Government of Madras.

Judicial DEPARTMENT.

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1-6

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Proceedings of the Madras Government, Judicial Department, from 24th to ~~30th September~~ 1859. 4th October/59

Read the following papers.

No. 1. From W. ROBINSON, Esq., Chief Commissioner of Mufasil Police; to T. PYCROFT, Esq., Chief Secretary to Government, dated 7th July 1858.

1. I have the honor to submit Statements and Estimates shewing the proposed strength and cost of the new Police Establishment, Constabulary and Village, for the District of North Arcot.

Constabulary.

2. The following Statement shows in abstract, under the heads "Allocated Rural Police," "Town Police," and "Reserve, &c.," the Constabulary force proposed for each Talook and Town of the District, the proportion it bears to the population and area, the number of Police Districts and of Police parties and their outposts, and the cost of the whole establishment.—Details will be found in the Appendix.

Name of Talooks.	Area.	Population.	Number of Police Parties.	Number of Out-posts.	Constabulary.			Ratio.		Cost.
					Inspectors.	Constables.	Total.	To Population.	To Area. Square Miles.	
Allocated Rural Police.										
Chittúr	540	1,45,240	6	0	2	90	92	1,578	5·97	10,520
Chendraghiri	636	1,04,744	9	0	2	135	137	764	4·64	14,660
~~Polur~~	~~460~~	~~54,056~~	~~5½~~	~~1~~	~~2~~	~~82~~	~~84~~	643	5·47	9,784
Káveripák and Cholangi-varam	468	1,30,103	5½	1	1	82	83	1,567	5·63	8,664
Vellore	358	80,358	5	6	2	75	77	1,043	4·64	9,140
Arcot	224	61,940	1	1	1	22	23	2,693	9·74	3,144
Tiravattúr & Vanddavásh.	560	1,26,677	5	3	2	82	84	1,508	6·66	9,784
Poluru	404	72,031	3	0	2	45	47	1,532	9·00	6,380
Tiruvalam	250	77,070	3	0	1	45	46	1,675	5·43	5,260
Sátugada	556	81,169	5	2	2	75	77	1,054	6·83	9,140
Satyavedu	300	37,826	17	19	5	247	252	1,011	7·70	28,324
Kárvetinagaram	882	1,17,399								
Kálahastri	760	99,604								
Punganur	632	94,441	5	10	2	105	107	881	5·90	11,900
Kangundi	336	48,289	3	0	1	45	46	1,049	7·30	5,260
Arani	180	35,000	2	0	1	30	31	1,129	5·80	3,880
	7,526	13,65,947	77	43	26	1,160	1,186	1,235	6.34	1,35,840
Town Police.										
Vellore Town	0	54,000	3	0	2	45	47	1,150	0	6,380
Arcot	0	12,602	2	0	1	30	31	406	0	3,880
Valajapetta	0	20,000	2	0	1	30	31	635	0	3,880
		86,602	7	0	4	105	109	794	0	14,140
Reserve, &c.										
Treasury	.....	.....	1	0	0	15	15	.....	.....	1,380
Reserve	.....	.....	4	0	3	60	63	.....	.....	8,880
Magistrates' Courts	.....	.....	1	0	1	15	16	.....	.....	2,500
Orderlies	.....	.....	2	0	0	30	30	.....	.....	2,760
Jails	.....	.....	6	0	1	90	91	.....	.....	9,400
	.....	.....	14	0	5	210	215	.....	.....	24,920
Total...	7,526	14,52,549	98	43	35	1,475	1,510	962	500	1,74,900

N. B.—The classification is made to elucidate the arrangement only. The men will be one and the same, and will be employed indiscriminately in rotation on the different duties, Rural, Town, &c.

Comparison of Forces.

3. The duty to be undertaken by this Force is that which is now performed by 1,722 men at a cost to the State of Rupees 1,14,543 per annum, as shewn in the following Statement.

	Strength.	Cost.
Establishment transferred by the Collector	1,227	65,233
Extra establishment now sanctioned until relieved by the regular Constabulary	66	3,426
MILITARY.		
Over Chittúr Jail and Treasury...	249	31,600
Over Vellore Jail...	36	3,978
JAIL ESTABLISHMENTS.		
Jail Establishment at Chittúr...	285	35,578
Jail Establishment at Vellore...	75	4,534
Vellore Commissariat Police...	34	2,172
....	109	6,706
	35	3,600
Total...	1,722	1,14,543

Fewer men.

4. The number of men now proposed falls short by 212 men of the number now engaged on the duties to be undertaken by the Constabulary. I have taken no account of the large bodies of Kattubadi Peons who have in various parts of the country aided the Police. There is, however, an increased charge of Rupees 60,357. This is mainly to be attributed to the great extent of Zamíndárí country which must now be provided with a really efficient Police; from which, however, we have obtained no credit at all commensurate with its Police requirements, as may be gathered from the marginal Statement. From Punganúr, which costs about Rupees 12,000, we neither obtain one man nor one Rupee. The enfranchisement, however, of a large body of Kattubadi Peons (upwards of 1,600), now partially engaged on the Police duties of that country, and the increased Quitrent on their Ináms of 64,000 Rupees, will eventually balance, or nearly so, the cost of its Police—General and Local or Village. The rest of the additional cost is attributable to the exceedingly low rate of wages of Police Peons now prevailing in the District of North Arcot. The average wages of the 1,227 men made over by the Collector and Magistrate are only Rupees 4-6-10 per month each, inclusive of all grades dispensed with.

Increased charge.

Causes.

	Former Establishment made over.		New Constabulary.	
	No.	Cost.	No.	Cost.
Cavetnugger...	82	3,666	107	11,900
Calastry.....	66	3,072	114	14,644
Congoondy....	40	1,806	46	5,260
Arnee.....	20	1,050	31	3,880
Punganoor....	0	0	107	11,900
	208	9,594	405	47,584
Increase	197	37,990		

Allocated Rural Police.

5. The Allocated Rural Constabulary Force consist of 1,186 Inspectors and Constables. It bears a ratio of one Police Officer to 1,235 of the population, and to 6·34 square miles of the area of North Arcot. Each Inspector has 289 square miles, 52,538 inhabitants and 44 Policemen under his charge.

Police Districts.

6. The whole country has been carefully laid off into 77 Police Districts, varying in size according to the circumstances of the country and the requirements of the service. The average area of each being 100 square miles, containing 102 Villages, 18,900 inhabitants and 10 Village circles.

Map illustrating the Allocation.

7. The accompanying Map shows the Allocation of the Force; which is formed into Police Parties,* one to be located in each Police District. Taluk Kasbahs and principal Towns and Villages have been taken as the Head Quarters of each Police District, and are indicated on the Map.

* 1 Head Constable.
1 Deputy do.
13 Privates, of whom one is the Writer.

Out Posts.

8. For convenience of observation and patrol of public roads, and for ordinary executive duty in parts of the country where the population is less dense, and where other circumstances require it, 43 Outposts have been arranged: at which it is proposed to construct a second class Station Houses (without Lines). To these one-half of the Party belonging to the Police District will be alternately detached, under the orders of one of the head Constables. The business of each Police District and Party will be transacted from the Head Quarter Station House, where the Lines of the men will be situated. The Detachments at Outposts will be relieved every week or fortnight as the case may be.

Town Police.

9. Town Police has been allowed in the 3 large Towns of Vellore, Arcot and Valajapet only; and the Force has been kept at a very low ratio to the population, *viz.*, 1 to 800.

Vellore Commissariat Police to be incorporated with the Constabulary.

10. I would strongly urge that the Commissariat Police at Vellore be relieved by the Constabulary; who would do the Police duty now performed by it with one Police Party at one-half of the present cost to the State. The Cantonment of Vellore is no longer what it was, Native Troops only occupy it. An European Magistrate resides at Vellore (Arcot was formerly the Joint Magistrate's Head Quarters), besides a Native Magistrate; and possibly a Military Magistrate might be dispensed with altogether; but even should it be desirable still to retain this Officer, the Peons under him should at once be incorporated with the Constabulary, that they may, as regards general discipline, &c., be subjected to the same regulations, and become available for all the same general duties to be required from a properly disciplined and trained Civil Police. For the proper Police business of the Commissariat Magistrate's Office the requisite number of men would be furnished for duty, in the same manner as at the Civil Magistrate's Office.

Treasury.

11. The Collector's Treasury at Chittúr generally contains 5 Lacks and upwards, and requires a guard of one Police Party at the Office day and night. To afford proper reliefs, two Police Parties would be a proper complement, but it is intended, with a view to saving expense, to arrange that the reliefs be made from the Reserve whose Head Quarters are at Chittúr. The Constabulary relieve a Military guard of Veterans here.

Reserve.

12. The Reserve will consist of four entire Police Parties and three Inspectors. It is intended that the whole Force shall be brought in by rotation to Head Quarters for purposes of drill, discipline and instruction. While at Head Quarters the Reserve will be available for Escort and Treasury duty, guards over Arms and Ammunition, and for the temporary reinforcement of the Police where great concourses of people are expected, as on the occasion of a Tirupati feast, or where breach of the peace is to be apprehended. The men will be detached to relieve sick men on the Ghauts, and will execute emergent Warrants and Summonses of the Magistrates, and other Criminal processes, &c.

Head Quarter Inspectors.

13. Three Inspectors will be attached to the Head Quarters of the Police at Chittúr. One Inspector will be an European in the position of a Quarter Master Serjeant, answerable for the safe custody of the Constabulary Arms and Ammunition, and Stores. On him will devolve the drill of the Recruits and Reserve, and the duty of the Town of Chittúr. One of the higher class and most able Native or East Indian Inspectors will be the Manager of the Superintendent's Office; and he will have one of the lower paid Inspectors as his Assistant. These will constitute the only Office Establishment attached to the Superintendent for the scrutiny of all Re-

turns, Registers, Pay Bills, &c. The instruction of the men in their detective duties, &c., and the duty of watching cases in which the Police are concerned, before the Judicial Courts will devolve on this most responsible Officer. The Junior will generally accompany the Superintendent on circuit; and as far as can be, the duty of both will be taken by rotation amongst the whole body of Inspectors.

Magistrates' Courts.

14. A respectable Inspector and four or five men will be in constant attendance on the Chief Magistrate. His duties need not be detailed; he will attend to cases transmitted for trial to the Magistrate's Court, and see that the Police Officers in charge are on the alert. A Head Constable and three or four Privates will generally be on duty with the Joint Magistrate, and others with the Head Assistant and Deputy Magistrates. 15 men will obviously not be sufficient to overtake the whole duty, attaching to so many Magisterial Offices; but the Superintendent must supply deficiencies from the Reserve, or by other arrangements, as circumstances admit.

Orderlies.

Deputy Superintendent's Office Establishment.

15. One Inspector will constitute the Office Establishment of the Assistant Superintendent, and seven Constables will be attached to him for Police duty in connection with his Office and Division. The other 23 Orderlies will be distributed amongst the Inspectors, 34 in number. The object of having a separate allotment under this name is to prevent the withdrawal of allocated men from their Posts, which will be strictly forbidden. They will of course be regular Police Officers, but employed on special duty.

Inspector's Orderlies.

Jail Guards.

16. There are two Jails in North Arcot, at Chittúr and at Vellore. The following Statement shows the average number of Convicts, &c. in the Chittúr Jail for three years last past. The Vellore Detachment of Convicts is maintained at a uniform strength of 180 men.

Years.	Average daily number of Convicts.	Prisoners under trial.	Civil Debtors.	Average daily Total.
1857	275	29	26	330
1858	328	47	23	398
1859 (5 *months*)	272	10	15	297
			Average...	341
Add permanent detachment at Vellore				180
Total average number of Prisoners				421

* 1 Jailor.
1 Jemadar.
2 Duffadars.
25 Peons.

† 1 Jailor.
1 Clerk.
1 Jemadar.
1 Duffadar.
15 Peons.

17. It is intended to retain the permanent Guard* of the Chittúr Jail under the Jail Department, as Jail Warders. At Vellore 19 men, as per margin,† will be retained as Warders. And the whole of the temporary Establishment now employed at the Chittúr Jail, which averages 75 men, and the remainder of the Vellore Jail Establishment, numbering 35, total 108 men, will be absorbed into the Constabulary. The duty of both Jails will be undertaken with 90 men, of the new Constabulary; who will relieve the Military Guards at both places, besides guarding the Convicts night and day. The credit obtained from Jail Department, exclusive of Military charge, will be Rupees 6,706. The future cost will amount to Rupees 9,400. The difference being attributable to the better pay of the men.

Lines, &c.

18. I had at first contemplated allowing men to become owners of their own Lines; and had intended to introduce a system similar to that existing in the Native Army in regard to

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purchase and transfer of huts; but further consideration has satisfied me that the only practicable plan will be to provide Lines, and to charge the men rent for their huts, as under the Constabulary Barrack system of England. If built by contract the Lines will cost 30 Rupees per hut, or 1,475 huts, Rupees 44,250. Lodging will be charged at 4½ Rupees per annum, or 6 Annas per month, a rent which is not excessive, considering the easy and excellent accommodation that will be afforded. This charge will maintain the Lines and admit of their occasional renewal without charge to the State.

Station Houses.

19. The accompanying Plans for Station Houses are submitted for approval. The estimate of the Chief Engineer for the 1st class Station House is Rupees 640 each, and for the 2nd class Station House Rupees 450 each. It is impossible to state precisely how many will be required, until the Public Offices that will be vacated under the proposed general re-adjustment of Taluks, &c., has been ascertained, and until the class of Station House can be carefully determined upon, for each place; but 75 or 80, at a cost of 36,000 to 40,000 Rupees, will probably be eventually required. By far the majority of the Station Houses must be of the 2nd class, and might be built on contract considerably below the estimate of the Department Public Works. This expenditure would be gradual, and be incurred as the certainty of a Station House or Outpost being permanently required became obvious.

Forms and Returns.

20. Forms for the different Returns relating to discipline and internal economy, execution of Warrants and the criminal processes arrest and detective duties, Pay, Account, Arms, &c., which are to be used throughout the Constabulary, are in course of preparation; being based on the forms used in England under similar circumstances, with modifications suited to this country. I will submit them shortly for sanction, with rules for their use.

Manual of Instruction.

21. I purpose submitting likewise for sanction a short Manual of rules and instruction for the use of the Force, based on those in use amongst the Irish Constabulary and London Police; with such modifications and addition for the Village Police, as seem expedient; but I have deemed it right to delay its completion till the Law, as passed by the Legislative Council, shall be before the Government.

VILLAGE POLICE.

Difference of condition in Zamindaris, &c., and Government Taluks.

22. A great difference is found in the condition of the Village Watcher Establishment as it has and does exist in those parts of the District which, under former Governments, were immediately subject to Palegars and Tributary Zamindars, and in those parts which were directly subject to the Government of the day, and now constitute the Ayen Taluks of the District.

In Zamindaris and Palepat.

The presence of Kattubadi Peons has overborne the Village Watcher body.

23. In the different Zamindaris and Palepat, quasi Military Contingents were maintained under the terms of the tenure; and large bodies of armed retainers, under the name of Kattubadi Peons, were kept up on this ground, or for the more doubtful purposes of their respective lords. The Zamindars, &c., were generally the Mén-káveligars of their own territories, commanded and managed their own Village Police Establishment, and used them as they pleased. The home service of the Kattubadi Peon was precisely that of the Village Watcher, while the other duties, and opportunities, and the privileges (batta, &c.,) attaching to the service, when employed beyond the Village, held out many attractions to the common hereditary Village Talari to take the higher walk in life; and they probably of themselves preferred being enrolled as Kattubadi Peons. A very general practice further obtained within Zamindaris of registering as Kattubadi Peons all servants (even the menials of the Zamindar's house) who were remunerated by assignment of land. The consequence of these facts has been, that while very large bodies of Kattubadi Peons, who constituted the Local Police of the day (hundreds of them are none other than the Village Watcher under another

name,) are every where present within the Zamindaris and Palepats, the Village Watcher body under the name of "Talari" or "Kaveligar" was very weak when the country was assumed. It has continuously deteriorated ever since under the Native Administration to which it has been left; and it now scarcely exists as a Public body that might be utilised in the Police Department. In the Zamindaris, the Village Watchers have continued entirely dependant for their lands and appointments on their Landlords; and the Government Officers never have practically had any control whatever over the Local Police. This authority can scarcely now be asserted. The system must be altered; and the number of Village Watchers will require to be considerably increased.

In Government Taluks.

24. In the Government Taluks, on the other hand, the Village Watcher institution was, under the Native rule, on the average, fairly proportioned in point of numbers to the wants of the country, and as regards emoluments to the requirements of the individuals responsible for the duty. The Mén-káveli system was in full force throughout the Province; and its responsibilities secured the maintenance and sufficient remuneration of the responsible subordinate Local Police. In almost all Villages, Watchers were employed, the bulk of whom had regular assignment on the Káveli Lands and Police Fees of their respective Villages; while in other Villages, stipendiaries were maintained by the Mén-káveligars themselves. In hundreds of Villages, now destitute of Village Watchers, the Mén-káveligars kept paid Watchers of their own, whose services ceased with the resumption of the lands and emoluments of their masters: and unfortunately, these stipendiary watchers were not as in Tanjore and South Arcot, even partially restored as a charge on the large Fund which these resumptions placed at the disposal of Government in North Arcot. The deficiencies now existing in these parts of the country arise mainly from this latter cause; and from confusion and anomalies which have arisen out of an undue application of the Mirasidar or hereditary system, with partition of property, in regard to Village Watcher emoluments, which has been allowed to grow up throughout the country. Some increase of Establishment and improvement of pay are required: but to secure real efficiency the large existing body of Village Watchers must be again properly officered.

Mén-Káveli system and Funds.

25. In 1803 the Mén-káveli system was abolished in the Government Taluks of North Arcot; and the whole of the emoluments and privileges, till then enjoyed by these responsible Officers of the large Village Watcher Force, were resumed by Government, and carried to general Revenue. The value of the ancient Local Police Funds of the country then resumed in the Government Taluks of North Arcot is shown in the following statement.

Rent of Land.	Grain and Harvest Fees.	Russums, Shop, House and Trade Cesses.	Total.
Rupees. 97,735	Rupees. 38,525	Rupees. 18,645	Rupees. 1,54,905

26. The Land was generally good, 70 per cent. of the income was derived from irrigated Land, and most of it has been under cultivation ever since. A large portion of the grain and harvest Fees became incorporated with the Land Revenue under the Survey Assessment carried out in the Northern Taluks in 1806; and here, as in other Districts, doubtless much of the Russum (House and Shop and Trade Cesses) became incorporated with the Moturfah Revenue, which now amounts to Rupees 42,399, of which Rupees 10,692 are levied on House and Shop property. The annual Mén-káveli Fund of this District as now incorporated with the Revenue, does not probably fall short of Rupees 1,20,000.

The effect of its abolition.

27. The continuance of the Mén-káveli system of Police was no doubt incompatible with order and good Government; and the two great guarantees for its usefulness, that of personal responsibility for losses by robbery and theft, and the power to inflict severe corporal punishment on the Village Watchers, both failed under the British Government. It was therefore

rightly abolished. But it must be borne in mind that by this step, not only many Village Watchers lost all their emoluments and ceased to serve, while the resources of others were seriously impaired; but that the then really influential and respected Officers of the large body of Village Watcher Privates were entirely set aside. The Village Watcher lost the support of an influential Baron in recovering his dues; and the people lost the guarantee of an appeal to a man who could enforce from the Village Watchers a punctual and effective discharge of their liabilities and duty. Men, in short, who had been kept to work, frequently by the lash, and by a sense of heavy pecuniary responsibility, found themselves discharged alike of control and liability; while the Ryot on his part withheld payment of Fees for a service that was indifferently rendered. The service was neglected, and the Fees, justly due to the Village Watchers, became less and less punctually paid. The Watchers helped themselves to their neighbours' goods.

Command transferred to Officials of the General Police.

28. Till 1856 the large body of Village Watchers continued nominally under the command of the Peons and Tanahdars of the General Police; but the state of crime in the country, the fact that the Watchers were connected with much of the outrage that occurred, together with the concurrent testimony of the Magistracy, all clearly established the fact that close and constant local supervision and control by men of the higher class of Villagers themselves were indispensable to the efficient working of the Village Watcher Establishment.

Command transferred to the Revenue Servants of the Village.

29. This local supervision, it was sought to provide in North Arcot by transferring the command of the Village Watchers to the Revenue Maniyagars and Accountants. These Revenue Servants never had been in any way connected with the Police Administration of the country, had incurred none of its responsibilities, and enjoyed none of the privileges and emoluments attached to that service. There was no Headman nor Municipality in existence, as responsible for or managing the Police of the Villages of North Arcot; and the Village Revenue Servants paid their Fees and black mail to the Mén-Káveligar and Village Watchers as did all others of these communities. The immemorial emoluments which the Maniyagars and Village Accountants enjoyed were of a purely Revenue character; had been paid to them when the Mén-káveli system of Police was in full force; and were continued to them under Revenue Settlements made before the Police and Revenue Departments became amalgamated. The onerous additional duty of supervising the Local Village Police had to be performed gratuitously, and the Office was therefore most reluctantly undertaken at first by the Revenue Servants of the Village; but the value of additional personal attendance, and of this new and powerful Police aid in collecting the Revenue, soon came to be appreciated by the Moniyagars; and the Village watch as readily exchanged night patrol for the easier duty of collecting Revenue.

The effect most detrimental.

30. Great irregularities and a sad sacrifice of efficiency in the proper duties of both have been the result of the whole measure. The Maniyagars have abused their Police powers, and diverted the proper functions of the Watchers; so that during my recent personal endeavour to register the Village Watchers of North Arcot, I found several instances in which the Local Village Policeman had been sent to Madras, and even more distant places, to collect the Revenue demand of absentee proprietors.

Village Police to be officered anew.

31. The separation of Police and Revenue duty and service puts an end to this arrangement with its conveniencies and many evils; and the first step now to be taken, is to officer properly the very large Establishment of Village Watchers, say, 4,305 men, throughout the country; without distinction of Palyem, Zamindari, or Government Taluks. This I propose to effect by an arrangement for dividing the whole country into Village circles (Chackbandi); to each of which there will be appointed a Village Inspector.

	No. of Villages.	Village Watchers.		
		Present.	Proposed.	Total.
Zamindari.	2,089	311	1,090	1,401
Government Taluks	3,007	2,491	413	2,904
Total..	5,076	2,802	1,503	4,305

Village Inspectors.

the result of this arrangement, the details of which are given in the Appendix.

32. The following Abstract Table shews

	Area.	Population.	Number of Villages.	Number of Hamlets.	Number of Village Circles.	Average Ratio to Village Circle. Of area, square miles.	Average Ratio to Village Circle. Of Population.	Average Ratio to Village Circle. Of Villages.	Subordinate Establishment. Number of Village Watchers.	Subordinate Establishment. Number to each Inspector.
Government Villages inclusive of Chittúr Polyems and Punganúr	5344	11,57,087	3356	3199	617	1 to 8.7	1 to 1875	1 to 5	3439	6
Zamindaris	2158	3,31,017	1720	473	205	10.5	1615	9	861	4
Total...	7502	14,88,104	5076	3672	822	9.1	1810	6	4300	5

Duties.

33. There will be 822 Village Circles. Each Village Inspector will have an average area of eight to ten square miles, containing six Villages, exclusive of their hamlets, and 1,500 to 2,500 inhabitants. They will, besides the ordinary Police duties of their circle in regard to prevention and detection of crime, also control and work from five to ten Village Watchers each, and keep in order the internal economy and arrangements of this very intricate and troublesome part of the Police machinery. They will become the channel of daily communication between the Police and the Village Police and communities, will make frequent tours through their charges and communicate and co-operate freely with the Village Munsiffs or Magistrates. They will not leave, or be withdrawn from their charges, even temporarily by their superiors, without unavoidable cause; the object being thoroughly to localize these Officers, and to protect them from the annoyance and expense attending journies and absence from their Villages. They will be subordinate to the Inspectors of Constabulary, and generally under the direction and control of the head Constables of their respective Police Districts; but in no way under the Patrol Privates, who will attend generally to the instruction of the Village Inspectors. Every measure will be taken to raise the efficiency and impart instruction to this most important link in the chain of the Police administration.

Their wages.

34. In my general Precis I proposed to pay Village Inspectors each 2 Rupees per mensem; but I contemplated forming smaller Village Circles. I now however, as well for the facility of work, as to prevent a large numerical increase of Establishment, think it better to increase the size of the Village Circles, and I would propose an improvement in the emolument. The marginal Statement shows the cost of this branch of the Establishment, at different rates of 2, 3, and 3½ Rupees per mensem respectively; I would wish to adopt the higher rate. It is scarcely necessary to observe that it absorbs but a small portion of the Mén-káveli Fund, now carried to General Revenue, which really belongs to this Office, and should be charged generally with the improvement of the Local and Village Police.

	No. of Village Inspectors.	Emoluments. At 24 per An.	At 36 per An.	At 42 per An.
In Government Taluks.	617	14,808	22,212	25,914
,, Zamindaris	205	4,920	7,380	8,610
Total...	822	19,728	29,592	34,524

Progress made in grouping Villages and selecting Village Inspectors.

35. In most of the Taluks, the Village Circles have already been planned and grouped, in all, as well as in the Zemindaris, this is being done; and eligible Village Inspectors have been selected or inquiry is being made. These arrangements have been made through the Tahsildars, Village Accountants and Maniygars; and the nature of the duty to be performed has been very generally explained.

Village Police continued.

Village Watchers.

36. In treating of this branch of the Service, it will be necessary to consider separately the Government Taluks, Chittur Palyems and the leased Taluk of Punganur, and the Zamindaris of North Arcot; viz., the two western Zamindaris, Kangundi, the Jaghir of Arani.

Of the Government Taluks, Palyems, &c., Existing Establishment, it's condition, the increase of number and wages required.

Average condition.

37. In the Government Taluks, as above said, the Village Watcher Establishment is on the average fairly proportioned and remunerated. In the Palyems and Taluk of Punganur it is, as regards numbers, the reverse, from causes likewise already stated. The following abstract shews the general average condition of the Watcher institution in each of these parts of the country.

	Number of Villages. Total	Having Watchers.	Without Village Watchers.	Existing Establishment of Village Watchers	Emoluments. Land.	Fees.	Total.	Average pay of each serving man.
					Rs.	Rs.	Rs.	Rs. A. P.
In Government Taluks	3,007	2,253	754	2,491	40,025	32,518	72,543	29 1 11
In Palyems	280	197	83	93	1,508	696	2,204	23 11 3
Punganur	69	46	23	171	3,683	534	4,216	24 10 6
Total	3,356	2,496	860	2,755	45,215	33,748	78,963	28 10 7

Classification, &c., Analysis.

38. A detailed analysis shews, however, the greatest inequality in their actual condition. I have ranged them in four classes, according to the rates of remuneration.

Annual Emolument.	Number of Villages.	Number of Serving Watchers.	Emoluments. Total.	Emoluments. Average annual wages.	Amount required to make good 30 Rupees each.	Amount in excess of 36 Rupees each.
Rupees.			Rupees.		Rupees.	Rupees.
Under 25	1,258	1,426	23,471	16	19,302	...
,, 30	260	339	9,569	28	661	...
,, 36	227	328	10,701	32	...	...
Above 36	751	662	35,275	53	...	11,443
	2,496	2,755	78,963	28	19,963	11,443

39. It will thus be seen that considerably more than half of the whole body of Village Watchers enjoy, on the average, only one half the minimum wages (30 Rupees.) Many enjoy scarcely a quarter. And that one fourth of the whole number draws a rate of wages which I consider wholly excessive for a Village Watcher, viz., 54 Rupees each per annum.

Increase and equalisation of Wages of serving men.

40. Every serving man's wages should be made up to 30 Rupees as a minimum; and I consider that no man's wage which does not exceed 36 Rupees is excessive. But I likewise think that it may very fairly be considered, whether the wages of nearly the whole class whose emoluments exceed 36 or 40 Rupees may not be submitted to a gradual process of equalization and reduction to a reasonable rate. This class of so called Village Watchers is in general any thing but an eligible or manageable class of Police

Subordinates. They are generally Mirasidars, who claim the emoluments of several villages; many of whom are themselves quite above performing any of the active and constant patrol duties attached to the office; but who cling to their large emoluments, and entertain, or pretend to entertain, as a substitute, some poor Pariah cooly, to whom the smallest pittance is allowed, and by whom little or no good service is performed.

Increase of Wages to ill paid Village Watchers.

41. The above statement shows that Rupees 19,963 are required to supplement the wages of serving men receiving less than 30 Rupees. This charge, or the greater portion of it, must be incurred by Government in the first instance.

Reduction to be made.

42. If a gradual equalization however do take place, by reducing the wages that may be in excess of 36 or 40 Rupees (Rupees 11,443), the charge on the public purse would be reduced to Rupees 8,520.

Reduction of Establishment.

	No. of Village Watchers.	Ratio to Population.	Average rate of wages.
			Rs.
Cholangivaram	300	1 to 305	33
Kaveripak	208	„ 291	30
Tiruvalam	268	„ 288	29
Tiravattur	267	„ 257	29
Vanddavashi	240	„ 287	33

43. A reference to the detailed Statement given in the Appendix shews that, when the system of Police comes into efficient working order, it will in all probability be found that reduction may gradually and safely be made in the numerical strength of the Watcher establishment in the Taluks shewn in the margin; so large a body as one to every 250 to 300 of the population should not be eventually required. This will be a further measure of adjustment and equalization, which would enable us to place the whole requisite establishment of these parts of the District on a fair footing, as regards the average rate of emolument, and to supplement deficiencies in numbers, without any heavy charge on the public purse.

44. Such measures, however, can only be carried out gradually, as experience shall show the advisability or otherwise, of doing so; and it must be borne in mind that much of the emoluments enjoyed by this excessive establishment consists of Village Harvest Fees levied from the Villagers of their respective Villages. A fact which somewhat complicates matters.

Points for the consideration of Government.

45. The general sentiments of Government are solicited on the following points:

I. Shall the gradual equalization of wages become an object of administration in regard to Village Watchers, and on what general principles?

II. Shall reduction of excessive establishments be likewise an object of administration, and on what principles in regard to Inâm and Village Harvest Fees?

Of Additional Establishment required where altogether wanting or deficient.

46. The following Statement shews the strength and cost required to give the required Village Watcher Establishment to those villages now without Watchers, where their presence is indispensable.

	Number of Villages without Watchers.	Number of Watchers required.	Required emoluments at 30 Rupees each.
Government Taluk	754	325	9,750
Palyems	83	64	1,920
Punganur Taluk	23	129	3,870
Total...	860	518	15,540

This sum of Rupees 15,540 must be paid by the State, and is fairly chargeable to the Ménkáveli Fund, the resumption of which caused the existing deficiency in so many Villages.

Payment of Harvest Fees by Villagers.

47. It is calculated that were the inhabitants of the Villages to which it is proposed to give new Village Watchers to pay Harvest Fees, &c., at the average rate of neighbouring Villages, Rupees 4,784 of the above sum of 15,540 would be recovered in the shape of Merah or Fees; and it may be argued that this were only a fair contribution; but at the same time it is felt that there are obvious difficulties in regard to imposing, authoritatively, what might be deemed a tax unsanctioned by the customary usage of the Village. Popular assent could not be obtained, though many respectable individuals might admit the justice of the charge. The views of Government are solicited on this point.

Additional Watchers required in Villages already having them.

48. In a few very large and troublesome Villages of the 3 Talooks of Chittúr, Palamaneru and Polur, the existing Establishment of Village Watchers is found wholly insufficient, and must be increased. The following Statement shews the proposed number and cost.

	Total number of Villages having Watchers.	No. requiring additional Watchers.	Number of additional Village Watchers.	Cost.
Government Villages	3,007	157	88	2,640
Palyem Villages	280	145	78	2,340
Punganur Taluk	69	.....	.....	.....
	3,356	302	166	4,980

Abstract of cost of placing the Village Police in the Government Taluks on a revised footing.

49. The total cost of putting the Watcher Establishment in the Villages of the Governmen Taluks, Punganur, and the Chittúr Palyems on the efficient footing above set out, would thus stand (exclusive of all estimated items of credit) as follows:—

To increase the wages of 1,765 men Rupees		19,963
To pay of 518 men required in Villages now destitute of Village Watchers		15,540
To pay of 166 men required to complete the establishment in Villages in which the number is now inadequate		4,980
		40,483
Add wages of 617 Village Inspectors @ 42 Rupees		25,914
Total Rupees...		66,397

Police assets in existence or that may be recovered.

50. I take it that there are however, assets clearly belonging to this necessary charge. Partly, already incorporated with the general Revenue, partly, shortly to be brought to account by the Inam Commissioner, three-fourths of which may be taken as credit; as follows:—

Resumed Men-Kaveli Fund.

Land	97,735	
Fees	38,526	
Russums	18,646	
		1,54,906
By Enfranchisements to be made of Kattubady Peons	68,317	
Of Atchu Kaveli in Punganur	714	
Of Tirupati Men-Kaveligars	4,942	
		73,973
		2,28,879

Village Police comparison of former and present Estimates.

51. In 1857, the Magistrate submitted Estimates, &c., for placing the Village Watcher Establishment in the Government Taluks *alone*, on a proper footing in regard to number and emoluments, and proposed to add, 1,141 men, at a cost of Rupees 50,276, for Watchers alone. In 1859, he submitted revised Estimates for supplementing the Establishment to the number of 612 men within the same Talooks. The present Estimate for 540 additional men within the same Villages and Talooks, is the lowest that present circumstances will admit of.

Punganur.

52. Throughout these Statements, the Taluk of Punganur has been treated in the same position as a Government Taluk. It was transferred in 1802 from the Baramahal to the Collectorate of Cuddapah; and was settled by Sir Thomas Munro, on purely ryotwary principles, based on a thorough survey assessment. The annual settlement used to be made by the Collector, in whose name the Pattahs were issued. The Zamindar, who had been displaced by Tippoo, afterwards became the Tahsildar of the Talook, collected the revenue, and retained a certain percentage for himself. He became subsequently the Lessee; and eventually was allowed to issue the annual Pattahs in his own name, under a general supervision of the Collector; but with no further powers than those of a Tahsildar, and without power to interfere with service Inams, &c., &c. The Police has hitherto been entrusted to his management with the powers of a Head of Police; and has been conducted without charge to Government, through the agency of a very large body of Kattubadi Peons, holding Inam valued at 64,843 Rupees within this Talook. The change of system will alter all this; a proper Constabulary Force has been assigned to this Taluk, into which some Kattubadi Peons will be invited to enlist; and I propose to select the Village Watchers, to be newly appointed from the "Zamin Kattubadi" Peons. But after that, I would recommend strongly that the whole body of Kattubadi Peons be enfranchised under the Inam rules, in the same manner as intended in those parts of the Ayen Taluk, in which these are present. The existing state of things within that Taluk, is an exceedingly inexpedient one. The Talukdar really commands this large body of armed ruffians, and he employs them in collecting revenue, &c.; for which ample Village Fiscal Establishments are present, and enjoy large Inams.

Kattubadi Peons and their Enfranchisement.

53. With a view to uniformity, it will be right to dispose here of the subject of Kattubadi Police throughout those parts of the District not subject to Zamindari tenure. As before stated, in the Chittur Palyems and Punganur especially, but likewise in parts of a few Iyen Talukes, in Chandragiri, Satgada and Palamaneru, the Kattubadi and Village Police had become much mixed up together. The former are to be relieved from service, the latter to be re-organized and restored to efficiency. An equitable settlement of the Inams of the thus enfranchized body will produce considerable credit properly belonging to the Village Police Institution of the country. The following abstract Statement shews the condition of the Kattubadi body and the additional revenue to be expected from the Fees on enfranchisement, taken at 50 per cent. of the Inam and exclusive of the Quit-rent or *Jodige* now paid.

	Number of Kattubadi Peons.	Inam.	Jodige.	Balance.	Add fee on enfranchising, at ½ of the Inam.
In Government Taluks	1,822	66,383	26,326	40,057	20,028
,, Palyems	1,427	43,787	17,253	26,434	13,217
Punganur Taluk	1,673	75,337	10,494	64,843	32,422
	4,922	1,85,507	54,173	1,31,334	65,667

	No. of Talaris.	No. of Villages.
Karvetinaggar	137	777
Kalastri	105	435
	242	1,212

sent in both the Western Zamindaris at that time. In 1812, Mr. Wright, the Magistrate, returned their number at 242 men. The value of their emoluments was not then stated. In 1832, the extent of Village Watcher Inams in Karvetinaggar (then under management) was ascertained, and their value is estimated at about 3 600 Rupees. The Police of their respective Zamindaris was at both these periods under the Zamindars, and probably the Village Watcher did the ordinary Police duties required from this class of subordinates; but since the charge of the Police was resumed by Government, the Police services of the Village Watchers have, under the orders of the Zamindars, ceased; and no doubt much of their Inam has been, or will, as opportunity offers, be resumed. The services of the men have been diverted to purely fiscal engagements. This step in regard to the "Talaris," is justified under the 5th article of the Sanad which specifies that "the Permanent Demand is inclusive of all lands and Roossooms heretofore appropriated to Police Establishment." Under which clause the Zamindars claim and exercise the right to withhold all remuneration from any Police servant; and to deny to the Police Department the aid of any individual receiving remuneration by Inam or Fees, within their territories. It may be doubted whether it was intended thus to destroy even the Village Police; but the Sannad will bear the construction sought to be put upon it.

No Police Asset.

59. No Police Asset of any kind, therefore, remains within these Zamindaris; nor can we in good faith, authoritatively demand from the Zamindars, any part of the cost of a re-organized Police Establishment, general or village; to which, however, the inhabitants of these Zamindaris are clearly entitled under the terms of the Settlement; for by it the Government undertook to make the necessary provision for their comfort and security as regards Police; while by its own act it swept away the existing Police, and gave the Zamindars a plea for refusing to maintain even the Village Watchers.

Present employment of Kattubadi Peons and Talaris.

60. The fiscal system within the Western Zamindaris is the nominally equal division of crops; and the Talaris and a vast number of Kattubadi Peons are employed in watching the harvest, preventing the reaping and removal of crops, and other equally oppressive and vexatious duties.

Kangundi.

61. The District of Kangundi must be considered as belonging generally to the same category as the Western Zamindaris, in point of any increased charge for Village Police, and probably in regard to any Assets being recovered from the enfranchisement of the large body of Kattubadi Peons present there. The subject was carefully examined in 1853-54, when the following was found to be the condition of the Village Watchers' Institution within the Zamindari.

Number of Villages	Number of Villages.		Number of Watchers.	Emolument.			Average per man.
	Having Village Watchers.	Without Village Watchers.		Land.	Fees.	Total.	
319	86	239	47	567	*458	1,025	23-8-4

*N. B.—*For which we have no guarantee. The Zamindar would not collect these fees for us.*

Effect of new rates of assessment.

54. This amount (65,667) will be affected by the application of the new rates of assessment in North Arcot to the Kattubadi lands, when they come to be settled; and the Inam Commissioner will no doubt find many specialities affecting the tenure of individuals amongst the Kattubadi Inamdars, wholly unconnected with Police service; still a considerable credit will remain as an offset against the cost of the re-organization of the Village Establishments.

Village Police in the Zamindaris of Karvetinaggar and Kalastri.

55. Within the Western Zamindaris of North Arcot there is no local or Village Police whatever, which can be brought under the control of Government, or which is, or need be maintained for Police purposes at the cost of the Zamindars or people.

Kattubadi Peons.

	No. of Kattubadi and Amerum Peons.	Emoluments.
* Karvetinagar.....	4,307	84,844
Kalastri.....	1,915	39,547
	6,222	1,24,391

56. Of these Zamindaris Mr. Stratton, the Manager of Western Peishkash, reported in 1802 that "there are no Kavalgars independent of the Kattubadi and Amerum Peons,* who are now responsible for all theft and irregularities committed within the respective limits." And he pointed out that it would "be necessary on their dismission, should that measure be resolved upon, to appoint a sufficient number of Kavalgars in their stead for the purpose of efficient Police and general security." The Manager of these Zamindaris strongly deprecated the measure of disbandment; but the "dismission" of all these semi-Military, semi-Police servants was peremptorily ordered by the Government; as irregularities to the extent of levying war amongst each other had been carried on by these Zamindars, although under the British rule, and it was necessary to cripple their powers of aggression. All the Inams (a small special reservation on account of "connexions of the family" only excepted) up to that time enjoyed by Kattubadi and Ameram Peons were ordered to be resumed; and their full assessment was included as assets in the settlement of the Peishkash of the respective Zamindaris. A large addition to the prior Peishkash† payable was then made in lieu of all "Military services," in which category were included those of the Kattubadi and Amerum Peons. Thus the whole local Police was virtually swept away in A. D. 1802; and the funds required for its maintenance, or restoration, so far as local Kattubadi funds are concerned, have merged into the general revenues of the country, and must be sought from the Peishkash now paid be the Western Zamindars.

†	Rupees.
Karvetinaggar.....	95,949
Kalastri.....	1,72,392
	2,68,341

57. Practically, however, the Kattubadi Peons continued long after to be the only Police in the Zamindaris. The Zemindars did not carry out the extensive resumptions ordered; and as they themselves managed the Police of their respective Zamindaris till about 1838, they employed the Kattubadi Peons. No sooner, however, were they relieved of the trust, than they resumed, or attempted to resume them *en masse*, reserving only such as were required for fiscal duty; and the measure, though dangerous to the peace, was clearly justifiable so for as they were concerned. The local authorities claimed no right of interference.

Village Watchers.

Talaris.

58. Mr. Stratton was, however, not quite correct when he stated that there was no local Police under the name of "Kavilgars." A few "Talaris" or Village Watchers were pre-

Condition of the Village Watchers.

62. The Village Watchers have been lost in the Kattubadi body. Three-fourths of the villages are absolutely without Watchers; and in the rest the Watchers are ill-paid, and their emoluments most precarious; while their services are monopolized by the Zamindar for fiscal purposes; especially since he was relieved of the control of the Police of his Taluk. Very strong opinions have been recorded against asserting the right of Government over Service Inams, and against a revision of the condition of the Kattubadi Peons with a view to enhancing the demand. This, probably, could not now in good faith be done; but were these men enfranchised in accordance with the principles laid down in His Excellency the Governor's Minute, the credit to be obtained under this head would amount to Rupees 2,651.

Employment of Village Watchers.

63. The Zamindar leases his village (10 years leases in general), and the village servants became the servants of the Lessee, dependant on him for their Fees, and in some measure, no doubt, for the unmolested tenure of their Inam. They never could be made thoroughly amenable to the Officers of the Government.

Arani Jagir.

64. Of the condition of the Village Police in the 188 villages of the Arani Jagir nothing is now known. There were 86 men employed in 1812, holding Inam of 492 acres, with a probable income of Rupees 3,400. The Zamindar now withholds all information in regard to them. The Village Police, if it still exist, is absolutely under the control of the Jagirdar; and since he has been relieved of the control of the Police of his Jagir, it has practically ceased to render any assistance in the conduct of Police administration. They practically hold Office and remuneration at the will of their lord.

Proposed arrangement for the Village Watcher Police of all Zamindari.

65. It will be gathered from the above that nothing whatever can be done in regard to the Village Police of the great extent of country included within these four Zamindaris. I propose therefore to treat all of them alike in settling the village or local Police, by breaking them up into convenient Village Circles (chakbandi), 205 in number; and appointing a Village Inspector and four Village Watchers in each, as follows:—

	Area.	Population.	No. of Villages.		Village circles.	Ratio to each Village circle.			No. of Village Watchers.	Cost at R. 30.	Peshcush now paid.
			Villages.	Hamlets.		Of Villages	Population.	Area.			
	Sq. miles.				No.						
Karvetinaggar	882	1,17,399	777	288	75	10	1,565	11·78	300	9,000	1,87,663
Kalastri.....	760	99,604	435	107	75	6	1,328	10·13	300	9,000	1,90,393
Kangundi.....	336	48,299	319	69	35	11	1,500	11·20	175	5,250	23,000
Arani.....	180	65,725	188	0	20	6	3,286	9·00	86	2,580	10,000
Total...	2,158	3,33,827	1,719	473	205		7,679		861	25,830	4,11,056

Reasons for adopting this plan.

66. The system of a Stipendiary local or Village Police has answered well in the large proprietary District of Malabar; and it appears to me to be the only one open to us in the case of these Zamindaris. I have little doubt that the strength now proposed may be gradually reduced hereafter; but for some time to come, with hundreds of discontented Kattubadi Peons abroad, and with a strong opposition on the part of the Zamindars to meet, a rather more numerous force than may be ultimately required is asked for.

Statement of Charge.

67. The total charge on account of instituting an effective Stipendiary local Police within the Zamindaris, as above proposed, will be

To pay of 861 Village Watchers...	Rs.	25,830
205 Inspectors.	,,	8,610
Total	,,	34,440

Total cost of improved Village Police throughout the District.

68. The entire cost of improved and reorganized Village Police in North Arcot, as above traced, would thus be—exclusive of any credit to be obtained by equalization of wages, reduction of numbers or estimated Fees levied from Ryots, and of any claim on permanently settled country :—

In Government Taluks.

For Village Watchers.....	40,483	
Inspectors.....	25,914	
		66,397

In Zamindari.

For Village Watchers.....	25,834	
Inspectors.....	8,610	
		34,440
Total cost.....		1,00,837

Assets on which this cost is chargeable.

69. The gross asset upon which this deficit may be considered as chargeable was taken in para. 50, at Rupees 2,23,879 within the Government Taluks *alone*. A very considerable portion of this large sum may be taken as net asset; and it seems to me, that under the terms of the permanent settlement, the public, within the Western Zamindaris at least, is entitled to have the local Police, which that measure swept away, restored as a public charge.

VILLAGE WATCHERS' EMOLUMENTS.

70. Some very important considerations, as affecting the present and future practical working of the Village Watcher Establishment, are involved in the manner in which the emoluments are managed and collected; and some detail seems unavoidable. These emoluments consist in the tenure of certain Inam lands, and in certain harvest fees levied on the lands of their respective Villages, at customary rates. I will treat these sources of emolument separately; premising that these wages of Office have been

Treated as heriditary family property.

treated as heritable family property, subject to all the incidents of Hindoo succession and partition; that the performance of the duties of Village Watcher has been made wholly to subserve these conditions of the emoluments; and that the adjustment of successions and partition of Inam land, together with the arrangements to be made in regard to the performance of the duty of Village Watchers, have been left almost uncontrolled and unchecked to the management of the Village Watcher families themselves.

Inam Lands.
First source of emolument.

71. These have universally adopted amongst themselves either of two ways of adjustment, in regard to land and service. By the first,

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When land is subdivided permanently.

which prevails chiefly where the land is valuable, the Inam has been partitioned permanently amongst all the claimants, say of one or two generations back; and each of these shares has again been treated as family property, to be apportioned amongst all the co-heirs of any such original shares, and so on. The occupation of the land does not change from year to year.

Rotation of duty.

The relative duties attached to the tenure are then sought to be fulfilled by each such sharer taking an annual turn of the duty according to his share in the general inheritance, or in some sub-share of it. For example where the original partition was amongst 3 or 4 co-parceners, the duty devolves by rotation every 3rd or 4th year on one of these co-parceners, or on his branch of the Village Watcher family, and he, or they amongst them, become responsible for the due performance of that year's duty. When, as is generally the case, there are again several sub-sharers of each of the original divisions, each of these sub-sharers take his turn of the rotation of duty that falls to his family; and this again he does according to his place amongst such sub-sharers. Each of 2 sub-sharers of an original 4th share would thus take a tour of duty every eighth year. So that frequently, the same man does not serve above once in 10 or 15 years; or one man (having a half share of the whole inheritance) may serve every other year, while there may be a rotation of 4 or 5 years, or more, in regard to the service of the alternate year. The condition and emoluments of the man serving are not, as regards the Inam, bettered while actively employed, the wages of his labour have been forestalled by years; and the public duties and responsibilities are, for the convenience of the arrangement above sketched, sent wandering round a cycle of pauperized menials, of whose members we perhaps know nothing, till told that "it is so and so's turn to fag." The duty is neglected, or performed in the most perfunctory manner.

Rotation in the occupation of the Inam and Service.

72. Under the other system of adjustment, the Inam land remains undivided; and passes to each claimant in rotation according to his share in the general inheritance, or in any one of the sub-shares, as above described. The duty ought to be performed by the individual temporarily occupying the land. Under this system, the land is rarely more than one year in the same man's occupation; and, from following the inheritance through all the intricacies of a Talari Mirás, frequently does not revert to the same occupant for many years. The service in the same predicament. It wanders with the land round the whole family circle, or the still wider cycle of a race of Mirásidárs. This system obtains almost universally where the land is of inferior quality; and frequently in regard to the dry and bad land attched to a Village Watcher's Inam, the good land of which has been permanently sub-divided, as sketched above. The man whose turn of service it is, is thus saddled with all the bad land of the Mirás, for the year in which he has something more than usual to do, and it passes from him when he would have leisure to improve it. Much Village Watcher Inam land lies permanently waste from no other cause than this double uncertainty of tenure.

Origin of these conditions.

73. This state of things is of course to be traced to the great principle of Native Police administration, that of responsibility for losses by theft, without much account being taken of individual, personal fitness for active exertion. So long as those liabilities were met, it did not matter much whether the fund from which they were to be made good, was in an old woman's or an infant's hand. No doubt however, while this responsibility lasted, the Village Watchers, who were answerable as a body in more ways than one, were more careful in regard to the hands into which they placed their joint interest for any one year, than they are now, when by the Law, all responsibility has been abrogated, without provision being made to prevent the abuses, which, under such a system and amongst so large a body, must creep in, despite the vigilance which the Magistrates are ever seeking to exercise.

Sound principles must be introduced.

74. Public policy, the exigencies of the service, and common sense require that early, but gradual modification of this wretched condition of things shall be introduced. Agriculture cannot thrive under such conditions, an important branch of the public service is utterly pauperized, actual service and personal exertion remain unremunerated (for the emoluments have been spent in anticipation), the acquisition of professional skill and the maintenance of efficiency and discipline are nearly out of the question, and the proper administration of such a system of rotation of duty and wages is almost impossible.

Harvest Fees.
Second source of emolument.

75. The harvest and other miscellaneous fees paid by the people to the Watchers, amount in the District to the large sum of Rupees, 32,518.* These may, I hope, be collected in future in a manner different from what now prevails, and some important questions require decision as reference to these also.

* Dry land..... Rs. 10,250
Rice land ..... „ 21,304
Miscellaneous .. „ 964
32,518

Nature of these fees.

76. These fees are the immemorial Police cesses of the country, chargeable, in some cases, at an acreable rate on the land, in other as a share of the produce, and varying with the quality of the land and state of the season. In some parts they were all taken by the Men-Kaveligars, who maintained stipendiary Watchers. But generally, the Village Watchers' fees were distinct from those of his Officer. They existed in almost every Village.

Ascertained at the settlement of 1806, in the Northern Taluks.

77. When the Survey Assesment of the Taluks North of the Palar was in 1805-6, prepared, the existing customary rates of these local Police cesses in each Village were ascertained (somewhat imperfectly it is believed), recorded by the Revenue Officers and were taken into consideration in the Settlement made.

Rates on Rice land.

78. In the case of Rice land settlement, which was based on the principle of taking one half of the estimated gross produce of the land as the Revenue Demand, the fees of the Village Watchers were, with other Village service harvest fees, deducted from the account of gross produce before the shares were assigned respectively. This portion is therefore a joint fees, virtually paid in equal shares by the Government and the Royt. The rate was entered in the Revenue Tirvah Dittum or register of Revenue Demand of each Village; but the amount was not collected with the Revenue. It was left to be paid by the Ryot and collected by the Village Watcher himself. The amount, at the Dittum rate, due in these Taluks on rice land is Rupees 11,712 per annum. As these fees are not entered in the Revenue Pattah, they cannot, till this is done, be collected under the Revenue laws.

Fees on Dry Land.

79. In the case of dry land, in the same Taluks, the settlement was based on the principle of leaving ⅓rds of the gross produce to Ryot, the value of ⅓rd being the Revenue Demand. No deduction was made in the accounts of the estimated gross produce on account of any Village fees. Their payment was thrown entirely on that portion of the produce which was assigned as the Ryot's share. The customary rates on the dry land were however ascertained likwise, and entered in the official Tirvah Dittum of each Village, as payable by the people and leviable by the Village Watchers. The amount is about Rupees 3,506 per annum. These fees are likewise excluded from the Revenue Pattah and are collected by the Village Watchers. In the North Taluks therefore the fees on rice land are deducted from the gross produce; on dry land not so. In both cases they are entered in the Tirvah Dittum of every Village having Watchers; but in neither are they included in the Pattah.

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Settlement of the same in the Southern Taluks.

On Rice land.

80. In the five Southern Taluks, which were settled when forming part of the Cuddalore District, the basis of settlement differed, but is not to be traced from the records of this District. The harvest fees on rice land were apparently remitted from the Government share alone and were secured to the Village Watchers by being entered as a distinct charge in the Pattah of each Revenue payer. They are now collected with the Revenue, to the amount of Rupees 8,043; but they are not paid to the Watchers from the Treasury, credit is given for the same in the Watcher's own Pattah or that of some Ryot from whom he has to recover it.

Drg land.

81. In the case of dry land (and on, the rice land of a few Villages), the customary rates were carefully ascertained and entered in the Official Revenue Dittum; but they were excluded from the Pattah. They amounting to Rupees 4,318.* Thus, in the Southern Taluks, the fees on rice land are included in the Tirvah Dittum and Pattah. Those on dry land are included in the Tirvah Dittum but excluded from the Pattah.

* On Dry Land 2,918
„ Rice „ 1,400
4,318

Other Harvest Fees.

82. There are further a variety of Villages in which fees are now paid by the Ryots to the Watchers on both rice and dry land at regulated customary rates, without their appearing neither in the Tirvah Dittum of the Villages or in the Pattahs; but they are collected by Village Watchers and returned by Village accountants as properly payable. The principle on which these were rated is not known; but it is believed that they are merely the ancient Police cesses, which by oversight or fraud were not returned at the time of Survey settlement; but the Village Watchers have continued without interruption to collect them as from time immemorial. The amount under this head is, as per margin Rupees 3,984.*

† Dry Land Fees 3,825
Rice „ „ 10
3,984

83. I have, in the accounts and throughout this report, treated the fees as if paid according to what may be termed the Demand; but it is not so. Their collection has universally been thrown on the unsupported Village Watcher, and their payment left in a great measure to the discretion and caprice of each individual Ryot. The collection and payment are alike attended with the greatest irregularity and inconvenience. All these fees are collected in kind. They are collected, especially on dry land cultivation, piece meal on a great variety of crops, and at several different seasons of the year and periods of agricultural operations. Almost every Pattah in the District contributes several items of fees payable at one season or the other. The following Statement:—

Number of		Number of serving Village Watchers	Average number of Pattahs to each Watcher.	Average Fees payable on each Pattah.
Villages.	Pattahs.			A. P.
2,253	1,24,015	2,491	50	2 6.

shews that on an average, each Village Watcher in the District has besides the labour of cultivating his own Inâm land, to dun at least 50 individuals for his fees; each of whom pays, at different times during the year, some two Annas six Pie worth of some half dozen different kinds of grain, according to the nature and variety of his cultivation. Thousands, of course, evade payment; and with thousands the Village Watchers have petty running accounts, which the

Ryot keeps. Time is wasted, heart burnings and discussions result from the relation, and the Village Watcher is, perhaps deservedly under the present system, a large loser. But we are going to work Village Watchers hard, and their irrespective of all considerations affecting the remuneration must be secure; on the contrary, service, their condition will now be worse in this respect than ever. Removed as they will now be from all connexion with collection of Revenue and attendance on the Revenue Maniyagars (who now frequently assist the Village Watchers in recovering their fees,) the collection of these dues by the poor Watchers themselves will become absolutely impossible. The evil has long been a crying one, the change will bring about the crisis.

Altered condition of the Village Watchers in regard to their collection.

Must be paid from public purse in the first instance.

84. I now solicit the authority of Government to put an end as soon as possible, to the personal collection of harvest fees by the Village Police Officers altogether; and I beg that the full amount now chargeable on the country be made good from the public purse; leaving to the Collector or Director of Revenue Settlement the duty of arranging in regard to the recovery of this valuable Police rate from the people.

85. Incidental to the consideration of this part of the matter arise the questions:—

	Rupees.
On Rice land in the Northern Taluks.	11,712
On Dry land in Northern Taluks.....	3,506
Southern Ditto.....	2,918
Total...	18,136
On Rice land.....	149
Dry „ „	3,825
	3,974

I. Can the customary Police cesses now entered in the Tirvah Dittum only, and by custom left to be paid by the Ryot, be entered in the Pattah and collected with the Revenue?

II. Can that portion of the fees for which the only voucher is the Village Accountant's be treated in the same manner? Say Rs. 3,974*.

III. Can the principle of raising Police rates for the support of Village Watchers be extended to Villages in which none are now paid, but to which Village Watchers must be appointed?

IV. Commutation is indispensable to the collection; what principles are to be adopted?

Inequality of Rates, &c.

86. In the condition of different parts of the country the utmost inequality prevails in regard to the harvest fees. In some Villages the rates are high, in others very low. In small, rich, irrigated Villages, the amount of harvest fees is unnecessarily large, and is increasing with the prosperity of the country; while in wide Villages with sterile soil and troublesome populations they are almost *nil*. I would ask, shall the Village Police cesses of the District be considered as a fund available for the general purposes of the Village Police of the District; and be liable to equalization and distribution; or must the harvest fees of each Village be limited to the local watch of that Village, although in ecxess of it's requirements? The solution of this question lies at the base of all attempts at reduction and equalization of the Village service. Under a regulated administration these funds would generally improve; in Tanjore, where the Men-kaveli fees are collected with the Revenue, a similar fund has risen from 50,000 to 1,83,000 Rupees in less than half a century.

(Signed) WILLIAM ROBINSON,
Chief Commissioner of Mofussil Police.

Proceedings of the Madras Government, Judicial Department, from 24th September to 4th October 1859.

APPENDIX. No.

Memo. on the Western Zamindari of the North Arcot District.

1. Two of the Western Zamindaris are included in the District of North Arcot. They adjoin each other, are much intermixed on their boundaries, and are, as regards their history and circumstances and in every other point of view, precisely in the same condition. They may therefore be considered together.

Statistics.

2. The more important statistics of both are given in the following table.

Names.	Number of Villages.	Number of Hamlets.	Area.	Population.	Ratio to square mile.	Assumed Income.	Amount of Peshkash
Karvetinaggar.....	777	288	882	1,17,399	131	4,59,542	1,87,663
Calahastri.....	435	107	760	99,604	132	5,13,294	1,90,393
	1,212	395	1,642	2,17,003	263	9,72,856	3,78,056

They contain nearly one-fourth of the entire area of the District, and considerably more than one-sixth of the entire population of the District.

3. A sketch of their early settlement will best introduce the important consideration of their present condition as regards Police.

Early settlement.

4. The Western Zamindaris first became subject to the British Government under a treaty bearing date A. D. 1792 with the Nawab of the Carnatic; by which they ceased to own allegiance to Nawab and came under the British Government, subject to the payment of the same amount of Peshkash as had been paid to the Nawab, and also to the maintenance of certain Military Establishments. This latter condition had attached to the tenure of their Zamindari under the Mussalman Government. In A. D. 1800, on general considerations, but more emergently to curb licence, and to place it out of their power to employ their Military Establishments in levying war amongst each other as they had been found to do, it was resolved to relieve these Zamindars of the principal condition of their tenure, and to commute every "Military service" for an equivalent in money. With this view the Collector of Western Peshkash was required to report on the general fiscal resources of the Zamindaris, and on their Military Establishments, with a view to the commutation of the latter for an increased pecuniary tribute.

5. Mr. Stratton, under date 14th* December 1800 and 14th January 1801, reported fully on the Military and Revenue Establishments, and their emoluments; and in so doing he remarked "both are "more expensive and on a larger scale than necessary. The Military Establishments being no

* To the Secretary to Government, dated 14th December 1800, para. 3.

"less formidable than unnecessary." This Military Establishment consisted in both Zamindaris of numerous Amaran and Kattubadi Peons, whose remuneration was made by assignments of Villages and of lands; and also of a large body of purely mercenary retainers, chiefly vagrants Mussalman and idle oppressive villains who were remunerated in kind or cash payment, or by Tankahs on defaulting Ryots and renters.

Para. 14.

Character of Amaran Peons.

6. He sketched the condition of the Amaran Peons at that time, as a class of retainers whom it was usual to quarter in bodies of 8 or 10 on a Village which was granted on favorable rent, and they thenceforth became the Mirasidars of the Village, making good the stipulated rent of the Village, and themselves enjoying the profit otherwise derivable from it. Their tenure was subject to all the incidents of hereditary Miras, being subdivided and inherited in the male line so long as heirs were forthcoming, and reverting to the Poligars only on extinction of heirs male.

Para. 19.

The obligations attached to the tenure were to attend the Zamindar when summoned, and to carry arms either in person or by efficient substitute. In some cases the description of weapon was fixed under the terms of the grant. While so employed on duty beyond their respective Villages, Amaran Peons received daily one seer of Rice, and one Pice as batta; and further "it was understood that they are most strictly to watch the Police within their respective limits "of each; and in case of any irregularities or thefts, they are bound to answer the complainant, "and to make good the amount of all stolen effects."

Kattubadi Peons.
Para. 20 *of do.*

7. Kattubadi Peons were all of "individual Ryots, to whom spots of Jungle or "waste land were assigned to cultivate in lieu "of stipulated payment" and as "their lands proved productive, the Zamindars were in the "habit of exacting from them Katnams and presents which may be considered as the rent of the "land." The like incidents of Miras effected the inheritance and reversion of the Kattubadi land, as in the case of Amaran lands. The Kattubadi Peons were bound to obey the Poligars summons to arms, and carried Pikes or Matchlocks (which they themselves provided) and they received the same rates of batta, when serving beyond their own limit, as were paid to Amaran Peons. They too were "bound to do the Kaveli duties of the limit assigned to them and to "make good all theft within those limits."

8. The purely stipendiary or mercenary Peons Mr. Stratton describes as a most dangerous and ill-disposed element in the administration of the Zamindaris.

9. The Zamindars returned their Military Establishments as follows, in A. D. 1800.

Names.	Number of		Total.	Emolument.	No. of Mercenary Peons.	Emolument.	Total.	
	Amaran.	Kattubadi.		Rupees.		Rupees.	No.	Emolument.
Carvetinaggar.	911	3,396	4,307	84,844	990	60,246	5,297	1,45,090
Kalahastri.....	317	842	1,159	39,547	3,918	1,39,478	5,077	1,79,025
Total...	1,228	4,238	5,566	1,24,391	4,908	1,99,724	10,374	3,24,115

Proceedings of the Madras Government, Judicial Department, from 24th September to 4th October 1859.

10. There were therefore at that period in the 2 Zamindaris, 5,466 Kattubadi and Amaran Peons, to whom land was assigned bearing a demand of Rupees 1,24,394, Mr. Stratton calculated that the wages of each such Peon varied from Rupees 24 to Rupees 19 per annum.

11. With reference to the urgent desire of Government for the immediate disbandment of every description of Military retainer, Mr. Stratton foresaw that difficulties that might arise from the Zamindars suddenly "dispossessing so large a body as the Amaran and Kattubadi "Peons, and reducing them to want;" and he repeatedly recommended that the measure in regard to this class might not be carried out; but that they might be encouraged to increase and improve the cultivation of lands, and be temporarily relieved from all so called Katnams and other exactions by the Zamindars; and that in "consideration of this indulgence they "should be bound to perform the Kaveli duties at present respectively assigned to them." He added "these Peons rather rank as a pro-

Para 33 *of do.*

"ductive class of the inhabitants; and when the Police duties they are bound to perform "are punctually executed, the security and protection which they afford will prove of essential "advantage to the several interests of the community." Adding that this was a policy which should rather be recommended to the observance of the Zamindars than that they "should be "compelled to do so; as it was natural that they should prefer to give these lands to Ryots "who were prepared to pay the full rent."

Dated 14*th July* 1801.

12. In his further report on the general resources of the Zamindaris Mr. Stratton remarked that these resources consisted, amongst other more important items, also in the *Jodigs* or quit rent levied on Inamdars, and amongst others on the Amaran and Kattubadi Inamdars. With respect to whom he adds "it must be understood that the Poligars are at liberty to resume

Para. 12 *of do.*

Para. 14.

"the Amaran and Kattubadi Inams without assigning any reasons to the several occupants." In estimating the assets of the Zamindari with a view to settling the future Peshkash, Mr. Stratton adds "the amount of Inams enjoyed by Amaran and Kattubadi Peons, being "resumable at the Poligar's pleasure, are here" (referring to the Abstract Statement submitted, in which they are included as assets) "considered as forming part of his actual re-

Para. 95.

"source." He doubted, however, whether the Aamran and Kattubadi Inams would yield the full amount which the account made it appear was derived from them by those Peons; "especially on dry lands of which the greatest part of "the Kattubadi Inams consist;" since half the land would probably be thrown up by the Aamran and Kattubadi Peons, if the full amount were exacted; whether they tilled it themselves or leased it to ordinary cultivators. He inferred therefore that in case of a general resumption of Amaran and Kattubadi Inams the Poligars would not derive from the latter more than one half their estimated value.

13. Mr. Stratton reiterated his recommendation in regard to Kattubadi and Amaran Peons, that the indulgence of continuing their occupancy should be urged on the Zamindars, and that further immunity should be obtained for them; together with aid for a time to enable them to improve their land, and he added "I understand there are no Cavilgars throughout "these countries, independent of the Amaran and Kattubadi Peons who are now responsi-

" ble for all thefts and irregularities committed within their respective limits. It may other- " wise be necessary on their dismission, should that measure be resolved upon, to appoint a " sufficient number of Kavilgars in their stead for the purpose of efficient Police and general " security."

From Secretary to Government, to the Collector of Western Peshkash of 26th August of 1802, *Para* 3.

14. T . he Government of Fort Saint. George resolved notwithstanding this urgent recommendation in favour of the Local Police, to give immediate and full effect to the charge intended, and forthwith to commute the " Military Service" of the Western Zamindars for an equivalent in money. This resolution which was communicated to the Zamindars by the Governor* in Council himself when transmitting the Sunnud Istimrár and Kabuliat of a Permanent Settlement.

* Lord Clive to each of the Western Zamindars, 24th August 1802

Para. 6.

15. In the orders of Government addressed to the Collector of Western Peshkash, it was ruled that " the Zamindars are to be responsible for the Police, and for safety of Merchant " Travellers and their property passing through their respective Zamindaris, so long as Govern- " ment shall see it proper to confide to them this trust." In regard to the assets of their respective Estates, it is added in the same communication, " you will particularly explain that the measure adds nothing to their (the Zamindars) disbursements ; but that on the contrary it leaves an " additional source of revenue at their disposal which they have never yet derived from the " Amaran and Kattubadi lands."

16. In Lord Clive's letter to the Western Zamindars, respectively, he points out that the relief to their finances from the disbandment of their Military Peons would be not only to the full amount returned by the Zamindars as actually in the enjoyment of all classes of Peons (including Amaran and Kattubadi Peons) ; but that a considerable additional relief would accrue from the discontinuance of charges for Ammunition, Military Stores, Garrison, Fort, &c., &c., and further from the " revenue to be produced on the reversion of the lands now held by your " Amaran and Kattubadi Peons." The Governor then proceeded to desire the Zamindars immediately " to disband the whole number of Military Peons maintained by them ;" but gave his consent to their " retaining to the extent of 70 Peons in Karvetinaggar, and 100 in Calastry " as a reasonable number of attendants on their persons" respectively.

17. The precise principles on which the money commutation was made by the Governor in Council are not set out in any paper transmitted either to the Zamindars themselves or to the Local Authorities ; but the amount assessed on each Zamindar fell considerably short of that which according to their own returns appeared to be the cost of maintaining the so called " Military Establishments" (the Amaran and Kattubadi Peons inclusive.) But the principles of cummutation had evidently some reference to the condition of the Amaran and Kattubadi Peons ; for in Kalahastry, where a Zemindar had returned his entire cost on Military Establishments at 52,150 Pagodas of which only 11,299 Pagodas went to Amaran and Kattubadi Peons, the equivalent was settled at 49,225 Pagodas. But the Karvetinaggar Zamindar returned his entire outlay at 41,555 Pagodas, of which 24,241 were enjoyed by Amaran and Kattubadi Peons, and his equivalent was assessed at 27,414 Pagodas only. The settlement with the other Western

Zamindars is illustrative of the same consideration having been shown to the circumstances of the Amaran and Kattubadi Peons. On the point Lord Clive remarks : " I am aware that " many adherents and connexions of your " family have claims on your bounty which may be incompatible with the entire discontinuance " of their stipends, and it is for this reason that I have not included in the calculation of your " equivalent, the whole amount of the revenue granted for the support of the Amaran and " Kattubadi Peons."

Letter to Western Zamindary, dated 24th August 1802, *Para :* 11.

18. No allusion whatever is made in any communication of *Government* to the mixed Police and Military character of the Amaran and Kattubadi portion of the so called Military Establishment. Nor did Lord Clive touch on the subject of the responsibility of the Zamindars for the Police of their Districts, in his communication to the Zamindars.

19. The Kabuliat taken from the Western Zamindars, after reciting the amount of Permanent Peshkush and other general principles, sets out in para : 5—" The Permanent demand fixed on any Zamindary I consider and acknowledge to be exclusive of revenue derived from Salt Sayer, &c., &c., and inclusive of all lands and Roosooms heretofore appropriated to the support of Police Establishment."

Zamindars entrusted with the Police of the Territories. Condition of the Local Police.

20. Condition 12 is to the following effect. " The Government having entrusted me with " the Police of my Zamindary, I do promise " so long as this trust shall be reposed on me to apprehend and secure offenders of all descrip- " tions and send all such offenders to the Magistrate." Under this provision these Zamindars continued to do all the Police duty within their respective Zamindaris and there is no means of ascertaining whether any and to what extend the actual resumption of Amaran and Kattubadi Inams took place immediately after the permanent settlement. These were the Police Peons of the country and so long as the Police of their respective Zamindaris was entrusted to the Zamindars, the maintenance of a considerable body of Amaran and Kattubadi Peons was necessary. While the fiscal administration of these Zamindaries, the sharing system, has ever and still requires that any large and oppressive Establishment of this character should be vested with certain powers of interference with the people. It is probable that no great resumption took place at first ; for we find that when the Karvetinaggar Zamindari was under management in 1832, it was ascertained that under the head of Kattubadi emoluments there were still 6,782 acres of land bearing revenue demand of 34,687 Rupees, held as Inam within this Zamindari. The number of Amaran and Kattubadi Peons was not stated; but judging from the amount spent amongst them, it is not improbable that the body, which in 1802 had been 4,307 strong, numbered still 2,500 to 3,000 men. The Kalahastri Zamindari has never fallen under management, and nothing is authenticly known of the internal administration of this Zamindari as regards the ancient Local Police Force and their Inams..

Great inconvenience from the Police being under the Zamindars control.

21. The Police of both the Zamindaris continued exclusively under the management and control of the Zamindaris for many years ; but the records of the District are full of complaints in regard to the inconvenience of such a sys-

tem. Mr. Wright, the Magistrate, reported in 1822, that the power of Zamindars within their respective limits quite overbore that of the Government; that the Zamindaries discouraged persons applying to the regularly constituted authorities and persecuted such as ventured to do so; that their acts were arbitrary, illegal and oppressive; that intelligence of crime was suppressed and daring criminals found refuge and impunity within the Zamindaris: and he inclined to the opinion that the establishment of Police under the Magistrate in the Western Zamindaris was highly expedient. At length, in 1838, on the very earnest representation of the Magistrate and Court of Circuit and Foujdaree Adawlut, the direct administration of Police of Karvetinaggar was assumed by the Magistrate, under the orders of Government, dated 11th September; with an Establishment of 96 men at a cost of 5,760 Rupees per annum. In his letter of 9th August 1838, the Magistrate states that "the assistance of about 140 Kattubadi Peons of the Zamindari may be calculated upon." No claim was made on the Zamindar in consideration of the relief to his Establishment and the number of men set at liberty; and even the expectation of the assistance of the 140 Kattubadi, in consideration of which the Government Establishment was kept within a limit that left it wholly insufficient, proved fallacious. The Zamindar still further proceeded to rouse general discontent and dissatisfaction by the resumption, in 1840, of a great extent of Amaran and Kattubadi Inam under the pressure of "desperate financial difficulties."

From Collector to Revenue Board, dated 11th January 1843, para: 29.

22. This last step the Zamindar justified under the terms of permanent settlement, by stating justly that the continuance of the Kattubadi and Amaran Inams had been an optional matter with him; that he was not bound to maintain any Police Establishment whatever; and that the services for which they were maintained being dispensed with, their emoluments were resumed. It was found, however, that little real progress could be made in realizing the full demand on these lands. The land which they held was generally inferior in quality, and but half cultivated; and it was everywhere burdened with a very heavy quit-rent or *jodige*; the Zamindar had, therefore, (reports the Collector in 1843) found that he could not enforce the resumption, on account of the *jodigs* or quit-rent being in most instances little less than the lands could afford to pay; and he has scarcely in any instance been able to realize the full assessment on the Kattubadi lands.

Jamabundy report on the Karvetinaggar Zamindar (under management) for Fusly 1252 of 10th January 1843, para: 30.

23. The Karvetinaggar Zamindar now admits that still further changes and resumptions have taken place; but that he still supports in various ways persons of this class to the extend of some 500 to 1,000 and upwards, whom he employs in collecting his revenue, securing cultivation, preventing removal of crops, &c. He refuses to give any detailed information about them.

The direct administration of the Police of Kalahastri Zamindari was undertaken by Government, under similar circumstances about the same period; but the Kattubadi body represented much smaller interest there; and they are probably mostly still maintained and employed on fiscal duties only.

Proceedings of the Madras Government, Judicial Department, from 24th September to 4th October 1859.

No. 2. MINUTE BY THE HONORABLE THE PRESIDENT,

1. Mr. Robinson's Report on the new Police establishment for the District of North Arcot has engaged my careful attention, as being the first practical application of the principles which have already received the approval of Government, and as being, for that reason, likely to exercise an important influence upon the further extension of the same system throughout the Presidency.

2. Mr. Robinson proposes that the Constabulary force for the District, shall consist of 35 Inspectors and 1475 Constables. The aggregate cost will be Rupees 1,74,900 a year, for a population of 14,52,549; being one Policeman to every 962 of the population, and to every 5 square miles. The present force consists of 1722 men, and costs Rupees 1,14,543 per annum. This consists of that transferred by the Collector under the late arrangement—the extra establishments at present sanctioned pending Police reform—the Jail establishments at Chittur and Vellore—the Vellore Commissariat Police, and the Military Guards (Invalids) over the Vellore and Chittur Jails and the Chittur Treasury. The enhanced expense proceeds from the great extent of Zamíndárí country to be protected, which gives a very inadequate return, and the low rate of wages now paid to the Police Peons in North Arcot. The new Police force is proposed to be divided into Rural Police, Town Police, and Reserve, according to the arrangements described in the Report.

3. Those arrangements appear to me to have been carefully and judiciously devised. The only point which requires serious attention, is the number of the different ranks of Constabulary, which it will be necessary to employ. In the present elementary state of the undertaking, this is a matter of great uncertainty. My impression is, that the well-paid and well-superintended new Police will prove so superior to the present ill-paid half Revenue, half Police force, that a smaller number than that named by Mr. Robinson will be sufficient. The question is, entirely, one of experiment, and it may safely be left in Mr. Robinson's hands, in the full assurance that he will not employ a man who is not proved to be absolutely necessary; and that when circumstances allow of reduction, it will be made at once, without waiting for orders, by making transfers, or by not filling up vacancies.

4. Instructions should be issued, through the Military Department, for the transfer of the Commissariat Police at Vellore, and for the cessation of the functions of the Commissariat Magistrate.

5. Mr. Robinson proposes, in his Report, that Station Houses should be erected, at a total cost of from Rs. 36,000 to 40,000; but he is now of opinion, that this expenditure may be postponed, until it shall be seen to what extent disused Military Buildings, Staging Bungalows, Cotwal's Choultries, &c., can be placed at his disposal.

6. Lines for the Constabulary will be provided at each place, by contract, under Mr. Robinson's superintendence, and the rent will be deducted from their pay.

7. Besides the Constabulary, Mr. Robinson proposes that there should be 822 Inspectors of Village Police, at 3½ Rupees per mensem each, amounting altogether, to 34,524 Rupees. His reasons for this proposal are explained in paragraphs 25 to 35 of his Report. Every system of Police in this country must be based upon the Village Watchers, who will, at the commencement of these arrangements, be about 4,300 in number in the District of North Arcot. Under the Native *régime* the Village Watchers were superintended by the Mén-káveligárs; but in 1803 the Mén-káveli system was abolished, and the emoluments upon which it was based were resumed. These amounted to

	Rupees.
In land.....	97,735
Grain and Harvest Fees.....	38,525
Rusúm, Shop, House and Trade cesses..	18,645
Total.....	1,54,905;

of which about Rupees 1,20,000 are at present incorporated with the Government Revenue. In 1816 the Village Watchers were transferred to the superintendence of the Native Revenue Officers.

The result has been, much irregularity and inefficiency; and the Village Police has now to be officered anew. Mr. Robinson's reasons for this arrangement have already appeared to the Government to be perfectly satisfactory, and he has been authorized to select fit persons from the village communities for this duty.

8. There are 3,356 Villages in the non-Zamindári parts of the District, of which 2,496 are provided with 2,755 Watchers, of whom 1,426 get 16 Rupees per annum, and 662 Rupees 53. To supplement the pay of the existing establishment, so that it may not be less than 30 Rupees per annum for each person, will require Rupees 19,963, which charge, or the greater portion of it, must be incurred by Government in the first instance. The 886 Villages without Watchers will require a force of 518 Village Watchers, costing, at 30 Rupees a head, Rupees 15,540; and in about 302 large and troublesome Villages, the existing establishment of Village Watchers will have to be increased by 166 men, at a charge of Rupees 4,980 annually.

9. The Police duties in the Zamíndárís were formerly entrusted to a semi-Military body of Kattubadi and Ameram Peons; but in 1802 the Zamíndárs were directed to disband this force, to resume the Inám lands from which they had been supported, and to pay a further annual sum of 1,24,149 Rupees, in consideration of their having been relieved from the services upon which these Peons had been employed. Thus, our Government assumed the obligation of providing a Police for these Districts, which has never yet been properly done. Mr. Robinson has collected the contemporary correspondence on this subject, from which it appears that Mr. Stratton, "Collector of Western Peshkash," pointed out to Government that there were no Police "throughout these countries, independent of the Ameram and Kattubadi Peons, who "are now responsible for all thefts and irregularities committed within their respective limits. It "may, otherwise, be necessary on their dismission, should that measure be resolved upon, to "appoint a sufficient number of Káveligárs in their stead, for the purpose of efficient Police and "general security." The annual sum estimated by Mr. Robinson to be required for Village Watchers in the Zamíndárís is 25,830 Rupees; which, added to the sum of 40,481 Rupees for the non-Zamíndárí portions of the District, makes a total annual sum of 66,313 Rupees to complete the existing establishment of Village Watchers.

10. The total estimated cost of the new Police arrangements in the District of North Arcot is, therefore, as follows:—

Constabulary	Rupees	1,74,900
Village Inspectors	,,	34,524
Village Watchers	,,	1,45,276
Total...		3,54,700

11. The rescources available to meet this expenditure are as follows:—

1st.—The existing establishments which will be transferred to the new Police, or which may be reduced in consequence of its formation. These are,

From Revenue	Rupees	68,659	
,, Military	,,	35,578	
,, Jail	,,	6,706	
,, Commissariat	,,	3,600	1,14,543
Existing emoluments of Village Watchers			
Inám	,,	45,215	
Harvest Fees	,,	33,748	78,963
2nd.—By enfranchisements to be made of			
Kattubadi Peons	,,	65,667	
Do of Atchu Káveli in Punganúr.	,,	714	
Do of Tirupati Mén-Kávelgárs	,,	4,942	71,323
Total Rs....			2,64,829

Proceedings of the Madras Government, Judicial Department, from 24th September to 4th October 1859.

12. The difference between the total expense of the new establishment, at its first formation, and the assets available to meet the expense, is 89,877 Rupees; but this difference will be considerably modified by the fact that the large item of 1,45,276 Rupees, for Village Watchers, represents the existing number as they will be taken over by the Commissioner of Police, and that considerable reductions will afterwards be made, both in number and pay. A full fourth of the Village Watchers in North Arcot are in the receipt of emoluments in excess of what is required; and, while one Watcher to 500 inhabitants is the utmost that can be required (new appointments are being experimentally made in the proportion of one to 1,000 inhabitants), the proportion of Watchers to the inhabitants, in five entire Tálúqs, is one to from 250 to 300. One of the greatest social evils of the South of India is the waste of valuable labor on frivolous semi-official duties, and the abuse of power by ill-paid petty officials; and a great public benefit will be attained when those who are really required are fully employed and paid, and the rest are left to pursue their private industry.

13. It will also be remembered, that the estimate for the Constabulary portion of the establishment has been put at an out-side limit, to which it is not likely to be raised.

14. I have already alluded to the important fact that, although our Government resumed the funds which had been appropriated to the support of the Police by the preceding Native Governments, no satisfactory provision has ever been made for this object in the Zamíndárí portion of the District of North Arcot; while, in the remainder of the District, the Police duties were transferred to the ill-paid Revenue establishment, by whom they have always been regarded as secondary to the original object of their appointment.

15. It will soon become apparent from the increased security to life and property, and from the stimulus which will be given to the improvement of large tracts of uncultivated land in the back parts of the District, that a Police is now really established there for the first time. The Native Police, or Mén-káveli funds, which were resumed and incorporated with the Revenue, amount to at least 1,20,000 Rupees a year, and 1,24,149 Rupees were added to the annual Peshkash of the Western Zamíndárs, as the equivalent amount for the resumed Local Police Funds. For these amounts (1,20,000 + 1,24,149=2,44,149,*) the new Police system is fairly entitled to take credit; and, when this is added to the assets actually available, the deficiency of 89,871 Rupees against the new system, is converted into a surplus of 1,55,000 Rupees in favor of it.

16. The Kattubadi Peons belonged to a different class from the Talárí, or Village Police. They were a sort of feudal militia, supported by assignments of land. It is characteristic of the position of the Village Watchers that they enjoy fees, and pay no quit rent; but the Kattubadis have no fees, and pay a heavy quit rent. In the Zamíndárí portion of the District they have long ceased to do any but Revenue duty; while, elsewhere, they have, for the most part, ceased to do any duty. They are all land owners, and the quit rent they have to pay binds them to their agricultural occupations. With our present inadequate supply of labour, and dearness of all the necessaries of life, it will be a great advantage, both to the Kattubadis themselves and to the community at large, to relieve them from duties which belong to a by-gone state of things, and to enfranchise their holdings, under the Inám rules, at half the ordinary assessment, after deducting the quit rent. Those among them who are qualified for Police duties will be engaged on the rate of pay applicable to the situations to which they may be appointed. Mr. Robinson is quite aware of the importance both of acting through the Zamíndárs and other persons possessed of local influence, and of engrafting into the new system as many persons who have vested interests in the old one, as possible.

17. Mr. Robinson calls attention of the inconvenience arising from the division of the Inám lands assigned for the support of the office of Village Watchers, and from the rotation in the occupancy of the land and in the performance of the duties of the office. The Government has already considered this subject, in connection with the instructions furnished to Mr. Pelly for the revision of the village establishments. In dealing with such cases, the ruling

* Note.—The total amount added to their Peshkash was 2,63,311; but the remainder was in lieu of the expense of mercenary Peons ordered to be reduced.

consideration should be, so to arrange the incumbency of the office, and the occupation of the land, as to ensure the continuous efficient performance of the duties. For this purpose, the course of proceeding may be varied according to the circumstance of the case. Sometimes it may be proper to insist that the land should be in the actual occupation of the Village Watcher. At other times it may be sufficient, if care is taken that the entire rent is paid to the Watcher, the land remaining in the occupation of another person, who will receive the agricultural profit. This last course will have the advantage of leaving the time and strength of the Watcher free for the performance of the duties of his office. Where several persons jointly perform those duties, as a general rule, the best qualified will be selected; but there may be cases in which a rotation may be permitted. The general tendency should be, not to interfere with the village arrangements more than is necessary for the attainment of substantial efficiency.

18. The last question relates to the Fees which form a portion of the emoluments of the Village Watchers. This, also, has been settled, in principle, in the instructions to Mr. Pelly. The objections to this mode of payment are stronger in the case of Police Officers, than they are even in reference to the Officers of the Revenue. It is especially necessary, that the Village Police Officer should have his time at his own disposal; should not be under personal obligations to the members of the village community; and, above all, that he should have as few opportunities as possible of abusing his power. These fees, in North Arcot, are 32,518 Rupees a year; but there are other Districts in which they are much larger, and their aggregate amount, throughout the Presidency, is sufficient to make the subject important in a financial point of view. The fees are ancient, acknowledged charges upon the land, and they ought, if possible, to be included in the Puttahs, in order that they may be collected with the land Revenue. If this cannot be done, they must be collected as at present, until the progress of the general survey and assessment gradually allows of their being provided for in a satisfactory manner. The Commissioner should confer on this subject with Mr. Pelly, with the Director of Land Revenue Settlement, and with any of the Collectors who have given their attention to the subject, and after he has maturely considered it, he should report his opinion.

(Signed) C. E. TREVELYAN.

Madras, 9th September 1859.

No. 3. MINUTE BY HIS EXCELLENCY THE COMMANDER-IN-CHIEF.

I expect that, when the new Police is in thorough working order, it will be found that, in addition to the reductions in the Military Force already proposed, we shall be able to dispense with the two Native Veteran Battalions, each consisting of 20 Subadars, 20 Jemadars, 2 Drum Majors, 2 Havildar Majors, 80 Havildars, 80 Naicks, 30 Drummers, 1000 Privates, 30 Recruit Boys, 40 Pension Boys, and 10 Puckallies.

If the Veteran Battalions are broken up, and the men allowed to go to their homes on the ordinary rates of pension, a very considerable saving will be affected and the duties now devolving upon these worn-out old Soldiers will be, we may expect, more efficiently discharged by a really good Constabulary.

The Commissariat Police every where should give place to the Constabulary.

When the Troops of the Line are relieved by the Constabulary from the innumerable Civil and Police duties now imposed upon them, and when, as I have urged in repeated Minutes, since my arrival at Madras, on the 10th June 1856, Corps are concentrated in considerable masses of all Arms at well chosen points, I confidently anticipate that this army will rapidly rise to a state of the highest efficiency, and the comfort and contentment of the Soldier be materially promoted, while the various reductions I have from time to time recommended, must produce a very large pecuniary saving in the Military expenditure of this Presidency.

All waits for the Police, however; and, therefore, the importance of bringing the Police into working order, at the earliest possible period, cannot be over-rated.

(Signed) PAT. GRANT.

Madras, 10th September 1859.

Proceedings of the Madras Government, Judicial Department, from 24th September to 4th October 1859.

No. 4. MINUTE BY THE HONORABLE W. MOREHEAD.

The Minute of the Honorable the President so fully deals with the points raised by Mr. Robinson, in his report on the new Police establishment, that I have only to express my concurrence in the views recorded by him in regard to them.

That all items of expenditure will be carefully watched by Mr. Robinson, can safely be relied on; on this subject, therefore, further instructions are not needed, indeed, I do not see how they could be given. That the introduction of the new Police will eventually prove a large saving to the State, the Minute of the Commander-in-Chief places almost beyond doubt, and I now anxiously look forward to the speedy arrival of that period, when the new Police shall be in active operation, and its benefit felt and universally acknowledged.

(Signed) W. MOREHEAD.

12th September 1859.

No. 5. ORDER THEREON, 24th September 1859, No. 1289.

The Inspector General of Mofussil Police submits Statements and Estimates shewing the proposed strength and cost of the new Police establishment, Constabulary and Village, for the District of North Arcot.

Report, paragraph 2.

2. He gives a Statement shewing in abstract, under the heads "Allocated Rural Police," "Town Police," and "Reserve, &c.," the Constabulary force proposed for each Tálúq and Town of the District, the proportion it bears to the population and area, the number of Police Districts and of Police parties and their out-posts, and the cost of the whole establishment.

3. The result is that, for an area of 7,526 square miles and population of 13,65,947, the Rural Police are to consist of 26 Inspectors and 1,160 Constables, being at the rate of one Policeman to 1,235 of the population, and to every 634 square miles. There are to be 77 Police parties, and 43 out-posts. The total annual cost will be Rupees 1,35,840.

4. The Town Police will be stationed at three Towns—Vellore, Arcot and Wálájápetta, having an aggregate population of 86,602. The force for the three Towns is 4 Inspectors, 105 Constables, the cost Rupees 14,140 a year.

Vellore population ...	54,000
Arcot do. ...	12,000
Wálájápetta do. ...	20,000

5. The Reserve is to consist of 5 Inspectors and 210 Constables, at a yearly expense of Rupees 24,920. It is to take all duties at the Treasury, as a Reserve—at the Magistrates' Courts—for Jails and Orderlies.

	Inspectors.	Constables.
Rural Police...	26	1,160
Town do.	4	105
Reserve..	5	210
	35	1,475

6. Mr. Robinson thus proposes, that the Constabulary force for the District, shall consist in all, of 35 Inspectors and 1,475 Constables. The aggregate cost will be Rupees 1,74,000 a year, for a population of 14,52,549; being one Policeman to every 962 of the population, and to every 5 square miles. The present force consists of 1,722 men, and costs 1,14,543 per annum. This consists of that transferred by the Collector under the late arrangement, the extra establishments at present sanctioned pending Police reform, the Jail establishments at Chittúr and Vellore, the Vellore Commissariat Police, and the Military Guards (Invalids) over the Vellore and Chittúr Jails and the Chittúr Treasury. The enhanced expense proceeds from the great extent of Zamíndárí country to be protected, which gives a very inadequate return, and the low rate of wages now paid to the Police Peons in North Arcot.

Paragraph 3.

Paragraph 6.

7. The whole country has been divided into 77 Police Districts, each averaging 100 square miles, containing 102 Villages, 18,900 inhabitants and 10 Village circles. A Police party, viz., one head Constable, one Deputy, and 13 Privates, is to be located in each Police District. There are also to be 43 out-posts.

8. These arrangements appear to have been carefully and judiciously devised. The only point which requires serious attention, is the number of the different ranks of Constabulary, which it will be necessary to employ. In the present elementary state of the undertaking, this

is a matter of great uncertainty. The impression of Government is, that the well-paid and well-superintended new Police will prove so superior to the present ill-paid half Revenue, half Police force, that a smaller number than that named by Mr. Robinson will be sufficient. The question is, entirely, one of experiment, and it may safely be left in Mr. Robinson's hands, in the full assurance that he will not employ a man who is not proved to be absolutely necessary, and that when circumstances allow of reduction, it will be made at once, without waiting for orders, by making transfers, or by not filling up vacancies.

Paragraph 10. 9. The Inspector General strongly recommends that the Commissariat Police at Vellore be relieved by the Constabulary. This is authorized, and instructions will be issued through the Military Department for the transfer to the Inspector General of such of the Commissariat Police, as he may desire to employ. The functions of the Commissariat Joint Magistrate will also cease to be exercised.

Paragraph 19. 10. Mr. Robinson had proposed that Station Houses should be erected, at a total cost of from Rupees 36,000 to 40,000; but he is now of opinion, that this expenditure may be postponed, until it shall be seen to what extent disused Military Buildings, Staging Bungalows, Cotwal's Choultries, &c., can be placed at his disposal.

Paragraph 18. 11. Lines for the Constabulary will be provided at each place, by contract, under Mr. Robinson's superintendence, and the rent will be deducted from their pay.

VILLAGE POLICE.

12. Prior to 1803, the Village Police in the Government Tálúqs of North Arcot, was on the Mèn-káveli system. In that year the system was abolished and the Kávali emoluments resumed by Government. These amounted to

Report, paragraphs 21, 25.

	Rupees.
In land	97,735
Grain and Harvest Fees	38,525
Rusúm, Shop, House and Trade cesses	18,645
Total...	1,54,905

of which about Rupees 1,20,000 are at present incorporated with the Government Revenue.

Paragraphs 29, 30. 13. In 1816, the Village Watchers were transferred to the command of the Village Revenue Servants. The result has been much irregularity and inefficiency, and the Village Police has now to be *officered* anew.

Paragraphs 30, 31. 14. To this end, taking the establishment of Village Watchers at 4,303 men, they will be distributed throughout the whole country. Government, Palyem and Zamíndárí, in Village circles to each of which will be appointed a Village Inspector.

15. There will be 617 such circles with 3,439 Village Watchers in the Government lands, including the Palyems and Punganúr; and 205 circles with 861 Watchers in the large Zamíndáris.

Paragraph 33. 16. There will thus be, in all, for the whole District, 822 Village circles; each circle on an average, with an area of 8 to 10 square miles, containing 6 Villages and 1,500 to 2,500 inhabitants, with from 5 to 10 Village Watchers under the Village Inspector.

Paragraph 37. 17. In the non-Zamíndárí parts of the District there are 3,356 Villages, of which 2,196 are now provided with 2,755 Watchers, of whom 1,426 get on the average 16 Rupees per annum, and 662 Rupees 53. To supplement the pay of the existing establishment, so that it may not be less than 30 Rupees per annum for each person, will require Rupees 19,963, which charge, or the greater portion of it, must be incurred by Government in the first instance. The 886 Villages without Watchers

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Paragraph 46. Paragraph 48. will require a force of 518 Village Watchers, costing, at 30 Rupees a head, Rupees 15,540; and in about 302 large and troublesome Villages, the existing establishment of Village Watchers will have to be increased by 166 men, at a charge of Rupees 4,980 annually. The total extra charge to be incurred yearly on account of Village Watchers in this portion of the District will thus be, 19,963+15,540+4,980=40,483.

18. The Police duties in the Zamíndáris were formerly entrusted to a semi-Military body of Kattubadi and Ameram Peons; but in 1802 the Zamíndárs were directed to disband this force, to resume the Inám lands from which they had been supported, and to pay a further annual sum of 1,24,149 Rupees, in consideration of their having been relieved from the services upon which these Peons had been employed. Thus, our Government assumed the obligation of providing a Police for these tracts, which has never yet been properly done. Mr. Robinson has collected the contemporary correspondence on this subject, from which it appears that Mr. Stratton, Collector of Western Peshkash, pointed out to Government that there were no Police "throughout these countries, independent of the Ameram and Kattubadi Peons, who are now "responsible for all thefts and irregularities committed within their respective limits. It may, "otherwise, be necessary on their dismission, should that measure be resolved upon, to appoint a "sufficient number of Káveligárs in their stead, for the purpose of efficient Police and general "security." The annual sum estimated by Mr. Robinson to be required for Village Watchers in the Zamíndáris is 25,830 Rupees; which, added to the sum of 40,483 Rupees for the non-Zamíndárí portions of the District, makes a total annual sum of 66,313 Rupees to complete the existing establishment of Village Watchers.

Paragraph

19. The total estimated cost of the new Police arrangements in the District of North Arcot, will then be

		Constabulary(a)... ..... Rupees	1,74,900
		Village Inspectors(b)... ,,	34,524
(c) Present charge..... 73,963 / Add proposed..... 66,313	Do. do. 37.	Village Watchers(c)..... ,,	1,45,276
1,45,276		Total.....	3,54,700

(a) Report, paragraph 2.
(b) 822—at Rupees 3½ per mensem.—Report, paragraph 34.

20. The resources available to meet this expenditure are as follows:—

1st.—The existing establishments which will be transferred to the new Police, or which may be reduced in consequence of its formation. These are,

From Revenue	Rupees	68,639	
,, Military	,,	35,578	
,, Jail	,,	6,706	
Paragraph 3. ,, Commissariat	,,	3,600	
			1,14,543
Existing emoluments of Village Watchers			
Inám.....	,,	45,215	
Paragraph 37. Harvest Fees	,,	33,748	
			78,963
2nd.—By enfranchisements to be made of			
Paragraph 50. Kattubadi Peons	,,	65,667	
Do of Atchu Káveli in Punganúr...	,,	714	
Do of Tirupati Mén-káveligárs.....	,,	4,942	
			71,323
Total Rupees...			2,64,829

21. The difference between the total expense of the new establishment, at its first formation, and the assets available to meet the expense, is 89,871 Rupees; but this difference will be considerably modified by the fact that the large item of 1,45,276 Rupees, for Village

Total charge.....	3,54,700
Assets.....	2,64,829
	89,871

Watchers, represents the existing number as they will be taken over by the Commissioner of Police, and that considerable reductions will afterwards be made, both in number and pay. A full fourth of the Village Watchers in North Arcot are in the receipt of emoluments in excess of what is required; and, while one Watcher to 500 inhabitants is the utmost that can be necessary (new appointments are being experimentally made in the proportion of one to 1,000 inhabitants). the proportion of Watchers to the inhabitants, in five entire Tálúqs, is one to from 250 to 300. One of the greatest social evils of the South of India is the waste of valuable labor on frivolous semi-official duties, and the abuse of power by ill-paid petty officials; and a great public benefit will be attained when those who are really required are fully employed and paid, and the rest are left to pursue their private industry.

22. It will also be remembered, that the estimate for the Constabulary portion of the establishment has been put at an out-side limit, to which it is not likely to be raised.

23. Allusion has already been made to the important fact that, although the British Government resumed the funds which had been appropriated to the support of the Police by the preceding Native Governments, no satisfactory provision has ever been made for this object in the Zamíndárí portion of the District of North Arcot; while, in the remainder of the District, the Police duties were transferred to the ill-paid Revenue establishment, by whom they have always been regarded as secondary to the original object of their appointment.

24. It will soon become apparent from the increased security to life and property, and from the stimulus which will be given to the improvement of large tracts of uncultivated land in the back parts of the District, that a Police is now really established there for the first time. The Native Police, or Mén-kávali funds, which were resumed and incorporated with the Revenue, amount to at least 1,20,000 Rupees a year, and 1,24,149 Rupees were added to the annual Peshkash of the Western Zamíndárs, as the equivalent amount for the resumed Local Police Funds. For these amounts (1,20,000+1,24,149=2,44,149,*) the new Police system is fairly entitled to take credit; and, when this is added to the assets actually available, the deficiency of 89,871 Rupees against the new system, is converted into a surplus of 1,55,000 Rupees in favor of it.

Report, paragraph 26.

Do. paragraph 56.

Report, paragraph 53.

25. The Kattubadi Peons belonged to a different class from the Talárí, or Village Police. They were a sort of feudal militia, supported by assignments of land. It is characteristic of the position of the Village Watchers that they enjoy fees and pay no quit rent; but the Kattubadis have no fees, and pay a heavy quit rent. In the Zamíndárí portion of the District they have long ceased to do any but Revenue duty; while, elsewhere, they have, for the most part, ceased to do any duty. They are all land owners, and the quit rent they have to pay binds them to their agricultural occupations. With our present inadequate supply of labour, and dearness of all the necessaries of life, it will be a great advantage, both to the Kattubadis themselves and to the community at large, to relieve them from duties which belong to a by-gone state of things, and to enfranchise their holdings, under the Inám rules, at half the ordinary assessment, after deducting the quit rent. Those among them who are qualified for Police duties will be engaged on the rate of pay applicable to the situations to which they may be appointed. Mr. Robinson is quite aware of the importance both of acting through the Zamíndárs and other persons possessed of local influence, and of engrafting into the new system as many persons who have vested interests in the old one, as possible.

26. Mr. Robinson calls attention to the inconvenience arising from the division of the Inám lands assigned for the support of the office of Village Watchers, and from the rotation in the occupancy of the land and in the performance of the duties of the office. The Government has already considered this subject, in connection with the instructions furnished to Mr. Pelly for the revision of the village establishments. In dealing with such cases, the ruling consideration should be, so to arrange the incumbency of the office, and the occupation of the land, as to ensure the continuous efficient performance of the duties. For this purpose, the course of proceeding may be varied according to the circumstance of the case. Sometimes it may be proper

* NOTE.—The total amount added to their Peshkash was 2,68,311; but the remainder was in lieu of the expense of mercenary Peons ordered to be reduced.

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to insist that the land should be in the actual occupation of the Village Watcher. At other times it may be sufficient, if care is taken that the entire rent is paid to the Watcher, the land remaining in the occupation of another person, who will receive the agricultural profit. This last course will have the advantage of leaving the time and strength of the Watcher free for the performance of the duties of his office. Where several persons jointly perform those duties, as a general rule, the best qualified will be selected; but there may be cases in which a rotation may be permitted. The general tendency should be, not to interfere with the village arrangements more than is necessary for the attainment of substantial efficiency.

27. The last question relates to the Fees which form a portion of the emoluments of the Village Watchers. This, also, has been settled, in principle, in the instructions to Mr. Pelly. The objections to this mode of payment are stronger in the case of Police Officers, than they are even in reference to the Officers of the Revenue. It is especially necessary, that the Village Police Officer should have his time at his own disposal; should not be under personal obligations to the members of the village community; and, above all, that he should have as few opportunities as possible of abusing his power. The fees, in North Arcot, are 32,518 Rupees a year; but there are other Districts in which they are much larger, and their aggregate amount, throughout the Presidency, is sufficient to make the subject important in a financial point of view. The fees are ancient, acknowledged charges upon the land, and they ought, if possible, to be included in the Puttahs, in order that they may be collected with the Land Revenue. If this cannot be done, they must be collected as at present, until the progress of the general survey and assessment gradually allows of their being provided for in a satisfactory manner. The Inspector should confer on this subject with Mr. Pelly, with the Director of Land Revenue Settlement, and with any of the Collectors who have given their attention to the subject, and after he has maturely considered it, he should report his opinion.

28. With these remarks, the Government resolve to sanction the arrangements for the reform of the Police of North Arcot proposed by the Inspector, and they desire that he will proceed with them as expeditiously as possible, reporting from time to time the progress which he may make. These orders will be reported to the Supreme Government for their confirmation, as well as to the Right Honorable the Secretary of State for India, and it will be pointed out to them that the re-organization of the Police of North Arcot has been a matter of peculiar difficulty and one involving greater expense than may be anticipated from other Districts. The large expense required to place the Police there on a satisfactory footing, arises mainly from the circumstance of a considerable portion of the District being at present without any Police funds at all, while the difficulty of reforming the Police of the District generally has proceeded from the novelty of the task, this being the first District brought under the new system, and partly from the many points connected with the emoluments of the old Police force, &c., requiring settlement, but the decision of which will regulate the treatment of similar questions in other Provinces.

(Signed) T. PYCROFT,
Chief Secretary.

No. 6. To the Secretary to the Government of India, Home Department, dated Fort Saint George, the 24th September 1859, No. 1290.

I am directed by the Honorable the Governor in Council to forward, for submission to the Government of India, the accompanying Report and its Appendix from the Inspector General of Mofussil Police for the Madras Presidency, detailing the arrangements which he proposes to make for re-organizing the Police of the District of North Arcot, and their cost. I have also to transmit copies of the Minutes which have been recorded on the subject by the Honorable the President, His Excellency the Commander-in-Chief, and the Honorable Mr. Morehead, together with the Orders which have been passed by this Government upon Mr. Robinson's Report.

2. A full summary of the proposed measures will be found in the Minute of the Honorable the Governor, and in the Government Order. It will be perceived, that in the District of North Arcot, being of an area of 7,526 square miles, and with a population of 14,52,549, the revised

force, as contemplated, Constabulary and Village, will cost Rupees 3,54,700 per annum. The assets which are now available, or may be reckoned upon, towards meeting this charge, amount to Rupees 2,64,829, thus leaving a deficit of 89,871 yearly. On the other hand, the Mén-káveli Funds, which, under the Native *régime*, were applied to the maintenance of the Police, but were resumed at an early period of our occupation of the Province and are at present incorporated with the Government Revenue, may be computed at Rupees 1,20,000 per annum, while the sum of Rupees 1,24,149 was about the same time added to Peshkash of the Western Zamíndárís, as an equivalent for the Local Police Funds, which the Zamíndárs were permitted to resume. If credit be, as it fairly may be, taken for these sums, the deficit above adverted to will be converted to a yearly surplus of Rupees 1,55,000 in favor of the new Police system. The above estimate of Rupees 3,54,700 for the revised Police establishment must also be regarded as an extreme estimate, which is not likely to be reached.

Vide Minute of Honorable the President, paragraphs 12, 13.

3. This Government, I am instructed to state, have approved the arrangements devised by Mr. Robinson, and have directed him to proceed without delay to carry them out. In now submitting them for the confirmation of the Government of India, I am directed to point out, that the expense for re-organizing the Police of North Arcot, is greater than may be anticipated for other Districts, both from the size of the Province, and from the comparatively small amount of present Police emoluments available, the funds, which, under the former Native *régime*, were appropriated to the maintenance of Police establishments, having, as above remarked, been resumed at any early period of the British rule, and no substitute provided.

(Signed) T. PYCROFT,
Chief Secretary.

Read 1859. Depts
Jud. Cons. 4 Oct. 1859

Exd. F. Cartledge.

APPENDIX No.

Village Police.

Village Inspectors.

The figured Statement appended hereto gives the number of Village Circles and other requisite statistical information relating to this part of the Village Police of the District of North Arcot. The following notes are intended to explain it Tálúk by Tálúk.

Chittúr.
Area 516 *square miles.*

Population	1,46,847
No. of Villages	528
„ *Hamlets*	410
Total	938
No. of Village Circles	80
Average No. of Villages	6
„ *Area*	6·45
„ *Population*	1,836

The average number of Villages, area and population of each Village Circle in the Chittúr Tálúk is 6 Villages, 6·45 square miles, and 1,836 inhabitants. Each Village Inspector will have under him on the average 7 Village Watchers to supervise, besides his other duties. The Tálúk is large and contains several Palyems, within which besides the undue influence of the Palegar, the irregularities of numerous Katubadies have to be kept under control and watched. There will be 50 Village Circles.

Chandragirí.
Area 636 *square miles.*

Population	1,02,967
No. of Villages	437
„ *Hamlets*	117
Total	554
Village Circles	75
Average No. of Villages	6
„ *Area*	8·48
„ *Population*	1,378

The average number of Villages, area and population of each Village Circle is 6 Villages, 8½ square miles and 1,378 inhabitants respectively. The Village Watcher Establishment is weak, and for financial reasons I have kept it within the most limited number; but a fair complement of superior class of Village Police is indispensable. We are in a manner, disbanding 1,325 Katubadies, and their movements must for a time be most carefully watched and recorded. This can only be done by the superior class of Village Officers now proposed. The ordinary Village Watcher is more likely to be on league with or to be seduced into crime by these men than the superior Inhabitants who will be appointed as Village Inspectors. The country is wild and hilly, and its Roads and Villages are much frequented by passengers, &c., to and from the sacred Hills of Tiruputy. It therefore requires a rather higher ratio and cost of Superintendence.

Káveripák.
Cholangivaram.
Tíruvalum.

The Establishment of Village Inspectors has been carefully and moderately adjusted to the area, Population, &c., of these rich and populous Tálúks; as well as to the body of Subordinates they will have to superintend and control. The cost of Superintendence is moderate.

This Tálúk has 50 Village Circles each containing 4 Villages and 1,623 Inhabitants with an area 10·7 square miles. The Tálúk is one of the most difficult, in a Police respect, in the District, being wild and hilly, with many Hill passes through the Eastern Ghats. into the Palamaneru Tálúk and Kangundy. It has a very scattered population, a large proportion of which is of that well known lawless race, the Bêdar Caste. The Village Watchers are mostly Bêdars and therefore require more than ordinary care and control. One Village Inspector cannot do justice to a greater area than is assigned to him in this proposition, as the Villages are large with several Hamlets attached. An hundred and eleven Katubudi Peons will be released from the petty duty they now perform so indifferently. Their presence has had the effect of weakening the watcher Establishment and in recommending additions to this latter I have kept it within the most moderate limits; but a fair complement of superior Village Officers of Police is in dispensable to the regulation of the Police and security of person and property.

Forty-eight Village Circles of the Tálúk contain on the average 12 Villages and an area of 9¼ Square miles. The population of the country is very sparse; and chiefly of the Boyevar Caste, an exceedingly troublesome and thievish race. To this Caste the Village Watcher unfortunately chiefly belong. The other remarks made as to the Tálúk of Sátugada apply to this Tálúk likewise, which lies along the top of the Eastern Ghát, as the former does along their foot. A higher ratio in the cost of superintending the Village Police and community has therefore been found unavoidable.

Each Village Circle; 30 in number, contains 6 Villages, 2,185 Inhabitants and covers an area of 7½ Square miles. Each Village Inspector will command 6 Village Watchers. The cost of Superintendence is rather high; but in so large and populous a Tálúk, the size of the Village Circles could not be increased without materially affecting the efficiency of the Administration. The General Police of this Tálúk is likewise weak.

The remarks made in respect to Caveripák apply to these Tálúks. The establishment has been carefully apportioned and the ratio cost of Superintendence is moderate.

Sátgada.
Area 536 *square miles.*

Population.....	81,169
No. of Villages.....	214
„ *Hamlets*.....	153
	364
No. of Village Circles.....	50
Average No. of Villages....	4
„ *Area*.....	10·72
„ *Population.*	1623

Palamaneru.
Area 460 *square miles.*

Population.....	54,056
No. of Villages.....	562
„ *Hamlets*.....	111
Total...	673
No. of Village Circles....	48
Average No. of Villages..	12
„ *Area*.....	9·58
„ *Population*	1,126

Arákadù Tàlùk.
Area 224 *square miles.*

Population.....	74,512
No. of Villages.....	143
„ *Hamlets*.....	47
	190
No. of Village Circles....	30
Average Area.....	7·46
„ *No. of Villages*....	5
„ *Population.*	2·185

Vélùr.
Tiruvalùr.
Vandàsh.

Polùr.
Area 404 *square miles.*

Population.....	72,031
Villages.....	201
Hamlets.....	62
	263
No. of Village Circles....	43
Average No. of Villages..	5
„ *Area*.....	9·39
„ *Population*	1,675

Satyavedu.
Area 300 *square miles.*

Population.....	37,826
Villages.....	96
Hamlets.....	77
	173
No. of Village Circles...	24
Average No. of Villages.	4
„ *Area*.....	12·5
„ *Population*	1,576

Karvetnuggar and Kàlahastri Zemindaries.

Karvetinaggar.
Area 882 *square miles.*

Population.....	1,17,399
No. of Villages.....	777
„ *Hamlets*.....	288
	1,065
No. of Village Circles.	75
Average Area.....	11·76
„ *Population*....	1566
Average No. of Villages	10

Kàlahastri.
Area 760 *square miles.*

Population.....	99,604
No. of Villages.....	435
„ *Hamlets*.....	107
Total...	542
No. of Village Circles.	75
Average Area.....	10·13
„ *Population*....	1328
Average No. of Villages	6

Each Village Circle contains 5 Villages, 9 square miles and 1,675 Inhabitants.

The remarks made in respect of Sátgada and Palamanera apply here: on 3 sides, this Tálúk is surrounded by other Districts, and especially on the hilly border of Salem it is menaced by crime and the roads are invested by Koruvars. The Villages require constant watching and the Village Watchers must be made to do their duty faithfully. The ratio of cost of Superintendence is high: but cannot be reduced by increasing the extent of the Village Circles.

Each Village Circle, 24 in number, will contain 4 Villages with 1,576 Inhabitants and cover an area of 12·3 square miles. The Tálúk is isolated and entirely surrounded by the two great Western Zamindaris of Kárvetinaggar and Kalahastri, and it cannot be undertaken with a smaller number of Village Inspectors as the obvious circumstances of the country require that this respectable and influential branch of the Village Service be well represented.

The two great Zamindaris may be treated together as in every respect under very similar circumstances, except that the Zamindari of Karvetinaggar is more equally divided into Revenue Sub-Divisions or Paikat, and that in Kálahastri the Villages are considerably larger than in Kárvetinaggar, where the defective system of registering as "Villages" or "Hamlets" every little set of Pariah huts has obtained to some extent.

Within these Zamindaris there was no Káveli system of Police properly so called under the Native rule. The Zamindars were virtually almost independent tributaries of the Nawabs, paying a limited Peshkash and maintaining, nominally for the State, really for their own purpose, very large Semi-Military, Semi-Police Establishments. The Zamindárs themselves managed there own Police of every kind. Each of these very potent Barons had extensive men Káveli charges within the territories immediately under the Government; but within their own they were generally their own Mên-Káveligars. On what terms as respects the people does not appear; but probably no special cess was levied. The resources of the Zamindáris were carefully examined in 1800-1, but no income under the head Mên-Káveli or Atsu Káveli was traced within their own territories; and the Zamindárs demurred in the first instance to sign the Kabuliat of the Istrimrár Sannad which made them "responsible for the Police of their

Districts" as they naturally attached the usual meaning of responsibility for loss to this provision and they pled that they were not and never had been responsible in that sense to the people of their own country. It may therefore at once be premised that, as regards these Zamindáris we have no Mên-Káveli fund to fall back upon to restore to efficiency the Village Watcher Establishment.

But it is not the less indispensable as this account that the Village Police should be restored which the arrangements of 1802, made with a view to crippling the powers and means of creating disorder on the part of the Zamindars, swept away.

It remains to add that after a most careful examination of the subject, in communication with the Local Officers (and in the case of Karvetinuggar, with the Zamindar himself) it appears that each Zemindar may be broken up into 75 Village Circle. The proportion of Village Circles to area and population is rather larger in Kalahastri than in Kárvetinaggar. The latter is nearly surrounded by Government Tálúks and in comparatively near the European Magistrate's Head Quarters. The Kálahastri Zamindari on the contrary is distant and outlying beyond the Karvetinaggar Zamindari and Satyaveda Tálúk and bordering in the Venkatgirí Zamindári and Nellore District. A smaller number could not be attempted with prospect of success.

It is proposed to give to each Village Inspector an average of 4 Village Watchers as his Executive. The proportion is small; but it is better for the present to spend the money in securing the co-operation of men in the position of Village Inspectors, since large bodies of ruffian like Káttubadí Peons are still in the service of each of the Zamíndars, rather than entertain more common Village Watchers.

The same considerations apply to Kangundi and Aranì. Kángundi is a close, wild, jungly part of the country, the bulk of the population of which, together with the Zamindar himself, is of the Berders Caste, a notoriously marauder race. Arnee is a rich, open country, highly peopled, with many roads running through it and much property to watch. It is, further a frontier District.

Kangundi and Arani.	
Area.....	366
Population	48,289
No. of Villages.....	319
Hamlets.....	69
Total...	388
Arnee.	180
Area.....	65,725
Population.....	188
No. of Villages.....	9
" *Hamlets*..... ...	
Total...	197

Punganur.		
Area.....	632	
Population.....	94,441	
No. of Villages.....	69	
" *of Hamlets*.....	714	
Total...	783	
No. of Village Circls.....	60	
Average No. of Hamlets.....	14·3	
" *of Population*.....	1,889	
" *of Area*.....	12·6·5	*miles.*
" *of Village*.....		

The same general observations, as regards Mên-Káveli funds, apply to Púnganúr as to the Western Zamíndarís. This Táluk has the peculiarity of having very large Villages; with an average of 10 Hamlets attached to each. Each is in fact a Village Circle. A considerable portion of the Tálúk is wild and hilly; and after a careful examination of the matter in communication with the Tálúkdar himself it has been found that most of these large Villages will require an Inspector in each, and several two Inspectors; in all 75.

21

Judicial Department.

Memorandum.

From Chief Commissioner of Mofussil Police } (Dated 7th July 1858.)

Inspection Branch

The Chief Commissioner of Mofussil Police submits Statements and Estimates shewing the proposed strength and cost of the new Police Establishment, Constabulary and Village, for the District of North Arcot.—

Para 1.

2.— He gives a Statement showing in Abstract, under the heads "Allocated Rural Police," "Town Police," and "Reserve Ex," the Constabulary Force proposed for each Taluk and Town of the District, the proportion it bears to the population and area, the number of Police Districts and

and of Police Parties and their Outposts, and the cost of the whole Establishment.-

3.- The result is that for an area of 7,526 Square Miles and population of 13,65,947 the Allocated Rural Police are to consist of 26 Inspectors, and 1160 Constables, being at the rate of one Police man to 1235 of the population and to every 6 3/4 Square Miles. There are to be 77 Police Parties and 43 Outposts. The total annual cost will be Rupees 1,35,840-

4.- The Town Police will be stationed at three towns Vellore, Arcot and Wallajahpettah- having an aggregate population of 86,602- that of Vellore is nearly double the largest- nearly double the other two put together- The force for the three Towns is 4 Inspectors 105 Constables, the cost Rupees 14,140

3 X 2 1/2 Miles.

Vellore- Population- 54,000.
Arcot ——do—— 12,000.
Wallajahpettah—do—— 20,000.

At yearly.-

5.- The Reserve is to consist of 5 Inspectors and 210 Constables- at a yearly expence of Rupees 24,920- It is to take all duties at the Treasury- as a Reserve at the Magistrates Courts for Jails and Orderlies.-

6.- Thus the Constabulary is, under all heads, to consist of 35 Inspectors and 1475 Constables- The aggregate cost will be Rupees 1,74,900 a year- for a population including that of the three Towns of 14,52,549- being one Police man to every 962 of the population and to every 5 Square Miles.-

4 X 1 1/2 Miles.

Para. 2.

6.- The present force, which that proposed will supersede, is of a strength of 1,722 men and costs Rupees 1,14,543 per Annum- that is, it is by 212 Men more numerous- but by

Rupees

Rupees 60,357 less expending the forces that will be dispensed with is that transferred by the Collector under the late arrangement the Tribunal establishment at present sanctioned pending Police reforms- the Fouj establishment at Vellore and Vellore- the Vellore Commissariat Police- the Military Guards, (Sroulids) over the Vellore and Chittoor jails and the Chittoor Treasury- the enhanced expence proceeds from the great extent of Zemindari Country to be protected which gives but a very inadequate revenue, and the low rates of wages now paid to the Police Force- the North district will however expected to benefit by the disfranchisement from duty of the Bongamoor Cuttrodadies and encreased Quit rent on their means the charge for

for the Bongamoor Constabulary Rupees 12,000 - may be met. This may eventually reduce the above excess by about Rupees 12,000- or from Rupees 60,357 to Rupees 48,357.-

7.- The whole country has been divided into 77 Police Districts- each averaging 100 square miles- containing 182 villages, 18,900 inhabitants and 10 Village circles- A Police party one Head Constable- one Deputy & 13 Privates is to be located in each Police District- There are also to be 43 outposts

8.- The Commissioner strongly recommends that that the Commissariat Police at Vellore be relieved by the Constabulary.-

9.- Lines are to be provided for the Constabulary 1475 huts at 30 Rupees per hut- Rupees 44,250- to be rented

rented at Rupees 4½ per annum or 6 annas pr Month each.—

10.— There are to be two Classes of Station houses one at Rupees 6½0 and one at 450 each— The number required cannot at present be stated, but probably it will eventually be 75 or 80 at a cost of from Rupees 36,000 to 40,000 Rupees.—

10.— Forms of different returns and Manual of Instruction for the use of the Force will be submitted.

Orders are requested on the Commissioner's Scheme as it respects the Constabulary Force— their number— distribution and other arrangements connected with them.—

Village Police.

Report para: 23.

11. In the Zemindaries the village Watchers have been absorbed into the Kuttobadi

Kuttobadi Peons and the Government Officers have never practically had any control over the local Police.—

12.— In Government Talooks, on the other hand the village Watcher institution was, under the native rule, on the whole fairly maintained— but on the Mew- Kaveli system

Para: 24.

13.— In 1803 this system was abolished in the Government Talooks and the Cavelly emoluments resumed by Government— These amounted to:— R

Para: 25.

On land	97,735.
Grain & Harvest fees	38,525.
Rudums, Shop Hire and Trade Cesses.	18,645
Total	1,54,905

of which about Rupees 1,20,000 Mr. Robinson considers to be at present incorporated with the Government

Para: 29.

Paras: 30 & 31.

Para: 32.

Para: 33

Government revenue.—

14.— In 1816 the village Watchers were transferred to the Command of the Village Revenue Servants. The result has been much irregularity and inefficiency and the Village Police has now to be officered anew.

15.— To this end taking the establishment of Village Watchers at 4,905 men, they will be distributed throughout the whole Country. Government Pàlyems & Zamindàri, into Village circles to each of which will be appointed a village Inspector.—

16.— There will be 617 such circles with 3439 Village Watchers in the Government lands including the Pàlyems and Ruganors and 265 Circles with 861 Watchers in the large Zamindaries.—

17.— There will be in all for the whole District 822 Village Circles each on an average, with an area of 8 to 10 square Miles containing six villages and 1500 to 2500 inhabitants — with from 6 to 10 village Watchers under the Village Inspector.—

Para: 34.

18. The pay of the Village Inspectors should be Rupees 3½ per Mensem.—

Para: 40.

19.— Village Watchers pay should range from 30 to 36 Rupees a year.—

Para: 37.

20.— At present the establishment of Village Watchers in the now Zemindary parts of the District — numbering 2755, receive, in land and fees, emoluments averaging Rupees 28–10–7 per man

Land — 45,215.
Fees — 33,748.

21.— But the remuneration

Para: 38.

is very unequally distributed 1426 Village Watchers get on the average Rupees 16 per annum — and 662 as much as Rupees 53.—

22.— To supplement the pay of the existing establishment so that it may not

Paras: 40 & 41.—

be

be less than Rupees 30 per annum for each, would require Rupees 19,980 - which charge, on the greater portion of it, must be incurred by Government in the first instance.—

Para: 42 23.— If then becomes a question whether the emoluments of those who now receive more than 36 Rupees a year should not be gradually reduced to that standard - This would give an offset of Rupees 11,443 - in diminution of the increase before mentioned, and reduce it eventually to Rupees 8,520 - It should be remembered however that much of these emoluments is derived from Harvest fees - the realization of which by Government would be difficult.—

Para: 43. 24.— Orders are requested on this point - See paras: 45 of Mr. Robinson's report - There

Para: 46. 25.— There are 860 Villages without Watchers — which would require a force of 5718 Village Watchers costing (at 30 Rupees a head) Rupees 15,540.—

Para: 47. 26.— Supposing the inhabitants of these Villages were to pay Harvest fees, viz: at the average rate prevailing in neighbouring villages this would bring in Rupees 4,284 yearly to meet in part the above outlay of Rupees 15,540 — Mr. Robinson solicits the views of Government upon this point.—

Para: 48. 27.— In some (302) very large and troublesome villages, the existing establishment of Village Watchers would have to be increased by 166 Men at a charge of Rupees 4,980 Annually.—

Para: 49. 28.— Thus the total expence of placing the Village establishment

establishment in the Govern-
=ment Talooks Punganur
and Chittoor Palyems in an
efficient state would be
exclusive of all estimated
items of Credit Rupees 66,397.
a year viz:—

	Rs:
617 Village Inspectors @ 42 Rupees	25,914.
Additional pay to 1,765 Village Watchers now drawing below Rupees 30 a Month	19,963.
To pay of 518 Men required in Villages now destitute of Village Watchers	15,540.
To pay of 166 Men required to complete the Establishment in Villages in which the number is now inadequate	4,980.
Total Rupees	66,397.

29.— To this have to be added the Village establish-
=ments to be maintained
in the 4 large Zemindaries
where at present there are
none at all— This would
be for:—

	Rs:
Village Inspectors	8,610.
—do— Watchers	25,830.
	34,440.

The

30.— The entire additional
expence of reforming the
Police of North Arcot Con-
=stabulary and Village— ir-
=respective of any possible
offset— will then be:—

	Rs
Constabulary	60,357.
Village	100,837.
	1,61,194.

31. It remains to be
considered what funds
now exist— or might be
created against which this
increased charge might
fairly be placed.—

32.— The existing funds
which may properly be
regarded as available are
The resumed Mien-Kaveli fees in
the Government Talooks— Rs: 1,54,905.

Vide Report-
para: 35.

The addition made to the
Receipts of the Cavitmuggur
and Calastry Zemindary in
commutation of Military
and Police Services — " 2,68,341.

Rs: 4,23,246.

33.— The further funds to be
created are those which
would

would arise from the in-
-franchisement of the Cut-
-toobadi Rows in the Zemindary lands, and the
levy of half their present
chaim. This (including Pu-
-pres 2,651 for Conjeeveram
which seem doubtful Para-
62)- will amount to Rupees
73,973.-

Para: 50.

34.- The total funds
then existing or to be re-
-alized against which
should be put the cost
of placing the police of the
district in a proper state
may be taken at Rs. 49,564.

Besides any thing that
may be effected by gradually
reducing the present establish-
-ment of the
village watch
in villages
-hereafter when
they can be dispensed with - as
also by levying cess
in kind for the village watch
when cannot now be dispensed
with, which will
be dealt with hereafter.

Village Watcher Emoluments.

35.- It has been above
shown - para 20 - that the
existing emoluments of the
Village Watchers in the Go-
-vernment Talooks, Poonganoor
and the Paliyems amount
to Rupees 78,963 and are:-
In land ——— Rs. 45,215.
In harvest fees — 33,748.

The

36.- The land is either
held in shares and the
duty performed by each
sharer in turn according
to proportion borne by his
share to the entire Inaam,
or it is held as one lot,
and passes on with the
duty to each sharer in
rotation according to the
amount of his share - the
nature of such holding
and its ill effect regarded
either in a Police or in an
Agricultural point of
view is described by Mr.
Robinson in details in
paras: 71 & 74 of his report
He has not there suggested
any remedy, but he has
informed me that his
view is that all these
Inaams should be resumed,
assessed like other lands
of like quality, and left
with their present holders
if disposed to keep them
on such terms - The sharers

would

would be relieved of all service except the man permanently retained for the office— The gain by resumption and re-assessment would go to the credit of the General police fund, and the Watchers henceforth be paid solely in money.—

Orders are requested on this.—

37.— The Harvest Fees amount in the Government Talooks alone to Rupees 32,518— They are charged in some cases at an aereable rate on the land, in others as a share of the produce and varying with the quality of the land and state of the season— They are all collected in kind— collected are especially on dry land cultivation, piece meal, on a great variety of crops, and at several different seasons of the year and periods of Agricultural operations— They amount on an average to about 2½ Annas per rupee— In some cases they were at the settlements deducted from the gross produce before the shares of the ryot and of the Government were assigned and therefore fall upon both— In others they were included in the ryots share and fall wholly on the ryot— In some cases they are included in the Revenue Jirva Dittum or Register of Revenue Demand in each Village— but not in the ryots Puttah— in some they are entered in the Puttah— while in some they are not included either in the Jirva Dittum or in the Puttah but are collected by the Village Watchers according to established

Dry land	10,250.
Rice do	21,304.
Miscellaneous	964.
	32,518

+ assuming that the existing emoluments in Land or Inam are gradually reduced in those villages where they are now excessive—

established usage.—

38.— Mr. Robinson solicits the authority of Government to put an end, as soon as possible, to the personal collection of Harvest Fees by the Village Police officers altogether; and that the full amount now chargeable on the country be made goode from the public purse; leaving to the Collector or Director of Revenue Settlement the duty of arranging in regard to the recovery of this valuable Police rate from the People.—

39.— We further submits for consideration the following questions:—

I. Can the customary Police Fees now entered in the Virial Dittum only, and by custom left to be paid by the Ryot, be entered in the Pottah and collected with the Revenue?

Can

Para: 84.

* On Rice land Rupees —— 149.
" Dry " —— 3,825.
3974.

Para: 84.

On Rice land in the Northern Taluks —— Rs. 11,712.
On Dry land in Northern Taluks —— " 3,506.
Southern —— do —— " 2,918.
Total Rupees 18,136.

II.— Can that portion of the fees for which the only voucher is the Village Accountants, be treated in the same manner? Say Rs. 3,974.—

III. Can the principle of raising Police Rates for the support of Village Watchers be extended to Villages in which none are now paid, but to which Village Watchers must be appointed?

IV.— Commutation is indispensible to the collection; what principles are to be adopted?

40. We further asks whether the Village Police Cesses of the District are to be considered as a Fund available for the general purposes of the Village Police of the District; and be liable to equalization and distribution; or must the Harvest Fees of each Village be

be limited to the local watch of that Village, although in excess of its requirements. Under a regulated administration he submits, these funds would generally improve; in Tanjore, where the Mew-Kavelli Fees are collected with the Revenue, a similar Fund has risen from 50,000 to 183,000 Rupees in less than half a Century.

41.— Whether these Fees can be realized by the Government Officers may be doubtful - but if they can there, can I imagine be no question that they would all be available for the remuneration of the Police generally - of the Villages from which the fees are drawn are well watched and protected in person and property, it cannot matter to them how their Cesses are spent - all

- that how in receipt of high rates of Emolument would do well to complain if deprived of any part of them - The reduction must be effected gradually -

all in their own villages - or a part of them in other villages. - The division.

42.— In dealing with this part of the subject it is further to be borne in mind that the treatment of these fees in North Arcot will form a precedent for their disposal in other Districts - and that the fees for all the Madras Districts will amount to something considerable. - Mr. Robinson mentioned to me Rupees 5,00,000 as their probable aggregate value. — If it be decided that they are to continue and to be collected on behalf of Govt, the mode of carrying it out, must I conclude be left to the Board of Revenue settlement in connection with the Board of Revenue.

JP

27/3/59

J. H. Cra[illegible]

Judicial Department.

Proceedings of the Madras Government.

Read the following letter from the Inspector General of Mofussil Police.

Read minute by Hon'ble R. Sconce - 9 Sept 1859
do Hon'ble C. Lushington - do -
do Hon'ble W. A. Maltby - do -

Here enter 7th July 1858

Order thereon 24th September 1859 No. 1289.

The Inspector General of Mofussil Police submits Statements and Estimates, shewing the proposed strength and cost of the new Police Establishment, Constabulary and Village, for the District of North Arcot.

Report para 2.

2. He gives a statement shewing in Abstract, under the heads "Allocated Rural Police" "Town Police" and "Reserve &c." the Constabulary Force proposed for each Taluq and Town of the District, the proportion it bears to the population and area, the number of Police Districts, and of Police Parties and

and their Outposts, and the cost of the whole Establishment.

3. The result is that for an area of 7,526 Square Miles and population of 13,63,947, the Rural Police are to consist of 26 Inspectors and, 1160 Constables, being at the rate of one Policeman to 1,235 of the population and to every 634 Square Miles. There are to be 77 Police Parties, and 43 Out-posts. The total annual cost will be Rupees 1,35,840.

4. The Towns Police will be stationed at three towns Vellore, Arcot and Valájápetta having an aggregate population of 86,662. The force for the three Towns is 4 Inspectors 105 Constables, the cost Rupees 14,140 a year.

5 The Reserve is to consist of 5 Inspectors and 210 Constables, at a yearly expense of Rupees 24,920. It is to take all duties at the Treasury as a reserve at the Magistrates Courts for Jails and Orderlies.

Vellore Population — 54,000
Arcot — do — 12,000
Valájápetta — do — 20,000

	Inspectors	Constables
Rural Police	26	1160
Town do.	4	105
Reserve	5	210
	35	1475

P 3.

6. Mr Robinson thinks proposes, that the Constabulary force for the District, shall consist in all of 35 Inspectors and 1475 Constables. The aggregate cost will be Rupees 1,74,900 a year, for a population of 14,52,549, being one Policeman to every 962 of the population, and to every 5 Square miles. The present force consists of 1722 men, and costs 1,14,543 per annum. This consists of that transferred by the Collector under the late arrangement, the extra establishments at present sanctioned pending Police reform, the Jail establishments at Chittúr and Vellore, the Vellore Commissarial Police, and the Military Guards (Invalids) over the Vellore and Chittúr Jails and the Chittúr Treasury. The enhanced expense proceeds from the great extent of Zamindári country to be protected, which gives a very inadequate return, and the low rate of wages now

now paid to the Police Peons in North Arcot.

P6. 7. The whole country has been divided into 77 Police Districts - each averaging 100 Square Miles - containing 102 villages, 18,900 inhabitants and 10 Village circles - A Police party, one Head Constable - one Deputy and 13 Privates, is to be located in each Police District - There are also to be 43 Outposts -

8. These arrangements appear to have been carefully and judiciously devised. The only point which requires serious attention, is the number of the different ranks of Constabulary, which it will be necessary to employ. In the present elementary state of the undertaking, this is a matter of great uncertainty. The impression of Government is, that the well paid and well superintended new Police will prove so superior to the present ill paid half Revenue, half Police force, that a smaller number than that named by Mr. Robinson will be sufficient. The question is, entirely, one of experiment, and it may safely be left in Mr. Robinson's hands, in the full assurance that he will not employ a man who is not proved to be absolutely necessary, and that when circumstances allow of reduction, it will be made at once without waiting for orders, by marking transfers, or by not filling up vacancies -

P10 9. The Inspector General strongly recommends that the Commissariat Police at Vellore be relieved by the Constabulary - This is authorized, and instructions will be issued through the Military Department for the transfer to the Inspector General of such of the Commissariat Police as he may desire to employ - The functions of the Commissariat

Commissarial Joint Magistrate will also cease to be exercised.

P 19

10 Mr. Robinson has proposed that Station Houses should be created, at a total cost of from Rs. 36,000 to 40,000; but he is now of opinion, that this expenditure may be postponed, until it shall be seen to what extent disused Military Buildings, staging Bungalows, Cotwals Choultries &c., can be placed at his disposal.

P. 18

11. Lines for the Constabulary will be provided at each place, by contract, under Mr. Robinson's superintendence and the rent will be deducted from their pay.

Village Police.

12. Prior to 1803 the village Police in the Government Talleys of North Arcot was on the Mirasi-Kavelli system. In that year the system was abolished and the Cavelly emoluments resumed by

Report P. 24-25

Government. There amounted to:

	Rupees
In land	97,735
Grain & Harvest fees	38,525
Peishcush, Shop House and Trade Cesses	18,645
Total	1,54,905

of which about Rs. 1,20,000 are at present incorporated with the Government revenue.

P. 29. 30.

13. In 1816 the village Watchers were transferred to the command of the Village revenue Servants. The result has been much irregularity and inefficiency, and the village Police has now to be officered anew.

P 30-31

14 To this end, taking the establishment of Village Watchers at 4,305 men, they will be distributed throughout the whole country - Government, Palyam, and Zamindari, in Village circles to each of which will be appointed a village Inspector.

There

15. There will be 617 such circles with 3,439 Village Watchers in the Government lands including the Pakyems and Punganor; and 205 circles with 861 Watchers in the large Zemindaries.

P 33.

16. There will thus be, in all, for the whole District 822 Village Circles; each circle on an average, with an area of 8 to 10 Square miles, containing six villages and 1,500 to 2,500 inhabitants. with from 5 to 10 village Watchers under the Village Inspector.

P 37.

17. In the non-Zamindari parts of the District there are 3,356 villages of which 2,496 are now provided with 2,755 Watchers, of whom 1426 get on the average written 16 Rupees per annum, and 662 Rupees 53. To supplement the pay of the existing establishment, so that it may not be less than 30 Rupees per Annum

P 46.

annum for each person, will require Rupees 19,963, which charge, or the greater portion of it, must be incurred by Government in the first instance. The 886 Villages without Watchers will require a force of 518 Village Watchers, costing at 30 Rupees a head, Rupees 15,540; and in about 302 large and troublesome Villages, the existing establishment of Village Watchers will have to be increased by 166 men, at a charge of Rupees 4,980 annually.

P 48.

18. The Police duties in the Zamindaris were formerly entrusted to a semi-military body of Kattubadi and Amaram Peons; but in 1802 the Zamindars were directed to disband this force, to resume the Inam lands from which they had been supported, and to pay a further annual sum of 124,149 Rupees, in consideration of their having been relieved from the services

D The total extra charge yearly to be incurred on account of Village Watchers in this portion of the district will thus be, 19,963+15540 +4980 = 40,483.

services upon which these Peons had been employed. Thus our Government assumed the obligation of providing a Police for these ~~Districts~~ Taluks which has never yet been properly done. Mr. Robinson has collected the contemporary correspondence on this subject, from which it appears that Mr. Stratton, "Collector of Western Peshkash" pointed out to Government that there were no Police "throughout these countries, independent of the Amerams and "Kattubadi Peons, who are "now responsible for all thefts "and irregularities committed within their respective limits. It may "otherwise, be necessary on "their dismission, should "that measure be resolved "upon, to appoint a sufficient "number of Kaveligars in "their stead, for the purpose "of efficient Police and "general security." The annual

265

annual sum estimated by Mr. Robinson to be required for Village Watchers in the Zamindaris is 25,830 Rupees, which added to the sum of 40,483 Rupees for the non-Zamindari portion of the District, makes a total annual sum of 66,313 Rupees to complete the existing establishment of Village Watchers.

19. The total estimated cost of the new Police arrangements in the District of North Arcot will thus be

(a) Constabulary — Rupees 174,900
(b) Village Inspectors — " — 34,524
(c) Village Watchers — " — 145,276
Total 354,700

20. The resources available to meet this expenditure are as follows

1st. The existing establishments which will be transferred to the new Police

a — Report Para 2.
b — 822 at R 3½ per mensem
Report P 34 —
c — pres. charge — 78,967. Rep. P 37
addl. prop. 66,313
55,276

Police, or which may be reduced in consequence of its formation. These are.

From Revenue Rs. 68659
" Military " 35578
" Sail " 6706
" Communications 3600 114543

P. 3.

Existing emoluments of Village Watchers.

Inam " 45215
Harvest Fees " 33748 78963

P 57

2nd By making alterations to be made of Kattubadi Peons " 65667

P 50.

Do. of Atalu Kavali in Pungani " 714
Do. of Tirupatchi Kanchigars " 4942 71323

Total Rupees 264829

2. The difference between the total expense of the new establishment, at its formation, and the assets available to meet the expense, is 89,871 Rs. but this difference will be considerably modified by the fact that the large item of 145276 Rupees, for Village Watchers

Total charge — 354,700
Assets — 264,829
89,871

Watchers, represents the existing number, as they will be taken over by the Commissioner of Police, and that considerable reductions will afterwards be made, both in number and pay. A full fourth of the Village Watchers in North Arcot are in the receipt of emoluments in excess of what is required, and while one Watcher to 500 inhabitants is the utmost that can be ~~required~~ necessary (new appointments are being experimentally made in the proportion of one to 1000 inhabitants) the proportion of Watchers to the inhabitants, in five entire Taluqs, is one to from 250 to 300. One of the greatest social evils of the South of India, is the waste of valuable labor on frivolous municipal duties, and the abuse of power by ill-paid petty

petty officials; and a great public benefit will be attained when those who are really required are fully employed and paid, and the poor are left to pursue their private industry.

22. It will also be remembered that the estimate for the Constabulary portion of the establishment has been put at an outside limit, to which it is not likely to be raised.

23. Allusion has already been made to the important fact that while the British Government resumed the funds which had been appropriated to the support of the Police by the preceding Native Governments, no satisfactory provision has ever been made for this object in the Zamindaris portion of the District of North Arcot, while, in the remainder of the District, the Police duties were transferred to the ill-paid Revenue establishment, by whom they have always been regarded as secondary to the original object of their appointment.

24. It will soon become apparent from the increased security to life and property, and from the stimulus which will be given to the improvement of large tracts of uncultivated land in the back parts of the District, that a Police is now really established there for the first time. The Native Police, or Mêmi Kâvelî funds, which were resumed and incorporated with the Revenue, amounted to at least 1,20,000 Rupees a year, and 1,24,149 Rupees were added to the annual Peishkash of the Western Zamindârs, as the equivalent for the resumed Local Police Funds. For these amounts (1,20,000 + 1,24,149 = 2,44,149)* the new Police system is fairly entitled to take credit,

Report para 26

do para 56

*Note. The total amount added to their Peishkash was 2,68,341; but the remainder was in lieu of the expense of unnecessary Police ordered to be reduced.

credit, and when this is added to the assets actually available, the deficiency of 89,871 Rupees against the new system, is converted into a surplus of 1,55,000 Rupees in favor of it.

Report p. 53

25 The Kattubadi Peons belonged to a different class from the Talàri, or Village Police. They were a part of feudal militia, supported by assignments of land. It is characteristic of the position of the Village Watchers that they enjoy fees and pay no quit-rent, but the Kattubadis have to pay a heavy quit-rent. In the Zamindari portion of the District they have long ceased to do any but Revenue duty; while, elsewhere, they have, for the most part, ceased to do any duty. They are all tenants, and the quit-rent they have to pay binds them to their agricultural occupations. With our present inadequate supply of labour, and dearness of all the necessaries of life, it

it will be a great advantage both to the Kattubadis themselves and to the Community at large, to relieve them from duties which belong to a by-gone state of things, and to enfranchise their holdings, under the Inàm rules, at half the ordinary assessment, after deducting the quit rent. Those among them who are qualified for Police duties will be engaged on the rate of pay applicable to the situations to which they may be appointed. Mr. Robinson is quite aware of the importance both of acting through the Zamindars, and other persons possessed of local influence, and of engrafting into the new system as many persons who have vested interests in the old one, as possible.

26. Mr. Robinson calls attention to the inconveniences arising from the divisions of the Inàm lands assigned

for

for the support of the office of Village Watchers, and from the potation in the occupancy of the land and in the performance of the duties of the office. The Government has already considered this subject in connection with the instructions furnished to Mr. Pelly for the provision of the village establishments. In dealing with such cases, the publicly considerations should be, so to arrange the incumbency of the office, and the occupation of the land, as to ensure the continuous efficient performance of the duties. For this purpose, the course of proceeding may be varied according to the circumstances of the case. Sometimes it may be proper to insist that the land should be in the actual occupation of the Village Watcher. At other times it may be sufficient, if care is taken that the entire rent is paid to the Watcher, the land remaining in the occupation of another person, who will receive the agricultural profit. This last course will have the advantage of leaving the time and strength of the Watcher free for the performance of the duties of his office. Where several persons jointly perform those duties, as a general rule, the best qualified will be selected, but there may be cases in which a potation may be permitted. The general tendency should be, not to interfere with the village arrangements more than is necessary for the attainment of substantial efficiency.

27 The last question relates to the fees which form a portion of the emoluments of the Village Watchers. This, also, has been settled, in principle, in the instructions to

to Mr. Pelly. The objections to this mode of payment are stronger in the case of Police Officers, than they are even in reference to the officers of the Revenue. It is especially necessary, that the Village Police Officer should have his time at his own disposal, should not be under personal obligations to the members of the village community, and above all, that he should have as few opportunities as possible of abusing his power. These fees, in North Arcot, are 32,518 Rupees a year, but there are other Districts in which they are much larger, and their aggregate amount, throughout the Presidency, is sufficient to make the subject important in a financial point of view. The fees are ancient, acknowledged charges upon the land, and they ought, if possible, to be included in the Puttahs, in order that they may be collected with the land Revenue. If this cannot be done, they must be collected as at present, until the progress of the general survey and assessment gradually allows of their being provided for in a satisfactory manner. The Inspector should confer on this subject with Mr. Pelly, with the Director of Land Revenue Settlement, and with any of the Collectors who have given their attention to the subject; and after he has maturely considered it, he should report his opinion.

28. With these remarks the Government resolve to sanction the arrangements for the reform of the Police of North Arcot proposed by the Inspector, and they desire that he will

will proceed with them as expeditiously as possible reporting from time to time the progress which he may make. These orders will be reported to the Supreme Government for their confirmation, as well as to the Right Honble the Secretary of State for India and it will be pointed out to them that the re-organisation of the Police of North Arcot has been a matter of peculiar difficulty and one involving greater expense than may be anticipated from other Districts. The large expense required to place the Police there on a satisfactory footing arises mainly from the circumstance of a considerable portion of the District being at present without any Police force at all - while the difficulty

of performing the Police of the District generally has proceeded from the novelty of the task - this being the first district brought under the new system - and partly from the many points connected with the amalgaments of the old Police Forces &c., requiring settlement but the decision of which will regulate the treatment of similar questions in other Provinces.

&c.

Insp[r] Genl of Police
Revenue Dep[t]
Mil[y] do
Office of accountant
Inam Commissioner — 12 October/57.

Desp[d] 27th

Judicial Department.

No. 1290.

To The Secretary to the Government of India.
Home Department.

Sir,

I am directed by the Secretary to the Government of India, the accompanying Extracts and its postscript from the Inspector General of the Madras Police for the Month of August, 1859, forwarded for the Right Honorable the Governor in Council's information.

2. I am to request that the Government of India will be pleased to move the Secretary of State for the Home Department to cause the Rewards noted in the margin to be granted to the Police of the District of Nellore, and to direct that they be distributed in the manner proposed by the Madras Government.

3. I am also to transmit copies of the Minutes recorded by the Members of Council in this Department on the subject.

I have the honor to be
Sir
Your most obedient
humble Servant
[illegible]
Secretary to the Government

Fort St. George
the 4th October 1859

Judl. Dept. to Engd.
12th October No. 39
of 1859

From Govt 4th Oct 59
Judicial 1859 Sept
No 1289
Proceedings of Govt

Dated 24 Sept 59.
Feb 1863.
Rec'd with Engd
12-Oct.
[illegible]
[illegible]

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Copies

the orders which have been passed by this Government upon Mr. Robinsons' report.

2. A full summary of the proposed measures will be found in the Minute of the Honorable the Governor, and in the Government order. It will be perceived that the District of North Arcot, being of an area of 7526 square miles, and with a population of 14,52,549, the revised force, as contemplated, Constabulary and Village, will cost Rupees 3,54,700 per annum. The assets which are now available or may be reckoned upon, towards meeting this charge, amount to Rupees 2,64,829, thus leaving a deficit of 89,871 yearly. On the other hand the Mon-Kavalli Funds which, under the native regime, were applied to the maintenance of the Police, but were resumed at an early period of our occupation of the Province and are at present incorporated with the Government Revenue, may be computed at Rupees 1,20,000 per annum, while the sum of Rs. 1,24,149 was about the same time added to the Peishkash of the Western Zemindaries, as an equivalent for the local Police Funds which the Zemindars were permitted to resume. If credit be, as it fairly may be, taken for these sums, the deficit above adverted to will be converted to a yearly surplus of Rupees 1,55,000 in favor of the new Police system. The above estimate of Rs. 3,54,700 for the revised Police establishment must also be regarded as an extreme estimate which is not likely to be reached

Vide Minute of Hon. the President paras 12–13.

3. This Government, I am instructed to state, have approved the arrangements devised by Mr. Robinson and have directed him to proceed without delay to carry them out. In now submitting them for the confirmation of the

the Government of India I am directed to point out that the expence for reorganizing the Police of North Arcot is greater than may be anticipated for other Districts. both from the size of the Province and from the comparatively small amount of present police emoluments available the funds which, under the former native regime were appropriated to the maintenance of police establishments having, as above remarked been resumed at an early period of the British rule and no substitute provided.

Fort St. George
24th Sept. 1859.

I have &c
J. J.

~~Judl. Ltr to Engl 12th~~
October No. 39 of 1859

Judicial 1859 Depatch
From the Govt of
India

No 1290

To The Secy. to the Govt of
India

126 September 59.
Fr Sanjivi Feb 27/60.

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