

MADRAS RECORD OFFICE.

Government of Madras.

Judicial DEPARTMENT.

G.O. No. 81	Press Mis.
122-123	
Dated 13.1.1865 19	

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Not to be folded or roughly handled

*Proceedings of the Madras Government, Judicial Department,
13th January 1865.*

No. 122. Read the following letter from W. ROBINSON, Esq., Inspector General of Madras Police ; to A. J. ARBUTHNOT, Esq., Chief Secretary to Government, Fort Saint George, dated Madras, 19th October 1864.

With reference to Orders of Government, No. 1314, dated 31st August 1864, I have the honor to submit the following observations.

2. A Constabulary Force is a disciplined body, intended to maintain order on all occasions and under every circumstance, and is practically always on duty. This sense of duty must be established and persistently maintained in the Force itself, and self-respect secured. To this end it is self-evident that a Police Force must be clad in a complete uniform, prescribed by Government, and to be worn at all times. In this no private taste can be suffered to appear. If incompleteness be permitted, laxity in one point leads to laxity in others, and a motley Constabulary will neither be respectable in its own eyes nor in the eyes of the people ; by mere force of appearance such a service must become disreputable.

3. It is the practice of every country, where Police service and administration are understood, so to clothe their Constabulary. This necessity is recognized by the highest authorities. Discipline, efficiency and common respectability could not be maintained even in England, were the smallest relaxation in this matter permitted. In London, when a special state of crime or movement of the criminal classes requires that a part of the Police should, for their observation, be sent on duty in plain clothes, the positive rule of the Force is that they be sent and work in couples. The gravest irregularities have been found to arise from permitting men to leave the Barracks otherwise than in full distinctive uniform ; where cogent necessity therefore calls for a departure from the rule that men must always appear in uniform, a companion is absolutely necessary to ensure efficient performance of duty and avoidance of scandal. In short, twice as many men are required to secure the result that the uniform ordinarily produces. In this country, these considerations are of tenfold force. In Paris, where State purposes, which we do not acknowledge in this country, and sanitary (prostitution) Police arrangements require that some Police-Officers of a low grade should be in undress, their superiors are sensible that the gravest improprieties are the consequence of this laxity ; and one and all, but for these considerations, would adopt the only true system of Police, which, by investing the men at all times with a distinctive uniform, secures correct discharge of duty and protection to the public. It is the undressed Mouchard of the Boulevard who is a disgrace to the administration. But it is not necessary to multiply arguments and facts on so obvious a point.

4. Another object of a complete and prescribed uniform is, that the Policeman should be known to the public, and become the observed of all observers ; and that it should be a matter of great difficulty for him to lay aside his distinctive dress, character, and responsibilities. In this country, more than any other in the world, this argument for a full and distinctive uniform is all cogent. Past history of Police in India needs only be referred to ; and even now, with a Force disciplined and under close observation, we find that when Policemen proceed to commit what it is difficult with a Native population ever to stop, they prefer leaving their distinctive uniform at home. And rogues who occasionally seek to extort under the guise of Police Officers, even now assume the full garb to cover their crimes. Reduce or

take away this uniform or any part of it, and this kind of oppression of the public will enormously increase. To the distinctive uniform in a great measure, do Police Officers and Magistrates unanimously ascribe the fact, that oppression of the public has decreased to an extent that was hardly to be anticipated.

5. I most earnestly claim a recognition of these fundamental and self-obvious principles.

6. They have been recognized by the Supreme Government. In the Resolution of the Supreme Government, under date 17th August 1860, which directed a comprehensive inquiry by the Police Commission thereby appointed into the administration of Police, among other "characteristics of a good Police for India," is distinctly laid down for their guidance, the position—"IX. The Police should always have a uniform Dress."

7. The Police Commission placed on record the propositions shown, for facility of reference, in the margin. These points are essential. They are not a mere matter of appearance—they are principles—they cannot be set aside without positive damage to the discipline of the Force, and certain detriment to the safety of the public.

8. The Madras Government recognised these sound principles from the beginning. This Government prescribed a well adapted and complete uniform for their Constabulary, in which the men are invariably to appear. The instructions of His Excellency the Governor in 1859, when he personally inspected every part of the dress prescribed, were "the habitual wear of this Police uniform is a condition precedent to any employment in the Police service." This principle is embodied as No. VI of the conditions of Service, under which every man is entertained.

9. It is not for me to remark on the recommendations of the local Commission of the North-West Provinces. Local considerations may have affected the question in these Provinces. But in principle, the recommendation is wrong; and it is opposed to the sound practice of other countries where Police service is older. It is opposed to the fuller experience of this Presidency, and I cannot recommend this Government to endorse it. Sound principle and experience are against it. The Bombay Government were no doubt influenced by the same principles and experience, and had become sensible of the practical necessity of fully equipping their Police, when they applied for provision to enable them to do so.

10. The Madras Police is clothed in uniform as per margin. Nothing has been added; nor have any changes been made, save some slight reductions and adjustments required, with reference to special localities.

Yearly.
Two suits of Cotton Drill with distinctive letters and numbers, and those badges of the several ranks which are required for purposes of discipline and recognition by the public.
One Turband.
Two pairs of common Country Sandals.
Every second year.
A warm Coat.
A common Country Blanket. (At first sanctioned for annual issue.)

11. This clothing fulfils the principles above laid down and the necessities pointed out. It is respectable in appearance, and secures the respect of the public. It is simple and suitable for the duty. It is economical in cost for the articles; and the system of supplying it is

sound. It is not more than is absolutely necessary for the duty, and for the health and decent appearance of the men. It is suited to the Native taste. It is of a nature not readily cast aside; and its very completeness renders it more difficult to be obtained by the evil intentioned for criminal purposes of personation. It was sanctioned by this Government as far back as 1859, and every man in the Force has been entertained with the assurance of being supplied by the State with this clothing.

12. Nothing can be reduced from this quantity of clothing. Two suits of cotton clothing—one to wash and one to wear—is the very least that is compatible with decency and health. A Madras Policeman does a long and hard day's work every day of his life. He either performs a long daily beat, or guards a Treasury or a Jail almost without intermission. And practically it is found that within six months the suit of the half-year is in absolute tatters—men require to be really careful to make it last. On Salt Preventive duty the effect of the atmosphere deteriorates the clothing even more rapidly. Our Policemen are exposed to night duty in all weathers, and one warm coat and one common country blanket every two years are only, as a rule, what health absolutely requires. The blanket practically takes the place of a far more expensive great coat. As it is, in our many feverish Districts, the proportion of men who are struck down by sickness is very large. Even amongst the Officers, with all their appliances for comfort and health, upwards of 30 per cent. have been at Home during the year. The suffering amongst the men is nearly as great. And I need scarcely add, that the loss of a man's service and cost of hospital attendance for even a week in the year, is more expensive to the State than this limited supply of reasonable comfort. The Police lie out at night guarding Jails, escorting remittances, hunting gang robbers and burglars, and a country blanket saves many a man's life. Men cannot walk over our rough roads in sunshine and darkness bare-foot. And a pair of common country sandals scarcely lasts the way-worn patrol for six months. I have been in the habit of personally inspecting many thousand men during every year since the Force was organized; and I endorse with confidence the experience of our many able Officers of Police, that we cannot do with less clothing.

13. For the above indispensable clothing, the present outlay averages about Rupees 12-6-0 per man. The articles are of sound and substantial quality, and the greatest care is taken to keep down the charge. But as cotton goods enter largely into the issue, the cost is affected by the abnormal, and it is hoped temporary, state of the markets. In England, where the same sound principle of supplying clothing is observed, the average cost is about £5 per man, including the Metropolitan, County, and Borough Constabulary of all England. In Ireland the charge is probably still larger.

14. Now this cost must be paid by some person. I earnestly trust that the State will continue to pay, as now, for the indispensable necessities of the service. And this brings me to the question of money allowances and stoppages. The Madras system is to obtain the clothing at wholesale prices and make it up by contract, likewise at wholesale. It is at once obvious that this system provides the articles at rates incontestibly cheaper than it could possibly fall to any individual who might seek to supply himself in detail from a clothing allowance, or to any Officer who might attempt to clothe his own District Force. It is sound in principle and is effective.

tive in practice. The accounting is most simple and the check most complete. By this system also Government gains the full benefit of any improvement in the market.

15. *1st.*—A system of money allowance never can work well. These nominal contracts lead to the utmost abuse; and in this country they are never fulfilled. And working, as we are, in small parties of 5 or 6 men at a station, we have no means of compelling the fulfilment, were it even possible for the men to provide themselves in the country villages. The visits of the European Officer are at considerable intervals and for only a brief period. He would find that the money had not been spent on clothing; but true and valid excuses, viz., the impossibility of obtaining the material and getting it made up, must prevent him from taking any active measures: and in a few months the whole Force must become an undressed rabble. No efficient check could be exercised by any Officer either in regard to the procuring or the wearing any uniform at all, and inextricable confusion must result.

16. Further, it were simply impossible for Officers of Districts, did they draw the allowance and were charged with the clothing of their District Force, to procure the materials or labor to make it up.

17. But a money allowance, such as is proposed by Colonel Bruce, practically means throwing the greater part of the charge for the prescribed necessities of the service upon the Constable; and heavy stoppages from the present pay would be required to supplement the meagre allowance given by the State, or an increase of pay must be made as compensation money for clothing.

18. But the gravest and most obvious objection to which such a system is open is, that it throws on the ill-paid Policeman all the difficulties of a tight market, at the very time when the pressure of high prices is straining his conscience and enhancing his temptations to the utmost, in the face of that increased activity of the criminal classes which inevitably follows a rising market.

19. *2ndly.*—As regards stoppages from present pay. The Madras Policeman is notoriously under-paid. The 3rd class, on Rupees 5-4-0, died out from absolute inanition. No men came forward for the service. Voluntary resignations—the consequence of insufficient pay—average generally from 8 to 10 per cent. per annum of the entire Force. I am at this moment applying for an indispensable increase of pay in order to keep the Force together. There is therefore not an Anna to spare. If we attempt to make stoppages, beyond what is required for the men's Service Fund, they must either help themselves elsewhere and incur heavy penal consequences, or resign a service by which they cannot live. I am not willing to hamper this argument with the notorious facts that stoppages cause the bitterest heart-burnings and discontent; that a state of indebtedness to the State is most objectionable; and that the complication of accounting in the District offices as well as my own, which would become unavoidable—including a constant writing off to "Profit and Loss" of irrecoverable balances due by men in a *voluntary* and so fluctuating a body as the Police—renders the system wholly impracticable.

20. It is urged that the Native Army receive but a portion of their clothing (which by the way is expensive for the articles) from the State, and are required to provide the rest from their own resources; but the conditions of the two services do not bear comparison. The Army is very much more highly paid. The lowest

grade receives 7 Rupees, and rice compensation raises this probably to nine; and so on through every rank. The soldier on marching receives batta, has tents, medical supplies, &c., provided. At the termination of a much less arduous service he is pensioned at the cost of the State. The Policeman receives 6 or 7 Rupees a month; has no compensation for fluctuating and enormously enhanced prices; he marches without batta; is provided with no travelling accommodation or medical attendance; and is subjected to a heavy deduction to secure a pension; the advantages of which, from improved tone and good service, really accrue to the State. The Sepoy practically does very little work such as tells upon his clothing or his uniform; this last he comparatively seldom wears. The Policeman's work on the other hand is increasing; the wear and tear to his clothing is enormous, and he is never without his official garb. With the few exceptions of European pensioners and the like, no Policeman, who now receives clothing at the cost of the State, draws more than fourteen (14) Rupees a month. By far the greater proportion draw but six (6) Rupees. But further, there is not an Officer in the Army who does not most earnestly deprecate the system of stoppages—which are estimated to amount to 7 Rupees a year and upwards—as it causes much discontent and infinite trouble in account, even in a body of men collected at one place and fully officered. A Policeman's uniform is never considered his own property. He delivers up every thing received from the State, when he leaves the service.

21. *3rdly.*—A money compensation in the form of increased pay granted on the ground of withdrawal of clothing, as suggested by the Local Commission of the North-Western Provinces, is simply a more expensive and ineffectual mode of reaching the same result as is so completely gained by the system observed under this Presidency. It could not be carried out; for the men could neither obtain the materials nor have them made up. Moreover the country would be inundated with cast-off Police clothing, which must necessarily remain the property of men on their discharge; and facilities would thus be afforded for crime and oppression by personation, which the Madras system obviates.

22. I have carefully considered the Statement given in illustration of the extravagance of the Estimate for Clothing the Madras Force in Proceedings of the Government of India, F. D., No. 2019, under date 15th April last.

23. The Police Forces of the Provinces respectively instanced are not, I need scarcely observe, clothed at the rates per man shewn in the margin as taken from that Statement. This is impossible. Replies to the references made to the respective Administrations for information on the subject, have not been received; but it is unnecessary to await them.

24. I have, however, received a Memorandum by the Inspector General of Punjab Police. He states that the cost of articles supplied to his men is Rupees 13-4-0. The annual money allowance for a Constable is Rupees 3-4-0, and for a Head Constable Rupees 3-8-0. The balance of stoppages is therefore about Rupees 10 per annum for articles supplied. The clothing supplied is dearer than ours (Rupees 12-6-0). In reality we clothe our men well and cheaper.

	PER MAN.
	RS. A. P.
Punjab.....	2 5 8-6
Oudh.....	3 5 0-4
North Western Provinces.....	5 11 2-3

N. B.—The Inspector General states that the actual stoppages amount to about 7 Rupees per annum, as some of the articles are not required every year.

25. From the North-Western Provinces a suit of clothing, such as is issued, has been forwarded to me. It costs Rupees 3-15-10. It is made of a very ordinary cotton Drill, dyed a dark color, which probably hides the dirt. It is in every respect inferior to the clothing of the Madras Force. A single such suit does not of course last through the year, setting aside all consideration of cleanliness, health, and decent appearance. The charge for Police clothing in the North-West Provinces is given, in Colonel Bruce's letter, at Rupees 6-8-6½; with the addition of a warm coat every other year from the Police Fund. If the men are really suitably, decently and healthily clothed, they must be under heavy stoppages to complete the necessities of the service, even although the duty performed is on a very different system and scale from ours.

26. The Madras Government has never permitted the establishment of a Police Fund, from which other Administrations have supplemented the equipment of their men. All savings on the Budget—and the Government is aware that these, accruing from resignations, sick leaves, private services, and from the grades being undermanned, have been so considerable as to cover all charges for clothing—have ever been credited to the State.

27. Under the above circumstances, I most earnestly hope the Government will seek from the Supreme Government confirmation of the sound principle and useful practice that has obtained under this Presidency since the service was organized. Police Officers and Magistrates equally affirm that discipline will inevitably disappear, and many of the worst features of the old Police revive, if any change is permitted in the system under which we fully equip our men. No part of the charge can be thrown on the men themselves; high prices are already lowering the standard of the Force, and forcing hundreds out of it, whose experience is necessary for the effective performance of what the State requires. The men and Officers are already discouraged by large disbandments, inadequate pay, and the physical and mental tear and wear which the service involves. Uncertainty on the fundamental principle and the pledge of this Government, which has hitherto been observed, is exercising a very depressing effect. It is impossible for the men to pay, and if the attempt be made, I apprehend great danger to the permanency of the Force. The public must suffer, for starving and indebted Policemen are, experience has told us, a standing menace.

No. 123. To the Secretary to the Government of India, Home Department, dated Fort Saint George, 13th January 1865, No. 81.

In acknowledging the receipt of your letter of the 3rd August last, No. 1797, requesting the Madras Government to take into consideration the subject of reducing the cost of clothing the Police, and to report, for the information of the Governor General in Council, what can be effected in that way, I am directed to submit, for the consideration of His Excellency the Viceroy and Governor General in Council, the accompanying copy of a letter from the Inspector General of Police, in which that officer describes the clothing allowed to the Madras Police, and discusses at some length the reasons which led this Government to sanction the provision now made, and which, in his opinion, renders it very inadvisable that it either should be reduced in quantity or quality, or that any part of its cost should be stopped from the already scanty pay of the men.

2. The Governor in Council concurs entirely in this opinion. He is satisfied that the Police cannot be clothed, as they should be, at a lower cost than that which is incurred in this Presidency; and that it would be very inexpedient to deduct any portion of the charge from the wages of the men, which, as has been brought to the notice of the Supreme Government in my letter of the 24th November 1864, No. 1691, are already very inadequate, with reference to the high prices which now prevail in nearly every district in this Presidency. A Statement showing the cost of each article supplied to the men of the Force, is appended to this letter. The estimated cost per man is Rupees 12-6-9. In the Punjab the annual average cost per man is estimated at Rupees 10-4-10; but here provision is made apparently for only one suit of clothing, which would fully account for the difference; and, in the opinion of His Excellency in Council, there can be no question that two suits of cotton clothing are absolutely necessary for the decent appearance of the Force.

3. The Governor in Council is altogether opposed to granting the men a money allowance to enable them to provide their own clothing, either wholly or in part. The arguments urged by the Inspector General against this system, in the 14th and following paragraphs of his letter, appears to the Madras Government to be conclusive. His Excellency in Council trusts that they will receive the serious consideration of the Supreme Government, and that the present arrangement will be allowed to stand.

(Signed) A. J. ARBUTHNOT,
Chief Secretary.

Cost of the articles of Clothing entered in the margin of paragraph 10, of letter from the Inspector General of Madras Police, dated 19th October 1864.

	RS.	A.	P.
<i>Yearly.</i>			
2 Suits of Cotton Drill with distinctive badges, letters, &c.....	6	8	8
1 Turband.....	1	10	1
2 Pairs of common Country Sandals.....	1	6	2
<i>Every second year.</i>			
1 Warm Coat at Rupees 4-8-6, annual charge.....	2	4	3
1 Common Country Blanket at Rupees 1-3-2, annual charge.....	0	9	7
Total Rupees...	12	6	9

Exd. J. H. Burns.

Recd 13 Jan'y/65

despd 17/1
by the French
Steamer "Esperanza"

Jpr 59 to
10.9.60
ms. 111
31.8.64

No. 81-

Judicial Department.

To

The Secretary to the Government
of India.

Home Department.

Sir,

In acknowledging the receipt
of your letter of the 3rd August last,
No 1797, requesting the Madras
Government, to take into consideration
the subject of reducing the cost
of clothing the Police, and to report
for the information of the Governor
General in Council, what can be
effected in that way, I am directed
to submit, for the consideration of
His Excellency the Viceroy and
Governor General in Council, the
annexed copy of a letter from the
Inspector General of Police, in which
that officer describes the clothing
allowed to the Madras Police, and
disposes

Jpr

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discusses at some length the reasons
which led this Government to ^{provide}
~~the provision in mail~~
~~form~~ and which, in his opinion,
renders it very inadvisable that
it either should be reduced in
quantity or quality, or that any
part of its cost should be stopped
from the already scanty pay
of the men. ^{2.} The Governor in Council
concurs entirely in this opinion.
He is satisfied that the Police
cannot be clothed; as they should
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is incurred in this Presidency, and
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of the Supreme Government, in my
letter of the 24th November 1864 No 1691,
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reference to the high prices which
now prevail in nearly every district
in this Presidency. A Statement
showing

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showing the cost of each article sup-
plied to the men of the Force, ~~as~~
~~also the average cost per man, for~~
~~the years 1861-62-63,~~ is appended
to this letter. The estimated cost,
per man, is Rs. 12-6-9. In the
Punjab, the annual average cost
per man is estimated at Rs. 10-4-10;
but here provision is made appa-
rently for only one suit of clothing,
which would fully account for the
difference; and, in the opinion of
His Excellency in Council, there
can be no question that two suits
of ^{cotton} ~~summer~~ clothing are absolutely
necessary for the decent appearance
of the Force.

3 The Governor in Council
is altogether opposed to granting the
men a money allowance to enable
them to provide their own clothing,
either wholly or in part. The
arguments urged by the Inspector
General

General against the system in the
14th and following paragraphs of
his letter appears to the Madras
Government to be conclusive.

His Excellency in Council trusts
that they will receive the serious
consideration of the Supreme
Government, and that the present
arrangement will be allowed to
stand.

[Signature]

Fort St. George
13th January 1865.

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