

Financial (1897) Department.

ORDINARY MS.

G.O., No. 653

Dated 18. 8. 97.

INDEXED.

[Despatch Abstract.]

Recording Proceedings, Judicial Dept.,
passing orders on the proposals of
the D.G. of Police for the improvement
of the Village Police proper and the
reorganisation of the "Ghat Taluaries".

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
Cu. 3257/97							

Financial Dept

CURRENT No 2335

Government { 1897 } of Madras. JUDICIAL.

Recd. 2 Aug 97
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G.O., No. 978, 8th July 1897.

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His

Order W. 653 of 18 Aug 97

JULY.

Recorded.

Note

The G. I. will have to be addressed in due course after orders are passed on the G. I. for the report called for in para. 15 of the order.

For
16/8/97

Village Police and Ghat Taliaris.

Passing orders on the proposals of the Inspector-General of Police for the improvement of the village police proper and the re-organization of the "Ghat taliaris."

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—again the following paper :—

G.O., No. 1066, Judicial, dated 18th May 1895.

Read—the following letter from Colonel C. A. PORTEOUS, Inspector-General of Police, to the Chief Secretary to Government, dated Madras, 12th December 1894, No. 7329 :—

With reference to paragraph 2 of G.O., No. 2126, Judicial, dated 31st August 1894, calling for my proposals regarding the reorganization of the village police, I have the honour to submit the following.

2. The reorganization of *village* establishments has always taken place on the understanding that they had *police* as well as revenue and judicial functions.

3. *The Village taliari* is principally a police man (*vide* Village Officer's Manual, Part I, paragraph 1 and Part III, section 2, paragraph 7), but owing to exactions on his time and services by the Revenue Department, he has become of little or no use to the police except where placed entirely under the control of the latter.

4. The number of taliaris or village watchmen shown against each district in the following list are employed on police duties and are under the control of the Police department.

District.	Number of taliaris or village watchmen.							
Kistna	..	..	..	..	..	..	..	36
Nellore	..	..	..	..	..	..	..	100
Cuddapah	..	..	..	..	..	..	..	515
Kurnool	..	..	..	..	..	..	..	181
Bellary	..	..	..	..	..	..	..	83
North Arcot	..	..	..	..	..	..	..	121
South Arcot	..	..	..	..	..	..	..	86
Madura	..	..	..	..	..	..	..	50
Coimbatore	..	..	..	..	..	..	..	15

5. Ever since the constitution of the police force of this Presidency on its present basis, the reorganization of the village police as a useful auxiliary in the detection and prevention of crime has been the subject of frequent comment by district officers in their annual reports, and after the receipt of G.O., No. 1241, Judicial, dated 6th July 1892, I again gathered their views. I do not consider it necessary to dwell

at length on them, but the consensus of opinion is that the employment under the control of the Police department of a sufficient number of taliaris or watchers (adequately paid) in each village or group of villages is a *sine qua non* for the proper performance of police duties in such villages—duties such as furnishing information of crime to the regular police, watching known depredators and other bad characters, looking after individuals or gangs moving from village to village.

6. If this conclusion be accepted, the necessary funds, it appears to me, could be found under the improved provisions for the levy of the village-cess under Act IV of 1893.

7. The number of men required for police service in each village or cluster of villages should be determined with reference to the character as well as to the density of the population of such villages. As a general rule I consider that there should be one taliari or watchman to every 1,000 inhabitants.

8. As regards the emoluments of the village police, I am of opinion that a uniform rate of pay of Rs. 5 per mensem will suffice. This is the rate recommended by me and accepted by Government in its order No. 149, Judicial, dated 20th January 1893, for the village police in the marginally-noted districts.

Kistna.		North Arcot.
Nellore.		Coimbatore.

I am not in favour of the proposal made by Mr. Mullaly, Acting Collector of Kurnool, in paragraph 21 of his report on this subject that there should be three grades of village policemen on Rs. 5, 6 and 7 per mensem according to the strength of the population of the village or villages in their charge. The lowest grade of constable receives only Rs. 7 per mensem.

9. The following seem to me the main points requiring the decision of Government :—

(i) That the strength of village establishments be fixed with due regard to *police* as well as revenue and judicial duties.

(ii) That one man or more men as may be necessary for each village or cluster of villages for the proper performance of police duties be placed under the control of the Police department which should hold the power to appoint or dismiss and that the rate of pay be fixed.

10. If orders of Government be passed on the above points, statements for each district could be prepared by District Superintendents in consultation with District Magistrates showing—

(i) The present total strength and cost of *village police* establishments for judicial, revenue and police duties combined;

(ii) the number of taliaris that could be spared from above exclusively for police duties;

(iii) the number now actually employed entirely on police work;

(iv) the strength and cost of the village police under this new proposed scheme.

Wherever it was not found feasible to employ at least one taliari *exclusively* on police work, the combined duties, revenue and police might be imposed on one and the same man, but it should be on the understanding that he is mainly a police functionary liable to appointment or dismissal by the Police department.

11. Unless village inspectors be appointed, the head of the village establishment should exercise supervision over the men appointed by the Police department and employed exclusively or mainly for police duties.

12. Should it not be possible now to provide for the whole of the village police requirements of a district, I would suggest the more important villages being commenced with at once.

13. I regret the delay in submitting this report, but the subject is a difficult one requiring much consideration and the opinion of all Superintendents had to be obtained before conclusions could be arrived at.

Order—No. 1066, Judicial, dated 18th May 1895.

Colonel Porteous' scheme for the reorganization of the village police establishment does not meet with the approval of Government. In the first place the proposal to transfer part of the village establishment from the control of the Collector and District Magistrate to that of the Police department is open to serious objection, not only because it is a measure which would tend to disintegrate the village system, but also because it is probable that Police Superintendents are already sufficiently occupied with the supervision of the regular police, in which case it would be unwise to entrust them with the additional duties until the regular police has reached a higher degree of efficiency. There are, however, many villages in which one taliari might be relieved altogether from revenue work, and the Government is not averse to taking into consideration the question whether such taliaris might not be placed more directly under the Police Superintendent. Before deciding the question, however, the Government desires to be in possession of detailed information as to the number of taliaris that could be spared from the ordinary village establishment exclusively for police duties. The Inspector-General should therefore arrange for the preparation by District Superintendents, in consultation with District Magistrates, of statements giving this information.

2. From paragraph 4 of the Inspector-General's letter it appears that in nine districts no fewer than 1,187 taliaris are already employed solely on police duties. It is understood that the majority of these are ghât taliaris, and it is doubtful whether so many are really required. The circumstances of so many districts have been altered of late years by the opening of railways that it is difficult to suppose that all the ghâts which required guarding a few years ago need it now. For instance, the ghâts between Kurnool and Cumbum and between Chittoor and the Cuddapah subdivision are now traversed by railways; these are, no doubt, the places in which ghât taliaris used to be required, but these are probably now unnecessary. The Inspector-General will therefore be requested to report the exact duties upon which these 1,187 taliaris are employed, and to state his opinion as to the necessity of retaining them.

3. When the information called for in this order has been received, the Government will be in a better position to decide what action to take, but for the present the reorganization of the village police must lie over.

(True Extract.)

(Signed) J. F. PRICE,
Chief Secretary.

To the Inspector-General of Police.

READ—also the following paper:—

From M. HAMMICK, Esq., Inspector-General of Police, to the Chief Secretary to Government, dated Madras, 18th December 1896, No. 5001.

I have the honour to reply to G.O., No. 1066, Judicial, dated 18th May 1895, relating to the question of police taliaris.

2. I much regret the delay in replying to the above Government Order. I was obliged to refer to all Superintendents on the matter and the Superintendents had to consult District Magistrates before replying to my reference; hence there has been considerable delay.

3. At present, there are two kinds of taliaris employed solely on police duties. One set of taliaris are now employed under the supervision of the police and their pay is met from the Police budget. These are employed in the following districts:—

	No.	Pay.
Kistna	36	Rs. 3 each.
Nellore	100	" 3 "
North Arcot	23	" 4 "
Coimbatore	15	" 4 "
Anantapur	3	" 5 "
Total ..	177	

The above men are almost entirely employed on patrolling roads, protecting the post office runners and other similar duties. There are also taliaris specially employed on police duties whose pay is met from the Village Service fund. These men are employed in the following districts:—

	No.	Rate of pay.
Kurnool	181	at Rs. 5 each
Bellary	86	at " 5 "
Anantapur	122	at " 5 & 4 each.
Cuddapah	515	at " 5 each.
North Arcot	100	at " 5 "
Madura	50	
South Arcot	..	Not known at present.

The above men are mostly employed on road patrol, and in few cases do they perform any police duties in their villages.

4. With reference to paragraph 2 of the Government Order, the Superintendents report that in Kurnool 54 police taliaris may be reduced and in Cuddapah 90 may be reduced. The other Superintendents state that they are unable to make any reduction.

5. Taking the first-class of taliaris, viz., those paid from Police funds, the following are the facts. In Kistna, the taliaris are employed upon roads which are not traversed by the railway. Twenty of them work in the Palnadu and Vinukonda taluks (G.O., No. 1024, Judicial, dated 29th June 1863); four of them were sanctioned for duty on the ghât between Bommarajupalle and Melavagu and two watchers were sanctioned for employment in Melavagu station on reduction of the third-class constable (vide G.O., No. 1590, Judicial, dated 20th July 1875; G.O., No. 304, Judicial, dated 8th February 1881; and G.O., No. 2895, Judicial, dated 30th October 1883); and in the reorganization scheme sanctioned in 1888, six watchers were sanctioned for the Bollapalle station: four other village watchers were sanctioned in G.O., No. 2895, Judicial, dated 30th October 1883, in lieu of constables reduced.

6. In Nellore, originally, in 1863, there were 557 police taliaris: these were reduced to 100; apparently, the expense of the large bodies of stipendiary village police was objected to and Sir W. Robinson dispensed with all the men except a few in wild tracts of country and unhealthy localities. He remarked, in a letter to Government, dated 17th March 1863, No. 642, that some 20,000 men had been or were in course of disbandment. In Nellore, 83 of these men are employed to watch the ghâts which are situated at a distance from the railway line; the remaining seventeen guard portions of the high roads in various parts of the district. The Superintendent states that there is only one taliari that he can reduce, and that is a man who works between Gudur and Nellore.

7. In North Arcot, the taliaris paid by the Police were employed under G.O., No. 1251, Judicial, dated 9th May 1883. They are employed on duties similar to those performed by the taliaris paid specially from Village Service fund. It appears in fact that out of 50 taliaris the fund could only pay 27 and the balance of 23 were paid from Police funds.

8. In Coimbatore, the 15 taliaris were sanctioned by Sir W. Robinson in 1867. They were appointed specially to guard the Mysore frontier in the hilly and jungly tracts of Kollegal and Talavadi. They are as necessary now as they were when appointed in 1867.

9. In Anantapur, the three taliaris employed and paid from Police funds were recently sanctioned under G.O., No. 2412, Judicial, dated 22nd November 1895, in connection with the formation of the new taluk at Kalyandrug.

10. Taking the second class of police taliaris, viz., those paid from Village Service funds—in Kurnool, the Superintendent proposes to abolish 54 taliaris, leaving 127, but he proposes to increase this number by adding 46 taliaris in places where there are at present none, showing a saving on the existing number of eight taliaris. The reductions that are proposed by the Superintendent are of taliaris who are no longer required between Panem and Cumbum, while additional taliaris are required owing to the increase of traffic on the Gooty, Bellary and Tumkoor roads and those in Sirvel and also to Pyápali. The existing taliaris are ghât taliaris. They are employed mostly to protect roads in the following taluks:—

Pattikonda	18
Ramallakot	23
Nandikotkur	8
Nandyal	29
Koilkuntla	9
Sirvel	20
Cumbum	49
Markapur	25
Total	181

The entertainment of these taliaris has been sanctioned from time to time by the Board. The various Board's Proceedings referring to the matter are quoted in Board's Proceedings, No. 108, dated 15th March 1894.

11. In Bellary, the Superintendent says that he is unable to dispense with the services of a single taliari. I think all the taliaris in this district are required. There are now apparently in all 87 ghâts and 88 ghât taliaris. I am not quite certain about the number. The Superintendent has been asked to report what are the correct figures. The Superintendent has suggested to the District Magistrate that there should in future be two taliaris for each ghât and not one as is now the case (except at the Tungabhadra ghât where there are now two taliaris). The Superintendent at present pays these taliaris, appoints and punishes them. He has suggested further that these taliaries should be required to build their huts at the ghâts and reside permanently in them, and that the number of ghâts should be raised to 105. The Collector, in reporting on the matter to the Board, says that he cordially supports the Superintendent in his suggestion, but, considering that the connection between these taliaris and their villages is small and will be almost done away with if they live at their huts on the ghâts, he is of opinion that the taliaris should in future be paid from Police and not from Village Service funds.

12. The same remark applies to the 122 taliaris employed in Anantapur. The revision in which these taliaris were sanctioned was dealt with in Board's Proceedings, No. 99, dated 29th February 1892. The taliaris were appointed to protect ghât roads, and it is reported that none of them can now be got rid of.

13. In Cuddapah, the Superintendent proposes that he shall dispense with the services of 90 taliaris. The taliaris of this district were first appointed under G.O., No. 1496, Judicial, dated 3rd December 1874, and the number subsequently at different times was increased. The taliaris to be dispensed with are those working in Jammalamadugu, Proddatur, Vayalpad, Píleru, Madanapalle, Pulivendla, Kadiri, Ráyachóti, Lakkireddipalle and Badvel divisions. The reasons for dispensing with these taliaris are, in almost all cases, that the roads on which they are stationed are now almost unfrequented and that no crime has occurred on them for many years past. I think, in this district, a reduction in the number of ghât taliaris might be made. But it must be remembered that Cuddapah has enjoyed a very bad reputation for dacoities and the improvement there during the last few years must be due to some extent to the existence of these ghât taliaris. We should be very careful about proposals for reducing their numbers. These taliaris took the place of the old

kattubadies. There were originally 500 of them, and the establishment suffered reduction until there were only 282 at one time. They were subsequently (between 1880 and 1890) increased again to meet the demands of the Superintendents, who considered the force most valuable in preventing dacoities and highway robberies at the hands of the numerous wandering gangs who infest that district.

14. In North Arcot, the Superintendent states that he is unable to dispense with any taliari and points out that, when Mr. Agar was Superintendent, he was continually asking for the services of additional taliaris in order to protect the roads in the sub-divisions. It is true that the railway line now passes through many taluks in North Arcot, but as this increases traffic on the adjoining roads it is still very necessary that the roads should be patrolled. I know myself that want of taliaris on the roads south of the Madras Railway line has often been much felt. The existing 123 taliaris, including both those paid by the Police and those paid from the Village Service fund, are all employed on road-guarding. They are in the following divisions:—

Gudiyáttam	8
Vellore	5
Walajapet	3
Chendragiri	8
Tirupati	6
Puttur	4
Tirutani	6
Palmanér	17
Kalahasti	2
Chittoor	24
Punganúr	22
Choudapalle	18

It will be seen from the above that in the sub-division there are hardly any of these ghât taliaris. Most of them are employed in the north of the district. They are all employed on roads which still require to be guarded. Mr. LeFanu remarked in 1893—"Mr. Agar is constantly complaining that the reduction in the number of taliaris has weakened his hands, and I agree with him. The only question is this. "The extra taliaris are required for police purposes, and, if allowed, would be a "practical increase to that force by 200. It would be simpler to increase the regular "force, but no proposal to the effect is likely to be favourably received." (Board's Proceedings, No. 56, dated 10th February 1893.)

15. In Madura and Coimbatore, where the number of taliaris employed is not great, no reduction can be effected. In Madura, the taliaris were only appointed in 1891 (G.O., No. 43, Revenue, dated 20th January 1891), while at Coimbatore the taliaris are employed in Kollegal and Tálavadi far from the railway line.

16. In South Arcot, at the late revision a number of special taliaris were appointed—in all 77. They were to assist the police in looking after the roads—Board's Proceedings, No. 21, Revenue Settlement and Agriculture, dated 28th January 1890. These men were appointed on the recommendation of a former Superintendent, Colonel Jenkins. But the present Superintendent appears to know nothing about the men; apparently, they have never been brought under the control of the police. The matter is under correspondence at present.

17. I venture to point out that the question of special police taliaris employed upon roads for patrolling is quite a different one from that of making more use of the village taliaris for village purposes. The ghât taliaris, of whom the greater part of the special establishment now employed consists, are used for merely patrol as a prevention of highway crime. We, however, require village police for the purpose, not only of patrolling the villages, but of keeping the regular police readily informed of village crimes and maintaining a close touch with the habitual offenders who live in various villages in the Presidency. It is quite possible that, with closer examination, I may be able to carry out even further reductions in the special taliari establishment that now exists, but the consideration of the question of improving our village police need not, I contend, be delayed for the consideration of the former question.

18. It will be noticed that the districts in which the special taliaris are employed are all districts where there are tracts of wild, hilly country and where formerly violent crime was rife. In other districts, such as Coimbatore and Salem, where there is similar wild country and where at times road dacoities have been very frequent, it is curious that special taliaris have never been appointed. I consider that both in Salem and Coimbatore the appointment of special taliaris for road-guarding would be useful, and if the Government wish the number of special taliaris reduced in Cuddapah, I think the saving effected there might well be expended in providing taliaris to guard the fords on the Cauvery between Salem and Coimbatore and in furnishing ghât taliaris in the taluks in Salem and Coimbatore, where road dacoities mostly take place. They would be of very great service in these two districts.

19. With reference to paragraph 1 of the Government order in which the Government desires to be put in possession of detailed information as to the number of taliaris that can be spared from the ordinary village establishments exclusively for police duties, I have the honour to state that the Collectors of the following districts have informed me that they can spare the following taliaris for this purpose:—

	No.	Rate of Pay.	
Ganjám	1	at Rs. 3	
	50	at „ 4	each.
Kistna—414	29	at „ 3½	„
	332	at „ 3	„
	3	at „ 2½	„
Kurnool	667	at „ 5 to 7	„
Bellary	81	at „ 4	„
North Arcot	339	at „ 2½	„
South Arcot	167	at „ 4	„
Madura	84		
Tinnevely	41	at „ 4 and 5	„

20. I venture to point out that, in this matter of sparing taliaris for police purposes, the Collectors are possibly influenced to some extent by the opinions of Tahsildars. These officers, who formerly were magistrates, are now purely revenue officers and are therefore not interested in assisting the police to the same extent that they previously were. It is therefore not surprising if they, in almost all cases, report that no taliaris can be spared for police work. This is one result of the separation of revenue and magisterial functions. There are many signs that the village policeman, whose work as policeman used to be carefully enforced by the Tahsildar-Magistrate, now feels that he is free of control as long as he does the revenue duties which fall upon him. I do not think the complaints of police officers as to neglect of police duties by village servants receive the attention that was formerly the case. It is a matter much to be regretted.

21. As regards the zemindari tracts, the Collectors in most cases report that until the revision of the establishments, which I understand is being taken up by the Board under the "Zemindari Proprietary Estates Village Service Act of 1894," no decision can be arrived at.

22. Taking the districts in detail, the Collector of Ganjám states that in only 111 villages in his district are there more taliaris than one, and that the Tahsildars report that, except in one village, no taliari can be spared for police duties without detriment to their revenue duties.

In Vizagapatam, the Collector states that no taliaris can be spared from Government taluks. As regards zemindari villages, he awaits the revision of establishments above referred to. In Jeypore, no taliaris are employed at all.

In Górávari, the Collector states briefly that no taliaris can be spared for exclusively police duties.

In Kistna, the Collector has forwarded a list of villages in which a taliari can be spared, and he has given even the name of the taliari in each case. It appears that 414 can be given up for police duties.

23. In Nellore, both Mr. Manavedan Rajah and Mr. Wynne speak of the impracticability of giving for police work any portion of the existing establishment. Mr. Wynne points out that the numerical strength of the menial servants in almost every village has been reduced at the revision, and that with this reduction the revenue duties of these servants increase every year. He points out that police duties include the carrying and guarding of revenue remittances from the villages to the taluk treasury, and that this takes the taliaris constantly away from their villages. Under these circumstances, he says that no useful auxiliary to the regular police force for regular police duty could well be formed with the existing establishment. Such a scheme would require additional taliaris practically in every village.

24. In Kurnool, Mr. Mullaly has proposed to utilise a large number of the existing taliaris for exclusively police purposes. I understand that a scheme is now before the Government, in the Revenue Department (Board's Proceedings, No. 108, Land Revenue, dated 15th March 1894). Mr. Mullaly's proposals are to appoint 667 taliaris on a pay of Rs. 5 to 7 each, and to constitute this body into a regular force of village police. He proposes, apparently, to give them exclusively police duties and to confer on the Superintendent and Assistant Superintendent of Police the powers of a Divisional Magistrate as regards their appointment and punishment.

25. In Bellary, Mr. Tremenheere, in his letter to the Board regarding the revision of village establishments, states that he will have three or more taliaris in 81 villages and that he will be prepared to spare for police duties one taliari in each of these villages. But he adds that, if these men are to be exclusively employed on police work and placed under the immediate control of officers in the Police department, which cannot be done except by special order under section 26 of Madras Act III of 1895, he would recommend that their pay should be debited to the Police department and not to the Village Service Fund. In Anantapur, Mr. Tate reports that no one can be spared in the ordinary establishment for exclusive work as a police taliari. His opinion appears to have been based upon reports from the Tahsildars, who, as I have remarked above, have little interest in assisting the police.

In Cuddapah, we have already 515 taliaris, and the Collector says he is unable to give the assistance of any further servants.

26. In North Arcot, the Collector reports that 339 taliaris can be spared; but of these, only sixteen come from Government taluks, three from the Sub-Collector's division, and thirteen from Chittoor. The rest come from the Punganúr Zemindari and some minor paliems, and the Superintendent points out that these will only give assistance in five police divisions, while the other eleven divisions will receive no assistance. He says that he does not consider it to be of any advantage to take the management of the village watchers' establishment in a few villages in small tracts of country while in the whole of the rest of the district matters are left as they are at present. He says that the loud complaint everywhere now is, not so much about village patrolling, but about the urgent want of adequate protection to travellers on the roads. This is felt in all Government taluks, especially where formerly there was a large establishment of village taliaris. This establishment was much curtailed at the revision of 1888, and since then, road-guarding may be said to have been neglected altogether. He says he cannot too strongly recommend the extension of the ghât taliari system to the whole of the district, and whereas these ghât taliaries are now confined almost entirely to the northern part of the district, he would wish to see it extended to the southern taluks of Arni, Wandiwash and Arcot, where dacoities are frequent and where we have at present no ghât taliari establishment.

27. In Chingleput, the Collector says that he can spare no taliaris.

28. In South Arcot, Mr. Stuart sends a list of villages where one or more taliaris may be relieved altogether of revenue work. Forty-seven can be spared in Tiruvannámalai, 18 in Tindivanam, 7 in Villupuram, 57 in Kallakurchi, 22 in Chidambaram and 16 in certain other places.

29. In Tanjore, the Collector states that until the proposals for the revision of village establishments are approved, he cannot say whether any taliaris can be spared.

In Trichinopoly, the Collector reports that no taliaris can be spared.

In Madura, the Collector states that the existing staff of taliaris is only just adequate for revenue purposes and is not available to any appreciable extent for police duties. He encloses a statement showing that 15 taliaris in the Periyakulam taluk and 69 in the Sivaganga division may perhaps be spared.

30. In Tinnevely, the Collector reports that in the reorganisation scheme which has been submitted to the Board, he has recommended 41 special taliaris to be placed entirely at the disposal of the police. As regards the remaining 1,122 taliaris, he says that they have been in Tinnevely for a considerable number of years past made to perform police duties in their villages under the control of the village heads, and he does not think it advisable to weaken that control by associating them more closely with the regular police. He says that they should be left under the Revenue Department, with the distinct understanding that they are all to patrol in their villages and along roads passing through them. They will be required to keep the village-rosters which they already keep in that district showing briefly the patrol work which they do.

31. In Salem, the Collector says that no taliaris can be spared. He states that the existing number of village servants is only just sufficient for the requirement of the Revenue Department, and that in any case during the kist months they would be of no use whatever to the police.

32. In Coimbatore, the Collector states that he does not think it expedient to remove the taliari from the control of the village headman. He says that at certain times in the year, no doubt, a man could be spared in some villages, but that during the kist months all would be required. He remarks that the village headman's duties are so multifarious that it would be difficult to take away his agents.

33. In Malabar, there are no taliaris. In South Canara, the Collector states that no taliari can be spared, but he considers that there are funds to meet a proposal of the Superintendent to employ 76 special taliaris on Rs. 4 each. He supports the Superintendent who asks for these taliaris and suggests that twelve more should be added to them. The Superintendent wishes for the 76 taliaris he asks for, not for police work in the villages, but for road patrolling. The District Magistrate wished to appoint twelve more men for patrolling the banks of certain backwaters and night work in Mangalore and Udipi where great crowds assemble at the times of festivals. The District Magistrate remarks that the Village Service Fund can easily afford funds for the desired increase in the taliari establishment.

34. I am not in favour myself of handing over taliaris for special use as village police and of relieving them of all the revenue duties in a few villages in certain districts. I entirely agree with what the Superintendent of North Arcot remarks that such a course could not do any real good and might be mischievous in encouraging the idea that the village police taliari could not be at once a revenue and a police servant. I believe myself he should continue to be both. He should, however, be taught to consider that his police duties are of equal, if not of greater importance than his revenue duties.

35. I hope that the above paragraphs furnish all the information which the Government desired should be furnished in the Government order under reply. As, however, my views as to what should be done in the matter differ to some extent from those of my predecessor, Colonel Porteous, I take this opportunity of making a few suggestions as to what might, I think, be done immediately in view to encourage the village heads to work in close connection with the police in the protection of their villages and in the detection of crime.

36. First of all, I am not myself of opinion that the village police have ceased to assist the police to the extent that is generally supposed. From the reductions that have been effected in most districts by the revision of village establishments, the taliaris have ceased, no doubt, to give the police the daily help that they used to in the way of patrolling, but I agree very much with a remark of Mr. Nicholson's on the last administration report that "much of the detection is due to unacknowledged information given by the local village police to the regular police. That in fact is natural. But, no doubt, the village detection is not all that could be desired, and a universal problem is the working of the village police with the regular detective

"and preventive system." I am certain that a large proportion of our detection is due still to the assistance of the village police, and it is indeed the great dependence of the regular police still on the village officials that makes it so very important to put an end to the drifting away of the village officials from, not police control, but police interests. Unless the experience of every Superintendent is wrong, there has been during the last twenty years a great change for the worse in this respect, and it is time that this was stopped.

37. Sir W. Robinson, when establishing the new police in 1858-61, initiated the system of village inspectors to be locally elected, if possible, from groups of villages, who should supervise closely the work of the village police in each village in their charge. Under these inspectors were to be village-watchers—one in each village and in large villages two—who should devote their entire time to police work.

38. In 1861, draft rules were passed for issue in every District Gazette, handing over the control of the village-watchers to the village munsif. Financial and other difficulties had already obstructed the completion of Sir W. Robinson's scheme, and village inspectors were abolished as expensive and useless.

39. Since then matters have gone on in much the same way. As long as Sir W. Robinson was at the head of the department, he constantly inculcated upon his men the great importance of "imparting individual instruction in their duty to the village police." He remarked: "No Superintendent need hope to succeed well in his district unless he arrives at a full and hearty appreciation of his village police." He passed order after order insisting on the importance to be attached to the village police.

40. After his day the great importance of insisting on Superintendents and Assistant Superintendents constantly working at the subject of village police was gradually lost sight of, and although I have done my best to insist on this part of a district officer's duties, I still believe it is much neglected. This partly accounts for the decay of the village police system, and when to this is added the facts that, first, there has been a great reduction in the number of the village servants, and, secondly, that much revenue work has been given them simultaneously with the loss of magisterial powers by their immediate superiors, the Tahsildars, it is not to be wondered at that their work has fallen off in quality and quantity.

41. It is noticeable that, while in the early days of the police administration, references from the Board of Revenue to the Inspector-General of Police as regards proposed changes in village establishments were apparently constantly made, in later years the whole important question of the revision of village establishments—which included, of course, the reduction in the number of taliaris all over the country—was apparently taken up and decided, district by district, without a reference to the Head of the police. Superintendents were perhaps consulted by their Collectors, but it was revenue and not police interests that were in the most part considered. Collectors now admit that the amount of revenue work exacted from taliaris everywhere is such that they can hardly be expected to do efficient police work. And this result has come about from the fact that it has been the revenue officer, and not the police officer, whose opinion has carried weight in the matter of the revision of village establishments.

42. If these are the facts—as I believe they are—what we do not require now is that the district police officers should have more power in the way of appointment or punishment over the village police. I am strongly opposed to any steps in that direction and several of the best Superintendents are also against that course. Colonel Porteous favoured it, but I think he was wrong. I am certain that the result would be that the taliari would be used for all kinds of menial duties by the regular police and would become unscrupulous in his methods. He would also work apart from the village head and, as often as not, against him. His intimate knowledge of village politics would be lost and he would become a very inferior police officer.

43. Leaving the control of the taliari with the village magistrate as at present, I would not even give him exclusive police duties. Sir Thomas Munro's opinion that it was the intimate association of the village watcher with the villagers, gained from

his revenue duties, which made him useful as the village policeman, holds good even now, and I think there is serious danger that in taking away the ordinary revenue duties of the village taliari we should weaken his power as a constable. I would make no change in this matter.

44. What however, I think should be done is this. First, whenever possible the taliari establishment should be increased. Secondly, the District officers should distinctly be told that the revenue duties of a taliari are not of greater importance than the police duties, and that they should instruct their Tahsildars and Divisional officers to insist on the village taliari carrying on his police duties properly. These are—(a) patrol of the village, (b) the surveillance of strangers, (c) the execution of criminal processes, (d) the carrying of information to police stations. Thirdly, every taliari should carry a brass badge on the arm with the words "Village Police" engraved on it in English and the vernacular. Fourthly, in all large villages with an establishment of two or more taliaris, the taliaris should be supplied with beat-books in which should daily be entered the initials of the head of the village and one other respectable inhabitant to show that the taliari has patrolled. Fifthly, when an Inspector inspects a police station, as many taliaris as can be spared should be sent to the station for inspection with their beat-books.

45. As to these matters, I may mention that in Tinnevely recently when on a tour of inspection I was much struck with the fact that, at almost every station I inspected, the taliaris of the village put in an appearance at the station with their beat-books. They all wore a brass badge on the arm with V.P., or some similar inscription, on it. They affected at all events to be village police and to be treated as such. I have asked all District Magistrates recently whether, at all events in the taluk head-quarters of the different taluks, they could not arrange that some of the taliaris should be made to do police work properly and have promised to give them badges similar to those worn in Tinnevely. I am awaiting all their replies. The Tinnevely system is, I am sure, a good one and I should like to see it everywhere enforced. A badge has a great effect in this country, and if taliaris wore a regular police badge I think village magistrates would be more ready to treat them rather as village police than as revenue servants.

46. As to increasing the number of the taliaris in villages, I am, of course, not able to say what can be done. I think, however, that in making proposals for the revision of establishments more stress might be laid on the importance of an efficient taliari establishment, and the rules which lay down a fixed scale of taliaris,—viz., for every village with a population from 200 to 2,000 one taliari and for every addition of 1,500 an additional taliari—might be relaxed and the special wants of villages more carefully considered. The police might, I think, be more freely consulted upon the matter. A few more taliaris in the larger villages of most districts would not make a great inroad on the Village Service Fund, while the additional assistance given to the police would be very valuable. But it is no use, however, increasing the number of our taliaris unless the revenue officers in the taluks are impressed with the absolute necessity of seeing that police duties are properly performed. The constant complaint of the police is that their recommendations as regards punishing village officers are not attended to, and, while I cordially acknowledge that in many districts the revenue officers do give assistance, it is, I believe, a fact that owing to Tahsildars no longer being magistrates they do not take the same interest in looking after police work in the villages as was formerly the case. I am, of course, unable to say what can be done in the direction of increasing the number of village police. It is a question of funds. But probably if Superintendents were consulted, they could in each district bring to notice villages where, for special reasons, an increase in the taliari establishment would be advisable—taliaris to be used, not as ghât taliaris, but as regular village police. Gradually, perhaps, in this way the force of taliaris in villages specially requiring it could be augmented.

47. As to funds, it appears to me that the provision of an efficient village police is a legitimate charge on the Village Service Fund, and I do not understand why

the District Magistrate of Bellary should think it not so. In a personal consultation with the District Magistrate of Madura the other day, he appeared to think that I was anxious to improve village police in order to economise the regular police. But such is not the case. The regular police, when established, were intended to act, not in the place of, but with the help of, an efficient village police force, and it was always intended that that force should be supported from the Village Service Fund. Whether it is proper that the special taliaris now employed on guarding roads and rivers should be paid from the Village Service Fund, is another matter. At present, these men cost the Police budget Rs. 6,900 per annum, and the Village Fund apparently about Rs. 70,000. They are not village police in the sense that the word is properly used, and, so far as the employment of these men has saved the expenditure of money on increasing the regular force, it seems doubtful if the charge is a proper one for the Village Service Cess.

48. To sum up—

(a) I am of opinion that the special ghât police now employed on roads and rivers should be treated apart from the question of village police proper.

(b) Excepting a small reduction which can be effected in the number of the ghât taliaris in Cuddapah and Kurnool, I do not think that establishments should at present be altered.

(c) I do not think very much advantage would be gained by relieving the taliaris in the comparatively few cases referred to in paragraph 19 of this letter of their revenue duties and making them exclusively police taliaris.

(d) I am not in favour of placing the control of the village police under the regular police.

(e) I consider that in the revision of establishments more weight should be given than has been given to the views of the District Police officers and the Inspector-General as regards the number of taliaris to be allotted to each village, and that the institution of a fixed scale for all districts is detrimental to efficiency.

(f) I think orders should be issued pointing out that, as Taluk officers have lost their magisterial powers, they are probably inclined now to undervalue the importance of the efficient performance of the police duties of the taliaris, and that they should be reminded distinctly that the taliari is primarily a police, and not a revenue, officer.

(g) I think that, as in Tinnevely, village police should be made to wear a special badge and should be ordered, when possible, to appear at the police stations when Inspectors and superior officers of the police inspect the police.

(h) I think that District Magistrates might be instructed to see that, in all the larger villages possessing two or more taliaris, beat-books are given to them, and the village heads instructed that the taliaris should regularly patrol the villages by night and show their beat-books to the local station-house officer.

ORDER—No. 978, Judicial, dated 8th July 1897.

The papers read above deal with two matters which may with advantage be separately considered. They are—

- (i) The improvement of the village police proper, and
- (ii) The reorganization of what are termed "ghât taliaris."

2. The village police proper are at present entirely under the control of the Revenue Department, are employed on revenue as well as police duties, and are paid from the Village Service Fund constituted under the Madras Village Cess Act, 1893.

3. The ghât taliaris are employed exclusively upon police duties,—mainly the patrolling of roads—are under the control of the Police Department, and are paid, as explained in paragraph 3 of the Inspector-General's letter read above, partly from the Police budget and partly from the Village Service Fund.

4. It has been proposed in the past that the village police should be placed entirely under the control of the Police Department in order that their work as police might be more closely supervised. His Excellency the Governor in Council is, however, convinced that no such change should be permitted, and further considers that the Police Department should not be granted more powers than it at present possesses in the matter of the appointment and punishment of the village police. The revenue duties of the village policeman or taliari are of too great importance to be exposed to any risk of neglect, and it is essential to the government of the country that the village system should be left intact. The Government, indeed, agrees with the Inspector-General in the opinion expressed in paragraphs 42 and 43 of his letter read above that it is open to the gravest doubt whether,—other objections apart,—it would tend to efficiency from a purely police point of view if the village police were placed under the control of the Police Department. In the opinion of the Government, the village police should continue, as at present, to work under the immediate control of the village headman, and the latter officer should be held responsible by the magistracy that police duties in his village are promptly and efficiently performed in accordance with the directions in Part III of the Village Officers' Manual, and a marked prevalence or increase in crime in any village should be usually considered to be *prima facie* proof that the headman is neglecting this portion of his work.

5. These being the views of the Government upon this important point, it remains to be considered whether, without changing the present system of organization and control of the village police it is possible to render them more efficient in their purely police duties.

6. The Inspector-General states that in too many instances the necessity of maintaining the village police up to a proper strength has been insufficiently considered when revisions of village establishments have taken place, and that District Superintendents of Police have not been consulted on the matter. The Government has reason to fear that this complaint is well grounded. The revision of the village establishments has now been completed in the Government villages in all districts except Kistna, Malabar, Salem, South Canara, Tanjore, Tinnevely and Trichinopoly (in Tinnevely it will very shortly be completed), but the establishments in all zemindari tracts have yet to be revised in accordance with the Proprietary Estates Village Service Act, and further revisions of the establishments already settled elsewhere will eventually occur. The Government accordingly directs that when any future revision of the village establishments takes place in any district or part of a district, the officers of the Police Department shall invariably be given an opportunity of stating whether any particular villages (either on account of their geographical position or physical characteristics or the predilection of their inhabitants for crime) require a stronger staff of village police than would otherwise ordinarily be necessary. The Inspector-General will also be requested to report, in consultation, where necessary, with District Magistrates, whether in any of the districts in which the village establishments have already been settled there exist villages in which it is in his opinion absolutely essential that the number of taliaris fixed at the revision should be increased.

7. His Excellency the Governor in Council concurs with the Inspector-General in the opinion expressed in paragraph 48 (c) of his letter that but little advantage will accrue from relieving the few taliaris mentioned in paragraph 19 of their revenue duties and making them exclusively police taliaris.

8. The Government also agrees with Mr. Hammick's remarks and suggestions in paragraph 44 of his letter. All District Magistrates will be requested to see that the withdrawal of magisterial powers from Tahsildars is not allowed to operate to transform the taliari from a police officer, which he should be primarily, into a revenue officer, and to impress upon their subordinates that the village taliaris should be systematically required to pay due attention to their police duties, of which the chief are—(i) the patrol of the village at nights, (ii) the watching of strangers, (iii) the execution of criminal processes, (iv) the detection of crime, and (v) the reporting of information regarding crime and suspects to the nearest police station.

9. The suggestions that in the larger villages which have more than one taliari beat-books should be supplied and maintained, and that the taliaris should be required to report themselves with their books at the police station when it is visited by superior officers of the Police Department should also be adopted. The Inspector-General will be requested to report the nature of the replies received by him from District Magistrates in the matter of his proposal that Village taliaris should be required to wear brass arm badges inscribed "Village Police."

10. It remains to consider the question of the improvement of the "ghât taliaris."

11. This term is at present a misnomer, for it is clear from the Inspector-General's letter that these men are employed in very many instances to patrol roads in the plains which cannot be called ghâts, and they in fact perform a great deal of work of this character which should, in the opinion of Government, properly fall to the regular police. The Government considers that no change in their pay or powers should be undertaken and that they should continue, as at present, under the entire control of the Police department.

12. The Inspector-General will be requested to report whether those of them who are paid from the Police budget (*vide* statement 20-D in the civil budget estimates) are held to be entitled to pensions. The Government considers that none of these men should have pensionary privileges. They are scarcely full-time officers, and for other reasons also should be excluded from the pensionable lists.

13. At present, as has been already noted, ghât taliaris are paid partly from the Police budget and partly from the Village Service Fund. They cannot, however, be properly held to be village officers, and the Government considers that the system under which their pay is met from the fund should be terminated. Under section 8 of the Madras Village Cess Act, Government contributes to the fund a sum equal to the estimated proceeds of the cess levied under the Act. This amount is, however, deducted from the total land revenue of the Presidency before the division of the land revenue between Imperial and Provincial Funds (in the proportion of three-fourths and one-fourth, respectively) is made. So that, in practice, Provincial funds contribute one-fourth of the Government contribution to the Village Service Fund and thus one-eighth of the pay of each officer whose emoluments are defrayed from it. From paragraph 3 of Mr. Hammick's letter it appears that some Rs. 62,000 is now expended from the Village Service Fund on the pay of ghât taliaris, and the Government accordingly proposes to address the Government of India in order that additional allotments may be made to Provincial Funds to meet the charge which will fall upon them if the other three-eighths of this amount is in future met from them.

14. Before, however, this can be done, it is expedient that the whole question of the necessity of the present staff in each district should be gone into in detail and its distribution considered. The Inspector-General's letter gives but imperfect information as regards this matter. It appears that in South Arcot the Superintendent of Police is actually unaware of the existence of the taliaris sanctioned for the district. This point should be cleared up and the cause of the confusion explained. In G.O., No. 1066, Judicial, dated 18th May 1895, the Government expressed doubt whether the ghâts between North Arcot and Cuddapah required the same amount of patrolling as formerly, but in paragraph 13 of his letter, where he refers to the reduction of taliaris in Cuddapah, the Inspector-General does not specifically say if this is so or not, and gives no final opinion on the expediency of the reduction. The Superintendents of Bellary and Kurnool, again, propose to increase their staff of taliaris, but scanty reasons have been given for their proposals, it not being stated where the additional men are to be employed, and the Inspector-General expresses no opinion of his own upon them. The Government is unable, again, to understand how 83 taliaris can be required to watch the ghâts in Nellore. In North Arcot it would seem that a transfer of some of the taliaris from the country north of the railway to that south of it would be an advantage. Reductions would also appear to be possible along the Mysore frontier, which is more settled than it formerly was. In Kurnool there is considerable confusion in the proposals. In paragraphs 10 and 13 of G.O., No. 735, Revenue,

dated 21st December 1896, Government has directed that the number of ghât taliaris should be reduced from 181 to 134 as soon as the season improves, and in paragraph 13 it has sanctioned the maintenance of a force of 668 taliaris in addition who are to form a regular force of village police under the revenue officers until the present scarcity is over and the reorganization of the village police is settled. The Superintendent of Police, however, proposes to abolish 54 of the former 181 ghât taliaris and to appoint 46 additional men to patrol new places. These matters require to be looked into and explained.

15. The Inspector-General will accordingly be requested to go into the matter in detail, district by district, and ascertain and report the exact number of the ghât taliaris required in each locality. In so doing he should consider whether the regular police should not be required to take over a considerable amount of the patrolling in the open country and at river fords which is now apparently performed by these men.

(True Extract.)

J. A. L.
for Chief Secretary.

To the Inspector-General of Police
 „ all District Magistrates.
 „ all Collectors.
 „ the Revenue Department.
 „ Financial Department. ✓

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