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Police Officers' Conference

5th to 12th February 1927

REPORT

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**Report of the Conference of Police Officers held at New Delhi from the
5th to the 12th February 1927.**

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INTRODUCTORY NOTE.

I. This Conference was held at New Delhi from the 5th to the 12th of February 1927 in accordance with the invitation extended to all Local Governments and to the Chief Commissioner, North West Frontier Province, in Home Department letter No. F.-78—26-Police, dated the 6th of December 1926.

The Conference was opened on the 5th of February by the Hon'ble Sir Alexander Muddiman, K.C.S.I., C.I.E., Home Member of the Government of India, who, in the course of his address, commented on the fact that no such Conference had been held since 1903 when a meeting of Inspectors-General of Police was held at Simla in connection with the Indian Police Commission.

II. Mr. W. Swain, C.I.E., Inspector-General of Police, Bihar and Orissa, was unanimously elected Chairman of the Conference and acted in this capacity throughout. The Conference met daily and the report was completed by the 12th of February when it was signed by all the delegates.

III. **Agenda.**—The following subjects were referred to the Conference by the Government of India:—

1. Registration and surveillance of bad characters. Examination of proposals made by the Government of Bombay and preparation of a draft set of revised model instructions.

2. The education of the constabulary.

3. The pattern of *pagri* to be adopted for Indian Officers of the Imperial Police.

4. Alterations of the appendices to the Provincial Annual Administration Reports.

5. Separation in cities of the duties of (i) Administration (or "Uniform duties" which is the term used in Burma) and (ii) the detection and prevention of crime.

6. Detective staffs in districts and cities.

7. The control of motor traffic and the training of traffic police.

8. The reduction of police work in connection with the service of summonses and matters which are not strictly the business of the regular police and which might possibly be relegated to other agencies.

IV. **Delegates.**—The following is a list of the delegates from the various Provinces:—

Bihar and Orissa.

1. W. SWAIN, Esq., C.I.E., Inspector-General of Police.

United Provinces.

2. R. J. S. DODD, Esq., M.L.C., Inspector-General of Police.

N. W. F. Province.

3. F. C. ISMONGER, Esq., C.B.E., Inspector-General of Police.

Burma.

4. MAJOR C. DEM. WELLBORNE, Esq., O.B.E., I.A., Deputy Inspector-General of Police.

Punjab.

5. C. STEAD, Esq., M.V.O., C.B.E., Deputy Inspector-General of Police.

Bombay.

6. G. S. WILSON, Esq., Deputy Inspector-General of Police, C. I. D.

Central Provinces.

7. C. C. CHITHAM, Esq., Deputy Inspector-General of Police, C. I. D.

Madras.

8. C. B. CUNNINGHAM, Esq., Superintendent of Police.

Bengal.

9. A. D. GORDON, Esq., Superintendent of Police.

Assam.

10. T. E. FURZE, Esq., Superintendent of Police.

V. Mr. P. BIGGANE, Superintendent of Police, on Special Duty in the Home Department, acted as Secretary.

**Report of the Police Officers' Conference held at New Delhi
from the 5th to the 12th February 1927.**

CHAPTER I.

THE SURVEILLANCE OF BAD CHARACTERS AND THE REGISTRATION OF CRIME AND CRIMINALS.

SECTION I.—INTRODUCTION.

Terms of reference.—In Home Department Resolution No. 1112—1120, dated the 8th of November 1905, the Government of India laid down that, in the matter of surveillance of dangerous criminals, the practice throughout India should be uniform and they prescribed rules and forms for introduction in all provinces. In their letter of the 7th January 1927, the Government of India observe that these rules have been considerably modified in several provinces since 1905, that the lines of progress in provinces have not been parallel and that progress has not been carried to the same point in all provinces.

The proposals for the revision of the rules which were submitted to the Government of India by the Government of Bombay in their letter No. 5984, dated the 14th May 1926, have been referred for consideration to the Conference which has been asked to examine the extent to which the rules now in force in each province differ from those issued in 1905 and to draw up in accordance with modern methods of surveillance and crime study a model set of rules and forms which will serve as a general guide to Local Governments.

The Conference has been asked to take cognizance in its proceedings of local practice in such matters as co-operation between police circles, the use of gang registers, measures for the quick detection of abnormal local variations in crime, the use of crime maps, crime classification, the working of the Criminal Tribes Act and the use of sections 401 and 565, Cr. P. C., and to indicate the points on which uniformity of practice is particularly desirable.

2. Time inadequate for adequate treatment of the subject.—At the outset we wish to point out that the task before us is a formidable one and that in the short time at our disposal it is difficult for officers, although fully acquainted with the rules and practice of their respective provinces, to deal adequately with so many important points.

3. The orders issued by the Government of India in 1905.—In the enclosure to Resolution No. 1112—20, dated the 8th of November 1905, the Government of India in the Home Department laid down—

- (a) that in order to deal effectively with crime it is necessary to have a continuous record of the criminal history of individuals and localities;
- (b) that to secure this there will be maintained for each village a Village Crime Note-book which combines crime and conviction registers with history sheets of persons of doubtful character;
- (c) that if in any part of India the village is considered too small an unit, a larger one can be adopted, e.g., the panchayet union in Bengal;
- (d) that the note-book should not be too bulky;
- (e) that ordinarily it would be best to have a separate book for each village;
- (f) that those whose history sheets have been begun will be quietly watched and information will be collected about them, but they will not be considered to be under police surveillance until their names have been entered in the special register for that purpose;

- (g) that orders for formal surveillance will be passed only by the Superintendent or his Assistant;
- (h) that as the number of men under surveillance will not be large it will not be too great a burden to put on the village authorities to expect them to report their movements to the police;
- (i) that to ensure the surveillance of dangerous criminals a surveillance register will be maintained at each police station, that this register will be little more than a record of orders as to what persons are to be placed under strict surveillance and information about their movements will be given in their history sheets;
- (j) that to secure the most complete co-operation between districts and provinces information of the movements of bad characters must be communicated promptly by means of bad character rolls;
- (k) that only the offences noted in the enclosures to the Resolution should be entered in the crime and conviction registers, Parts II and III;
- (l) that history sheets should be prepared for all persons believed to be addicted to crime, that the conviction of a person for a heinous offence, such as robbery, dacoity, serious burglary or receiving stolen property would ordinarily be sufficient to justify the opening of a history sheet, but the general rule should be that history sheets should only be opened for persons whom there is reason to believe are habitual criminals or their aiders or abettors; and
- (m) that in all cases the order of a Circle Inspector must be obtained before beginning a history sheet.

4. **Differences in rules inevitable.**—As indicated by the Government of India the rules of the various provinces now differ very materially. Such differences are rendered inevitable by the widely varying conditions under which police work is carried on, and it is the unanimous opinion of this Conference that stress should not be laid on uniformity but that it is possible to lay down certain broad principles within the limits of which each Local Government should have power to prescribe detailed rules and registers.

5. **Examples of differing conditions.**—In Bihar, where there are sometimes 200 or more villages in a police station, it is considered undesirable to register crime or criminals by villages or even groups of villages, whereas in Burma and the Central Provinces, where the number of villages in a police station is smaller, it is considered possible to do so without scattering important facts over an excessive number of volumes.

In Bengal, Bihar and the United Provinces the village chaukidars are available to report the movements of bad characters and the arrival of suspicious strangers. In Bombay the village police are not under the control of the Superintendent of Police. In accordance with section 1 of the Criminal Procedure Code, the provisions of section 45 of that code do not apply to the village police of this Presidency, who are governed by the Bombay Village Police Act. This Act imposes on them no such obligations to report the movements of bad characters as are prescribed in section 45 of the Criminal Procedure Code. In Burma and the Punjab the village headman is responsible for reporting the absence of criminals under surveillance, residing in the village, and registered members of criminal tribes and criminals restricted under the Habitual Offender's Act have to report periodically at his residence. There is in Burma a special police staff which supervises the work of village headmen, and is responsible for all surveillance.

In some provinces police station records and registers are kept in English, in others in the vernacular.

6. **Differences in the form of the Village Crime Note-book.**—These differences in conditions have led to unavoidable differences in system and form which can best be illustrated by comparing the Village Crime Note-books of a few provinces.

Burma.—In Burma a separate volume is maintained for each village tract. Part I is a register of true cases of certain specified offences.

Part II is a list of all criminals convicted of certain specified offences residing in the village jurisdiction.

Part III is a list of history sheet criminals.

Part IV contains the actual history sheets.

The special surveillance staff at each police station is held responsible for writing up Parts III and IV, and the police station writer for writing up Parts I and II.

In addition to the Village Crime Note-book the Confidential Crime Register in eight parts is kept up by each police station officer for his whole jurisdiction:—

Part I.—Names of influential individuals who are connected with crime.

Part II.—Names of criminal villages.

Part III.—Notes on organised criminal gangs.

Part IV.—Names of habitual gamblers.

Part V.—Names of habitual smugglers of—

(a) Opium and morphia.

(b) Other drugs.

(c) Liquor.

Part VI.—Names of notorious criminals who habitually commit—and their *modus operandi*—

(a) Dacoity.

(b) Robbery.

(c) Burglary.

(d) Cattle theft.

(e) Railway theft.

(f) Pocket-picking.

(g) Receiving of stolen property.

(h) Other important crime.

Part VII.—Names of criminals who commit crime outside the police station jurisdiction.

Part VIII.—Names of criminals of other police station jurisdictions who commit crime in this police station jurisdiction.

Central Provinces.—In the Central Provinces a separate volume is kept for each village. Parts I, III and IV are as prescribed by the Government of India in 1905.

Part II is a Crime Register with columns for the first information report, number, date of occurrence, offences, and *modus operandi*, value of stolen property, name, parentage, caste and residence of complainant, name of person accused or suspected, with parentage, caste and residence, result of cases, etc.

In addition to the Village Crime Note-book a Station House Crime Register is maintained in which every crime is entered chronologically. The details entered in Part II again find entry here.

Assam and Bengal.—The systems in use in Assam and Bengal resemble that of the Central Provinces. In Bengal, however, Parts I and IV have been amalgamated and the separate parts for each village are grouped together by Panchayat Unions. The village history (Parts I and IV combined) for each Union is recorded once only under the most important village in the Union.

United Provinces.—In the United Provinces a Village Crime Note-book in four parts was in use for some years before 1905. It is still maintained almost in the same form. Details of crime and criminals are recorded in a condensed form in the station officer's confidential note-book and in other forms at the police station and full details of crime, arranged chronologically by classes, are recorded at headquarters.

Madras.—In Madras after many modifications Village Crime Note-books were abandoned in 1922 and the Station Crime History substituted.

Part I is a register of classified professional crimes under very detailed heads and sub-heads;

Part II is a crime map;

Part III is a register of known professional criminals;

Part IV the crime history contains a separate section for each village, and

Part V contains the history sheets of "known depredators".

In addition to these volumes a conviction register is maintained, but there is no single register in which *all* the cognizable crime of a police station is registered chronologically.

Bihar and Orissa.—In Bihar and Orissa the records are simple—

Part I contains history sheets.

Part II is a record of crime, entered by classes.

This is indexed and serves as a conviction register.

Part III contains brief crime reviews entered by the Superintendent, each class being dealt with in a separate section. It also contains separate sections for matters of interest or importance.

The various parts are kept for the whole police station and it is claimed that this is a great advantage, in that when a cattle theft occurs the Sub-Inspector has merely to turn to the cattle thief section in Part I where he will find their histories, to the cattle theft section in Part II where he will find details of all cattle thefts of previous years, the names of persons convicted and suspected, and to the cattle theft section of Part III where he will find the running notes by Superintendents of Police summing up the broad facts relating to cattle theft throughout the jurisdiction over a series of years.

Punjab and N.-W. F. P.—In the Punjab and N.-W. F. Province it has been the practice to maintain a consolidated conviction register for each police station by villages and to enter convictions also in the Village Note-book.

It is perhaps unnecessary to deal further with the extent to which existing practice differs from the original proposals of the Police Commission and the orders of the Government of India. The results of a full discussion of the question of surveillance and crime records may now be stated.

SECTION II.—THE VIEWS OF THE CONFERENCE REGARDING SURVEILLANCE AND THE REGISTRATION OF CRIME AND CRIMINALS AND CONNECTED MATTERS.

7. History Sheets.—The Conference does not consider that history sheets are necessary as suggested by the Police Commission in order to ascertain what persons show a determination to lead a life of crime but that—

- (a) history sheets should be opened only for persons who are, or are likely to become, habitual criminals or the aiders or abettors of such criminals. This is the rule given in Part V, page 23 of the enclosure to the Home Department Resolution No. 1112—1120, dated the 8th November 1905, with the underlined words inserted;

- (b) it is not advisable to allow an Inspector to sanction the opening of a history sheet;

Note.—The Madras the Punjab and the N.-W. F. P. representatives prefer to retain their existing procedure whereby history sheets are opened automatically for certain classes of convicted persons though history sheets are opened for suspects only on the orders of a gazetted officer.

- (c) history sheets should be opened or closed for suspects only under the orders of the Superintendent of Police or other gazetted officer duly authorised;

- (d) a history sheet should contain the information laid down in the form attached to the enclosure to the Home Department Resolution No. 1112—1120, dated the 8th November 1905, with the following additional information if the Local Governments have no objection:—

- (1) the names, fathers' names and residence of identifying witnesses,

- (2) the finger print classification,

- (3) the names, fathers' names and residences of relatives and associates and references to their history sheets,

- (4) the C. I. D. history sheet number,

- (5) crime classification or *modus operandi*;

- (e) it should be decided at the time of conviction, and not at the time of release, whether a history sheet shall be opened for a convict and whether he shall be placed under surveillance on release from jail.

Representatives of several provinces complain that the paper supplied for history sheets and similar records is insufficiently strong to bear frequent handling over a long period of years and the Conference considers that Local Governments might be advised to supply stout paper.

8. Surveillance Register.—The Conference agrees that the maintenance of the surveillance register prescribed by the Government of India should be optional, but that in provinces where it is not maintained there must be in its place a list of all persons for whom history sheets have been prepared, and that surveillance should be exercised at any particular time only over those known or believed to be actively engaged in crime at the time. Methods of surveillance must be left to the discretion of Local Governments.

9. Surveillance not effective without the assistance of Village Police.—All the members of the Conference are strongly of opinion that—

- (a) surveillance cannot be effective without the active assistance of the village chaukidar or watchman;

- (b) where his services are not available for this purpose they should be made available;

- (c) any legislation which tends to relieve him of his hereditary duty of reporting the arrival and departure of bad or suspicious characters or strangers and of watching them, should be discouraged, in that it would probably necessitate a considerable increase of the police force; and

- (d) in provinces where the village chaukidar or watchman is subject to the disciplinary control of the Superintendent of Police that control should not be diminished.

Note.—These recommendations do not apply to Burma where there are no village police and a regular police surveillance staff is employed.

10. Registration of Crime and Criminals.—It is not possible for this Conference to advise uniformity of method in recording information of crime

and criminals. The Punjab, N.-W. F. P., United Provinces, Central Provinces, Bengal, Assam and Burma representatives desire to maintain records both by police stations and villages; Madras wants a record of crime and criminals by police stations and a record of useful information about villages arranged by groups of villages; Bombay wants a record by police stations and considers that if any particular village by reason of its criminality or other local circumstances merits the opening of a separate part it might be advantageous for the Superintendent to open one. Burma requires a record by villages because the village headman is to some extent responsible for the surveillance of the criminals resident in his village, and Burma and the United Provinces look upon the record by villages as the only means by which the Superintendent of Police and Circle Inspector can keep a check on the police, the headman, the chaukidar and on the police station records.

The Bihar and Orissa representative has no use for a record by villages but would accept the Bombay suggestion. He states that the number of villages in his province is so large that in the past the dispersal of information over 20 or even more volumes has been found to hide it effectively; he considers it essential that when a crime occurs the Sub-Inspector should be able to obtain without difficulty the details of previous cases of the same nature and a brief history of that particular form of crime. He is strongly opposed to maintaining the record both by villages and by police stations, and considers that in Bihar and Orissa this would be useless duplication of work. In respect of criminals his views are similar and he is doubtful whether a Sub-Inspector requires more detailed knowledge about any village than is afforded by the classified general summary in Part III of the Crime Directory. The Madras and Bombay delegates strongly support the views of the representative of Bihar and Orissa. The representatives of the United Provinces, Central Provinces, Bengal, Burma, Assam, Punjab and N.-W. F. Province agree that the Bihar and Orissa system might be suitable for town areas but maintain that the village is the unit of rural life as well as of rural administration and that it is, therefore, essential to have a self-contained record from which complete details of the crime, factions and disputes of any particular village can be ascertained.

The Conference thinks that in this matter uniformity should not be insisted on and that cognizable crime should be registered in such manner as each Provincial Government thinks fit.

The Conference next considered whether crime should be registered chronologically as it occurs or according to the class in which it falls. The majority of the delegates favour registration chronologically at police stations, but Bihar and Orissa prefers to maintain its present system of registering crime according to the class in which it falls. The United Provinces, Burma and the Central Provinces register crimes in this way at headquarters, whilst in Bihar and Orissa the Inspector and the Superintendent of Police maintain at sub-divisional and district headquarters an index written chronologically. Madras would prefer the Bihar and Orissa system if the rules prevailing in Madras were modified to provide for the registration of crime and criminals in a combined record as in Bihar and Orissa.

11. Conviction Register.—The Conference is of opinion that there should be maintained at each police station a conviction register or an index to the Village Crime Note-books containing a complete list of persons convicted of such cognizable offences as the Government of India and the Local Government may prescribe.

12. Co-operation.—The Conference observes that the members of the Police Commission of 1905 in their report stated that they felt convinced "of the necessity for much more intimate knowledge on the part of the Government of India of what is going on in every province" and they strongly recommended that periodical conferences between the Inspectors-General of the different provinces should be held for the frank interchange of ideas and comparison of methods.

The Conference considers that effect should be given to this recommendation, and would include Commissioners of Police. It is therefore recommended that in addition to inter-provincial conferences, All-India Conferences of Inspectors-General and Commissioners of Police, or their representatives, should be held every year, alternately at the headquarters of the Government of India and of the various provinces in turn. Frequent inter-district and inter-police station co-operation meetings have been found useful in most provinces and are recommended. Also, where they do not already exist, adequate arrangements should be made for the prompt interchange of useful information between police stations, districts and provinces.

13. Telephonic and Telegraphic Communication.—The Conference agrees that except in the North-West Frontier Province and certain divisions of Burma, the system of telephonic and telegraphic communication is insufficient to ensure the prompt collection and dissemination of information. The cheapness of the superimposed telephone system in Burma might be brought to the notice of other Local Governments.

14. Use of Typewriters.—The Conference considers that every police station of importance where a sufficiently educated staff exists should be provided with a typewriter. The use of these machines will be of material value in facilitating the speedy preparation of legible reports and the saving of much unnecessary labour.

15. Quick detection of Abnormal Local Variations in Crime.—In provinces where graphs, charts, reports or other means whereby abnormal local variations in crime can be readily detected have not been prescribed, steps should be taken to repair the omission.

16. Crime Maps.—The majority of the delegates consider that police station crime maps are helpful, in that they enable the local circle and superior officers to see at a glance the areas in which crime is rife. A minority of the delegates favour the maintenance of circle and sub-divisional crime maps and the majority are in favour of maintaining district crime maps.

The Conference desires the Government of India to recommend to Local Governments the annual supply of printed police station maps and a liberal supply of district and provincial maps for use as crime maps.

17. Gang Registers.—The Conference is of opinion that where organised gangs exist for the habitual commission of serious offences, such as dacoity, burglary and cattle theft, it is essential that a detailed list of members of the gang and a history of their depredations and organisation should be maintained and kept up to date at district headquarters and at the police stations in which they reside, and that rules should ensure (a) that the absence of any member of the gang is reported promptly to all police stations in which other members reside, and (b) that surveillance is exercised simultaneously over all members.

In respect of wandering gangs a similar record in a somewhat different form is essential, in that a copy of the record must be sent from place to place as the gang moves.

18. Use of the Criminal Tribes Act.—The Conference also strongly recommends the wider application of section 11 of the Criminal Tribes Act to criminal gangs and considers that the provision of funds for settling and reclaiming the worst of these gangs is an urgent obligation which should be met by Local Governments.

19. Imported Labour.—The Conference desires to bring to the notice of Government that criminals proceed in considerable numbers to industrial centres all over India and, being unknown as such, are free to commit and do commit serious crime.

It is therefore recommended that the Government of India should move Local Governments to afford reasonable authority and facilities to the police to verify the antecedents of imported labour. In Burma this is provided for by the Oilfields Act (Burma).

20. **The use of sections 401 and 565, Cr. P. C.**—The use of section 401, Criminal Procedure Code, for the purpose of obtaining information from convicts for the elucidation of cases of importance and the recovery of stolen property is known to the members of this Conference, but the use of this section for other purposes, namely, the remission of sentences and the reformation of prisoners, is a matter on which as yet the police authorities of several provinces have not been consulted. This Conference recommends that if the section is to be utilised for the purpose of remission of sentences, Inspectors-General of Police should be consulted as to the policy and its application.

The Conference considers that—

- (a) it is undesirable that sentences on confirmed professional criminals should be suspended under section 401, merely as an act of clemency, but where this power is so exercised the person released should be placed under restrictions similar to those prescribed for persons subjected to the provisions of section 10 of the Criminal Tribes Act as is done in the United Provinces;
- (b) a convict on whom an order under section 565 is passed should be placed under restrictions similar to those prescribed for persons subjected to the provisions of section 10-1(b) of the Criminal Tribes Act except in Burma where a special law exists.

The Conference desires to draw the attention of the Government of India to the fact that the Police Commission of 1902-03 recommended that the penalty for breach of the rules laid down under section 565 should be imprisonment extending to one year and it considers that this section loses much of its value owing to the fact that the punishment is limited to one month's simple imprisonment.

The Conference would note also that some Local Governments have not yet amended their rules under section 565 so as to take advantage of the recent amendment in sub-clause 1(b) regarding "absence from residence".

SECTION III.—THE BOMBAY PROPOSALS AND THE QUESTION OF MODEL RULES.

21. **The Proposals of the Government of Bombay.**—The Conference has examined the proposals of the Government of Bombay in the light of the principles laid down above and considers that—

- (a) there is no objection to the proposal to re-arrange the Village Crime Note-book as suggested, but it is thought that in any village history the names of convicts and suspects living in that village should be included;
- (b) there is nothing objectionable in the proposals of the Bombay Government relating to surveillance;
- (c) the proposed 'crime extract' would be very useful at police stations where the registration of crime according to classes would enable an investigating officer, with a minimum of labour, to examine the previous history of any particular form of crime, but it is not certain that it is necessary to submit copies to sub-divisional or district headquarters as this might involve an amount of labour incommensurate with the benefits likely to accrue. The preparation of forms of this nature postulates an increase of the staff of a police station;
- (d) there can be no objection to the proposed Known Criminals Registers;

- (e) the proposed sub-classification of crime is perhaps too detailed, but the other special features of the Bombay proposals are in general agreement with the recommendations and opinions already recorded by this Conference and need not be discussed.

These recommendations should not be interpreted as meaning that other provinces wish to make similar changes.

22. **Model Rules.**—The Conference considers that in view of the widely differing conditions which prevail in the various provinces it is impossible to frame a model set of rules and forms which could serve as a guide to Local Governments, but the purpose of the Government of India will probably be equally well served by the statements which have already been made of the points on which it has been found possible to secure agreement. For facility of reference these are reproduced as Appendix A.

SECTION IV.—CRIME CLASSIFICATION.

23. **Crime Classification.**—Crime classification is a distinctive feature of the proposals submitted to the Government of India by the Government of Bombay and the Conference is informed that the Government of Burma is specially interested in its practical utility. This subject has received much attention during the last few years and several experiments have been made. Brief statements of the present position have been obtained from the representatives of the provinces where the system has been tried and a summary of these may be of interest to the Government of India and Local Governments. The statements themselves are attached as Appendix B.

The idea underlying crime classification is that the habitual criminal generally leaves behind him some clue which marks him out from his fellows so that with trained observation and a rational classification of crime the actual offender or at least the class of offender can often be singled out. In other words it is believed that the investigation of certain cases, notably burglary, will often be facilitated and the field of enquiry narrowed if there are available for search detailed records of previous similar crimes classified according to their distinctive features and of criminals classified according to their distinctive methods of work.

Experience of Provinces.

24. **Burma.**—A somewhat elaborate and expensive scheme which provides special staffs for one central and 19 district bureaux was introduced in Burma about 18 months ago. There are now nearly 1,000 index cards on record in the Central Bureau and from 50 to 400 in each of the district bureaux. Several cases of burglary have been detected solely through this system, but it will be at least three years before sufficient index cards are on record to produce results on a large scale.

United Provinces.—In the United Provinces crime classification was adopted for burglary in 1925 and though the system used was generally considered to be too elaborate, it was acknowledged by many Superintendents to be of real value; only one Superintendent condemned it outright. It is still too early to report with any precision, but in 1925 tangible results were obtained by keen officers and it was admitted by others that the system had helped to develop the intelligence of Sub-Inspectors.

Bombay.—A proposal for the establishment of a *modus operandi* bureau in Bombay City has recently been submitted to the Government of Bombay.

Bihar and Orissa.—From a limited experience of the use of the system in connection with burglary in Bihar and Orissa the representative of that Province has been able to give the Conference particulars of four cases in which detection has been obtained or greatly facilitated by the system and of five instances in which the system has been of use.

Bengal.—A classification bureau has formed part of the Bengal C. I. D. for some years. The following statistics will give some idea of the scale of its work and of the results. The information on record in the Bureau is said to have been of the greatest use in cases of drugging, swindling, professional cheating and murder for gain :—

	1923.	1924.	1925.
Number of searches	23,685	24,455	22,789
Number of references from districts, etc.	...	2,602	2,949
Number of cases in which useful information was furnished to enquirers	771	895	887
Number of criminals traced when there was (a) a record	...	22	152
(b) no record	...	10	20
in the Finger Print Bureau.			
Number of cases in which the identity of the culprit was fixed from the <i>modus operandi</i> and descriptive roll	...	11	11

Experience shows that in Bengal owing to the nature of the houses, burglars work in parties and do not adhere to one method; a sub-classification of burglaries would therefore be misleading. In every case a brief note of the *modus operandi* is recorded in the crime register and in history sheets. Cattle thieves, pick-pockets and railway thieves are separately tabulated in lists at each police station.

Madras.—The classification heads and sub-heads adopted in Madras have been shown by experience to be much too elaborate and their revision is under consideration. It has become evident too that the majority of criminals do not adhere consistently to particular methods as now classified. In regard to the bulk of the crime of the province success is still obtainable only by direct investigation, but modification and restriction of the classification system now in use may lead to valuable results.

Punjab.—The system has been worked in a Punjab district with considerable success. In that district it has resulted in the location and arrest of no less than eight separate gangs of professional burglars and the recovery of a considerable amount of stolen property in the past six months. Vernacular questionnaire forms are filled in and attached to the first case diary written at the spot. From the completed forms separate maps for each type of burglary are prepared at headquarters by a special staff. This is the primary classification. Secondary and further classification is carried out by means of connected registers in which details of *modus operandi* are written up.

25. Opinion of the Conference.—The Conference is of opinion that crime classification is distinctly useful as an aid to detection and is likely to lead to the adoption of improved and more intelligent methods of investigation. It should be left to each Province to frame its own system.

Provinces should be requested to report at the next Conference their experiences of the working of their systems.

CHAPTER II.

THE EDUCATION OF THE CONSTABULARY.

1. The Conference has examined the broad features of the question of the education of the constabulary as set out in paragraph 3 of letter No. F.-78--26-Police, dated the 15th June 1926, from the Government of India to all Local Governments and Administrations.

2. (a) *The best form of training school and whether it should be conducted in the District Police Lines or should exist as one or more central establishments.*—In Madras, Bihar and Orissa, and Bengal, central schools already exist for the training of recruits. The opinions already obtained from Local Governments by the Government of India generally favour the organisation and maintenance of central schools, but up to the present, in provinces other than those mentioned, financial stringency and the inadequacy of reserves have militated against the provision of central institutions.

The Conference is of opinion that the best form of training school is a central establishment, except in Burma where special conditions exist. In some provinces the existence of different languages and the reluctance of the inhabitants to go far from their homes may make it necessary to have such schools at more than one centre. Recruits should be sent to a central training school as soon as possible after enlistment, on fixed dates, and on the completion of their training they should be returned to the districts in which they were enlisted. This necessitate the provision of adequate reserves.

The suggestion which is under the consideration of the Punjab Government that, as an alternative to the establishment of central schools, a Superintendent of Police might be appointed as staff officer to the Inspector-General of Police, for the supervision of training in district schools, does not commend itself to this Conference.

(b) *The subjects of which a knowledge is essential to a sound elementary practical education for a constable.*—In the opinion of the Conference these subjects should be :—

(i) Drill, Physical Training, Musketry and the use of the arms with which he is ordinarily equipped.

In addition to the above, instruction should be given in the action to be taken on the occasion of riots, *e.g.*, the necessity of warning crowds before fire is opened, fire control, noting casualties and attending to the wounded, making necessary arrests, the careful checking of ammunition expended, and the preparation of reports.

(ii) Duties to and conduct towards the public.

(iii) Departmental rules affecting the rank and file.

(iv) Receiving and repeating messages—the use of the telephone.

(v) Chapter IV—XIII of the Criminal Procedure Code.

(vi) Recognition of the more important offences of the Indian Penal Code.

(vii) The Police Act and any Special Laws, knowledge of which is considered necessary or important in each province.

(viii) A knowledge of the bye-laws in force in large cities, in particular those regarding the control of traffic.

(ix) Roman letters and Arabic numerals.

(x) Lessons in reading and writing their mother tongue.

(xi) The Clock—Time of the day.

(xii) Observation—judging distances and height, etc.

(xiii) First Aid (to literate men only).

(c) *The time required for training.*—The Conference considers that a nine months' course is highly desirable as a minimum, but in Burma and Madras, owing to their higher degrees of literacy, a shorter course may suffice. The average period of training at present in all provinces is six months, but experience shows that the extra three months are required for revision. If the period of training is cut short the recruit is apt to forget what he is taught. The Government of India in their letter have referred to the unsatisfactory character of the present course of six months' training which, apart from its brevity, is also adversely affected by the inadequacy of training staff, by the pressure of duties and by the insufficiency of reserves in districts.

(d) *Standards and methods.*—The Conference would bring to notice the methods of training of recruits now in use in the Bengal schools. Three companies are formed according to the period of training. These in turn are divided into three standards consisting of—

- (i) Illiterate men.
- (ii) Men literate in their mother tongue.
- (iii) Men literate in English.

The law and literacy curriculum is fixed to suit the capacity of the men in each class.

The adoption of similar methods is advocated for use in all provinces.

Before passing out of the central training school a recruit should be required to pass a simple examination in the subjects enumerated in clause (b) above.

The Conference considers that the ratio fixed by the Police Commission of one instructor to 40 recruits is too small and that there should not be more than 25 recruits in a class.

(e) *Class of teacher required.*—The Conference is of opinion that, except for instruction in drill, where non-commissioned officers are employed under the supervision of an officer of higher rank, the instructors of recruits should not be below the rank of Sub-Inspector. If found possible, the instructors should be given a brief course in pedagogy at a Normal School.

Except in the case of special subjects (*e.g.*, for instruction in First Aid and literacy) the employment of officers of other departments as instructors is to be deprecated.

(f) *Text-books.*—In regard to text-books in Law, Drill and Police Rules, it should be left to each province to prescribe the manuals best suited for instruction in its schools; a school text-book selected with the advice of the Director of Public Instruction in each province will probably be found suitable for instruction in reading and writing.

(g) *The provision and location of reserves so as to reduce to a minimum the interference with the training of recruits caused by emergency for routine duties.*—Reserves should be located at district headquarters.

With the provision of central schools no interference with the training of recruits will be possible, but a sufficient reserve for training must be provided in each district, based on the normal average number of recruits enlisted annually. In this connection it will probably be necessary for each province to revise its existing contingency reserve.

In the case of Burma, where there are district schools, an adequate reserve for training is required.

(h) *Education and training of constables at police stations and outposts.*—The education and training of constables at police stations and outposts is generally impracticable beyond instruction in orders issued from headquarters and in local knowledge. This is the duty of the Station House Officer.

(i) *Refresher courses.*—The Conference considers that refresher courses are desirable but cannot be undertaken in some provinces without a material increase of reserves, buildings and staff.

(j) *Training of Specialists, e.g., Traffic Police or Detectives.*—The Conference considers that, in order to ensure uniformity of traffic control throughout India, selected men should be sent to the nearest Presidency Town or to Rangoon or Delhi to be trained as instructors.

As regards the training of detectives it is thought that more use could be made of the rank and file by the opening of detective schools under the supervision and control of the Crime Branches of provincial C. I. Ds. Constables of two kinds should be selected, namely, those required for watching and shadowing, who should be taken early before they have learnt too much drill; and those required for investigation who should be selected from the men in the districts who have shown natural ability for this class of work. The representatives of the United Provinces, Madras and Burma dissent from this opinion. The training should preferably be under the control of the local C. I. D. and entirely separate from the training of the Provincial Central School.

3. Methods of improving Conditions of Service.—The Conference considers that in some provinces the establishment of central schools will necessarily have an adverse effect on recruitment which should be overcome by making service in the lower grades more attractive than it is at present. The Conference is precluded under the terms of the Government of India letter No. E.-78-26-Police, dated the 7th January 1927, to all Local Governments, from discussing any revision of pay or allowances, but, in order that the extra expenditure involved in establishing and maintaining central schools and in the consequent increase of the reserves of all districts should not be wasted, it is essential that the conditions of service should be such as to attract recruits of a good type and to retain them after their training. Such improvement could be effected by the grant of pensions after shorter periods of service as in other corps, by the provision of better quarters, a generous supply of clothing and equipment including walking-out kit and necessities for health such as mosquito nets, better hospital accommodation and equipment, and railway passes at appropriate intervals for men and their families proceeding on and returning from leave.

4. Literacy Allowances—The Conference approves the practice in Bombay, the United Provinces, the Central Provinces and the Punjab Railway Police, of granting literacy allowances. These allowances attract a better type of recruit and offer an incentive to self-improvement to men already in the force. It recommends an extension of these allowances to other provinces.

CHAPTER III.

MISCELLANEOUS SUBJECTS.

Pattern of *Pagri* for Indian Officers.

(1) *The Pattern of Pagri to be adopted for Indian Officers of the Imperial Police*—(Item 3 of the Agenda).

The members of this Conference have seen patterns of *pagri* supplied by Messrs. Ranken & Co., Delhi, and Mahmud Shah of Ludhiana. They approve of the sample *pagri* of khaki silk, with blue edge, which has been supplied by the last named firm, but the *lungi* ends should be gold instead of silver. A *kullah*, when worn, should be of gold to match. Indian officers should have the option of wearing a *pagri* or a helmet and Burmese officers a *gaungbaung* or a helmet.

Appendices to Annual Administration Reports.

(2) *Alterations of the Appendices to the Provincial Annual Administration Reports*—(Item 4 of the Agenda).

This subject is referred to in paragraph 4 of letter No. F-78/26-Police, dated the 7th January 1927, from the Government of India, Home Department, to all local Governments.

(a) The Conference after considering the statistics contained in statement A suggest that offences under section 396 I. P. C. which are now included in Serial No. 11 with murders should be included under their true heading, Dacoity, in Serial No. 25. The Conference does not recommend the inclusion of this offence under both serial numbers as likely to lead to inaccuracy. An offence under section 396 I. P. C. is very different from the ordinary offence of murder, the primary objective being against property. The suggested alteration will give a more accurate classification of crime.

It is further suggested that offences under sections 332 I. P. C. and 353 I. P. C. assaults on public servants, which are now included in serials 20 and 23 respectively should be shown together under a separate additional serial number. These are cognate offences.

(b) *Preventive Sections*.—In view of the fact that sections 109 and 110 of the Cr. P. C. are not offences (the representative of Madras dissents) their inclusion in statements giving statistics either of cognizable or of non-cognizable crime would be misleading.

It should be the practice to report on the adequacy of preventive measures taken by the police in the body of Provincial Annual Administration Reports, and the preparation of further statistics appears to be an unnecessary additional labour. These remarks apply also to the suggested inclusion of similar statistics under local Acts.

(c) *Arms Act and Cinematograph Act*.—The suggested submission by the police of statistical information regarding the working of the Arms Act and Cinematograph Act presents considerable difficulty, as except in the Presidency Towns and Rangoon, the working powers under these Acts lie in the hands of District Magistrates. If it is desired to ascertain approximately the number of arms held lawfully in districts, more accurate information can be obtained from the licensing authorities, namely the District Magistrates. Police action under Local and Special Laws is already shown in serial 41, Statement A, and in Class VI of Statement B.

(d) *Motor Vehicles Act*.—The working of the Motor Vehicles Act is a matter which is imposing an increasing burden on the police. The system of registration of cars, of the issue of driving licenses, both for public and private cars, and of their suspension, varies in different provinces under rules framed by Local Governments. In some provinces we find that there is divided control in the matter of the registration of cars and the issue of driving licenses between the Police and Magistracy.

The Conference unanimously recommends that the rules now in force under the Motor Vehicles Act in each province be scrutinised by a Police Committee composed of representatives from all provinces and strengthened by a motor mechanical expert and a legal expert and that a standard set of rules be framed applicable to the whole of India. As the working of this Act is entirely a police matter, the rules should prescribe the police as the authority for the registration of cars, the issue of licenses, and for the general working of the Act. It would then be possible to prescribe uniform returns as suggested by the Government of India.

The Conference understands that in Burma and Madras the working of the Motor Vehicles Act is now almost entirely in the hands of the police, and that in the United Provinces an expert committee, as suggested above, has recently framed proposals on similar lines. In the Central Provinces the registration and licensing of motor vehicles and drivers have been made over to the police.

Departmental Punishments.

(e) *Statement E.—Discipline and Management of the Force—Columns 13 and 14. Return showing Departmental Punishments other than dismissals.*

The Conference considers that the return of punishments should include only such punishments as are given in cases in which departmental proceedings other than those of a summary nature (Orderly Room) have been regularly framed. The Conference desires to point out that the award of a black mark is not in itself a punishment. Black marks and warnings should be excluded from this return.

Separation of 'uniform' and 'investigation' work.

(3) *The separation in cities of "uniform" and "investigation" work*—(Item 5 of the Agenda).

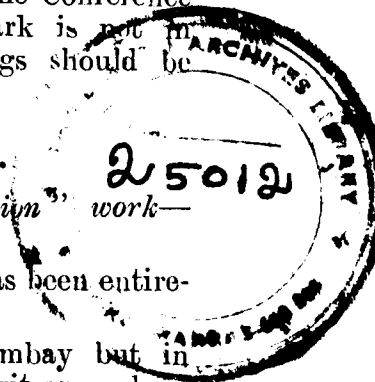
Rangoon is the only town in which the investigating staff has been entirely separated from the "law and order" or "uniform" police.

The distinction exists to some extent in Calcutta and Bombay but in Madras no such experiment has been made. In Lahore and Amritsar and in the big cities of the Central Provinces all crime is reported at one central police station from which the staff for investigations is deputed.

An experiment has just been started in Lucknow where a special investigating staff has been set aside solely for the purpose of investigating serious crime.

The complete separation in Rangoon has, we understand, met with marked success but in the absence of representatives we are unable to examine the results in Bombay or Calcutta. The Conference is informed that Madras is now considering such a scheme and is of opinion that in this respect Madras should come into line with the other Presidency Towns.

The Conference considers that it is desirable to aim at a gradual separation of the investigating staff and the uniform police in all big cities and towns, but it would recommend a careful examination at a later date of all experiments



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made. It thinks that the uniform police should always be available for co-operation with the investigating staff and that great care will be necessary to avoid friction between the two branches.

Detective Staff.

(4) *Detective staffs in districts and cities*—(Item 6 of the agenda).

Detective staffs for dealing with serious or professional crime are available in all districts of Burma and the United Provinces, in 2 districts of Madras and 5 of Bengal. Other provinces have none.

In addition to the district detective staff Burma has a flying squad under each Range Deputy Inspector-General to reinforce district staffs in case of need and the United Provinces has a strong force of Special Dacoity Police.

The Burma district staff deals with ordinary crime and maintains the district crime classification bureau. In the United Provinces the district detective staff deals with both political intelligence and ordinary crime.

In Bengal there is in every district an intelligence branch to deal with political crime but, except in 5 districts, no detective staff to deal with ordinary professional crime.

In every province except Madras, N.-W. F. Province and Assam there is a small detective staff on railways.

Serious or professional crime frequently requires an investigation lasting for several weeks which the provincial C.I.D. in some provinces is occasionally, in others often, unable to undertake.

It is manifestly impossible for the officer in charge of a police station, often the only sub-inspector there, to carry on such an investigation satisfactorily and at the same time to investigate other reported cases and to deal with the routine work of his station.

The Conference is of opinion that there should be a detective staff of suitable strength at every district headquarters and recommends that the Government of India impress on Local Governments the desirability of making provision for such a staff where not already provided.

The Conference also recommends the provision at such centres as the local authorities deem expedient of suitable reinforcements on the lines of the flying squads now employed in Burma or of the Special Dacoity Police in the United Provinces.

Motor Traffic.

(5) *The Control of Motor Traffic and the training of Traffic Police*.—(Item 7 of the Agenda).

The working of the Motor Vehicles Act has already been dealt with in paragraph 2 and this Conference has recommended the preparation of standard rules under the Act. The training of the constabulary in control of motor traffic has been referred to in connection with the opening of Central Schools for the training of recruits—Chapter II. This Conference is convinced of the necessity of devoting greater attention to the training of the rank and file and emphasises the value of co-operation in this matter with the police of Presidency Towns.

In Rangoon, Calcutta, Bombay, Madras and Lahore a separate traffic staff has been formed—and in the larger towns of the Madras Presidency a separate traffic staff is employed which works from the most central police station. This Conference considers that with the growth of motor traffic, provision should be made, wherever necessary, for extra traffic police and that all traffic police should be granted allowances.

The Reduction of Police Work.

(6) *The Reduction of Police Work*.—(Item 8 of the Agenda).

This Conference has considered the following duties which are now imposed on the police and which should be entrusted to other agencies.

(a) *The service of processes in non-cognizable cases*.—This Conference considers that the service of processes in non-cognizable cases imposes an increasingly

heavy burden on the police in provinces in which the force has not been strengthened for the purpose. It therefore recommends that if it is impossible to delegate this duty to some other agency the extent of the duty should be examined and the force at police stations should be strengthened where found necessary.

The following is a note received from the representative of the Bombay Presidency :—

NOTE BY THE BOMBAY REPRESENTATIVE ON THE SERVICE OF SUMMONSES BY THE POLICE.

In the Bombay Presidency a certain number of constables are allotted in the strength of each district to the duty of process serving. In the year 1923 the number of summonses served by the police in cognizable cases was 40,148 and in non-cognizable cases 111,008.

The process serving staff is not distinct from the rest of the force, any policeman who is available being allotted the duty ; but as this work is considerable, extra strength has to be allotted for its performance.

It was pointed out in 1921 that the agency by which processes were served was expensive. With a view to economy therefore, an experiment was initiated in 1923, in three districts, for the service of summonses through the village police, the village patel receiving four annas for the service of each summons under sections 68 and 160, Cr.P.C., and the strength of the police in those districts was reduced. In one of those districts the experiment was reported to be working satisfactorily. In the other two districts the system was reported to be not sufficiently reliable for the following reasons :—

- (1) Delays for want of adequate and regular postal service in the out-lying villages.
- (2) Illiteracy of the village police.
- (3) Party spirit prevailing in the villages in which the village patels participated, which resulted in the non-service of summonses relating to cases in their particular villages.
- (4) Consequent failure of important cognizable cases.

In these two districts, therefore, the experiment has been modified to the service of summonses in cognizable cases, by the regular police, and in non-cognizable cases by the village police, and is still in progress.

(b) *The service of miscellaneous orders and notices* :—Examples are :—

The issue of notices informing licensees that licenses under the Arms Act are due to expire (Bengal).

Orders issued by the Agricultural Department and from Magistrates calling for reports on crops (Bengal and Bihar and Orissa).

Orders regarding Local and District Board elections (Bengal).

The collection of crop statistics in Bengal and Bihar and Orissa.

The collection of vital statistics in towns (Bihar and Orissa).

The repair of survey pillars (Assam and Bihar and Orissa).

The supply of transport and provisions to travellers (Bihar and Orissa).

It appears to this Conference that the collection of miscellaneous information, not affecting criminal administration, forms no part of police duties and should not be imposed on the force. The employment of police to supply transport and provisions is open to serious objection.

Cinematograph Films.

(7) *Cinematograph Films*.—(Item 9 of the Agenda).

The representative of Madras reports that information of the banning of films in other provinces is sometimes received with delay.

Several delegates bring to notice the fact that films which have been considered unexceptionable in one province have been considered objectionable and have been banned in others.

This Conference recommends the appointment of an advisory officer to keep in touch with censorship boards, to indicate objections to films from the point of view of different provinces and to communicate the decisions of the boards to all provinces.

The Conference considers that Government should take power to censor and prohibit the exhibition of objectionable posters and advertisements of films.

Re-armament of the Police.

(8) The representative from Assam has brought before the Conference the question of the re-armament of the police as a matter of great urgency in his Province.

In the United Provinces a similar urgency exists and the Government of India have suggested to the Local Government that they should purchase arms in the open market in consequence of the inability of the arsenals to provide muskets.

In Bengal, the United Provinces, Assam, and Madras, difficulty has been experienced during the past two years in carrying out musketry owing to a shortage of ammunition. In Bombay a shortage of ammunition now exists.

The representative from Assam has urged the desirability of a uniform type of armament for the police throughout India as this will ensure reduction in cost and should guarantee facility in the provision of ammunition.

It is understood that the question is already before the Government of India and that the Assam Government has conveyed its views as also some other Local Governments.

The Conference having considered this representation are agreed that the re-armament of the police is one of extreme urgency and that an early decision should be arrived at.

Conclusion.

(9) Finally the members of the Conference desire to thank the Government of India for affording them this opportunity of meeting and inter-changing their knowledge and opinions regarding matters of considerable importance and they feel that although the Conference was summoned at rather short notice and although the time at their disposal has been inadequate for the purpose of dealing effectively with the many important questions laid before it, yet the Conference has been of very great use and will tend to raise the standard of police work throughout India.

W. SWAIN.

C. C. CHITHAM.

G. S. WILSON.

F. ISEMONGER.

R. J. S. DODD.

C. B. CUNNINGHAM.

T. E. FURZE.

C. DE M. WELLBORNE.

A. D. GORDON.

C. STEAD.

The 12th February 1927.

APPENDIX "A".

(Vide paragraph 22, Chapter I.)

Summary of points of agreement and of the recommendations made by the Conference.

I.—Points of Agreement.

CHAPTER I.

Paragraph 4

(1) Stress should not be laid on the necessity or desirability of rigid uniformity of practice.

Paragraph 7(a).

(2) History sheets should be opened only for persons who are or are likely to become habitual criminals or the aiders or abettors of such criminals.

Paragraph 7(b).

(3) It is not advisable to allow an inspector to sanction the opening of a history sheet.

Paragraph 7(c).

(4) History sheets should be opened or closed for suspects only under the orders of the Superintendent of Police or other gazetted officer duly authorised.

Paragraph 7(d).

(5) A history sheet should contain the information laid down in the form attached to the enclosure to Home Department Resolution No. 1112—20, dated the 8th of November 1905, with the following additional particulars, if the Local Governments have no objection :—

(a) names, father's names and residences of identifying witnesses;

(b) the finger print classification;

(c) the names, father's names, and residences of relatives and associates and references to their history sheets;

(d) the C. I. D. history sheet number;

(e) the crime classification or *modus operandi*.

Paragraph 7(e).

(6) It should be decided at the time of conviction, and not at the time of release, whether a history sheet shall be opened for a convict and whether he shall be placed under surveillance on release from jail.

Paragraph 8.

(7) The maintenance of a surveillance register should be optional but where it is not maintained there shall be maintained in its place a list of persons for whom history sheets have been prepared.

(8) Surveillance should be exercised at any particular time only over those known or believed to be actively engaged in crime at that time.

(9) Methods of surveillance must be left to the discretion of Local Governments.

Paragraph 9.

(10) Orders for formal surveillance should be passed only by the Superintendent of Police or other gazetted officer duly authorised.

(11) Surveillance cannot be effective without the active assistance of the village chaukidar or watchman and any legislation which tends to relieve him of his hereditary duties in this matter would probably necessitate a considerable increase of the police force.

Paragraph 10.

(12) Cognizable crimes should be registered in such manner as each Provincial Government thinks fit.

Paragraph 11.

(13) A conviction register or an index to the Village Crime Note-books containing a complete list of persons convicted of such cognizable offences as the Government of India and the Local Government may prescribe should be maintained at every police station.

CHAPTER I.

Paragraph 12.

(14) Frequent inter-district and inter-police station co-operation meetings are essential for the interchange of information and the efficient co-ordination of police efforts against crime and criminals.

Paragraph 15.

(15) Superintendents of Police and subordinate police officers should have means of quickly detecting abnormal local variations in crime.

Paragraph 16.

(16) The maintenance of crime maps is desirable.

Paragraph 17.

(17) The maintenance of gang registers for organised gangs who habitually commit serious crime is essential.

II.—Recommendations.

Paragraph 7.

(1) That the paper supplied for history sheets and similar records be sufficiently strong to bear frequent handling over a long period of years.

Paragraph 9.

(2) That where the services of the village chaukidar or watchman are not available for the purpose of reporting the arrival and departure of bad or suspicious characters or strangers and of watching them, they be made available.

(3) That in provinces where the village watchman or chaukidar is subject to the disciplinary control of the Superintendent of Police, that control should not be diminished.

Paragraph 12.

(4) That periodical inter-provincial conferences should be held between Inspectors-General and Commissioners of Police.

Paragraph 13.

(5) That the system of telegraphic and telephonic communication between police stations should be improved.

Paragraph 14.

(6) That important police stations be provided with typewriters.

Paragraph 16.

(7) That the police station and district maps be supplied annually for use as crime maps.

Paragraph 19.

(8) That in industrial areas the police should be given authority and facilities to verify the antecedents of imported labour.

Paragraph 20.

(9) That if it is proposed to make more general use of section 401, Criminal Procedure Code, with a view to the reformation of criminals, or for any other purpose. Inspectors-General of Police should be consulted as to the policy and its application.

Paragraph 21.

(10) That All-India conferences of Inspectors-General and Commissioners of Police or their representatives be held annually.

APPENDIX "B".

Crime Classification.

(Vide paragraph 24, Chapter I.)

Notes on crime classification in Burma, the United Provinces, Bombay, Bihar and Orissa, Bengal, Madras and the Punjab.

BURMA.

I attach a printed lecture* which gives full details regarding the crime classification and *modus operandi* system in use in Burma. The scheme is an elaborate one, and without a special staff in the C. I. D. for the Central Bureau, and without special staffs in districts for district bureaux the scheme is not workable. The paraphernalia necessary for each bureau are the 'Bizada' Card Index Cabinet, and the 'Bizada' Rotary Index. One set of these costs approximately £70. In Burma there is one Central Bureau, one district bureau in Rangoon Town, and 19 bureaux in districts. The system was only introduced into Burma about 18 months ago, and is still in its initial stages. It will be evident that until the index cards of a large number of criminals are on record at a Bureau, search results will not be fruitful. At present there are nearly 1,000 index cards on record in the Central Bureau, and in districts the number varies from 50 to 400 according to the interest taken by Superintendents of Police, and the capabilities of their district detective staffs. There have already been several cases of burglary which have been detected solely through this system, but it will be at least three years before sufficient index cards are on record to produce results on a large scale. The Central Bureau works in close touch with the Finger Print Bureau, and the Central Bureau is able to supplement information regarding traced persons whose index cards are also on record. It will not be possible to report on the practical utility of this scheme until the year 1929.

UNITED PROVINCES.

NOTE ON THE CLASSIFICATION OF BURGLARY.

Below will be found the rules with an introductory letter issued when the system was launched in 1925 and immediately below will be found a copy of the notes in the annual report for 1925 which refers to results.

Extract from the Annual Report for 1925.

The number of burglary cases ascribed to professionals is 3,775 or roughly one per cent. more than last year. This slight increase may be due to the introduction of the modified Gayer system mentioned in last year's report, but any return of this kind is usually as unreliable as it is valueless. The system mentioned above was ordered to be introduced in all districts from April; it is early yet to speak of the results; in some districts no attempt was made to introduce the system until the district was inspected; and in any case the vernacular translation of the rules and principles was not received till August. The general consensus of opinion so far is that the system in its present form is too elaborate and requires modification, but it is acknowledged in many reports that it is of real value in dealing with a crime which is far more widely spread and causes far more loss in property than dacoity. Only one Superintendent in the province condemns the system outright: such a cry in the wilderness merely reflects on the author. Where the Superintendent has instructed his subordinates and given the system a through trial tangible results have followed: noteworthy examples are Lucknow and Bulandshahr, and it is admitted by others that even if the system is difficult to apply in their districts, it has helped to develop the intelligence of the sub-inspector and his methods of induction which the system suggests. There is an indication that burglary like dacoity, in some districts and towns has been exploited by the police for their own benefit, and until this evil is eradicated to the extent that it has been in the case of dacoity, we shall make no real strides in dealing with the most important crime in the province. I do not consider that this evil is general but that it exists is, I think, patent; it must always be a matter of surprise that so few receivers are known to the police. It may be accepted that if and when the Superintendent has leisure, and his inspectors time and inclination, to work it scientifically, the system will lead to the discovery of many burglars at present unknown and a real reduction in cases of serious burglary.

Generally I am not disappointed with the results so far achieved and though I would not claim that the improved results in burglary cases—and they are remarkable—are due to the introduction of this system, it has certainly played its part in bringing them about.

* Not reproduced as it was published as a special supplement to the *Police Crime Gazette*, Rangoon, dated the 13th August 1925.

Enclosure to the United Provinces Note.

INTRODUCTORY LETTER.

OFFICE OF INSPECTOR-GENERAL OF POLICE,
UNITED PROVINCES.

Circular No. 2-VI—23-1925.

To

ALL SUPERINTENDENTS OF POLICE,
UNITED PROVINCES.

Dated Allahabad, the 13th March, 1925.

It has been decided with the approval of Government in G. O. No. 673.VIII.—39, dated the 14th February, 1925, to give a more extended trial to what is known as the Gayer system of burglary investigation, which certain Superintendents of Police have already adopted on their own initiative with very suggestive results, and to introduce it generally throughout the United Provinces from April, 1925.

The main principles underlying the system are :—

- (1) that expert burglars have their idiosyncrasies of method in committing crime, and that, given a record of the idiosyncrasies of known burglars, it will often be possible from the circumstances of a burglary to infer who has committed it;
- (2) that even when the circumstances of a burglary do not indicate directly who has committed it, each of these circumstances (*e.g.*, the method of entry, the amount of local knowledge shown, the object of the crime, the time of its commission) has a certain value either in indicating who cannot have committed it or in restricting guilt to a particular class or to persons coming from a particular direction, and thus contributes to the discovery of the criminal's identity by a process of elimination;
- (3) that though the circumstances of a single burglary may in the majority of cases not permit this process of elimination to be carried to a positive conclusion, the comparison of the circumstances of a whole series of burglaries and examination of their geographical and chronological relationship will enable it to be seen how far they are attributable to a common agency; and, given the fact that a common agency has been responsible for a series of burglaries, the process of elimination can be resumed with increased prospect of success; it being now a question of eliminating not merely all whose guilt is inconsistent with the circumstances of one particular case, but all whose guilt is inconsistent with any circumstance of any case in the whole series.

In order to give effect to these principles it is necessary that investigating officers should—

- (1) maintain records of the *modus operandi* of all known burglars;
- (2) study and record in a form which will facilitate reference and comparison the salient features of all reported burglary cases;
- (3) keep up outline maps which will show at a glance the geographical and chronological relationship of all burglaries of a similar type;
- (4) make intelligent deductions from the materials so obtained.

The attached rules, which embody ideas to which effect has already been given in several districts, have been framed to give the necessary initial impetus to the scheme. Superintendents of Police are at liberty to expand them and to modify them to suit local conditions in their districts.

Superintendents of Police should realize that though at first the scheme will entail the exercise of considerable patience and the expenditure of great personal energy on their own part, it is designed ultimately to encourage decentralization and to render the work of supervision efficient with the minimum of clerical labour. The Inspector-General hopes that all officers will give this matter their closest attention and will do their utmost to extend, encourage and foster the new scheme, which, though at present in the nature of an experiment, has great possibilities.

A. D. ASHDOWN,

Inspector-General of Police, United Provinces.

RULES FOR THE INTRODUCTION OF THE GAYER SYSTEM OF BURGLARY INVESTIGATION.

I.—*Maps*—(i) Superintendents will provide each police station with an outline map showing the area of the police circle itself and all circles immediately marching with it. The boundaries of districts and inspectors' circles will be disregarded.

These maps should show only—

- (a) the names of circles,
- (b) the exact position of each police station and outpost,
- (c) rivers, canals, railways, main roads, nullahs unfordable in the rains, and any other geographical features which are likely to affect the localization of crime.

Maps of rural areas should be on the scale of 1 inch to the m.le.

In cities maps should be prepared from large scale municipal maps, and boundaries of post beats should be shown.

(ii) Duplicate maps for each class of burglary prevalent (*e.g.*, wall-digging, roof-cutting, lock-lifting, "baghli," lock-breaking, miscellaneous, etc.) may be prepared or a single map may be used with distinctive signs (*vide* Appendix II) denoting the different classes of burglary.

(iii) Copies of these maps should be kept up in the offices of Superintendents of Police. Each circle inspector should keep up a general map for his circle.

II.—*Use of maps*.—(i) Burglaries will be noted down on maps as they occur. It is important that the maps should be as clear of detail as possible.

(ii) It is essential that these maps be prepared and kept up to date by station officers personally.

(iii) Circle inspectors must keep up their maps themselves. Headquarters maps may be kept up by readers, who should be made to produce them before the gazetted officers to whom they are attached at the time the latter write up the right hand pages of their crime registers.

III.—*Investigation*.—(i) On the occurrence of any case or attempted case of lurking house-trespass or house-breaking for purpose of theft, with or without loss, a report in form A (Appendix I) will be prepared. Entries at the top and under head 1 of this form will be made by the station writer at the time of preparing the first information report. To enable entries under the remaining heads to be made, an investigating officer (or, when the system is fully introduced, a specially trained constable) will visit the scene with as little delay as possible. Entries under heads 12 and 13 must in any case be made by a b-inspector.

The report in form A should be prepared in triplicate. One copy will remain at the police station to be filed with the crime map, one copy each will be sent to the circle inspector and Superintendent for similar action.

(ii) If the facts entered in form A afford any basis for investigation, investigation will be made, a note to that effect being entered under head 13, and case diaries being prepared in the usual way. Otherwise investigation will be refused under section 157 (i) (b), Criminal Procedure Code.

(iii) In the preliminary stages it will be necessary for an officer not below the rank of b-inspector or head constable to visit the scene personally for the purpose of form A. On every such occasion the officer visiting the scene must be accompanied by one or more constables who should be chosen for their general intelligence and, if possible, literacy. The officer should explain to these constables the general objects of the scheme. After any constable has in the opinion of the station officer acquired the necessary knowledge to be able to make independent scene-inspections, the orders of the Superintendent of Police should be obtained, and if he approves, an entry should be made in the character roll of the constable concerned. Thereafter the constable may be employed to make independent preliminary inquiries for the purpose of form A. Should the constable at any later period be found to be incompetent, the entry in his character roll should be cancelled.

(iv) Special attention to the brevity of reports in form A is necessary. No statement should be recorded and reports should contain only definite facts together with the inferences drawn from them. Should subsequent investigation show that inferences were incorrect, all officers concerned should correct their copies of form A.

IV.—*Deductions to be made from maps and notes*.—It is not possible to enumerate all the combinations of facts which might be collected on a form A or a crime map and to lay down at certain invariable deductions are to be made from each combination.

All officers will have to make frequent and repeated surveys of the crime that has been reported and draw their own inferences from it in the light of experience and common sense.

As examples of the kind of inferences which may be drawn the following four elementary suggestions are offered, but they touch only the fringe of the subject:—

- (i) If the culprits obviously had precise local knowledge, it will be easy to ascertain the identity of the few persons who could have had this knowledge. Further inquiry may then reduce the number who could have guiltily used this knowledge to one or two.

This restricts the field of inquiry.

- (ii) If the house burgled is situated on the edge of a village its position relative to the village may be a useful clue to the direction from which the culprits came.

A number of such cases may show lines of movement converging on a particular village.

This again restricts the field of inquiry.

- (iii) Any new method of house breaking indicates the presence of strangers; while the combination of a new method with precise local knowledge indicates local assistance to the stranger or strangers.
- (iv) A series of burglaries, similar in method, committed early in the night may indicate that the burglars have come from some distance as they apparently required long hours of darkness for their return journey.

These suggestions are enough to show what interesting possibilities are open to the keen inquirer.

V.—*Co-operation and co-ordination.*—At the end of each dark night period, station officers, circle inspectors and Superintendents should study their maps and notes and observe—

- (i) where grouping of the various classes of burglary has become marked and what action is indicated, and
- (ii) what measures are required to deal with groups of crime brought to notice by maps on police circle or district borders.

Station officers should prepare separate maps for border crimes, attach such information as they have obtained, and send the maps and notes to the border circles concerned, whether within or beyond the district.

Circle inspectors, being in possession of all records, are in a position to check and enforce this action. Superintendents will similarly send to neighbouring districts maps and notes showing how burglaries are grouped on the borders of their districts.

Superintendents should consult circle inspectors at definite intervals and may find it instructive to draw up concise monthly notes on the burglary of the district for record and for the instruction of their station officers.

VI.—*Patrolling.*—All night patrolling and picketing arrangements should be based on the information obtained from burglary maps and notes. At the end of each dark night period, station officers should consult their maps and draw up for the ensuing dark night period a definite programme of patrol and picketing. Patrols and pickets should, of course, be sent only to those areas where burglary has been prevalent or in which the suspected culprits reside.

No single patrol or picket should consist of less than two constables and two chaukidars.

Patrol and picketing programmes should be prepared by station officers personally and kept confidential. Copies should be sent to circle inspectors for information.

Circle inspectors should direct inter-circle co-operation in patrolling and picketing.

Patrols by the "specialist staff" (*vide* paragraph X *infra*) should be detailed by the Superintendent.

Night patrol and picketing should be carried out continuously during the dark night periods and may be practically discontinued during the light night periods. Rewards should be freely given for arrests leading to action under section 109, Criminal Procedure Code, and sections 22 and 24, Criminal Tribes Act.

VII.—*Preventive action.*—When magistrates understand the system it may be found profitable to produce as evidence in section 110 cases copies of the maps and notes kept up at police stations. This will apply of course only to those men who are prosecuted as habitual burglars.

Maps with clear explanatory notes may afford in many cases good evidence of "habit" on the part of the criminal.

VIII.—*Record of information regarding known gangs.*—When it has been established beyond reasonable doubt that a certain individual or group of individuals has been responsible for a certain series of burglaries, station officers should prepare separate maps showing the actual cases concerned and the residence of the individuals. They will attach brief notes on the history and methods of the gang.

This should be recorded on a special burglary file in each police station, while suitable extracts may be entered in the gang register, the village registers of villages in which any of the gang reside, and the history sheets of individuals.

IX.—*Classification of burglars by individual methods.*—An alphabetical index should be maintained for each class of burglar (*vide* Appendix II).

When the individual method of any burglar has been ascertained by arrest and prosecution or from the statements of his confederates—or by any other means—the method should be entered in his history sheet and the name in the appropriate index.

These indices will be kept up at police stations and a complete district list may be kept up in the Superintendent's office by the specialist staff. Cross-references between these lists and history and register sheets should be made.

X.—*Specialist staff.*—To complete the organization, it may be found useful to maintain a small specialist staff at headquarters. This staff may be composed of (1) the criminal tribe sub-inspector, (2) a member of the district intelligence staff.

The duties of this staff might be as follows:—

- (i) District Intelligence staff:—

- (a) To interrogate all professional burglars after their conviction.

- (b) To report all facts of material interest to the criminal tribes sub-inspectors who should be responsible for compiling information for the records contemplated in paragraphs VIII and IX above.

- (ii) Criminal tribes sub-inspector:—

- (a) To patrol during dark night periods in areas to be selected each month by the Superintendent, his patrolling staff consisting of two men from the reserve and two men from the station in which his patrol is carried out.

- (b) To make inquiries regarding gangs operating in more than one circle.

- (c) To prepare information for the purposes of the notes required in paragraph VIII; and of the list required in paragraph IX.

XI.—*Miscellaneous*—(i) Maps and form A should be maintained at police stations, circle inspector's offices and Superintendent of Police's *peshi* for two years and then sent to the district record room where they should be kept for a further three years.

(ii) For the purpose of the annual returns, cases in which form A only has been filled in and no diary has been prepared will be considered as uninvestigated.

(iii) When conviction rolls (form No. 148) are prepared care should be taken to give a full description of the crime in column 6 with special reference to the *modus operandi*.

APPENDIX I.

To be used for reporting on burglary cases.

FORM A.
(In triplicate.)

Police station.	Crime no.	Section.	Date.	Village & distance & direction from police station.
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1. Complainant's name, parentage and caste.
2. Complainant's worldly status.
3. Had complainant recently acquired new property ?
4. Time of occurrence.
5. Method of entry and special features.
6. Does place of entry indicate expert local knowledge ?
7. How could this knowledge have been obtained ?
8. Position of house relative to village and direction from which burglars came.
9. Probable number of persons concerned.
10. Value and kind of property stolen.
11. Particular reasons for suspecting individuals.
12. Have similar cases occurred in neighbourhood ? If so, give particulars.
13. Note of further action considered necessary.

APPENDIX II.

Symbols suggested for different classes of burglary when shown on one map.

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|------------------|---|---|---|---|---|---|---|---|
| 1. Wall digging | . | . | . | . | . | . | . | . |
| 2. Roof-cutting | . | . | . | . | . | . | . | . |
| 3. Roof-lifting | . | . | . | . | . | . | . | . |
| 4. " Baghli " | . | . | . | . | . | . | . | . |
| 5. Lock-breaking | . | . | . | . | . | . | . | . |
| 6. Miscellaneous | . | . | . | . | . | . | . | . |

APPENDIX III.

Classified alphabetical index of burglars.

NOTE.—(1) One register to be maintained for each class of burglar.
(2) Five pages to be allotted to each letter of the alphabet.

[illegible]

BOMBAY PRESIDENCY.

EXPERIENCE OF THE MODUS OPERANDI SYSTEM.

A Card Index of criminals classified by their method of committing crime has been maintained in the Poona District as an experimental measure for the last four years. The classification of crime is made by means of reports in which certain definite questions are answered by the investigating officer immediately after he has visited the scene of offence. On the offender in any of these crimes being arrested, he is entered in the Card Index under the appropriate classification of crime and a dossier is opened for him. If he subsequently commits another form of crime he is also entered in the Card Index under that head and the information is added to his dossier. Classification of criminals on a card index by personal description, such as height, deformities, etc., has not been attempted up to the present. The success of this system has not been very great but in a few cases it has certainly been helpful.

The Superintendent of Police, Bombay Suburban District (Bandra), has recently started classification of his criminals, under main heads, convicted in offences during the past two years, which he keeps himself. The district being a small, compact one, and at the same time criminal, it is well suited for an experiment of this kind. As the system has been in force only a short time, results have not been great, but in certain cases it has been helpful, which encourages its continuance.

A proposal for the establishment of a Modus Operandi Bureau in Bombay City has recently been submitted to the Government of Bombay by the Commissioner of Police.

BIHAR AND ORISSA.

MODUS OPERANDI.

The most expert burglars are equally skilful in committing burglary which would be classified under "Sendh", "bagli", "hole in the roof", "lock breaking," etc., but there is a tendency to follow one particular method when opportunity offers.

A description of *sendkatis* (burglar's implement) with accurate measurements of the mark has been found useful for burglars have usually a favourite weapon of a particular description. They do not as a rule possess or use several weapons of different descriptions.

From our limited experience in B. & O. I quote the following :—

- (a) In North Monghyr it appeared from marks left behind that a new type of *sendkati* shaped like a spear was being used—a new map was opened—cases of this nature occurred a few miles apart in more than one police station jurisdiction. Finally some burglars were interrupted and identified, in their hurry they left behind a spear and with their arrest and conviction, the spear type of *sendkati* mark ceased to be found.
- (b) In Begusarai the appearance of a strange type of *sendkati* mark led the S.I. to suspect the arrival of a burglar from another jurisdiction. Enquiries led to the discovery that members of a criminal tribe were crossing the Ganges and operating in Begusarai.
- (c) In Monghyr the appearance of a new form of *sendkati* mark was reported to the S. P. who recognised it as similar to one in Gogri police station north of the Ganges. Enquiries on these lines led to the discovery that an absconder from Gogri police station had his wife living close to the scene of occurrence in Monghyr.
- (d) It has been possible to trace by the crime map journeys of foreign criminals through several jurisdictions during the course of which they committed burglaries which would never have appeared as in any way connected but for the study of *modus operandi*.
- (e) In Manbhum *sendkati* marks indicated that a four-edged "*khonta*" had been used—this weapon is generally found with Kherias and enquiries thus directed led to detection.
- (f) In Purnea district in June 1924 some Jhijha Dusadhs of Darbhanga district were arrested with two *sendkatis* of a peculiar shape. In December 5 burglaries occurred in which the marks left behind indicated that a similar weapon has been used. A watch set on the railway station resulted in the arrest of 2 Jhijha Dusadhs who confessed to 2 of the 5 burglaries.
- (g) In Lakhiserai tracings of a mark left by a *sendkati* were sent to the S. P. who found they tallied with the marks of a *sendkati* definitely established to be the property of a certain bad character of Sikundra police station. This man was absconding and untraced at the time—a search resulted in his arrest within a week.

- (h) In Bhagalpur a man was arrested with a *sendkati*—its tracing was compared with others on record and found to tally with the marks of a weapon used more than a month earlier. When taxed with these two cases the accused confessed.
- (i) In Nathnagar the S. I. did not know how many gangs of burglars were at work; the S. P. by examining the types of marks left behind was able to indicate that 3 gangs were working and the prescribed symbols when entered on the map indicated where they were operating.

BENGAL.

The results shown in paragraph 24, Chapter I, have been found to relate principally to cases of professional cheating and murder for gain.

With respect to the classification of *modus operandi* in police stations and districts it has been found by experience that in Bengal, principally on account of the nature of the houses and the absence of definitely criminal tribes as opposed to fortuitous collections of criminals with other forms of livelihood, the burglar adopts the method of entry into the house which is his objective, that appears the simplest. Burglars work in bodies of four or more and the lone burglar is almost unknown. From confessions and a comparison of convictions it is definitely proved that the same individual and the same gang have employed several different methods. A sub-classification of burglaries would therefore be not only impossible but actually misleading. In every case a brief note of *modus operandi* is recorded in the crime register of the V. C. N. B. and in the history sheets. Cattle thieves, pickpockets and railway thieves are separately tabulated in lists at each police station.

MADRAS.

NOTES ON RESULTS OF CLASSIFICATION OF CRIME AND CRIMINALS IN MADRAS.

The maintenance of a separate crime register devoted to the record of professional crime only has yielded good results. The register provides in compact form the essential criminal history of a station for a year with important heads of information easily accessible. Under pre-existing systems no such result was attained and essential facts were lost among a miscellany of unimportant facts or could be got at only in time and with difficulty. The Register of Professional Crimes has justified itself.

Crime maps are maintained for (1) Stations, (2) Circles, (3) Sub-divisions and (4) Districts. Professional crime is charted on these maps in greater or less detail. Station maps have not proved useful beyond supplying at a glance the position as regards distribution of crime within a station limits. The unit is however so small in each case that it is doubtful whether the benefit secured is worth the labour involved. It has moreover proved impossible to get sub-inspectors to take a serious interest in station charts or to view them as possibly helpful instruments. The average field of operations of a dangerous professional criminal is so much wider than a station limits that for the purpose of tracing the course of criminal expeditions or depredations the station maps have been quite useless.

The maps kept for larger areas have not been subject to the same objections. They have generally facilitated the study of crime and have in a few cases even pointed the way to the offenders. The experience gained has however shown that the classification heads and sub-heads are much too elaborate and require simplification. Further it has been made evident that the great majority of criminals do not adhere consistently to particular methods as now classified. In the results, the mapping frequently tends to mislead, and in the maps themselves it is difficult, so to speak, to see the wood for the trees. The question of revising the heads of classification and restricting them in the matter of mapping to aspects of crime which in practice are, or may reasonably be expected to be, to a material extent persistent in the case of individual criminals is now under consideration. If essential things are not to be obscured by unessential things it is necessary that the divisions of classification should be based on actual experience of methods and habits and peculiarities in the practice of particular criminals and the extent to which they are really persisted in. This is not the case with the present classification inasmuch as a single expedition of a gang or a criminal often results in a series of crimes falling under different classification heads, which are thus liable to be confused with other purely local crimes or to be differentiated from the other crimes of the same offenders purely by reason of its classification. Not only to avoid the possibility of the police misleading themselves but also to make the maps generally practically useful, it is very important to get on to sound lines in this matter.

The charting in maps of the movements of criminal gangs, particularly in relation with lacoity, robbery and certain types of burglary, has had very good results.

In the matter of the classification of criminals in the register of professional criminals the revision of the heads of classification has proved as necessary as in the case of crime maps. Some habituals have now a separate classification for each of their crimes and some heads of classification are so overcrowded as to involve a heavy volume of waste work in regard to

enquiry as to movement, etc., following the occurrence of similar crime. This aspect of waste work has become serious inasmuch as it tends to divert officers from the essential work out of doors that has to be done if they are to cultivate and retain touch with sources of information. Success in dealing with the bulk of the crime of the province undoubtedly still depends on information obtainable only by hard direct work out of doors. Short cuts to detection can be devised only with reference to a small proportion of the crime and the diversion of the energy of the force from work that is unavoidable if crime in general is to be successfully handled has to some extent done harm.

On the other hand the arrangement of the record of professional criminals in the Register in accordance with heads of crime has proved convenient for easy reference, and it has been realised that by modification and restriction of classification valuable results in investigation are likely to be attainable.

PUNJAB.

The system has been worked in a Punjab district with considerable success. In that district it has resulted in the location and arrest of no less than 8 separate gangs of professional burglars and the recovery of a considerable amount of stolen property in the past six months. Vernacular questionnaire forms are filled in and attached to the first case diary written at the spot. From the completed forms separate maps for each type of burglary are prepared at headquarters by a special staff. This is the primary classification. Secondary and further classification is carried out by means of connected registers in which details of *modus operandi* are written up. Some of the cases are instructive. For instance in one case it was found that burglaries were being committed from one end of the district to the other in which the special feature was a small hole under the eaves of the burgled house. In many of these cases neighbours had been wrongfully suspected but after patient enquiries for some weeks the actual gang (a mixed one from several districts) was run to earth. The district police are still looking for another gang of four men, one of whom has particularly long and narrow feet.

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