

MADRAS RECORD OFFICE.

Government of Madras.

Judicial DEPARTMENT.

G.O. No. 1385

Press
~~Mis.~~

-177-

Dated 26.10.1860

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Not to be folded or roughly handled

Proceedings of the Madras Government, Judicial Department,
26th October 1860.

No. 177. To W. GREY, Esq., Secretary to the Government of India, Home Department,
dated Fort Saint George, 26th October 1860, No. 1,385.

** Extra Official.*

† September 8th, 1860, Home Department, Judicial, No. 68.

The Madras Government have had the honor of receiving with your letter* of the 21st ultimo, a copy of the Despatch† addressed by the Supreme Government to the Right

Honorable the Secretary of State on the subject of the Police of India.

2. With reference to paragraph 25 of that Despatch, I am instructed to forward a copy of the remarks recorded by this Government and Orders issued by them to the Inspector General of Police on receipt of Sir C. Wood's Despatch to Madras of 16th July last.

3. With reference to the Sebundi Corps of this Presidency, this Government have nothing to add to the observations contained in Mr. Robinson's Memorandum, in which they concur. They propose however, as they have informed the Secretary of State to treat these Corps separately as the new Police are introduced in the several Districts in which those Corps are found, and meanwhile the Inspector General has been instructed that in organizing the new Police in Districts where Sebundi Corps exist, he is not to adopt measures for the absorption of these Corps into the Police without first, in each instance, obtaining from Government specific instructions as to the mode in which the Corps in question is to be dealt with.

(Signed) T. PYCROFT,
Chief Secretary.

Exd. F. Cartledge.

HOME DEPARTMENT.

JUDICIAL.

No. 68 of 1860, September the 8th.

To

THE RIGHT HON'BLE SIR CHARLES WOOD, *Bart.*, G.C.B.,

Secretary of State for India.

SIR,

WE have had the honor to receive your Despatch No. 69, dated the 6th of July, informing us that the attention of Her Majesty's Government has been anxiously directed to the state of the Police in India, which, it is observed, owing to the Military character that it has assumed in some places, and from its increased numbers, has become a large and formidable addition to the Military Force of the country, and a heavy burden on the financial resources of the Indian Treasury.

2. It is unnecessary for us to say that we entirely agree in the view expressed by Her Majesty's Government of the great importance of this subject; and we propose to state briefly in this letter the steps which we have taken, since the re-establishment of tranquillity, towards reducing the expense of the large Police Establishments entertained in the different Provinces of this Presidency, as well as towards the introduction of a somewhat more uniform system of Police than has heretofore prevailed.

3. We would, in the first place, request your attention to the Despatch of the Governor General in Council in the Foreign Department, No. 172, dated the 22nd of September 1859, in which was reported the measures that had been sanctioned for diminishing the cost of the Police in Oude. The strength of the Oude Police Force was then ordered to be reduced to 7,800 foot, and 1,470 horsemen, the saving effected by the reduction, added to that caused by other modifications in the establishment of officers, amounting to Rupees 10,81,500 per annum.

4. In proposing this large reduction, the Chief Commissioner, it will be remembered, laid stress upon the necessity of relieving the Police from all Military duties. Except on this understanding, the reductions which he proposed would not have been possible. The entire concurrence of the Governor General in Council was expressed in the Chief Commissioner's view upon this point, and it is one that must never be lost sight of in determining the strength and organization of a Police Force.

5. Another feature of the Oude Police to which we would advert is that, like the Scinde Police, it consists of a single body, performing all duties properly appertaining to a Police. It is not on "the mixed system"—that is to say, a Police partly Military and partly Civil,—and though it has a semi-Military organization, it is to be employed only on duties strictly belonging to a Civil Police. The entire cost of the Oude Police will shortly be reduced to 11 lakhs a year, and eventually, it is hoped, below that sum.

6. We proceed to state what has been done in regard to the Police of other Provinces.

7. In November 1858, at a time when the necessity for a strong repressive force in the North-Western Provinces had not yet passed away, two Committees were appointed by the Governor General—the one at Agra, and the other at Allahabad—to consider and report upon various points connected with the organization of the Police, Civil and Military, in the North-Western Provinces. One of the main objects to which the attention of these Committees was directed, was the extent to which the establishment of a strong Military Police might enable reductions to be made in the Civil Police, including under that designation Tehsildaree guards, office and personal guards, chuprassies, burkundazes, &c. Another object was to lay down a scale by which the strength of the parties of Military Police to be furnished for the various duties devolving on them should be authoritatively determined.

8. The appointment of these Committees was reported to the Secretary of State in the Governor General's letter No. 6, dated the 10th December 1858, and was noticed by Lord Stanley in his Despatch No. 45, dated 11th of April 1859, (paragraph 11).

9. In June 1859, the attention of the Lieutenant Governor of the North-Western Provinces was called to the matter, and on the 27th of that month the Government of India was informed that neither of the Committees abovementioned had yet submitted their report, but that the Lieutenant Governor hoped before long to be in a position to furnish the information required by the Government of India.

10. Other letters, which will be found among the enclosures of this Despatch, were addressed to the Government of the North-Western Provinces in July, August, and September, and in October a comprehensive report was received from the Lieutenant Governor, setting out the existing strength and organization of the entire Police Force of the North-Western Provinces, Civil and Military, and stating the views entertained by His Honor as to the plan and the strength which should be finally authorized.

11. The several points discussed in the Lieutenant Governor's report, and the conclusions at which he arrived, are concisely given in paragraphs 4 to 22 of the reply made to it by the Secretary with the Governor General in April last. The annual cost of the Military Police alone in the North-Western Provinces then stood at Rupees 44,61,264, from which amount the Lieutenant Governor proposed to reduce it to Rupees 31,35,792, or by about thirteen lakhs and a quarter. The Lieutenant Governor's plan was based on the assumption that the Civil Police would continue to be a separate establishment at nearly its former strength, and costing about 15 lakhs of Rupees annually, and that the Military Police would be employed only in guarding Jails and Treasuries, in escorting

treasure and prisoners, and in maintaining a reserve force at head quarters for reliefs and special emergencies. It was part of the Lieutenant Governor's plan that every Tehseel should have a guard of Military Police, who besides acting as a guard to the Tehseel Treasury, should be employed in escorting the treasure to the Sudder Treasury of the District. The entire force of Military Police, which it was proposed to keep up, consisted of 86 European Officers, 4,000 horsemen, and 16,000 foot Police, at a cost of nearly thirty-one lakhs and a half per annum.

12. The Governor General, by whom the subject was considered after his arrival at Simla in April, was of opinion that the Lieutenant Governor's proposal involved a much larger expense than was really required. His Excellency held it to be quite unnecessary to have a Military Guard at every Tehseel in addition to the old establishment of Chuprassies, which it was still intended to keep up, and he thought that the reserve for each district might be greatly reduced. Estimating as sufficient for all real requirements 300 foot and a troop of horse for each principal station, being eight in number—and 150 foot and half a troop of horse for each of the remaining stations in the North-Western Provinces, the Governor General placed the proper strength of the Military Police, or Station Guards, at 7,000 foot and 1,800 horsemen, costing between 17 and 18 lakhs per annum. The Governor General at the same time suggested to the Lieutenant Governor, whether it would not be preferable to amalgamate the Civil and the Military Police into one body after the system adopted in Oudh, whereby it was apprehended a still larger reduction of cost might be effected.

13. The specific directions which His Excellency conveyed were summed up in the following paragraphs of Mr. Secretary Beadon's letter :

Para : 36.—"The reduction of the force in the manner proposed will involve the necessity of placing the services of some 65 European Commissioned Officers, and 48 non-Commissioned Officers at the disposal of the Commander-in-Chief, and of discharging some 3,000 Cavalry and 14,000 Infantry. The former measure can be carried out immediately without difficulty. To accomplish the latter safely and speedily, at the same time, it may be necessary to offer a gratuity, as has already been done with excellent effect in Oude, at any rate to those men who have been for some time in the service, who have distinguished themselves, or who have been enlisted, or are now employed at a distance from their homes.

Para : 37.—"If the Army should be hereafter maintained on a footing equal to the performance of all the duties it performed before the mutiny, the strength of these treasure and Station Guards in the North-Western Provinces must be reduced even below the scale above prescribed. Indeed, in that case it is not in His Excellency's contemplation that the Police of the North-Western Provinces should be maintained at a much greater cost than before the mutiny. In the meanwhile I am directed to request that the Lieutenant Governor will proceed immediately to carry out with determination the reductions above adverted to.

Para : 38.—"I am further desired to request that the Lieutenant Governor will report again, first, whether he is prepared to give to the Civil Police of the North-Western Provinces a semi-Military organization on the principle in which the Oude Police is formed,

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"with such modifications as experience may have shown to be desirable, or local circumstances may require, and in that case how far the existing force can be utilised for the purpose; and, secondly, if the re-organization of the Police on this plan be in His Honor's opinion impracticable or inexpedient, what is the minimum force of Officers and men required for Station Guards and Treasure escorts, and for maintaining a small reserve at Sudder Stations for reliefs and for employment on a sudden emergency until the assistance of a Military force can be obtained." * * *

14. The reply, dated 30th June, made to these instructions by the Lieutenant Governor, forms an enclosure of this Despatch. It will be seen that His Honor is disposed to accept the Oude Police system with some modifications, and that he has appointed a Committee to draw up, in direct and personal communication with himself, a scheme of Police to be substituted for that now existing in the North-Western Provinces. The instructions given by the Lieutenant Governor to this Committee, will be found annexed to his Secretary's letter of the 30th June.

15. The Police arrangements in the Punjab were brought under review by the Governor General about the same time at which the orders above stated were communicated to the Lieutenant Governor of the North-Western Provinces, and it will be seen from Mr. Beadon's letter of the 7th of May, that instructions of a similar purport were conveyed also to the Punjab. The Lieutenant Governor of that Province was requested to consider the expediency of remodelling the Punjab Police on the Oude system, and in the event of that course not being deemed advisable, the early reduction of the Military Police to a scale that should suffice for keeping up the needful Jail and Treasury Guards, and providing for the escort of treasure and the patrol of the principal roads, was insisted on. On the same estimate as that which had been applied to the North-Western Provinces, it was calculated that 7,000 foot and 1,600 horsemen would be quite sufficient for those purposes, thus providing for an immediate reduction of 2,888 horsemen and 2,144 footmen. From the reply which we have received to these instructions, it appears that the Lieutenant Governor of the Punjab had, before the receipt of the Governor General's order, intended to introduce the Oude Police system experimentally into one district, and on becoming acquainted with the views of the Governor General, he at once determined on the adoption for the Punjab generally of the plan of a single body of organized Police, with a special Officer of Police to each district. It will be seen that though the Lieutenant Governor does not expect to be able to effect any reduction of the Police expenditure by the new arrangement, yet that he anticipates that the power of the administration will be so greatly strengthened as to admit of a considerable reduction in the standing Native Army of the Punjab.

16. No measures have been taken in regard to the new Military Police established under the Government of Bengal beyond a general direction to the Lieutenant Governor, which was communicated to you in our Despatch of the

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27th July 1859, No. 31; to refrain from completing the Battalions to the full strength sanctioned. In consequence of this order, the strength of the force does not at present exceed 6,600 Privates, the sanctioned strength being 9,000, and the cost is about Rupees 80,000 per mensem, instead of Rupees 1,00,998-8-0, the amount sanctioned in 1853, as reported in the Despatch of the President in Council No. 7, dated the 13th December, 1858. But against this reduced cost, it must be observed that there is to be set a considerable sum, arising from the abolition of some of the old Police and Station Guards, and the absorption of others into the new force, so that the real increase of cost in Bengal, as compared with the cost previous to the orders of 1858, may be stated as being less than 7 lakhs of Rupees per annum. With this addition the Bengal Police will still we believe remain, what it has ever been, the least expensive in India, whether regard be had to area, or to population, or to revenue. We must not, however, be understood as citing the Bengal Police as an example either of good organization or of effectiveness.

17. Her Majesty's Government will perceive from the above that the necessity of enforcing economy in the Police arrangements of this Presidency has not been overlooked, and in order the more effectually to secure that object, as well as to bring about something like a uniformity of system, not only in this Presidency, but throughout India, so far at least as may be expedient with a due regard to the diversity of circumstances to be met with in this great Empire, we determined some weeks ago to assemble in Calcutta a Committee of experienced and competent Officers, with instructions to collect complete information regarding the present state of the Police of all descriptions in every part of India, and to suggest measures by which the efficiency of the Police might be increased, and its cost be still further diminished.

18. With the exception of Mr. Court, the Officers who have been selected for this duty, were in Calcutta previously to the receipt of your Despatch of the 6th July; and as our Resolution appointing the Committee was drawn up, and the Members already assembled had in fact been in communication with each other in anticipation of the formal gazetting of the Commission, we have not thought it desirable either to restrict the scope of their inquiry as indicated by our Resolution, or to alter the tenor of the instructions which it conveys to them. Your Despatch, however, will be communicated to them, and in forwarding to you their report, which we have reason to believe will not be long delayed, we shall frankly state the conclusions which we arrive at on the points regarding which the views expressed in your Despatch may appear to differ from those which we have indicated to the Commission for their general guidance. Our Resolution appointing the Commission, with the Memorandum accompanying it, form Nos. 20 and 21 of the enclosures of this Despatch. You will see that the Officers who have been selected are all men of ripe practical experience in the working of Police;

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and although they are of very different schools, we have reason to believe, that on nearly all broad and important questions of Police organization and administration their report will show a general concurrence of opinions.

19. But without waiting for this Report, we desire to offer at once a few remarks upon some general points in your Despatch.

20. We doubt whether it can be correctly said, as is said in paragraph 4, that a Police partly Military and partly Civil is that which most generally prevails, if by the term "Military" it is intended to describe Police trained and armed in a manner very much resembling that of Soldiers,—as, for instance, in the Punjab. If, on the other hand, by Military Police nothing more is meant than a Police force under precise organization and strict discipline—as, for instance, in parts of Bombay—then undoubtedly it may be said that a Police partly Military and partly Civil does most generally prevail. But in that case we should be inclined to doubt whether a Police which is "Military" only in the sense of being organized, disciplined, and subject to a central authority, is more costly than a mixed Police, partly Military and partly Civil. This question, however, will be worked out by the Commission.

21. We doubt too whether organization on a system partially Military need make a Police inferior for detective purposes to a purely Civil Police. We believe that this has not been found to be the case in Bombay or in Scinde, and we think there is reason to expect that it will not be so in Madras. In Oude, no doubt, the organized Police has not answered well for detective purposes; but Oude has been at a peculiar disadvantage in this respect, because its Police, although gradually made less and less Military, was originally raised and used for purposes almost entirely Military. In 1858 and 1859 the Police of that Province did the work of Troops, and little else.

22. You may depend upon our best exertions being used to encourage the landholders, and all connected with the land, to give effective aid in the cause of public order. As yet the measures adopted with this view in Oude and in the Punjab have met with no check or discouragement whatever; but we are well aware that laws and regulations alone will not suffice to carry out this policy, and that much which is beyond the power of law will remain to be done by the good judgment, good will, and right feeling of our Magistrates and other English Officers. We therefore desire in all such changes to carry our chief local Officers heartily with us; and we rejoice to know that already the Lieutenant Governor of the North-Western Provinces is prepared to adopt, partially, in the territories under his charge, the policy of trusting and using the Native landed gentry for the purposes of Civil administration. But the establishment of this system in the confidence of the community, European and Native, will probably be of slow growth. It is a system directly opposed to our former practice, in our new as well as in our old Provinces, and it is one for the working of which the instruments

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have, unfortunately, almost ceased to exist in the territories which have been long in our possession.

23. We have given close attention to paragraphs 12, 13, and 14, which treat of the proportion to be observed between the Police and the Native Soldiery. It would be a great facility to us in judging this question if we knew either the dimensions within which, in the opinion of Her Majesty's Government, the Native Army should be restricted, or that we had a certain liberty of judgment and action in the matter. At present the number of Regiments which will be maintained, the strength of them, and the nature of their organization (how far they shall be regular and how far irregular,) are points on which we are not

* In March 1860, the Native Army in Bengal stood at about 84,000, including all Irregular and Local Corps, and Levies: In March 1857, (before the Mutiny) its strength was about 138,000—exclusive, in both years, of Commissioned Officers.

sure that any assumptions upon which we might act in dealing with the fragmentary portions of the Native* Army would be upheld. As it is, our efforts will continue to be directed to bringing the Police down to the lowest limits which we consider

practicable in present circumstances.

24. We are glad to gather from paragraph 16, that you approve of each Local Government having one Chief of Police, who shall be responsible for the management and discipline of the whole body.

25. As regards Madras, and with reference to your Despatch to the Madras Government No. 25, of the 16th July, of which we received a copy by the Bombay Mail on the 22nd ultimo, we would for the present merely observe that some of the suggestions contained in the 5th and following paragraphs of the Despatch, and in your general Despatch to the Government of India, No. 69, of the 6th July, to which you direct the particular attention of the Madras Government, are hardly compatible with the system which after long delay and discussion is now in course of introduction into the Madras Presidency, with the entire approbation and active concurrence of the local Government, and of the best and most experienced district Officers employed in that Presidency. That system was not adopted till the evils of the old Police had been generally acknowledged. In drawing up the plan for a better Police, every Officer of experience was consulted, and every possible precaution was taken to ensure a sound and perfect basis for the new measure. The result was approved by successive Governments of Madras, by the Government of India, and by the Home Government. Deliberate legislative sanction was given to it after the Police Bill had undergone a full and unreserved discussion. The measure is now being carried out by an Officer who has the full confidence of the Government of Madras, and is, we understand, earning for itself the confidence of each successive Officer into whose district the new Police is introduced. Such being the case, we would desire to abstain from all interference, except in case of proved error or defect, and we purpose communicating these views to the Government of Madras, and trust that in allowing a full and fair trial

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No. 68 OF 1860, SEPTEMBER THE 8TH.

to an experiment so well designed, so carefully carried out, and as yet so promising in its results, we shall have your entire approval.

26. On the subject of the Madras Sebundi Corps, and the village Police, we enclose copy of a memorandum drawn up by Mr. Robinson, who was here as a Member of the General Police Commission, and to whom we took an opportunity of referring for his opinion.

27. We purpose addressing you more at length on the subject when we are in possession of the views of the Government of Madras.

We have the honor to be,

SIR,

Your most obedient humble Servants,

(Signed) CANNING.

" H. B. E. FRERE.

" CECIL BEADON.

FORT WILLIAM,
The 8th September 1860.

*I enclose a short memorandum
on the Despatches -
The Sebundi Corps question
is left to be disposed of as
it is found to be desirable
when the news paper is
being introduced into the Des
patches where they exist.*

W. M.

Sup. 3rd

Chamber

Extra Official

No. 2072

From

W. Grey Esq.

Secy to the Govt. of India

To

J. D. Bourdillon Esq.

Secy to the Govt. of Fort St. George.

Dated Fort William the 25th Sept. 1860.

Home Dept, Sir,

Referring to the Resolution of the Government of India dated the 1st August, I am directed by the Governor General in Council to forward for the information of the Honble the Governor in Council the accompanying printed copy of a Despatch addressed to the Secretary of State under date the 8th Instant.

I have the honor to be,
Sir

Your most obedt. Servant

W. Grey

Secy to the Govt. of India.

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Exp. 3rd

Regt. Steamer

Judicial Department.

No. 1385.

W. Grey Esquire
Secretary to the Govt. of India
Home Department.

Sir,

The Madras Govern-
ment have had the honor
of receiving with your
letter of the 21st ultimo a
copy of the despatch ad-
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Honorable the Secretary
of State on the subject
of the Police of India.

two official.

8th 1860. Hence
Jud. No. 1068.

W. G.

W. G.

W. G.

With reference to
para. 25 of that despatch
I am instructed to for-
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Inspector General of
Police on receipt of Sir
C. Wood's despatch to
Madras of 16 July last.

with

Sent. 1860 despatch

From the Govt.

of India

No. 2072

Jud. No. 1385

Dated 21st Sept 1860
Recd. 22nd 1860

Enclos. one

No. 3

On the subject
of the reform of the
Police in India

3. With reference to the
Sembudi corps of this
Presidency this Govern-
ment have nothing
to add to the observa-
tions contained in Mr.
Robinson's Memorandum,
in which they concur.
They propose however
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Fort St. George,
26 October, 1860.

JP

W P

19 1871/33

Pro: 31st Aug 1860. No 23/1228.

Pro: 26th Dec 1860.

Pro: 1860. Dec 1860.

No 1385.

To the Secretary to the
Government of India

Pro: 26th Dec 1860.

No 2069.