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MADRAS RECORD OFFICE.

Government of Madras.

Financial DEPARTMENT.

G.O. No.	<u>132</u>	Press
		Mis.
<u>24-25</u>		
Dated	<u>12-3-</u>	<u>1861..</u>

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*Proceedings of the Madras Government, Financial Department,
12th March 1861.*

No. 24. Read the following Proceedings of Government in the Military Department, dated
22nd February 1861, No. 728.

*Communicating the Orders of Government,
respecting the relief of Military Guards in
Cantonments, &c., and for the substitution
of Police Guards in lieu of them.* } (Vide Proceedings Military Department, dated
22nd February 1861, Nos. 519 and 520.)

No. 25. ORDER THEREON, 12th March 1861, No. 132.
To be recorded.

(Signed) T. PYCROFT,
Chief Secretary.

MILITARY DEPARTMENT.

PROCEEDINGS OF THE MADRAS GOVERNMENT.

Read the following papers :—

Extract from the Proceedings of the Honorable the President in Council, in the Military Department, under date the 29th January 1861, No. 993.

From the Secretary to Government, Military Department, Fort Saint George, 15th September 1860, No. 3315; to the Secretary to the Government of India, Military Department.

I am directed to forward, for the consideration and orders of the Government of India, copy of a letter* from the Officer Commanding
* *With Adjutant General's Memorandum, dated 7th September 1860, No. 535.* Cuttack, dated 23rd August 1860, No. 266, received through the Commander-in-Chief, on

the subject of the two small Guards furnished to the two parties of the Ganjam Survey, and to convey the recommendation of this Government that the course suggested by Colonel Maclean may be authorized.

Memorandum from the Adjutant General of the Army, Fort Saint George, 7th September 1860, No. 535.

The Commander-in-Chief has the honor to submit to Government, the accompanying original letter† from the Officer Commanding Cuttack, dated 23rd ultimo, No. 266, in view to a reference on the question being made, if approved, to the Government of India.

2. His Excellency quite agrees with Colonel Maclean, and considers that the course that Officer suggests in his 9th paragraph should be adopted.

From the Officer Commanding Cuttack, 23rd August 1860, No. 266; to the Adjutant General of the Army, Fort Saint George.

I have the honor to report, that at this Station there are two parties of the Ganjam Survey.—No. 1, under Captain Saxton of the Madras Army, No. 2, under Captain Depree of the Bengal Artillery. Both are under the Supreme Government.

2. Captain Saxton has always had a Naigue and Guard at his Office: and now Captain Depree has applied for (and will receive) a similar Guard for his party, which has recently been organized.

3. I have taken the opportunity of requesting both Officers to state the nature and value of the property to be protected at each Office, as well as the duties required of each Guard.

4. Captain Saxton informs me, that the Guard at his Office has to protect a Cash Chest, “containing, beyond the ordinary funds of the Establishment, several thousand Rupees for the purchase of Elephants,” also to preserve from injury most costly and delicate Instruments, as well as, very important Maps and Plans of great intrinsic value.

5. Captain Depree gives a similar account of the property under his charge and responsibility.

6. No. 1 party,—and I imagine it will be the same with No. 2 party,—has monthly two Privates to escort Pay from the Collector's Treasury about two miles off.

7. During the absence of these two Officers annually on Survey, they have Escorts from the Police Corps, but the Guard of regular Sepoys has always been kept up at Captain Saxton's Office, and it will protect whatever articles are left behind, and sent over to it from Captain Depree's Office :—both Offices are in private dwellings.

8. As I believe there is a growing objection to these small Guards being given by regular Troops for non-military purposes, not merely because unsuitable, but also because the complements of Regiments are undergoing still further reductions :—I have thought it right to draw attention to the existence of the two Guards of the 43rd Regiment Native Infantry, furnished to the Survey Department at this Station.

9. And I would respectfully remark, firstly, as regards Cash Chest, that arrangements might be made for Captains Saxton and Depree to bank with the Collector; and secondly, as respects the Instruments, Maps and Plans, that strong Almirahs and Boxes, with Bramah locks, in a good safe room, would be a sufficient and the best protection for them. A single Sentry cannot be made answerable for the entire security against all, and the least damage of these numerous, and no doubt, highly valuable Instruments, Maps and Plans.

From the Deputy Secretary to the Government of India, Military Department, Fort William, 5th October 1860, No. 303; to the Surveyor General of India.

I am directed to transmit to you the accompanying letter from the Secretary to the Government of Fort Saint George, No. 3315, of the 15th September last, forwarding one from the Officer Commanding at Cuttack, on the subject of furnishing two small Guards to the two parties of the Ganjam Survey, and to request that you will inform this Department whether it is usual to allow such Guards to Survey Parties, and if so, whether they could not be dispensed with.

2. The return of the enclosure is requested with your reply.

From the Surveyor General of India, Dehra, 18th October 1860, No. 77693; to the Deputy Secretary to the Government of India, Military Department, Fort William.

I have the honor to acknowledge your Despatch No. 303, of the 5th instant, with printed enclosure* and to state in reply, that it is usual for Survey Parties to be supplied with Guards from Military or Police Battalions for the protection of the Instruments, Funds, and other public property appertaining thereto. Such Guards are actually necessary for the proper security of the Government money and Stores, and furnish the most economical provision to that end. When the parties take the field, the necessity for such protection becomes considerably greater, and Escorts of the kind could not then be dispensed with, unless Burkundaz Guards, of sufficient strength, were sanctioned and organized for each Survey in their stead. This would prove an additional source of expense† which might be advantageously avoided by allowing Guards to be detached from Line Corps, or Police Battalions as heretofore, and I would therefore respectfully recommend the continuance of the existing practice, for the favorable consideration of Government.

† Burkundaz Guards of the strength required for the Field would be doubly expensive; as in order to keep up efficiency, it would be necessary to maintain the full body all the year round, whereas a very few men only would be actually requisite for recess duties.

2. As requested, the enclosure of your letter is herewith returned.

From the Deputy Secretary to the Government of India, Military Department, Fort William 30th October 1860, No. 1245; to the Military Finance Commission.

I am directed to transmit to you the accompanying documents enumerated in the margin, having reference to the existing practice of supplying Guards from Military or Police Battalions for the protection of the Instruments, Funds, and other public property appertaining to Survey Parties, and to request that you will be so good as to favor Government with your opinion on the subject.

2. The return of the original documents is requested with your reply.

From the Military Finance Commission, Calcutta, 22nd December 1860, No. 3319; to the Secretary to the Government of India, Military Department.

We have the honor to acknowledge the receipt of Major Atkinson's letter of the 30th October 1860, No. 1245, referring for our opinion a correspondence on the question, whether Military

Guards should be supplied for the protection of Funds, Instruments, or other public property, with Survey Parties.

2. The question has been submitted by the Government of Madras at the instance of Lieutenant Colonel Maclean, the Officer Commanding Cuttack, who is required to furnish two Guards from the 43rd Regiment Native Infantry of that Presidency, to two Survey Parties working at Cuttack, under the orders of the Supreme Government. To obviate the necessity of these Guards, Colonel Maclean submits the recommendation, in which the Madras Government and Commander-in-Chief agree, that in respect to Cash Chests, arrangements should be made for Captains Saxton and Depree, the Officers of the Survey in question, banking with the Collector; and that for the custody of Instruments, Plans, &c., strong Almirahs and Boxes, with Bramah locks, would be quite sufficient, if placed in a good safe room. On the other hand, the Surveyor General of India, to whom the question was referred, recommends the continuance of Military Guards to Survey Parties, on the ground that they furnish the most economical provision to that end, and is accordingly opposed to their withdrawal, unless regularly organized Burkundazes are maintained for each surveying party, a measure which, he states, would prove an additional source of expense.

3. We would venture to submit our entire concurrence in the views of His Excellency the Commander-in-Chief, and the Government of Madras. As to Instruments and Plans, &c., however valuable they may be in themselves, they offer few temptations to ordinary thieves or robbers. Hence they need no military guarding to protect them against violence or forcible abstraction by organized bands. All the care they require, is of that kind which can best be rendered by the trained servants of the Department, and which Soldiers can never render, however effective they may be, against band robbery with violence; and as to protection against private theft, it is an abuse of the Military system to permit such duties to be imposed on Soldiers. For the keeping of funds, the Banking system is by far the best. It obviates all necessity for carrying any funds at all, except those small sums actually necessary for petty contingencies, and this by proper departmental arrangement, might be made very small. All pay, and other large sums should be disbursed immediately on being obtained from the Treasury; but if any guarding is needed for temporary occasions, on its transport or such like, that duty ought to be arranged for by the Department itself.

4. As to the plea put forward by the Officers in charge of the Survey in Cuttack, that their Cash Chests contain "beyond the ordinary funds of the Establishment, several thousand Rupees for the purchase of Elephants," we beg that the Government will call upon those Officers to explain how many Elephants they are obliged to purchase, and what necessity there is for their drawing money to meet the purchases before they are completed, and that required for paying the bills, as also what ordinary funds of the Establishment are referred to. If these funds comprise salaries of the servants of the Establishment, we are at a loss to know why they should not be settled with in the usual manner; but if otherwise, we would beg to ask whether there is any particular necessity why the Government Cash Chests should be made the depositories of the funds of parties in the Government service.

5. We would here desire to advert to the opinion of Lieutenant Colonel Waugh, Surveyor General, that the employment of Soldiers as watchmen, furnishes the most economical provision to that end. We certainly cannot agree in this, and we feel confident that Colonel Waugh himself will abandon his opinion, if he viewed the matter on the principle which has of late been admitted to be sound. We consider that to take a Soldier, who is trained and maintained at a great expense for the performance of special military duties, and employ him upon work that any Peon is better able to discharge, is as wasteful, as if the Surveyor General were to employ his best calculators on copying work.

6. Every Guard taken from the regular Army must, in order to the Soldiers being continued in that state of efficiency, which is essential to the Military Service, be relieved daily; for human nature could not, without relief, bear for a long series of years the practice of being fully accoutred, as Soldiers are required to be kept by the Military Regulations of the Army. To allow them to undress and lounge about in a state of ease, is to destroy that strict discipline which regulates the Soldiers' bearing and conduct. And as Government have resolved on enforcing

that strict discipline, without which an Army becomes a dangerous machine to the State and an oppressor of the people, we would submit that this correspondence regarding the maintenance of a useless Guard for surveying parties, should be used as an occasion to direct that the many Soldiers drawn away on detached duties on the slightest grounds, should be re-called and confined to their proper exercises with their Corps or Battalions. This, however, is not a question of discipline alone, but it is of the highest financial importance also, and on this very reference rests the full recognition of the principle which now demands serious attention; *viz.*, whether the Government are to maintain a large Native Army for the purpose of being scattered over the country, detached on various small and insignificant duties, requiring large numbers of European Officers, and involving the Government in all the expenses attendant on the equipment of regular Soldiers; or whether by concentrating bodies of Soldiers at well selected localities, and confining them to their legitimate military calling, it would not be practicable materially to reduce the strength of the Army, and thereby cause a desirable saving of expense to the State.

7. To pursue this subject, it has only to be pointed out that for every Guard of three Privates, the Government must maintain at least sixteen Soldiers of all ranks, in order to provide for reliefs and absentees from various causes. Five such small Guards, will require a Company of eighty men, and consequently forty such small Guards, each furnishing but one sentry, or forty sentries in all, will require a whole Regiment. The cost of a single sentry therefore is equivalent to the expense of one fortieth of a Regiment; and making every allowance for the various scales of charges for Regiments of different formations, Government cannot expect to be able to obtain Soldiers at a less cost than 1,20,000 Rupees per Regiment; so that for every native sentry, Government will have to pay, on the very lowest calculation, no less than 3,000 Rupees per annum, per sentry. If, however, it is considered necessary on grounds not within our cognizance, to add to the cost of the Military branch, by attaching Military Guards to the detached parties of the Surveyor General's Department, then, perhaps, the Government will be prepared to order that the Surveyor General's estimate shall show clearly the expenses to be incurred by continuing the employment of regular Soldiers for the protection of Survey Parties; otherwise it will be proper to direct arrangements, such as those recommended by the Commander-in-Chief and Government of Madras.

8. We may however point out that the Surveyor General allows an alternative in the event of discontinuing regular Soldiers. He states that the organization of Burkandaz for the protection of Survey Parties might be effected, but adds that it would prove "an additional source of expense." He does not, however, mention on what Department such additional expense would fall. We may therefore explain that as the Burkandaz are not a Military body, and are usually charged for in the bill of the Department to which they may be specially attached, the expense of the proposition must consequently fall on the Survey. Looking at the Army expenditure, however, we must venture to observe, that if this extra expense is incurred, and charged to the Surveyor General's Department, and not to that of the Military, such a result will enable the Government to diminish the Native Army to that strength which, we think, past events justify, and the state of the finances render necessary; but, if it is intended to fritter away Military Guards, as is now the practice, then so long as the regular Soldiers are employed on duties of miscellaneous watching, so long will the expenditure be kept high, and incapable of any proper or adequate reduction. In support of our view as to charging for the Soldiers required to guard Survey Parties, we have but to mention that in the Army Estimates of England, the Survey Department is made to exhibit the cost of the four Companies of Sappers, employed specially on the survey of England; and we think, therefore, that the Survey Department of India should, in like manner be required to exhibit against itself, the whole of the Establishments employed in the survey of this country.

9. We may further notice, that the Surveyor General alludes to the alternative of Guards being detached from Police Battalions. Bodies of this kind, however, we hope to see swept away, and replaced by the organized Constabulary; but if the services of this force are to be made available for the special protection of any party or property, we trust that we shall not be considered going beyond our province, when we express our opinion that all throughout India should be made aware of the principle, recognized by Government, that the services of Constables must be paid for by those requiring the special use of them.

10. We beg to take this occasion to enclose four printed copies of our letter to the Police Committee, dated 29th August 1860, No. 2339, expressing our views on the proper division of duty between the Military and Civil Constabulary Forces, in view, should the Government of India see fit to send a copy to each Administration, for information and guidance; and as it will be a useful means to defining and laying down Military charges, we venture to recommend that the Government decide on the principle approved being acted up to, *viz.*, that regular Soldiers are not to be employed on duties of mere watchmen. This is the more necessary, as we see that the Military expenditure of the country cannot be reduced to that scale, which is absolutely required to restore the embarrassed finances of the country; and unless we can bring down the Native Infantry to 105,000 Privates, or even 90,000 Privates, we see but little prospect of improvement. With such a small body of Native Infantry, it will be desirable to resolve at once that the Sepoys shall be employed in future as Soldiers, and not in any way as Policemen; and that they be kept assembled at their head quarters, with a view to be daily under training, and under the supervision of their Officers. And we earnestly recommend that the enforcement of the rule be commenced now at every Military Station in the country. The Military Authority, or the Officer Commanding the Station, might be instructed at once to relieve every Military Guard, excepting those required in Cantonment for purely Regimental Guards; and arrange with the Civil Authority for the substitution of Police Guards; the Departments (whether Commissariat, Public Works, or other) requiring the Guard having to pay for the same. This salutary measure may, we submit, be commenced at once, *irrespective* of the organization of the new Constabulary.

11. We do ourselves the honor of returning the correspondence received with Major Atkinson's letter, to which we have now replied.

From the Military Finance Department, Calcutta, 29th August 1860, No. 2339, to the President of the Police Committee.

I have the honor to acknowledge the receipt of your letter dated 28th August, and in compliance with the request therein conveyed, I proceed to state the opinion of the Military Finance Commission, on the subject of the relative position of the Civil Constabulary and the Military Forces, and the duties to be performed by them respectively.

2. It appears to the Military Finance Commission, that the difficulties that have hitherto arisen in distinguishing the duties properly appertaining to the Military Forces from those that should devolve on a Civil Constabulary, are attributable solely to the non-recognition of the important principle now clearly laid down by you, that there should be but two descriptions of forces maintained for the protection of the country,—the one an armed Military Force under the Military Commander, and the other a Civil Constabulary, subject to the Civil Executive Government: the former being kept on the lowest scale compatible with the efficient performance of the strictly Military services of repelling external aggression, and putting down internal revolt, and the latter being of such a strength as to provide for the general tranquility of the country under ordinary circumstances, and afford protection to life and property.

3. Your Commission have referred to paragraph 162 of Report No. 5, dated 30th April 1860 of the Military Finance Commission, which has relation to the bearing on the finances of the employment of Civil Constabulary, in the performance of duties of a civil nature; such as guards for treasuries, jails, mints, &c., for which Military Guards have hitherto been employed. The recommendation of the Commission, to substitute Police Constabulary as far as possible for the Native Troops, in the performance of these duties, was not however based solely on economical grounds; and if your Commission will refer to paragraphs 155, 156, 157 and 158 of the same Report, [quoting the remarks of His Excellency the Commander-in-Chief regarding the necessity of giving relief to the Native Troops of the Madras Presidency, as also to part of paragraph 165, wherein His Excellency refers to the injury to discipline that is entailed by the employment of the Military Forces in miscellaneous duties not strictly Military, it will be apparent that the Commission, in making their recommendation, had in view the maintenance of Military efficiency at least equally with the relief of the finances.

4. At the same time however, I may state, that the Military Finance Commission have seen no reason to depart from the opinion recorded in that Report, as to the great saving to the State

that might, for the various reasons enumerated in paragraph 166, be effected by an extensive substitution of Civil Constabulary for the Native Troops, in the performance of miscellaneous duties, as already to a great extent successfully accomplished throughout several Districts of the Madras Presidency; and your Commission will observe that in a former Report, dated Bombay 29th October 1859, the importance of concentrating the Military Forces, and freeing from the performance of Non-Military duties, was strongly urged by the Commission; vide paragraphs 10, 11, 12, and 13.

5. As regards the direct bearing of this system on the position of the Military Forces, I may

Strength of Detachment.	On 13th December 1859.	On 10th August, 1860.
Less than one Regiment ...	2	0
Less than a Wing ...	7	3
Less than three Companies...	21	2
Less than two Ditto ...	30	17
Less than one Ditto ...	31	7
	91	29

refer to paragraph 154 of the Madras Report, wherein it was shown that on the 13th December 1859, there were 91 Detachments of less than one Regiment, absent from the Head-Quarters of Regiments of the Native Infantry of Madras, whereas, from Returns furnished by the Quarter Master General, dated 10th August 1860 it appears that there were then only 29 Detachments of less than one Regiment absent

from Head Quarters. The numbers detached on the former date were equal to fully 120 Companies, but on the latter date, or within about six months, equal to only 35 Companies: the numerical strength of the former being about 12,000 men, and of the latter only about 2,500, or less than a fourth; and even these numbers are in course of further reduction, as the organization of the Constabulary advances towards completion.

6. The one important point to be borne in mind as regards the employment of the Military Forces in any, except strictly Military services is, that so long as a Military Commander is liable to calls for guards for the performance of Civil duties, he cannot exercise effective control over the discipline and conduct of his men; and though willingly rendering obedience to the requisitions of the Civil Executive, he will naturally, from anxiety regarding the maintenance of Military efficiency under such circumstances, be led to advocate increase of the Military Forces; whereas, if they were placed entirely at his disposal for strictly Military services, he would without anxiety, be enabled to allow of extensive reductions in the strength of the Army.

7. A remarkable illustration of this fact is to be found in the case of the present Commander-in-Chief of the Madras Army, His Excellency Lieut. General Sir Patrick Grant, who, in 1856, shortly after assuming the Command, found the Native Army so over-worked as to induce him to address Government on the subject; and although between that period and the close of 1859, upwards of 15,000 men were added to the Madras Native Infantry, still His Excellency found it necessary, at intervals, up to the latter date, to make the forcible representations quoted in paragraphs 155, 156, 157 and 158 of the Report of the Military Finance Commission; the severity of the duty entailed on the Native Troops having increased even in a higher ratio than the numerical strength, large as the augmentation appears to have been.

8. No less remarkable are the immediate results of the measure adopted in the Madras Presidency, of placing the Military Forces entirely at the command of the Military Authorities, by the formation of an efficient Constabulary Force to relieve the Military Forces from all the miscellaneous duties enumerated by the Military Finance Commission in paragraph 162 of their Report. The introduction of this measure led to His Excellency the Commander-in-Chief giving an immediate assent to a reduction of the strength of the Madras Native Infantry; and at the same meeting of the Madras Council (on the 2nd January 1860), at which it was resolved that the Madras Constabulary, even in its then imperfectly organized state, should take up the miscellaneous duties hitherto performed by the regular Troops; it was also resolved that an extensive reduction should be made in the Native Infantry.

9. Since that date four extra Regiments and two Veteran Battalions have been broken up, and about 320 men struck off the strength of each of the fifty-two Native Infantry Regiments making a total numerical reduction of about 20,000 men. A further reduction of 100 men per Regiment is now in contemplation, which, if effected would make a total reduction of 25,000 Madras Native Infantry of all grades, being an actual decrease of fully 10,000 men, below the establishment as existing in 1856, before the increase was made.

10. The Military Finance Commission can give you no stronger illustration than the above, of the direct bearing of the formation of an efficient Civil Constabulary on the reduction of the Military Forces, and consequently, of Military Expenditure: and have no doubt that similar results might be attained throughout India by the adoption of the same measure.

11. The saving to the State in Military Expenditure, by the reduction of 25,000 Native Infantry, would, calculating at Rupees 200 per head per annum, (which may be accepted as approximately correct, but is at any rate the lowest estimate,) amount to about 50 lakhs of Rupees annually. As regards the effects of so large a numerical reduction of the Madras Forces on Military efficiency—which the Military Finance Commission are specially bound to keep in view, at least equally with economy—the Commission see no reason to apprehend risk; for, looking to His Excellency the Commander-in-Chief's painful description of the harassed and over-worked state of the Native Army before this relief was afforded, they fully anticipate that the *morale* of the Troops will be found to be so greatly raised, and their discipline so much improved by their being employed only for purely Military services, that a far smaller number than hitherto, will amply suffice for maintaining the security of the country.

12. I have thus shewn the saving to be effected in the Military Expenditure of the Madras Presidency, by reductions of the Military Forces consequent on the formation of an efficient Constabulary; and I need only refer you to Mr. Robinson, Inspector General of the Madras Mofussil Police, who is a Member of your Commission, for all particulars as to the additional expense likely to be entailed on the Civil Department by the substitution of the new Constabulary Force for the old Police Force, only remarking here, that according to the information of the Military Finance Commission, the increased outlay for the Constabulary will not amount to more than one-fifth of the saving in Military Expenditure (50 lakhs) as above shewn. The Commission are not at this moment able to state the exact Military saving that might be effected in the Bengal and Bombay Presidencies, by the introduction of the Constabulary; but they have every reason to believe that the saving in both Presidencies would be relatively as great as in Madras. If fifty lakhs per annum can be saved in Madras, your Commission can form some idea of what would be saved in Bengal, by the adoption of a similar system.

13. I must here however distinctly point out, that in the opinion of the Military Finance Commission, the success of this measure, as regards admitting of a large reduction of the Military Forces without risk to Military efficiency, depends entirely on its being carried out in its full integrity, and to the full extent stated by the Commission in paragraph 162 of the Report referred to by you. For, if the relief given to the Military Troops be only partial necessitating the constant absence of considerable portions of a Regiment from Head Quarters, or from under the eye of the Officers, the Commission cannot hold out the expectation that the Military Commanders will find the reduced strength of the Madras Forces, as above detailed, sufficient for the efficient performance of Military services, or that it will be found practicable to reduce the Military Forces throughout India in the same proportion.

14. Your Commission being necessarily bound to keep in view the efficiency and economy of the Constabulary Force, in the same way as the Military Finance Commission keep in view those points in relation to the Military Forces, you must therefore be naturally anxious to have the duties to be undertaken by the Constabulary, definitely fixed and limited. The Military Finance Commission are equally anxious to have a clear line of demarcation laid down between Military duties, and those of the Constabulary Force, and think that no difficulty will be found in so doing, if it be recognised that a distinction exists between "*guarding*" and "*watching*".

15. As regards the protection of Military buildings in Military Cantonments, as instanced by you, it appears to the Military Finance Commission, that under the ordinary circumstances of the country, the services of the Constabulary Force as *watchmen*, would be all-sufficient. This is no new idea, for I observe, by the Army Estimates of 1860-61, that provision is made for the payment of Police for watching the Royal Arsenal at Woolwich, the Tower of London, the Small Arms Factory, Enfield, and the Army Clothing Depot Pimlico. The Dock-yards at the sea-ports, as also the Bank of England, are watched night and day by Police; but at night a Company of the Regiment quartered in the Tower moves in to guard the Bank against external attack, the Police at the same time performing their duties as watchmen, and thus leaving the Military Guard to their proper duties of repelling attack.

16. If however, the Civil Authorities should declare that the Constabulary does not suffice for the security of any locality, the Military Authority should, on due requisition being made, furnish a guard of Soldiers; but this should be looked on as only an exceptional case, and under no circumstances should be Soldiers be permitted to act as watchmen, which is the special province of the Constabulary. If throughout the country the simple rule were acted on, that the services of the Military Forces, although at the command of the Civil Authorities whenever real occasion may arise, are nevertheless only to be called for in case of emergency; and further, that Troops thus called out should be employed only in a strictly Military way, as laid down by the Military Commander with a view to meet the object of the Civil Authority, and clear the field for the action of the Civil Force. It is probable that the Civil Authorities would be very careful in making requisitions for Military guards, which would in no way lighten the duties of the Constabulary, and would be a kind of admission of the inefficiency of the Constabulary Force at their disposal, for maintaining the internal peace and tranquility of the Country.

17. As regards the acceptance of the term "escort," it appears to the Commission not to be generally rightly understood. The escorting of treasure or Military stores, as performed by the Military Forces, should, in the opinion of the Commission, consist only in the Detachment moving along as a Military body, sufficiently near to guard against any external attack, not allowing the Soldiers to walk beside carts, acting as watchmen. The necessity for a Military escort being employed, as also the strength of such escort, will obviously depend on the state of the country to be travelled over; but now that tranquility is generally re-established, it appears to the Commission that these calls need not be numerous. And for the special duties of watchmen in the transport of treasure, stores, &c., a sufficient force of Constabulary should be provided, on requisition being made by the Department concerned.

18. It should be borne in mind however, that the Military Authorities, although equally entitled with the inhabitants of the country to the ordinary kind of protection from the Constabulary Force, whether in Cantonment or in moving about from one station to another, are not entitled to obtain, without payment, any greater degree of protection than is afforded to the inhabitants generally. The proposition of the Military Finance Commission, made in paragraph 162 of the Report already referred to, *that payment should be required by the Constabulary Department*, whenever any other head of Department calls for the special services of the Constabulary; as for watching buildings, stores, &c., whether in Cantonment or on the road, would, if adopted, act as an effectual check on any abuse of the privilege of obtaining the special services of Constabulary as watchmen. And this arrangement might with advantage equally be extended to all private individuals, on the same terms; for it appears to the Military Finance Commission that it is a great object to extend the influence of the Constabulary Force as much as possible throughout the country.

19. The system of payment for special Police services is extensively practised at Home; for by the English Civil Estimates, for the year ending 31st March 1861, the payments by Public Departments on account of the services of the Metropolitan Police, were estimated at £25,429, those from public companies and private individuals at £4,406, and those from Theatres at £692. And the Commission fully understand that the services of the Police are willingly given on payment, to all parties applying for them.

20. If a similar system were adopted in India, no unnecessary burden would be entailed on the civil administration; and as regards increase of Military charges on account of services thus rendered by the Constabulary, the Military Finance Commission entertain no fear but that with the close and efficient audit of Military Expenditure which they hope shortly to establish, all charges of this nature would come under such strict investigation as would suffice to protect the State against any unnecessary requisitions being made by Military Departments, for the services of the Constabulary Force.

21. It must not be understood, however, that the Military Finance Commission advocate the substitution of Constabulary watchmen for Military Guards at the Arsenals, Magazines, and other Military buildings. As already explained, the Commission consider the duties of Constabulary and Military Guards as entirely distinct. The Military Commander must provide for

the security of Arsenals and other Military stores, in a military point of view, by means of the Forces placed at his disposal; and the determination of the strength of guard requisite for that purpose rests entirely with him. No doubt the extent to which such Military precautions are taken must depend in a great measure on the state of tranquility of the country, as maintained by the Civil Constabulary Force; but in no instance would an efficient Commanding Officer either entirely dispense with certain Military precautions, however profound be the peace of the country, or employ the Military for Police duties which could be better performed by the Constabulary.

22. The Military Finance Commission only desire to establish, that if the Military Commander in any locality, whilst duly regarding the responsibility resting on him to provide for security in a military point of view, should deem it advisable to employ the Constabulary Force in the duties of watchmen, either as a relief to the Troops, or as tending to economy, the services of the Constabulary should be available at his desire, on condition of payment being made on the regular scale fixed.

23. The Military Finance Commission do not anticipate that any difficulty would be experienced by the Constabulary Department, in meeting demands of this nature, however extensive they may become. It would be only a question of increasing the numbers of Constabulary, and allowing a short time for training; indeed, so uniform are the requirements of the Military service, that, after a little experience, it would be easy for each Head of Department to send in at the beginning of the year an estimate of the extent to which he is likely to require the services of the Constabulary during the ensuing year.

24. The respective comparative cost to the State, per head, of Constabulary and regular Native Infantry, the Military Finance Commission understand to be about Rs. 130 per annum for the former, against Rs. 250, (which is the maximum charge,) for the latter; and this would make a considerable saving, if the agency of the former be extensively substituted for that of the latter. The calculation of the scale of payment for services rendered by Constabulary, both to Government Departments and the Public in general, should be so made as entirely to cover the cost of maintaining any number of Constabulary that may be required, beyond the number necessary for the general preservation of tranquillity, and affording due protection to life and property.

25. In making the above observations, the Military Finance Commission conclude that it is the intention of your Commission to provide an efficient Constabulary Force in military cantonments equally as elsewhere; and the Commission attach great importance to this proviso, as it appears to them that it has not hitherto received due weight in the consideration of Police arrangements, which, as already shown, have a most important bearing both on the efficiency of the Military Forces and the economy with which they can be maintained.

26. Having regard then to all these considerations which relate partly to military efficiency and partly to financial economy, the Military Finance Commission strongly recommend to the consideration of your Commission the following propositions:—

I. *That*, the Military Forces should be employed solely on military services, which, in general terms, may be designated as the repelling of armed aggression, whether proceeding from external or internal sources.

II. *That*, the repelling of such aggression, whether from civil or military property, is a strictly military duty; but that the *watching* of military buildings and property, whether in cantonment or in movement, in tranquil times, is *not* Military, but Civil duty.

III. *That*, such Civil duty ought to be performed by the Civil Constabulary, and that their services should be allowed by the Civil Authority to any Military Authority, or Head of Department, in the same manner and on the same conditions as to other parties.

IV. *That*, any Military Authority or Department requiring extra and special service of the above description, should pay for it at the same rates as charged to private individuals.

V. *That*, such Military Authority or Department should specify to the Civil Authority the nature of the extra or special duty to be performed; the Civil Authority being held responsible for its due performance, and therefore fixing the number of men to be employed thereon.

VI. *That*, on the other hand, should the Civil Authority apply to the Military Authority, for Military aid in repelling or guarding against armed aggression, such aid should be given; the Military Authority being in like manner responsible for the performance of the duty, and deciding as to the strength of force to be employed.

VII. *That*, in accordance with the above propositions, all stores of the Ordnance, Medical, Commissariat, Public Works, Clothing, and Barrack Departments, in cantonments or in transit, all stores in arsenals, magazines, and depôts, all munitions of war, all Military buildings whatever, should if required, be *watched* by the Civil Constabulary, on payment for the special service.

VIII. *That*, all the duties now performed by Military guards and patrols in cantonments relating to the general safety and peace of the locality, ought to be undertaken by the Civil Constabulary as an ordinary duty.

IX. *That*, on the other hand, all duties that are points of Military honor or Military precaution; such as guarding colors and light field pieces of battery, the posting of picquets, and regimental and general guards, should always be provided for by the Military Authority.

X. *That*, while a Military *guard* may be kept up over particular Military property as a Military precaution, still the duty of *watch* should be uniformly performed by the Constabulary; for instance, there might be a Police *watch* at a magazine inside a Fort, while there might be also a Military *guard* posted there to secure the Military possession of the place.

XI. *That*, even in the above case, there are certain kinds of duty which may be advantageously performed by a Constabulary to the relief of the Military Force: and that although a Military guard may sometimes be employed simultaneously with a Police watch, yet in all ordinary cases, whether within or beyond military jurisdiction, the latter should, under the usual circumstances of the country, alone suffice, and should be employed in order to relieve the Military Forces.

XII. *That*, as it would not be expedient that the Military Authority should be permitted to make unlimited demands on the Civil Authority for the services of the Constabulary Force, a sufficient check will be found in the proviso, that the Head of the Constabulary, who is responsible for the due performance of the duty, shall fix the number of men to be employed.

27. The Military Finance Commission have long had under consideration the question of properly adjusting the respective duties of the Constabulary, and Military Forces; and they offer these suggestions, believing that duties wholly unsuited to soldiers, may without inconvenience to the civil administration be undertaken by the Constabulary Force, with equal or even greater efficiency, and at a far less cost to the State than has hitherto performed by the Military Forces: at the same time that the system of requiring payment for all extra services, will lead to a great diminution of demands of this nature.

28. The Native Army, when thus relieved, might not only be greatly diminished in strength, but further, the reduced Military Force to be maintained might be concentrated, whereby a still further saving to the State would be effected; whilst, in the Military Forces thus freed from all extraneous duties, the improvement of discipline and organization might be carried on under the immediate eye of the Officers.

29. The Military Finance Commission fully anticipate that very important objects in a Military, Financial, and Political point of view, would thus be attained.

APPENDIX.

Extract from Report No. 2 of the Military Finance Commissioners, dated Bombay, the 29th October 1859.

10. The Commission lay great stress on the Troops being massed together in suitable military centres, in due proportions of Europeans and Natives, and reserved for strictly military duties, since the possibility of reductions of Military Establishments and expenditure, consistently with the maintenance of complete efficiency, depends mainly on the proper development of the principle of military occupation; as also on the regular troops being entirely freed from the performance of the multifarious non-military duties hitherto imposed on them.

11. At present the Military forces are employed on so many duties of this nature within and beyond cantonments, and scattered about in small detachments to such an extent as virtually to reduce a great portion of the regular Troops to the position of a mere Military Police, whereby the efficiency of the soldiery, both European and Native, is impaired; the prestige of the European Troops greatly weakened, and that perfect training of soldiers is prevented, for which so many facilities exist in India. Taking the Bombay Presidency, we find that there were, on the 1st September last, absent from the Head Quarters of 10 European regiments, 17 small detachments of European Infantry, comprising 75 officers and 2,449 non-commissioned rank and file,—total 2,524 of all ranks; also 55 detachments absent from 29 regiments of Regular Native Infantry, comprising 41 European Officers, 117 Native Officers, and 6,156 non-commissioned rank and file,—total 6,314 of all ranks. Further, between the 1st September 1858 and 31st August 1859, 91 detachments were sent on escort duty from 26 regiments of the Regular Native Infantry; of these regiments furnishing, respectively, as many as 11, 10, 7, and 6 escorts. These 91 escorts comprised altogether 46 European Officers, 129 Native Officers, and 4,518 non-commissioned rank and file,—being a total of 4,693 of all ranks, and giving an average for each escort of $51\frac{1}{2}$ with the return march, an average distance of 161 miles moved by each escort, and involving on the average an absence of at least twenty days from all proper military control. The whole distance would therefore have been for one escort ($51\frac{1}{2}$ men) 8,291½ miles marched, and for one single man of the 91 escorts, 7,54,994 miles.

12. Some of these detachments and escorts were no doubt indispensable for military reasons connected with the late exigencies; but even during the most peaceful times, the amount of detachment, guard, and escort duty has always been considerable, greatly unbalancing Military arrangements and destroying discipline; and the Commission are convinced that the time has now arrived when the practice of thus employing regular troops must be entirely discontinued, in order to enable the Government of India, whilst placing definite limits to Military expenditure, at the same time to maintain full Military efficiency. Indeed, it cannot be too often repeated, that to this end the regular forces should be reserved for Military purposes alone, so that every man borne upon the rolls of regiments may, at any moment, be available for actual warfare; and this principle should equally be kept in mind as regards financial considerations, since all experience proves, that to employ soldiers of the regular Army in the duties of policemen, watchmen, and messengers, is only to entail on Government the maintenance of a large numerical Military Force, with all the corresponding heavy charges for Officers, equipments, and separate departmental establishments: the average charge throughout India (according to the present calculations of the Commission, which, however, require verification,) being about a thousand Rupees per annum for each European soldier, and two hundred and fifty for each Native soldier of the regular Army.

13. It therefore appears to the Commission that it would be far preferable, in every point of view, to have the non-military duties hitherto confided to small guards, detachments, and escorts of the regular forces, in future performed by the Civil and Military Police, of which large bodies are already kept up, especially in the Bombay Presidency. The Commission consider, that the Police, if properly organized, and efficiency ensured, as far as possible, by careful independent inspections, would discharge these duties as well or even better than can be done by the regular Troops, and far more economically; the charge to Government for each individual of the Native Police, judging from the cost of the Scinde Police Corps, being probably less than one-third of the average for the regular Troops, European and Native. But the Commission may here observe that the expenditure for the Civil and Military Police of the country, should, equally with the *bond fide* military expenses, be carefully scrutinized, and kept within definite limits, otherwise the outlay in the Police branch may be found to outweigh the saving effected in the Army, and the change, unless judiciously carried out might not in any way benefit the country.

Extract from Report No. 5 of the Military Finance Commissioners, dated Calcutta, the 30th April 1860.

153. We would in any case suggest, that the 13 Regiments of Native Infantry serving in the Eastern Settlements and to the Eastward, including China, should, as soon as possible, be im-

diately reduced to the peace establishment of 700 privates, as recently ordered for the rest of the Native Army of the Madras Presidency. Considering also the difficulty of marching troops in Pegu during many months of the year, when the whole country is nearly impassable on account of the floods and rains, and seeing that the fine water communications by the Irrawaddi afford great facilities for transport in the event of operations against Ava being necessary—since the rapid movement up the river of a small force by the flotilla, to the rear of an invading army approaching from Ava, would greatly paralyze an enemy advancing from that quarter, along the narrow valley of the Irrawaddi—we are of opinion that the large transport Cattle establishment, as per margin, recently maintained in Pegu, (nearly equal in numbers to that maintained in Madras Proper, for the Madras Army on the Continent of India,) might, without detriment to Military efficiency, be still further reduced. We have no doubt that by these measures, and the greater concentration of the Troops in these provinces, a clear saving of about 16 lakhs per annum might be effected, including all contingent charges of freight, passage money, batta, rations, &c.

Relief of Regular Troops by Police.

154. Having shown above that a great increase was made to the strength of all the Native Regiments of the Madras Army subsequent to May 1857, on account of the mutiny in Bengal, we must not omit to point out the causes which prevented a diminution being made, when the emergency was over, as rapidly as would otherwise have been practicable. In March 1859, when reductions of the Native Forces were first resolved upon by the Madras Government, His Excellency the Commander-in-Chief, after full deliberation, pronounced it unadvisable, pending the organization of the Madras Police Constabulary, to reduce the strength of Native Regiments below 1000 privates, on the ground of the men being greatly overworked, by reason of the scattered state of the Forces over the vast extent of territory occupied by them; the long and frequent marches that had become unavoidable, in order to provide for the variety of Foreign service to be performed; the great amount of detachment duty, and the unceasing calls on the regular Troops for escorts and guards. Indeed, His Excellency set forth the evils and hardships thus entailed on the Native Army, in such earnest and forcible language, that we quote his own words, as conveying the soundest principles.

155. "As Commander-in-Chief, Sir P. Grant feels bound to submit to Government his fixed opinion, that it is utterly impossible that discipline and efficiency can co-exist with the present condition of this Army, broken up as it is into small detachments, and dispersed here and there over the vast surface of this extensive Presidency, together with portions of Bombay and Bengal, and the recent acquisition of territory in Burmah. Deeply feeling the evils of the existing system, Lieutenant General Grant earnestly recommends to the Government, to consent to concentrate the Troops as much as may be practicable at the head quarters of Divisions and Brigades; reducing, as far as possible, all single regiment stations, and altogether withdrawing to their company or regimental head quarters the innumerable small details of Artillery and Infantry, which at present abound in every part of the country, ruining the discipline and efficiency of the Troops, and, in reality, affording no adequate protection in any respect.

156. "Employing detachments of Troops, more especially Artillery and Guns, on out-post duty or field service of even the most trivial description, under Native Commissioned or Non-Commissioned Officers, is highly objectionable, and never can be necessary if these suggestions are carried into effect. By concentrating the Troops, as now proposed, very many of the inconveniences now experienced in arranging for the periodical relief will be obviated; an effective force ready for any service will always be in hand to move upon any point where Troops may be required; opportunities for exercising together, in considerable bodies, the Troops of all arms, will be afforded, than which nothing can be more desirable. An impetus to discipline and efficiency, which cannot be over-estimated, will be given, and an emulation and Military spirit, conducive in the highest degree to the good of the public service, cannot fail to be created.

157. "I have submitted to the Government a project to concentrate the Troops, as much as possible, in suitable positions, instead of having them, as they now are, cut up into petty detachments and scattered all over the face of the country, affording no real protection or assist-

ance, and absolutely ruining all discipline and efficiency. Many Brigade stations have not even one complete regiment quartered at them just now, and except at Secunderabad (in the Nizam's territories,) there is not a point in the Madras Presidency where a force of 3000 men of all arms could be assembled. The men feel that they are grievously overworked; that duty is constant and unceasing, and that there is no prospect of relief; their strength and energies are over-tasked, and that they are plunged in irretrievable debt by the long and frequent marches. One-third of the Army is permanently on duty from year's end to year's end, and the men are disheartened and dispirited; this season (1857) fully one-half of the Native Army has been in movement, or will be so, to occupy Pegu, and effect the general relief, and to give to Corps in regular succession their proportion of Foreign service.

158. "The circumstances of the Native Army are becoming daily more trying, and I feel it to be my duty again to solicit that the relief to which in common justice and humanity they are entitled, may be granted to the Troops. The enclosed Return, prepared in the Office of the Adjutant General of the Army, shows that 23 regiments (nearly half the Army) have only $1\frac{1}{2}$ reliefs; 18 regiments have 3 reliefs; 8 regiments have $3\frac{1}{2}$ reliefs; and 3 regiments have 7 reliefs, whereas all should have full 4 reliefs. It is my duty as Commander-in-Chief, emphatically to state my firm conviction that this state of things cannot much longer endure. The Troops must have relief, and I have already indicated, how, in my opinion, it can best be given."

159. At the same time His Excellency, in a letter to the Madras Government, dated 17th March 1859, expressed the opinion, "that the first step to be taken, in order to admit of any real reduction being made in the Military expenses of the Madras Presidency, is the formation of an efficient and well-organized Police, a point which was first pressed upon notice by Lord Harris, in August 1855." The Act of the Legislative Council, authorizing the formation of the Madras Police Constabulary only received the assent of the Governor General on the 6th September 1859; but it was then pressed rapidly forward, and on our arrival at Madras, in November last, we found one district of the Presidency (Arcot) almost entirely occupied by the Constabulary; the relief of the regular Troops, as regards detachment and guard duty being already to some extent carried out. The Inspector General of Mofussil Police, Mr. Robinson, informed us, in a letter dated 28th December, that "the Veterans at Chittoor (2 companies) have been relieved of all duty by the Constabulary undertaking the jail and treasury guards of that place. The Veteran guard at Palliconda has likewise been relieved. There are Veterans at Arnee, but they are not performing, so far as I am aware, any Civil duty. If they are doing so, however, these duties will cease before the end of January next, as the Arnee Division will by that time be taken up by the Constabulary. All guards furnished by the Regulars (the 18th Regiment Native Infantry,) for Civil duties at Vellore, have been relieved. They consisted of jail and police choultry guards. I believe that there are hospital, and arsenal, commissariat guards also furnished by the Regulars at Vellore, and probably at Arcot likewise. *It is for the Military authorities to judge, whether it is desirable to relieve any of these guards by the Constabulary.* The Civil duties which now press so severely on the Military Forces, consist chiefly of jail and treasure guards. To furnish these, detachments are necessarily kept up in different parts of the country, and their relief is of the first importance. I consider that any energetic Superintendent of Police should, in most districts, be able to organize and train a body of men sufficient to undertake all these duties, and relieve the detachment within three months of his commencing work in his district."

160. The organization of the Police Constabulary thus in process of formation for the Madras Presidency, is very different from that of the Military Police of Bengal and Bombay, which are in every way constituted on the model of the Sepoy Army, and would require as many reliefs for their guards as the Native Regiments of the Line, in order to maintain a similar discipline; and in reference to which the Commissioners appointed to inquire into the organization of the Indian Army, recorded in their report, that "they see in this Force, in its numerical strength, and Military organization, differing as it does, in no essential respect from the Regular Sepoy Army, the elements of future danger; and would therefore recommend that great caution be used in not giving to this Force a stricter Military training than may be required for the maintenance of discipline, lest a new Native Force be formed, which may hereafter become a source of embarrassment to Government." His Excellency Sir Charles Trevelyan, Governor of Madras, makes very similar remarks in one of his Minutes, wherein he

points out the difference between the proposed Madras Constabulary and the other Police bodies of India. 'It is not Police Corps' which it is proposed to establish. These are neither Police nor regular Army, and while they cause a heavy expenditure, are a source of disquietude both to Government and the people.'

161. The Madras Police Force, however, are not to be Soldiers but Constables, as explained by Mr. Robinson; they are to go through a certain degree of drill to "secure discipline and proper spirit; all are to be taught the use of arms, which are light carbines and swords, in the proportion of one fire-arm and sword for every 2 men: but excepting when employed on treasure escort, or jail duty, they are not to carry arms, the baton being the ordinary and sufficient instrument of defence." They will not be required to observe the strict discipline essential in a Military body, and fewer reliefs will therefore be required for the men on duty; daily reliefs can only be carried out at a very heavy cost to the State, and not less than three are necessary for health and discipline. The composition and probable outlay for this Police Force is stated by Mr. Robinson as follows:—"The rate usually taken in estimating County Constabulary in England, is one Policeman to 1000 inhabitants, and to four square miles

of area (on this latter point differences of opinion exist); and so far as I have gone, I am inclined to think that this rate of one to every thousand inhabitants should suffice for this Presidency: but the area will of course be much greater. Calculating from the above

data, and taking the grades and rates of pay already stated to your Commission, I estimate the cost of Constabulary for 22 millions of inhabitants at Rs. 30,54,000, as per margin. Of this sum, 12 to 13 lakhs will be recovered from existing expenditure on Civil establishments." The increase to the present outlay for the protection of the country would, in that case, not be more than about 18 lakhs and it is moreover possible that this amount may be, to a great degree, or even entirely covered by the revenue exemptions and money allowances previously assigned to certain parties for performing Police duties, being resumed, or the privileges at least greatly modified. But even if these anticipations be not realised, the additional outlay should not be allowed to stand in the way of endeavoring to secure the highest state of efficiency in the Constabulary Force; for, as observed by His Excellency Sir Charles Trevelyan, in one of his Minutes, "The key to the organization of our Indian Military system is the reformation of the existing Police, on the English and Irish Constabulary principle;" and His Excellency lays special stress on the formation of a "real Police, well organised, well paid, well superintended by selected European Officers."

162. In reference to the expense of employing Military guards for Civil duties, Mr. Robinson very justly remarks, "that the first step towards reform of Military expenditure will be for the Adjutant General to debit the cost of every sentinel or detachment he supplies, to the districts or department employing them; for then only will the enormous cost, at which many purely civil duties are now being done by Military

Forces, oblige the heads of departments to see how easily they can dispense with Military aid in much of the general administration of the country." Mr. Robinson further declares himself ready to provide all escorts required, on condition of being furnished with the pecuniary means by the department requiring them; a proviso which will, in itself, be a most useful check on requisitions of this nature, and we strongly recommend its adoption not only as regards escorts, but also for all duties of a Civil nature, such as guards for treasuries, jails, mints, banks, public workshops, and a variety of miscellaneous purposes, for which Military guards have hitherto been employed, but which, as now universally admitted, may be performed by hired Police, as efficiently and at a

smaller outlay. The Government of Madras have indeed already made practical experience in one instance of the economy to the State that may thus be effected; for, consequent on the reduction of the Native Forces, and the strength of the garrisons of the Presidency, the Mount and Palaveram being insufficient to furnish the usual number of orderlies employed in the offices of the Adjutant General and Town Major, Government sanctioned the employment of peons in room of these orderlies, only allowing, however, about half the number of peons, who receive a much lower rate of pay than Sepoy orderlies, the charge being moreover borne by the office by whom they are employed.

163. Whilst at Madras, we had several interviews with the Governor, His Excellency Sir Charles Trevelyan, who favored us with copies of all the Minutes recorded by him in regard to the formation of the new Police; wherein he points out how intimately this measure is connected with the reduction of the Military Forces, and that its organization on a proper basis, is a key to economy and Military efficiency. And, although careful not to hurry on the new arrangements before the Police body were in a state of efficiency, we still learn from Mr. Robinson, that His Excellency being anxious, as far as possible, to facilitate the reduction of the Military Forces, had desired him "to keep in view the early relief of all petty Military detachments, by trained bodies of Police; even although it should retard a little the general organization of the Rural Police throughout the different districts." Mr. Robinson added that Officers would therefore "shortly be deputed into several of the districts of the Southern Division, with directions to form effective and well trained local bodies of Constabulary, to take up all Civil duties now performed by the Military." Consequent on this arrangement, His Excellency the Governor a few days subsequently proposed, and Government resolved on the reductions already detailed, namely, that all the Native Infantry Regiments within the Frontier should be reduced by 320 Non-commissioned, rank and file, the three extra regiments being also broken up, and two Veteran Battalions absorbed into the pension list. And as we observe, since our arrival at Calcutta, that His Excellency the Commander-in-Chief has issued a General Order, authorising Officers commanding Divisions and Forces to call in all Military Detachments as soon as the Inspector General of Mofussil Police intimates his readiness to replace them by the Constabulary Force; we presume that measures are now in full operation for relieving the Madras Army from all the numerous detachment duties which have hitherto pressed so heavily on them.

164. As an illustration of the scattered state of the Madras Forces, we may mention that at the time we commenced our inquiries, the European Troops alone occupied forty different posts, and we learn by returns furnished by the Quarter Master General, that on the 13th December 1859, the Native Infantry furnished, in addition to all detachments from Regiments

	Detachments.	
Centre Division	12	in the field, in Bengal, 91 permanent detachments
Northern do	15	(as per margin), varying in strength from more
Southern do	18	than 1 wing but less than a regiment, down to less
Mysore do	6	than 1 company, but not less than a Native Officer's
Malabar and Canara	10	guard; one-third of the whole (31) being of
Ceded Districts	3	this latter strength, and another third (30) less
Hyderabad Suby. Force	6	than 2 companies, but more than 1: 21 less than
Nagpore Force	4	3 companies, but more than 2; 7 less than 1 wing,
Pegu Division	14	but more than 3 companies, and only 2 more than
Straits, Settlements	3	1 wing. The still smaller detachment would, if
	—	included, no doubt greatly swell the number; but
	—	we may calculate the total strength of these 91 de-
	—	tachments alone to be at least equal to 120 com-
	—	panies. By a Return from the Quarter Master
	—	General, dated 20th March 1860, we find, however, that in consequence of the progress of the new
	—	Police arrangements, 31 of these detachments have already been called in, amongst which are
	—	included the two largest, comprising more than 1 wing, and the total strength of the 31 detachments
	—	may therefore be calculated at about 50 companies. Out of the 60 detachments still remaining,
	—	two-thirds consist of less than 2 companies each, and their duties could therefore, with ease, be
	—	taken by the Police: indeed, we have no doubt that, within a short time all the rest of the
	—	detachments will be called in, regiments being but rarely divided.

165. We find also that the numbers of all ranks detached in 1858 for escort duty from the regiments of Native Infantry and Veterans stationed within the permanent garrisons of

OFFICERS.		Non-Commissioned Rank and File.
European.	Native.	
16	94	3229

Madras, were as per margin, divided into 87 escorts thus giving an average of 37 Non-commissioned Officers, rank and file, for each. A great amount of harassing duty was thus involved, without any corresponding beneficial results; for His Excellency, Lieutenant General Sir Patrick Grant, states, that "the best informed and most experienced Civil Officers will allow, that small parties of soldiers under Native Commissioned and Non-Commissioned Offi-

cers afford no adequate support to the authorities, nor any real protection to small treasuries in the interior of the country, and that employing the men on duties of that description, while it is ruinous to discipline, not only falls short of the object in view, but is absolutely mischievous." His Excellency adds, "I am well aware that circumstances occasionally render the employment of detachments absolutely necessary for a time, as in the instance of Malliappooram, in Malabar; but let this be the exception, not the rule, as at present is the case."

166. The employment of regular Troops on duties of this nature is, moreover, a positive waste of public funds, since every guard employed requires 3 or 4 reliefs; whereas, if the duty were taken by the Police, one relief for each guard would suffice. These escort and detachment duties, as also the furnishing of guards for treasuries and jails, will, however, soon be mainly, if not entirely, taken by the Police Constabulary, whereby the whole of the regular soldiers of the Madras Army will be relieved from extraneous non-military duties; and the Madras Army will then, even with the large reductions of the Forces already ordered be stronger by reason of the improved discipline that may thus be maintained, than the present larger Force, with all its drawbacks to discipline. We confidently anticipate also, that the establishment of an efficient Police Constabulary will not only enable Government to effect larger reductions in the Military Forces than are at present contemplated, but further facilitate the judicious location of the Troops so essential to economy and efficiency; for, with the Forces scattered in small detachments, the cost of lodging, feeding, and every other charge is greatly enhanced, at the same time that the control and supervision of the Officers over their men is greatly weakened.

RESOLUTION.—The Honorable the President in Council entirely concurs in the principle advocated by the Military Finance Commission, viz., that regular Soldiers should not be employed on duties of mere watchmen, and is of opinion that the enforcement of this rule should be commenced at once at every Military Station throughout India.

His Excellency the Commander-in-Chief should be requested to issue the necessary orders to the Military Authority (in each district) or Officer Commanding at each station, to take measures at the earliest possible period to relieve every Military Guard in Cantonments, excepting those required for purely military purposes, and for which not mere watchmen but disciplined military sentries are, on purely military grounds, considered necessary; and to arrange with the Civil Authorities for the substitution of Police Guards, the departments (whether Commissariat, Public Works, or other) requiring such special Police Guard, having to pay for the same, or being debited with the expense, a bill for which should in every case be sent in for countersignature monthly to the head of the Department requiring the watchmen, in the same manner as has been lately directed in the case of expenditure incurred in the Commissariat Department on account of other Departments.

ORDERED that a copy of the above be transmitted to the Government of Madras, with a request that the necessary instructions may be issued for carrying out the wishes of the Government of India, and that reports may be furnished for the information of Government, showing how far these orders have been carried out, at the expiration of 3 months from the date of their receipt.

(True Extract.)

(Signed) F. ATKINSON, Major,
Offg. Secy. to the Govt. of India.

ORDER, No. 728, 22nd February 1861.

Communicated to the Commander-in-Chief, and to Departments generally for information and guidance.

2. His Excellency is requested to cause the report called for in the concluding paragraph of the foregoing resolution to be submitted to Government in due course, with a view to its transmission to the Government of India.

(True Extract.)

Shamshad Ali
Secretary to Government.

To the Adjutant General.

- „ Quarter Master General.
- „ Brigade Major Fort Saint George.
- „ Commissary General.
- „ Inspector General of Ordnance.
- „ Clothing Department.
- „ Judicial Department.
- „ Department Public Works.
- „ Financial Department.
- „ Military Finance Commission.

With 3 spare Copies.

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