 on the representation of the Commissioner that the previously existing reserve of nine was insufficient.

9. One of the police members of the committee—Mr. Sayers—has made various suggestions for retrenchment in the city police. These include a considerable reduction in the strength of the armed reserve, the abolition of the Intelligence Department as a separate entity, the placing of each station in charge of a single sub-inspector and some slight reduction in the number of inspectors. The committee as a whole thinks it would be unwise, in the light of recent happenings, to reduce the armed reserve. The value of the Intelligence Department is strongly insisted on by Mr. Hannington, who is supported by the Inspector-General from his own experience as Commissioner; and a majority of the committee agrees that an Intelligence Department is necessary, but considers that in view of the fact that many of the duties which it performs are elsewhere the duties of the ordinary station staff, its existence should be taken into account in calculating what is necessary to man the stations. It recognizes that a strict limitation of sub-inspectors to one per station is impracticable because some have to deal with more crime and more difficult classes of cases than others and that conditions may vary from time to time; but thinks that there should be room for a reduction in the total number of sub-inspectors attached to stations and that a case should be made out for each station to which it is desired to attach more than one. It suggests that the Commissioner should be asked to report to Government in detail on this matter and on the question of reducing the number of inspectors' divisions at least by one. The present allocation of divisions dates back to more than thirty years; and though the problems to be dealt with by the police have become more complex, the means of communication have improved so much in recent years that a reconsideration seems called for. There appears to be no possibility of reducing the prosecuting agency, and the non-official members inform the committee that here, as in the mufassal, it is unlikely that vakils could be engaged for the duty on terms which would lead to economy. It appears possible however that an examination of the duties of the court sub-inspectors might show that they could be performed by men of lower rank than sub-inspectors, or that army pensioners might be employed at less than the present cost; and this examination, the committee thinks, should be made. It is of opinion that the other posts are necessary; but that, if a reduction on the lines suggested can be carried out, there might be a corresponding reduction in the reserve of sub-inspectors.

10. The committee is of opinion that there should be no reduction in the mounted police in the city. The number of mounted men is already small; they are of great use in regulating traffic, conducting processions and controlling crowds of all kinds and this work cannot be done equally well by men without horses. The only way in which a reduction in the number of horses can be effected therefore is by the substitution of motor vans for the present horse vans in use for the removal of prisoners. It is understood that the price of horses has fallen considerably in the past year and that therefore the expense of maintaining the mounted force is not so high as to make retrenchment in this manner urgent.

11. The non-official members are especially insistent on the improvement in the conditions of the city which has been brought about by the recent expansion of the police force which has made possible the restoration of the divisions to their former strength. They state that until this was brought about it was almost impossible to find a constable anywhere, whereas now there is no such difficulty.

12. SUBORDINATE STAFF.—The most sweeping suggestions put before the committee were those with regard to inspectors and sub-inspectors generally. They were in effect that the place of the sub-inspector as the officer in charge of the police station and immediately responsible for investigation into crime should be taken by the head constable; that the best of the existing sub-inspectors should be retained to supervise the investigation and under some new title such as 'investigating officers', have charge of two or more stations each; that there should be no inspecting officer between these and the Assistant or Deputy Superintendent in charge of the division,

the inspector being dispensed with except for those in charge of the armed reserves, the prosecuting agency and a few in large towns; and that for the purpose of dealing with specially difficult cases there should be at the headquarters of each district a picked detective staff of perhaps one inspector and two or three sub-inspectors. It was pointed out that the results achieved by the system introduced on the recommendations of the Police Commission of 1902-03 have been disappointing; that the class of men attracted to the sub-inspector grade has been lower than was expected; and that there have been repeated complaints, in administration reports and elsewhere, of the inferior quality of their work. Reference was made to statistics which show that grave crime has increased rather than decreased and that there has been no improvement in the percentage of detection or of property recovered. The fact that the pay of the constable and head constable is now much higher than it was twenty years ago was given as a reason for expecting that the class of men recruited should be better; and the fact that they are recruited from a stratum of society more nearly approaching that of the criminal than the sub-inspector, for anticipating that their means of obtaining information should be more effective. Two of the police members of the committee are in favour of a reversion to the old system of head constable station-house officers, but of these one—Mr. Moore—admits that he has had little experience of the work of sub-inspectors. The other—Mr. Ramanuja Ayyangar—had some experience of the working in Trichinopoly of the experiment under which inspectors were dispensed with and sub-inspectors worked directly under Deputy Superintendents, and differs from the general view that the experiment was a failure. At the same time he is of opinion that the present class of sub-inspectors should go and that their places should be taken by an improved class of head constables. Between these and the gazetted officers he would place only the 'investigating officer,' chosen from among the best of the present sub-inspectors and of the future station-house officers, more or less in the position of the old time circle inspector, but with a charge consisting of not more than two or three stations. The other police members are strongly opposed to any return to the methods in force in the days before the Commission. They admit that the sub-inspectors have not altogether fulfilled expectations; they ascribe the failure generally to a want of careful selection of candidates and the retention of men who, without being guilty of any positive misconduct, have shown themselves of little use as police officers. They deprecate any condemnation of sub-inspectors generally and regard it as an entirely mistaken view that the reputation of the police force as a whole has not greatly improved since the reorganization. In support of this contention they quote authoritative opinions. Statistics of detection and recovery of property, they urge, prove nothing; in former days a very small proportion of the crime committed was ever reported, whereas now, they contend, few crimes are unreported; while many of the old head constables were efficient, the majority of them were dishonest and their methods were open to serious objection; while, if they could be revived they would be of comparatively little use under modern conditions, when people are far more insistent on their rights, communications are rapid and the legal talent with which they would have to contend in the courts is very much greater. The class is moreover extinct and could not now be resuscitated. In the early days, when these old head constables and the inspectors who had worked with them were still in the force the sub-inspectors were greatly handicapped; but now that most of the inspectors are men who have been promoted from the sub-inspectors' grade there is not the same friction, though in some cases they do not receive the support and assistance they have a right to expect, and the Police Order 142 (since altered) which forbade an inspector to investigate did much to prevent harmonious working. It is admitted that a certain amount of investigation is now conducted by head constables, but this is inevitable since, if a crime is reported when the sub-inspector is already away investigating another, the only alternative to allowing the head constable to go to the scene and commence the investigation would be an amount of delay which would in all cases be undesirable and in many would effectively destroy all chance of detection. The rule is that, even where an investigation has been begun by a head constable, the sub-inspector must take it up as soon as possible; and the first question that would be asked by an inspecting officer who found that a head constable had been investigating would be why the sub-inspector had not done it himself. The ability of the present day head constable to conduct

any but the most simple investigation satisfactorily is universally denied, as is also the suggestion that the increases in the pay of constables and head constables which have been sanctioned in recent years have resulted in the recruitment of an appreciably superior class of men. Until these increases were sanctioned it was difficult, and often impossible, to recruit up to the sanctioned strength; and though the pay of these ranks has increased more than in proportion to the cost of living since 1914, a part of the increase represents what was then overdue; and the resultant whole, so far as the constable is concerned, is hardly more than the market price of a day labourer.

13. To the argument that the head constable should be better able than the sub-inspector to obtain information about crime and criminals because he himself is drawn from a lower social stratum, the answer is that this fact is in itself a reason for not allowing the head constable to work without the closest supervision. It is possible that, in some cases, a head constable may be in a better position to obtain information than a sub-inspector, but in almost every case the sub-inspector is more capable of making proper use of the information when obtained. The man of inferior social status is more easily amenable to corruption or intimidation; there is a danger that he may think it more advantageous to himself not to enquire too closely into the facts or to burk information that he has obtained, if he has any independent position. This danger is to a large extent obviated by the presence of the sub-inspector in immediate control. Sufficient stimulus to good work now exists in the prospects of promotion from the rank of head constable to that of sub-inspector; this is allowed up to 30 per cent of the cadre of sub-inspectors, and some of the members of the committee would increase the proportion of sub-inspectors to be so recruited; but care must be taken to see that only those are promoted who, besides having good personal records, are possessed of sufficient intelligence and education to fit them for the higher responsibilities. Mr. Narayana Reddi is very strongly of the same opinion as regards the sub-inspector as the majority of the police members. Mr. Tyler, while regarding the proposal to revert to the old system of head constable station-house officers as radically unsound, offers as a suggestion, in case retrenchment in this direction is absolutely necessary, the classification of stations into two classes, according to the amount and difficulty of the work in each, and the placing of first-class stations in charge of sub-inspectors and second-class stations in charge of head constables; and a similar classification of circles, the more important being put under inspectors and the less important under sub-inspectors. To this the police members reply that no permanent classification of the kind is possible; apart from the fact that the amount of crime to be dealt with at a station must vary from time to time, it would be continually necessary (as indeed is the case now, owing to the variations in the capacity and energy of different sub-inspectors) to transfer the best officers, who would be of the sub-inspector class, to stations the work of which had been allowed to fall below the standard by the inferior officers who had been in charge. Mr. Davis also is opposed to the abolition of the sub-inspector, though he would terminate or restrict direct recruitment to the grade, relying mainly on promotion from the rank of head constable; on the other hand he would, in order to leaven the ranks with men of more intelligence than can be expected from those who are recruited as constables, throw open a fixed percentage of the posts of head constables to direct recruitment. The majority of the committee doubt whether a satisfactory class of men could be recruited directly as head constables and observe that even now men with better qualifications are attracted to the Revenue Department, where the starting pay is Rs. 35, than to the Police, where a sub-inspector starts on Rs. 65. This they regard as due to the more exacting nature of the work and the unpopularity which still attaches to employment in the Police. On the whole they are convinced that it would be a retrograde step to revert in any measure to the old system; that any economy so effected would be dearly bought; and that the reorganization effected as the result of the Police Commission has really raised the tone and reputation of the police to an extent hardly realized by those who do not remember the conditions existing before the Commission sat. They consider that, while most of the sub-inspectors are useful and conscientious officers, the chief defect of the present system is that the rank contains many individuals who are not worth their pay. Many of these should never have been allowed to pass the probationary stage; others should

have been got rid of as soon as it was clear that they had no real aptitude for the work. Until what Mr. Sayers describes as the drones are eliminated the general average of prevention and detection of crime is not likely to improve very much. The committee would like an enquiry to be instituted as to which sub-inspectors should be dispensed with, though financial considerations may at present stand in the way of removals which will involve compensation; and it would suggest that some, who, though not good police officers, have good personal records, might be provided with appointments in other departments. It considers that in principle there should be no hesitation in getting rid of sub-inspectors who are not up to their work, though they should be compensated if they are turned out after having passed the probationary stage; that there should be more rigid selection before appointment in future; and that the time-scale should be abolished in favour of a system of grade, promotion from one grade to the next being denied to any man who has not shown himself a keen and intelligent police officer. There should not be too many men in the lowest grade, which should in fact be regarded more or less as a probationary stage during his continuance in which the young sub-inspector should show his fitness for retention in the force. Mr. Ramanuja Ayyangar however dissociates himself, for the reasons given in his written opinion, from the proposal to substitute grade promotion for the time-scale. Mr. Venkoba Rao is prepared, in the interests of economy, to reduce the number of stations (and incidentally of circles) on the ground that the area constituting the jurisdiction of many of those now in existence is smaller than that recommended by the Police Commission. Mr. Ramanuja Ayyangar, on the other hand, thinks that the number of investigating centres, whether they are to be under sub-inspectors or head constables, should be increased rather than reduced; and the majority of the committee are of opinion that they cannot be reduced to any extent and therefore there can be no great reduction in the number of sub-inspectors. They would like detailed enquiries made with regard to this, however, since it is possible that the area served by some of the stations can be enlarged and that some stations in which there are now two sub-inspectors can be worked by one.

14. Of the official members of the committee only Messrs. Ramanuja Ayyangar and Narayana Reddi are prepared to dispense with inspectors, though several members are of opinion that the number might be reduced by one expedient or another. Mr. Venkoba Rao, as stated above, thinks that the circles might be enlarged, and he looks forward to a time when sub-inspectors may be able to work without assistance from above; Mr. Davis considers that the inspectorate should be employed mainly, if not solely, on the detection and prevention of serious crime, being relieved of all other work of a merely supervisory nature which should be done directly by officers in divisional charge; and that if this were done, a certain amount of concentration would be possible in areas where grave crime was not prevalent. Mr. Tyler thinks that experience has shown that the circle is an important link in the chain and that the circle inspector is, or ought to be, the backbone of the police administration. The remaining police members, with whom Mr. Davis associates himself, are of opinion that the retention of inspectors is absolutely necessary, and Mr. Sayers would even prefer to do without divisional officers, comparing the police without the inspector to an engine without a governor or pressure gauge. The committee is impressed with this practical unanimity of opinion. Inspectors are wanted, not only to maintain discipline and ensure the detailed inspection of the stations, but also to help the sub-inspectors in all difficult cases and circumstances. Police Order 142, as now revised, directs that on the occurrence of a crime of any importance the circle inspector should proceed to the spot without delay to supervise and guide the investigation and allows him, if circumstances require it or the Superintendent or the subdivisional officer so orders, to assume charge of the investigation himself. This, the committee thinks, hardly goes far enough. It does not wish the sub-inspector to be relieved of the responsibility for investigation, but considers that the Inspector should be encouraged to assist as well as supervise and guide and should be required to take a large part in the investigation of important cases. It would like a detailed examination of the question whether the number of circles and of inspectors cannot be reduced, but in spite of the opinions of Mr. Ramanuja Ayyangar, it accepts the judgment of the superior officers who found that the experiment tried in Trichinopoly and Kurnool resulted in a dangerous relaxation of discipline, the loss of control over the rank and file

of the force and an extensive hushing up of crime. The functions of the inspector cannot be adequately exercised by the divisional officer who, by reason of the wide difference in rank, cannot mix as freely with his sub-inspectors, and by reason of his comparatively large charge cannot exercise the same intimate control. It is not a fact that the existence of inspectors renders sub-inspectors unnecessary or *vice versa*, or that the retention of both ranks involves a duplication of a subordinate supervising agency. The sub-inspector is not a supervising agency at all, but as station-house officer is the unit of administration and a subordinate supervising agency, in the shape of the inspector, is indispensable. Finally, as with the superior officers, it is essential for the maintenance of contentment and efficiency in the force that there should be prospects of promotion. The gap between the sub-inspector and the Deputy Superintendent is too wide to admit of direct promotion from the one to the other and in no case could the cadre of Deputy Superintendents be expanded to an extent which would provide opportunities for more than a very small proportion of the sub-inspectors, even if they were found deserving of such exaggerated advancement.

15. The general opinion is against the formation of a specialised detective staff in each district. Mr. Narayana Reddi was prepared to give the proposal a qualified approval but thought that divisional officers should investigate in person all murders and particularly serious crimes and Mr. Davis, as stated above, was inclined to think a certain amount of concentration possible if the main duty of inspectors was preventive and detective only; but other officers who have given an opinion on the point think that at best such a staff would be an unnecessary luxury, while it would divide responsibility, give opportunities both to the central and the station staffs of shirking their duties and lead to jealousy and friction. It is the duty of the station staff in the first instance to investigate crime and of the inspector to see that the investigation is on the right lines and to assist; while the District Superintendent of Police should be in touch with his men and can always depute a picked man or party to deal with any case that presents unusual difficulty.

16. The duties of the head constable are described generally in Police Orders 163 to 165. Ordinarily in every station there are two head constables, one for general duty and one as writer; each outpost is in charge of a head constable; some are on treasury and sub-jail guards and, especially in towns, they are put in charge of sections for patrol and other similar work. With regard to them the memorandum suggests firstly that the work of writers might be done by constables instead of head constables and that by this means the number of head constables might be reduced by about one thousand and secondly that some of the outposts might be done away with. The first suggestion has received a considerable measure of support from members of the committee in the first instance, but after discussion the conclusion arrived at was that though it should be possible to find a certain number of constables sufficiently educated to carry on the scriptory work especially of the smaller and less important stations, anything like a wholesale transfer of the writers' posts to men of the rank of constable would be most injudicious. In the first place it was pointed out that it is frequently the duty of the writer to register reports of crime in the absence of any superior officer and that so much often depends on how this duty is performed that it is only in the smaller stations that the responsibility could be entrusted to a constable. Even then he would have to be a picked man—in fact practically a probationary head constable. In the second place, under the law as it stands, in the absence of the sub-inspector the senior officer present is the officer in charge of the police station, and the sub-inspector and the general duty head constable may both be absent on investigation when a crime is reported; in which case the third in command may have to go out to investigate and it is generally agreed, whatever may be the opinion about investigation by a head constable, that investigation should not be entrusted to a constable if it can be avoided. Mr. Davis would go further and forbid investigation of any kind by a constable at all; and lay it down as a principle that if an officer authorized to investigate is not on the spot there should be no investigation until a sub-inspector or head constable is available to undertake it. He therefore advises extreme caution in reducing the number of head constables and adds that if, as a matter of economy a reduction is decided on, the public must understand that investigation must in some cases be delayed. The question seems to the committee as a whole

to be one of fact and probability in regard to each individual station. The Inspector-General considers that in a large number of stations—which he estimates roughly at 500—constables might now take the place of head constables as writers, but that it would be necessary to give them allowances of, say, Rs. 5 each, in view of the added responsibility and in order to make them value the position and work to retain it. Mr. Sayers would revive for this purpose the rank of 'naik' (of which as formerly tried in Coimbatore, however, he disapproves) but would treat his naiks as permanently on probation till they are promoted to the rank of head constable, so that they could be made to revert as constables at any time at the will of the Superintendent. The rank would include all outpost head constables, guard head constables, section duty head constables and station writers. The committee agrees that, if constables are made writers it will be necessary to give them allowances but even with these allowances they would cost less than head constables. It considers accordingly that a reduction in the number of head constables should be made on the lines suggested by the Inspector-General. It would not be necessary to add to the number of constables in order to provide writers. A detailed investigation would be necessary as to the stations in which the change should be made. A similar investigation is needed to decide which, if any, of the outposts can be abolished. There is a general opinion that some of those now in existence are superfluous though some members would depreciate any reduction of the number of centres at which crime can be reported and the police are in evidence, and there is no doubt that in nearly every case the abolition would meet with strong local opposition.

17. With regard to constables, the only suggestion put before the committee in the memorandum was that the system of time-scales should be abolished in order to provide an incentive to good work. With regard to this it may be remarked that constables are not now on time-scales in the ordinary acceptance of the term, in that they have to serve for a given number of years before they receive any advance in pay and there are only four stages. The committee does not advise any alteration in this system though some of the members were at first in favour of a change. It has been in force for a considerable time, though not at the present rates of pay; the present rates, with free quarters and other small amenities allowed, are not excessive for the purpose of attracting the right kind of recruit; the numbers are large and selection for promotion would present great difficulties (though special promotion for good work might be allowed); and if the further recommendations of the committee are adopted, there will be no recruitment for another year or two, and the terms on which those already in the force are serving cannot well be changed. Various suggestions have been made however for the reduction of the total number of constables. Mr. Sayers, besides suggesting some reduction in the city armed reserve and the reserves at Tinnevely and Tuticorin, is of opinion that, on an average, the strength of every station in the Presidency might be reduced by two constables. Mr. Moore suggests fifty constables in each district; Mr. Hannington a curtailment in the number of beats and possibly a reduction in the armed reserves; and Mr. Venkoba Rao, as a sequel to his proposal to reduce the number of stations, 1,200 constables; Mr. Davis has put forward an interesting scheme, under which he would abolish many of the rural stations on the present basis and replace them by investigating and reporting centres, each in charge of a sub-inspector or head constable with two constables, one of whom would have to be present always at the centre and the other would accompany his superior on investigation duty, more or less as an orderly. Connected with this is his proposal that the inspectors should form a picked detective force available for the investigation of complicated crimes, which they would take over from sub-inspectors and investigating head constables. In many places he thinks it would be enough to station one or two constables merely to receive reports and pass them on immediately to an officer empowered to investigate. At convenient centres, generally taluk headquarters, he would have a somewhat larger force than at present to deal with emergencies when called for. Beat work he would entrust to the village police, whom he would put into uniform; and the service of process (excepting warrants of arrest) to a process establishment attached to the courts. Arrests would be effected by the sub-inspectors or by constables sent from the central station. Mr. Ramanuja Ayyangar is very much in favour of a scheme more or less on these lines. The committee, while hesitating to recommend so

drastic a change of system offhand, considers that an experiment on these lines might very well be tried in one district; but it is impressed with the general opinion that a reduction in the number of the rural police can be effected without appreciable loss in efficiency. The Inspector-General is of opinion that a reduction by about 2,000 should be possible in all and the committee recommends that an immediate examination should be made as to where the reduction shall take place. Until these numbers can be absorbed, there should be no further recruitment and it recommends further, if the Government approve, that the two recruit schools recently reopened should be closed until fresh recruitment becomes necessary.

18. The armed reserves, besides providing a small emergency force in each district and orderlies for a few superior officers, supply guards for treasuries and some sub-jails and for sessions courts and escorts for prisoners and treasure. Whether there are centralized striking forces or no, the committee thinks that an armed reserve in each district is necessary; but it recommends that an inquiry should be made as to whether the armed reserve in any district can be reduced in any way in view of present necessities; and in particular whether it is necessary to maintain as separate forces the isolated bodies now stationed in such places as Tuticorin, Kamudi and Sivakasi. It suggests that the amalgamation of these with the district reserves may make some reduction possible on the whole.

19. There is a general complaint among the police members at the police budget being debited with the cost of ryotwari talaiyaris. It is so debited at present, though the cost of the talaiyaris is not included in the demand made to the Legislative Council for a grant for the police; and it is represented that they do no work for the police but are merely the servants of the village head. The transference of this debit to the head of Revenue would bring about no retrenchment on the whole and the committee is not in a position to recommend the abolition of talaiyaris as a class. Mr. Davis' scheme would bring them definitely into the police service. He instances cases where two constables have now to be sent out together, and where the place of one of them might be taken by a talaiyari. Mr. Tyler observes that there has recently been a very great reduction in village establishments and deprecates any further retrenchment in this direction. He points out that the village magistrates have many definitely police duties, but no part of their pay is debited to the police, so that though the talaiyaris may be used for other than police purposes, the police budget is not debited with an unfair share of the cost of the village establishment on the whole.

20. Several members have cast doubts on the utility of the ghat talaiyaris, the total cost of whom amounts to over one lakh of rupees per annum. Other members have quoted cases in which these ghat talaiyaris have proved their usefulness for the purpose for which they are entertained, namely, for affording security to travellers along lonely roads which are likely to be the scenes of dacoity. The Inspector-General is prepared to recommend as an experiment their abolition as a separate body except in a few exceptional localities, but suggests that the reduction of the number of constables would be facilitated if some purely police talaiyaris could be employed to provide for duties, such as night road patrols, which cannot be performed by a constable single handed, but do not necessarily require the presence of more than one police officer.

21. The committee has been asked to inquire whether any reduction is possible in the railway police force. It considers that this is a matter for detailed inquiry, which it is not in a position to undertake; but the opinion of those of its members who have any experience in the matter is that the force is not too large for the duties which now fall to its lot. Theoretically the duty of the police is confined to questions of crime and order, the railway administrations being responsible for watch and ward. In practice the railway administrations do not do their share, and most of the watch and ward duties that are actually performed are performed by the police. If the members of the police force now doing watch and ward duties were withdrawn, some reduction of the force would be possible; though it has asked for the information, the committee has not been able to ascertain how much. Until however the railway administrations have efficient organizations of their own, such a withdrawal would not be in the interests of the public; but in the meantime it seems clear that the contributions now paid by the railways towards the cost of the police are totally inadequate,

both because they include no payment for this watch and ward duty and because they were fixed with reference to the cost of the police before the general increase of prices made large increases of pay for all ranks necessary. The police members are of opinion that the railway administrations never will organize efficient watch and ward establishments and that the only satisfactory arrangement would be one under which the police definitely took over the duties of watch and ward and the contributions from the railways were put on a proper and equitable basis.

22. The committee has been asked by the Retrenchment Committee to examine the questions (1) whether the expenditure now incurred on providing postal escorts, chiefly in the Chettinad, cannot be reduced; (2) whether the number of sub-inspectors attached to the Shorthand Bureau at Vellore cannot be reduced; (3) whether in lieu of the uniform allowance of Re. 1 a month now given to all constables and head constables an annual lump sum of less than Rs. 12 cannot be substituted and (4) whether the allowance of Re. 1 per mensem now given to police constables recruited in the Bellary district, Madura town, Tuticorin, Negapatam and Nagore can be justified now that the pay of the police has been revised. The first and last of these questions however could only be investigated on the spot and though there appear to be good grounds for examining them, the committee is not in a position to conduct the examination, which should be entrusted either to the Inspector-General or to a special officer. On the second, which is one for the decision of Government the committee is not in a position to advise. The third also is one for inquiry from the Inspector-General.

23. To sum up, the conclusions of the committee are—

- (1) that the number of Deputy Inspectors-General cannot be reduced by more than one, the majority of the committee being of opinion that no reduction can be made without undue sacrifice of efficiency;
- (2) that there can be no reduction in the number of Superintendents except as a result of a reduction in the number of districts;
- (3) that there is no case for any large increase in the number of subdivisions though some increase may be desirable;
- (4) that as a rule a Superintendent has no need of a personal assistant, though there may be some exceptional cases and therefore that any increase that may be necessary in the number of subdivisions can be manned from the existing cadre;
- (5) that inspectors cannot be dispensed with, though it may be possible to effect some reduction in the present number;
- (6) that sub-inspectors should be retained as the officers in charge of stations and as the ordinary investigating agency, though an inquiry should be instituted as to the necessity of the existing number of stations;
- (7) that inquiries should be made as to which of the existing outposts can be abolished;
- (8) that in all the smaller stations the place of writer head constables should be taken by constables, who should receive allowances of Rs. 5 each, an inquiry being made as to which individual stations can be regarded as smaller for this purpose;
- (9) that the strength in constables of all the stations should be examined with a view to the reduction of the total force by about 2,000;
- (10) that until these have been absorbed in the force the police recruit schools should be closed;
- (11) that there should be no change in the system of promotion of constables, but that in regard to sub-inspectors the time-scale should be replaced by a system of grades;
- (12) that there should be no change in the present organization and status of the officers of the Criminal Investigation Department;
- (13) that there should be no change in the organization or status of the superior ranks of the city police, but that if economy is to be effected it should be by the abolition of the post of Assistant Commissioner, Southern Range;
- (14) that inquiries should be made as to the possibility of reducing the number of inspectors and sub-inspectors in the city;

(15) that armed reserves are necessary in every district, whether there are separate striking forces or no, but that inquiry should be made as to whether in individual districts reductions are possible, and particularly as to whether isolated forces such as those at Tuticorin, Kamudi and Sivakasi should be maintained separately from the district reserves; and

(16) that the duties now performed by the railway police should be examined and the question of the contribution paid towards their cost by the railway administrations should be raised with the Government of India.

Of the questions referred to it by the Retrenchment Committee, it understands that that with regard to the special allowances given to constables recruited in certain places is already under inquiry, but that inquiries should be made with regard to the postal escorts and the uniform allowances and that Government should consider whether the strength of the Shorthand Bureau can be reduced. Finally it recommends that for the purpose of the various inquiries it has suggested a selected police officer should be placed on special duty; or, in view of the fact that the inquiries will have to extend to details all over the Presidency that two such officers should be employed.

R. A. GRAHAM.  
F. ARMITAGE.  
E. A. DAVIS.  
H. H. F. M. TYLER.  
J. NARAYANA REDDI.  
J. MOORE.  
F. SAYERS.  
T. VENKOBIA RAO.  
N. RAMANUJAM AYYANGAR.  
J. T. W. FILSON (as successor to  
P. HANNYNGTON).  
C. NATESAN.

#### MINUTE BY THE RAJA OF RAMNAD.

I regret I am unable to agree with the conclusion of the majority of the members of the committee. I am fully conscious that nothing to be done should tend to weaken the forces of law and order. Retrenchment in the Police Department should have as its aim two objects—one, to reduce the cost which has gone up very considerably, nearly four times what it was in the year 1905 and, two, to improve the quality of the work done by this department for which a sum of two crores of tax-payers' money is to be spent annually. I am afraid the Government Order is not understood in this light. In the majority report pointed reference has been made to that portion of the Government Order which mentions the necessity for the formation of adequate striking forces and acceleration of building programme. The above two items, I venture to think, are given just to illustrate how a large amount of expenditure other than what has been provided for in the budget is still required to meet some of the urgent requirements of the department.

In my written communication to the Chief Secretary I have suggested my own proposals and I do not wish to recapitulate them. The definite recommendations of the majority of the members of the committee in my opinion fall considerably short of public expectation. The conclusions are bound to create disappointment. It may be that the composition of the committee to a large extent is responsible for this.

The proposals now made by the committee, I am constrained to observe, are hardly adequate and are certainly not what may be reasonably expected from a Retrenchment Committee. The proposal in the majority report involves the abolition of one Deputy Inspector-General. Taking the average salary of a Deputy Inspector-General as Rs. 1,950 per month the saving would be Rs. 23,400 per annum. Since the constables

who are appointed to do the work of the writer head constables would get an additional sum of Rs. 5 each, I think there would be, if at all, very little saving. The reduction of 2,000 constables taking the average pay of a constable as Rs. 20 would result in a saving of Rs. 2,88,000 per annum. The proposal to do away with the time-scale with reference to Sub-Inspectors and substituting a system of grade pay may, if at all, only create a legitimate discontent among that class of officers. The abolition of one Assistant Commissioner would result in a saving of Rs. 600, the average pay per month, or Rs. 7,200 per annum. So the economies suggested by the majority report would result only in a saving of Rs. 3,18,600. Even this is doubtful for the majority report suggests the appointment of a selected police officer (or even two since the details of the inquiry will extend all over the Presidency) for the various further inquiries suggested therein and I take it that the minimum qualification required for a special officer would be that of a District Superintendent of Police if not that of a Deputy Inspector-General. So what is gained by the abolition of one Deputy Inspector-General and one Assistant Commissioner will be more than spent in the appointment of one or two selected police officers for merely conducting inquiries as to the possibilities of further economy. So the real saving according to the majority report will be roughly 2,88,000 or 3 lakhs brought about by reducing the number of constables by 2,000. To suggest merely a reduction of 3 lakhs of rupees in an expenditure of Rs. 203.78 lakhs (budget estimate, 1923-24) is, in my opinion, grossly inadequate. The policy pursued in the report seems, in my humble opinion, to be one of least resistance. Unless the whole machinery is altered root and branch, of course without tending to weaken the forces of law and order, I am afraid not only the cost of the department will increase, but the present unsatisfactory state of its usefulness would also tend to continue if not deteriorate further. I should therefore suggest that a committee consisting of experienced non-officials or at any rate a majority of non-officials should be constituted to go into the matter who will bring a detachment of view to their considered judgment and the officers of the department should only be examined as witnesses by such a committee. Any investigation which does not result in a reduction of at least 35 to 50 lakhs in the Police Budget, in my opinion, will not commend itself to those who view with alarm the rapid increase of expenditure in the Police Department without resulting benefit to the public.

4th May 1923.

RAJA RAJESWARAN,  
Raja of Ramnad.

#### MINUTE BY DR. P. SUBBARAYAN.

I regret that I am not able to agree to some of the recommendations of the committee. From the first it was apparent that, as the committee was composed, there was not any possibility of the majority accepting any of the proposals of the Government which were to form the basis for discussion in committee. We may say the officers were divided into two classes, viz., the police officers and Magistrates. Of these the majority of the police officers were for the *status quo* as far as the higher offices were concerned, while the Magistrates in their first replies were willing to reduce the number of Deputy Inspectors-General to two with the exception of Mr. Davis who wanted three. Of these Mr. Tyler after seeing what was written by the police officers went back on his first note and said that at least three Deputy Inspectors-General were necessary. Mr. Narayana Reddi, on the other hand, expressed no definite opinion. In the course of the discussion it was argued that the committee has no power to make a recommendation for the reduction of the higher offices as they were precluded from doing so by the Government of India Act, section 97-B. In this connexion I should like to point out that the present Minister in charge of the Public Works Department has reduced the number of Superintending Engineers and there has been no objection to this from any quarter and so I do not think that is a valid objection. Besides now the police officers have a right to become the Inspector-General and I think sufficient attraction could be provided for entry of right men into the service by having a selection grade in the grade of Superintendents. So I would recommend adopting the Government memorandum that the office of Deputy Inspectors-General be eventually abolished, but a beginning towards this end may be

made by having two Deputy Inspectors-General—one in charge of the northern and the other of the southern range. With regard to the Deputy Inspector-General, Criminal Investigation Department, I am of opinion that there is no necessity for having an officer of Deputy Inspector-General rank in charge of this office and this office may be placed in the hands of a senior Superintendent of Police and I would recommend further that the Personal Assistant to this officer be of the rank of a Deputy or an Assistant Superintendent of Police. Though I think it is necessary for the State to maintain a criminal investigation department, I will recommend that political espionage of the kind that is carried on be done away with and cases of political crimes may well be entrusted to the district staff which, I think, would go to reduce the staff in this office to a great extent; I think as long as there are Deputy Inspectors-General in charge of ranges there should be an Assistant Inspector-General in the office of the Deputy Inspector-General of the rank of Superintendent of Police, but when eventually offices of the Deputy Inspectors-General are abolished there might be an officer of Deputy Inspector-General rank to help the Inspector-General and this office may be given up. It might seem strange that a person situated as I am with no experience of police work proposes such radical alteration in the administration of police which is so much against the recommendation of the Police Commission. As Mr. Tyler says in his note, the Deputy Inspectors-General were to co-ordinate work in the districts and in this connexion they have not been able to do all they could have done, I think the system has been in vogue long enough, and as it has not done what it was primarily intended to do, I think we may give up the system and work can be co-ordinated as much as possible by the Superintendents in the districts themselves. I agree that it is not possible to reduce the number of Superintendents unless the number of districts is reduced. Coimbatore itself is too large a charge for any part of the Nilgiris to be included in the jurisdiction of the District Superintendent of Police of Coimbatore. There is no case, as is observed by the committee itself, for the increase of subdivisions. I agree that the Personal Assistants to the District Superintendents of Police should be abolished.

I think the cadre of Inspectors may be abolished altogether and in this I am fortified by the opinion of Mr. Ramanuja Ayyangar. He says he himself worked the scheme in Trichinopoly where in his opinion it was successful. I do not think so many intermediate officers are necessary for efficient carrying out of the administration of the police. The subdivisional officer can supervise the work and sub-inspectors after all carry on most of the investigation. I do not think a case has been made out for the retention of the Inspectors even after the change of Police Order No. 142 which allows Inspectors to undertake investigation of serious crimes. There may be three or four investigating officers in each district whose duty it will be to undertake the investigation of serious crimes when directed to do so by the Superintendent of Police of the district.

I also agree with Mr. Ramanuja Ayyangar and Mr. Moore in stating that the high standard of knowledge of English which is required in a sub-inspector at present is not necessary for efficiency, for after all a highly educated man may prove a poor detective and I think we ought to recruit matriculates or the holders of school-leaving certificates as head constables who may be put in charge of stations and from whom the future investigating officers should be entirely recruited, no direct recruitment being allowed for the grade of the new investigating officers. I am also in favour of having more stations as suggested by Mr. Ramanuja Ayyangar, but here I would adopt the plan suggested by Mr. Davis by which these new stations will be in charge of a head constable of the new grade suggested by me with two or three constables to help him. I do not think there is a necessity for stationing such an army of constables as is done now.

I do not think there is any necessity for having writer head constables in all stations and their place could be taken by a constable with a small charge allowance.

In spite of the increase that would be necessary in the number of constables because of the increase of stations, I think their number can be curtailed by the number suggested by the committee if the scheme of Mr. Davis by which stations will not have a large number of constables is adopted. It necessarily follows that if the number of constables be reduced, the police recruits school ought to be closed. I do not think there is any necessity for the change of the system of promotion of

constables who are now on a graded scale and in the case of the new class of officers I suggest, i.e., the head constables and the investigating officers, I would recommend that they also be placed on a system of graded pay, promotions to grades being by efficiency and capacity of the officer concerned and not merely by service. I think armed reserves are necessary for meeting with emergency situations, but I am of opinion, as suggested by Mr. Sayers in his memorandum, that such armed reserves should be stationed at the headquarters of a district and reserves such as the one at Kamudi, Sivakasi and Tuticorin should be dispensed with. In this connexion I should like to refer to the new organization of striking forces which the Government want to create in the east and west coasts. The Government contend the Mappilla rebellion could have been nipped in the bud if there had been such a force ready at hand when the trouble began. I have no right to pass judgment on the conduct of the police in the Malabar rebellion as there has been no proper official investigation about it as yet, and as far as I can judge by the non-official opinion I do not think the conduct of the police has been a credit to the force. I would much prefer that the quelling of a rebellion should be left to the Military authorities, for after all the army have a tradition and a code of honour which we cannot expect from the police, who with all due respect are not amenable to the same kind of discipline as soldiers are accustomed to. I have heard nothing but praise about the way the soldiers conducted themselves in the Mappilla rebellion and all the trouble and discontent arose only when the prisoners were handed over to the police. I would recommend that the Government give up the idea of organizing these striking forces and only keep the armed reserve and rely on calling in the military if trouble that arises gets beyond the control of the civil authorities.

It has been well brought out that the railway police have not only to perform the ordinary duties of police, but also that of watch and ward although the reduction in the contribution by the railway authorities was made on the distinct understanding that the duty of watch and ward would be performed by the railways themselves. In the present state of the law by which the railway authorities are able to protect themselves from all liability by their risk notes there is no doubt that the duty of watch and ward would have to be carried on by the police. I would recommend that the Government address the Government of India to increase the proportion of charges to be paid by the railway authorities. I think the special allowances granted to constables recruited in Madura town, Bellary district, Negapatam and Nagore can be discontinued as now the scale of pay for the whole force has been raised. I cannot offhand give an opinion whether the number of shorthand Inspectors at Vellore can be reduced, but I think if detection of political crimes can be entrusted to the district staff as suggested by me, shorthand sub-inspectors can be dispensed with, as the districts themselves would very likely provide themselves with one or two shorthand men on their staff to help them in the detection of political crimes. I think the uniform allowance of Re. 1 a month to constables can be substituted by an allowance of Rs. 6 a year, called dress allowance.

I think that as long as the rank of Deputy Inspector-General is retained, the Commissioner of Police, Madras City, whose duties are more in number and more responsible than that of the District Superintendents of Police should be of the rank of a Deputy Inspector-General. But if Government accept the recommendations that the officers of the rank of Deputy Inspector-General are to be given up, then I would recommend that a Superintendent in the selection grade with a presidency allowance should be the Commissioner of Police. I do not think there is any necessity for having two Superintendents of Police as Deputy Commissioners in the City; I think two Assistant Commissioners of the rank of Assistant and Deputy Superintendents will be enough to take charge of the divisions of the city and the post of the two Deputy Commissioners should be abolished; and the Commissioner should have a Personal Assistant to help him in licensing work, etc., who would be of the grade of an Assistant or Deputy Superintendent of Police. I agree with Mr. Sayers that there is no necessity for so many Sub-Inspectors of Police and I think one sub-inspector in charge of each station will be enough and if there are to be more than one, the necessity for such increase must be justified; I agree with the Government memorandum that there is no necessity for the retention of the grade of Inspectors in the city, as in the case of serious crimes the Assistant Commissioners themselves may

supervise the investigation. But if Inspectors are to be retained I should adopt the recommendation of Mr. Sayers by which one Inspector in each range may be reduced. I do not think there could be any reduction in the number of horses, as in the case of processions, etc., mounted police are very useful. I would do away with armed reserve altogether in the city or at least reduce the number, because it is quite possible to run into Madras armed reserves from the neighbouring districts like Chingleput. I do not think there is any necessity for an intelligence staff in the city and I agree with Mr. Sayers that this can be dispensed with.

I do not agree with paragraph 11 of the report, as I think the non-official member Dr. Natesan representing the city has the same opinion as I find members whose experience is entirely confined to the Madras City have. I have seen this tendency exhibit itself on every committee I have sat and Dr. Natesan's is rather an exaggerated one of the opinion of the city members. These people seem to forget that most of the money that helps to carry on the administration of the province comes from the rural population, as it is bound to in an agricultural country like India, and it is but incumbent on the State to do what they can to improve the lot of the poor villagers. When such is the case I do not think one ought to be carried away by the opinion of the city member, although I admit that the city ought to have its own quota. So I do not think there would be any harm in reducing the staff in the city as I have suggested and I do not think the reduction I have recommended would in any way imperil the efficiency of the City Police.

To sum up my recommendations are—

(1) That the offices of the Deputy Inspector-General could eventually be abolished, but should at least be reduced to two for the present. If there are range Deputy Inspectors-General then there should be an Assistant Inspector-General to help the Inspector-General, although his place could be taken by an officer of the rank of Deputy Inspector-General when range Deputy Inspectors-General are abolished.

(2) That there can be no reduction in the number of Superintendents except as a result of reduction in the number of districts.

(3) That there is no case for a large increase of subdivisions although the scheme suggested by me of having only investigating officers and head constables may lead to the increase of a few divisions.

(4) That there is no need for the retention of Personal Assistants to the Superintendents of Police.

(5) That the rank of Inspectors be abolished altogether and their place be taken by three or four investigating officers in each district, whose duty it will be to undertake the investigation of serious crimes when directed to do so by the Superintendents of Police and co-ordinate work in the several stations.

(6) That the rank of sub-inspectors should be abolished and stations be placed in charge of head constables newly recruited with a pay of Rs. 40 as the minimum and the new rank of investigation officers should be obtained by promotion from the rank of these head constables.

(7) The number of stations should be increased, but each station in the distant places should be in charge of a head constable of the rank suggested above with two or three constables who would send for assistance, if necessary, to a large station at taluk headquarters.

(8) That in all stations the place of writer head constables should be taken up by constables who would receive a small allowance.

(9) That the strength of the constables of all stations should be examined with a view to the eventual reduction of their number by about 2,000.

(10) That until these have been absorbed in the force the police recruit schools ought to be closed.

(11) That there should be no change in the promotion of constables and the grade system should also prevail in the new class of head constables and investigating officers.

(12) That the Criminal Investigation Department should be placed in charge of a senior Superintendent of Police with an officer of the rank of a Deputy Superintendent of Police as his Personal Assistant, and a certain reduction in the staff ought to be possible by placing all detection of political crimes in the hands of the district staff.

(13) That although as long as the range Deputy Inspectors-General are retained the Commissioner should be of the rank of Deputy Inspector-General, as soon as they are abolished the Commissioner may be of the rank of a senior District Superintendent of Police with a presidency allowance; the Deputy Commissioners should be replaced by Assistant Commissioners of the rank of a Deputy or Assistant Superintendent of Police and the Commissioner should have a Personal Assistant of the rank of a Deputy or Assistant Superintendent of Police who would be in charge of licensing work, etc., at present performed by the Assistant Commissioner.

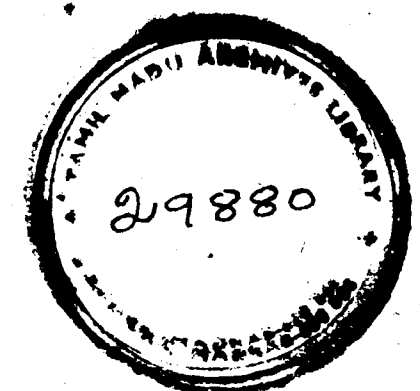
(14) That the cadre of Inspectors in the city could be abolished altogether, if not at least reduced by one in each range, and that one sub-inspector in charge of each station should be enough and if there are to be more than one the necessity for such increase ought to be proved. That the intelligence staff and the reserves in the city ought to be abolished if not at least reduced.

(15) That armed reserves are necessary in every district, but they may be stationed at headquarters and such reserves as at Kamudi, Sivakasi and Tuticorin ought to be abolished. There is no necessity for the organization of a striking force and if there should be trouble which would attain the proportion of a rebellion which cannot be quelled by civil authorities recourse to military help is preferable to that of quelling it by a striking force.

(16) That the question of contribution towards the railway police by the railway authorities should be raised with the Government of India.

Of the questions referred by the Retrenchment Committee I would suggest that the special allowance given to constables recruited in particular areas be discontinued, that dress allowance should be reduced to one of Rs. 6 per year, enquiries should be made with regard to the postal escorts or rather if the treasury should come under the Government of India, the Government of India must be asked to bear the costs of these escorts, and if investigation of political crimes are to be handed over to the district staff the shorthand sub-inspectors at Vellore can be dispensed with. I think a police officer should be placed on special duty to carry on the various investigations suggested. I think one officer will be enough as he will be able to co-ordinate the work better.

P. SUBBARAYAN.



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