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TAMIL NADU ARCHIVES

GOVERNMENT OF TAMIL NADU

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D.O.

Nov. 27th 1867

My dear Ellis

Could you manage to learn the feelings of the Members of the Government about my coming up again regarding the pay of my Officers, &c. I am satisfied that we must re-consolidate the pay of our Officers, and give Staff allowances in addition to Military pay, and we must do it without delay. It is a delicate subject, but still the object is one which must be struggled for sooner or later, in the interests of the State; or your Service is ruined. Every month's delay very materially increases our difficulties. I did not raise it till absolutely driven to it. I have already lost one or two old Officers simply on the ground of their becoming Majors, and I have received notice from several others that I must be prepared to lose them so soon as their promotion occurs. These I need scarcely say are not recently joined young men; but the old, tried and experienced Officers who organized the Police, and have maintained its efficiency since, and who are the very backbone of the Service. They are simply *forced* out of the Service (of which they are the very life) from no wish of their own, but entirely because they do not receive the pay to which their rank entitles them, with an adequate addition for the hard life they lead in Police employment.

I wont allude to Lieutenant-Colonels—as this matter is not pressing on us for I have no Officer who is near that grade. But take Majors—and as you are aware several Officers are Majors, or shortly about to receive promotion to that rank—and then as respects the Police, consider first the grade of Deputy Inspectors General. The difference between the pay of a Major (even while he is doing nothing) and a Deputy Inspector General is Rupees 360 per mensem; and that difference does not pay him for the wear and tear and discomfort of Police life even as a Deputy Inspector General, frequently attended as it must be, with the expense of a double establishment, which the travelling allowance granted cannot suffice to cover. But a Major may reasonably expect to hold a Regimental Staff appointment. As Junior Wing Officer he will draw Rupees 870, and as Senior Wing Officer Rupees 910, besides Rupees 80 per mensem as Company Allowance—the pay of a Deputy Inspector General being only Rupees 1,000. It is obvious that a sense of justice to himself and his family is likely to drive him from the Police; and if he remain, he is reasonably enough a dissatisfied man.

With regard to Superintendents, it is only necessary to point out that the substantial pay of a Superintendent is Rupees 700 per mensem. If he happens to be in charge of one of the heavier, more unhealthy and more expensive Districts, he may have a personal allowance of Rupees 100 a month; but even with this, under such conditions of life, he cannot possibly afford not to rejoin the Army as a Major, with the contingent prospect of a Regiment Staff appointment (as before pointed out) in addition to his pay. He is expelled from your Service at a time when his rank and experience is most useful to the efficiency and status of your Force.

Take now Captains. A Captain doing duty with a Regiment draws, say about Rs. 490 per mensem. As a Superintendent he draws 700—even this difference is scarcely adequate to the difference of work, especially in the case of a man with a family, with the expenses generally of a double establishment.

An Assistant Superintendent draws only Rs. 500 or 400 according to Class. Consequently no Captain can enter the Service in that rank; and we absolutely forfeit all chance of a number of Officers at their most valuable age, who possess the exact amount of experience combined with physical capacity for the kind of work which are so essential in Police duty. An Assistant who at most draws Rupees 500 a month, is apt to resign on being promoted to a Captain, unless he can succeed to a Superintendentship which is not always possible.

The practical result of this inadequacy of pay is to force the older and best tried Officers of almost every rank out of the Service, and unduly to lower the standard of age or experience through all grades. Even a Superintendentship gives reasonable and just emoluments to a Subaltern only. Is this as it should be, when he is in command of 1000 men, and the whole Police duty of one of our enormous Districts is entrusted to him?

This brings me to the financial question which I will not view as a mere Clerk of an Audit Department. Practically, your Police, while it is officered by the best material that India possesses, is also officered at the cheapest possible rate. In reality, 75 per cent. of the whole charge is paid in the Military Department. There they have a larger body of men than they can usefully employ in time of peace, but who must be paid whether employed or not. We make use of them to the mutual advantage of the State and of the individuals themselves at an aggregate amount wholly disproportioned to the difference of work performed. The saving to the State is very large. It is reasonable to force these men out of the Service, to throw back their pay on the Military Department, and to oblige me to expend the same amount of money (which will then be an *additional* charge on the General Revenues) on unsuitable outsiders—and this for the sake of the mere fiction that "no increase to the existing charges of the Madras Police can be allowed?" The fact really being that by such policy the cost of the Madras Police will indirectly become a much larger charge on the revenues of the State, and be officered by a very inferior and uncertain class.

Resolution of Supreme Government, No. 344, dated 30th May 1867.

The Government of India object to hold out any encouragement to Officers to join or remain in the Police. Look round on your Police Staff and say if the Officers who have done this work for 10 years do not deserve any and every encouragement; point me out any class of men in India whose services are more worthy of being sought by a Government for so eminently suitable a duty, or who are so certain to do their duty by the State with equal efficiency and integrity. But we may perhaps leave the personal question and stick to the finance, since Officers can be induced to remain in the Service for an additional sum which is very trifling in comparison with the difference I have above alluded to. For want of this reasonable consideration, the Service as it stands is on its last legs, and no such suitable material exists to replace it even at a largely enhanced cost to the State.

The Government of India in the Resolution before quoted, offer to increase the pay of 2 Deputy Inspectors General by abolishing the other 2. This would not meet the whole question; but proposal must arise from a total misconception of the nature of the work which Deputy Inspectors General in Madras are expected to do, and which I submit

realizes the proper functions of all Officers bearing this title. You know what these Officers do here. For the conception of a Deputy Inspector General's duties in the North West Provinces and perhaps elsewhere, I beg to refer you to the Administration Report of the Police North West Provinces for 1866, paras. 296 to 301. These Officers (Deputy Inspectors General) have thence been brought into the Central Office of the Inspector General at Allahabad; and there as Office hacks, do the comparative unimportant office duties which I—with as you know a considerable amount of personal itineration in the Districts in addition—and my Assistants perform without any such aid. You will perceive that the first and all-important duty living and moving constantly about their respective ranges and of personally inspecting Districts, is entirely omitted from their Programme. It was for this indispensable purpose that Deputy Inspectors General were created and must be maintained in this Presidency; and I admit that long experience teaches me to entertain the gravest doubts of the expediency of the tentative change made there. But the object I have in view is not to criticise the working in other Presidencies, but to affirm that we ourselves are working with fair success, on the sound and well-tried principles, under which we cannot dispense with any part of our machinery and system of inspection and administration in the grade of Inspecting Officers, as shown in my Letter, No. 1608 of the 18th September 1867, much less could I endorse a plan for introducing them into my Office as personal Deputies.

J. Whitney
G. Wyman

T. Phillips

15th Dec. 1867

My dear Ellis

In continuation of my demi-official letter dated 27th ultimo, I have had a statement made out shewing what the effect would be of *de-consolidating* the pay of the Military Officers in the Police, as the Service now stands, and allowing to the different grades the rates of Staff salary shown in the margin.

Staff Pay.		
Deputy Inspector General	Rs.	600
Superintendent	„	400
Assistant Superintendents, 1st Class...	„	300
2nd Class	„	200
Assistant Inspector General	„	550

The following statement will show what would be drawn in each class of appointment according as it may be held by Officers of the different ranks in the Army, viz :—

Rank.	*Consolidated salary.*	*With Staff allowance.*
Deputy Inspector General.—Staff Pay Rupees 600		
As Major	1000	1240 14 6
„ Captain	1000	974 1 0
Superintendent—Staff Pay Rupees 400 0 0		
As Major	700	1040 14 6
„ Captain	700	774 1 0
„ Lieutenant	700	625 12 0
1st Class Assistant.—Staff Pay Rupees 300 0 0		
„ Captain	500	674 1 0
„ Lieutenant	590	525 12 0
2nd Class Assistant.—Staff Pay Rupees 200 0 0		
„ Captain	400	574 1 0
„ Lieutenant	400	425 12 0
Assistant Inspector General.—Staff Pay Rupees 550 0 0		
As Major	800	1190 12 6
„ Captain	800	924 1 0

As the Service now stands, you will observe that the entire increase of charge would be Rs. 1,515 per mensem or Rs. 18,180 per annum or 4·9 per cent. on the present pay of Officers. I need scarcely say that this would remove the whole of the difficulty and also the discontent now felt in the Police Service; and would suffice not only to retain the services of your present old and experienced Officers, but make the Service attractive to Military men of experience and standing. For Colonel Cooke tells me that the advance to Field Officers is now so rapid that there will be little or no chance of Captains getting the command of Wings even temporarily. I have little doubt that if you *de-consolidate* your Police pay, Superintendentships—even perhaps in some cases Assistant Superintendentships—will attract Captains who are otherwise leading an unemployed life in Cantonments and are practically a burden to the State. Of course the whole salary, even although *de-consolidated*, would be charged against the Police Budget.

If you turn to Columns 4 and 5 of the statement, you will see that we relieve the Military Budget to the extent of very nearly one-half of the cost of all our Police supervision,—viz. Rs. 14,265; the whole cost being 30,400 per mensem—in other words, we employ Officers who *must* be paid whether doing hard work or idle to

C. Phillips

the extent of Rs. 1,71,180 per annum which must be added to the cost to the State, if I am driven to employ outsiders, while idle Military men are reluctantly thrown back into the unwilling arms of the Commander-in-Chief. You will observe that there would be a reduction of pay to a few Officers if de-consolidation were carried out; but that of course would not affect present incumbents.

In conclusion, I will not repeat the arguments of my Official letter of the 5th November. They are incontrovertible—both as to expediency and financial advantage. In the mean time the disadvantages of the present system of pay are in full operation, and other serious defections from the Police ranks are imminent. The effect of the proposed change would be an instantaneous alteration in the whole tone and discipline of the Service. The head of the Department will find his hands immeasureably strengthened by having under him a body of Officers contented with their service and unwilling to forego the advantages which it offers, instead of men who are in a chronic state of discontent and ready to resign on the slightest pressure. I speak from a most painful experience in that point. It is an incessant source of anxiety and discouragement. Officers even of considerable standing are always looking away from the Service and seeking any other description of employment, instead of being well content to remain in a Department to the duties of which they have been thoroughly trained, and which considering the largeness and importance of the Service, ought, and can if fairly treated, command their respect and attachment. As the very contrary is now the case, and the prospective consequences are very serious, the Government must take immediate action and provide a cure.

The Government of India has placed their objection to *de-consolidating* pay (as earnestly pressed by Lord Napier, on the Governor General more than a year ago) on two grounds. First, their own unwillingness to hold out encouragement to Military Officers to join or to remain in the Police. 2nd, The preference of the Secretary of State for India for consolidated allowances. The first objection of course contains the admission that the course proposed is the only way of retaining Officers. Of the urgent necessity of doing so in this Presidency, the Government I feel sure must be satisfied. With regard to the 2nd objection, no Despatch on the subject has ever been put into my hands, but if the Government will not act in anticipation of sanction, no time should be lost in pressing the matters on the earnest attention of the Secretary of State. I need scarcely add that I am prepared to put these letters into an Official form if you will permit me.

Your's sincerely,

H B Robinson

No. 268 A. — 18th Feby 1868

Proceedings of the Madras Government. Judicial Department.

Read again the following papers.

Proceedings of Govt. Jud. Dept. — 22nd Dec. 1866 — Nos. 172 & 175.

— Do. — 16th Feby 1867 — Nos. 107 & 108.

Letter to Govt. of India — 28th Feby 1867. No. 321.

Read also —

221 A Resolutions by the Govt. of India. 30th May 1867. No. 344. Home Dept.

221 B Dated 3rd August 1867. No. 3305. Home Department.

Letter from the Secy to the Govt. of India 16th Nov. 1867. No. 488.

221 C Letters from the Inspector General of Police.

221 D Dated 10th Septr 1867. No. 1608.

221 H — " — 5th Nov. 1867. No. 1956. with 1 Enclosure.

221 E — " — 20th Dec. 1867.

221 G Minute by the Hon'ble Mr. Justice Innes. dated 15th Feby 1867

221 B Note by the Right Hon'ble Frederick Peel and by the Hon'ble H. D. Phillips.

Judl. Lr. to Engd. 1st March 1868 No. 4

Judicial 1865 Department

No 268A.

Proceedings of Govt

Dated 18 February 1868.

221A. 221K

Judicial 1867 Dept

From Bor. 18 Feby 68

W. ROBINSON, Esq., C. S. I.,

Inspector General of Police.

To

THE HON'BLE A. J. ARBUTHNOT,

Chief Secy. to Govt.

Dated 10th September 1867.

Rec'd

No. 1,608.

Reports that he is unable to recommend the reduction of two Deputy Inspectors General.

Judl Letter to Govt 10th March 1868 No. 4

No. 1323.

All Enclosures

Copied

221 C

C&F 221 C.

Papers from the Proceedings of the Government of the Punjab for the Month of September 1867.

Judicial Branch, for the Month of September 1867.

List of Papers for Judicial Branch.

1. Proceedings, to Sept. Letter No. 2 to 10, correspondence regarding the Police—Civil and Military—in the North-West Provinces and the Punjab.
2. Public Letter, No. 1608, dated 10th September 1867, from the Inspector General of Police, with Enclosures, reporting that he is unable to recommend the reduction of two Deputy Inspectors General.
3. Public Letter to the Government of India, No. 1,609, dated 10th September 1867, forwarding the above Report, and stating that the Lieutenant Governor is unable to concur in the proposal to reduce the appointments of Deputy Inspectors General.
4. Proceedings, 3rd October 1867, Nos. 34 to 37, establishing the 1st Regiment of the Punjab Cavalry, with orders issued thereon to the Commissioner of the Peshawur Division and Brigade.
5. Proceedings, September 1867, Nos. 10 to 11, establishing a Police Battalion of the Punjab Cavalry, with orders issued thereon to the Commissioner of the Peshawur Division and Brigade.
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1.—That the portion of the Police Force intended for purely civil duties, receive no military training, and be armed only with batons or swords.

5.—That in future men be enlisted separately for each section of the Police.

6.—That the Chief Commissioner be authorized to undertake the re-organization of the Police upon the general principles stated in this letter, and on the condition that there be no increase of expenditure.

To the Chief Commissioner of Oudh, No. 4208, dated 23rd April 1867, expressing approval of the above proposals.

Read also the undermentioned papers:—

From the Government of Madras, No. 321, dated the 28th February 1867, recommending the continuance of the practice of admitting into the Police, on probation, and on full staff salary, Officers who have passed in Hindostanee for general staff employment.

From the Military Department, No. 77, dated 8th May 1867, stating that there is no objection to the concession of a year's probation to Officers entering the Madras Police (as in the Native Army) before they are required to pass in the higher standard, and communicating the following remarks:—

"Ordered also, that in intimating the above, the Home Department be informed that the Governor General in Council, in the Military Department, entertains strong objections on both civil and military grounds to the employment of a large proportion of Military Officers in the Police Departments throughout India, and considers that the numbers now serving in them should gradually be reduced rather than increased. His Excellency further thinks that the civil grounds on which this opinion is partly formed, may advantageously be considered in the Home Department."

RESOLUTION.—It is not necessary to review here the circumstances under which the new Police system in India was organized, and which have largely imparted to it a military character. There is no doubt, however, that, owing to nearly the whole body of Officers for the Police being originally taken from the Army, so much military feeling was introduced, and so much attention paid to military training, as at first seriously to detract from the efficiency of the force for its proper duties; and this evil, though greatly moderated, still continues to exist.

2. The most effectual method which suggests itself to the Government of India for correcting this tendency, is the application of the principle on which the Chief Commissioner of Oudh has lately been permitted to re-organize the Police of that Province, namely, by reducing the military element and dividing the force into two branches,—one to be composed of armed men, with a military training, and the other to be the ordinary Civil Constabulary. The operation of this principle has previously been found to be very successful in the Punjab, and it might with advantage be gradually extended to other Provinces.

3. The grounds which suggest the propriety of making such a division of the force, are obvious. There are two main heads under which the duties of the Police may be classed,—one comprising duties of a quasi-military nature, such as the guarding of Jails and Treasuries, the escorting of treasure, and the repression of violence; and the other purely civil, the prevention or detection of crime. In some districts, especially those on the frontier, where

the Police may often have to engage in pursuit of armed gangs of thieves, robbers, or organized bands of criminals, a military organization to a certain extent is desirable. The organization of the Police should, however, be adapted to the varying conditions of the country and the character of the people; and it must consequently rest with the local authorities to adjust and arrange, what portion of the force should be thoroughly equipped and armed, and what degree of training is absolutely necessary to ensure proper discipline, efficiency, and the habit of acting in combination, on the one hand, when an ordinary Civil Constabulary would be useless. On the other hand, that portion of the force, although comprising two classes, a military and a civil, as local circumstances may require, is to be under a single and responsible head, and at the entire disposal of the civil authorities.

4. With regard to the proportion of Military to Uncovenanted Officers in the Police, a fixed standard cannot, of course, be laid down, but must vary in the different Administrations according to the strength of the military element required by local circumstances. The only rule to be observed is the consideration that the employment of a certain number of Military Officers in the higher posts of the Police gives the whole body a social status, which is not a slight advantage in its connection with the Civil Officers and with the community at large, and which removes an obstacle that might deter eligible men from taking service in the force.

5. At present it appears from the annexed statement, which has been prepared from the records of the Home Department, there are 215 Military and 174 Uncovenanted, in a staff of 389 Officers. In every Presidency or Province the proportions vary,—from Bengal, where nearly five-sixths of the Officers are Uncovenanted, to Bombay, Mysore, and Madras, where all are, apparently, Military. The exigencies of the Military service render it no longer possible that it should continue to furnish anywhere even the majority of the Officers of the Police.

6. The reduction of Military Officers, however, to whatever standard may eventually be considered adequate in each Province must, of course, be effected gradually, both in justice to present incumbents and to prevent the difficulty which would be felt in securing proper substitutes if a number of vacancies had to be filled up at once.

7. The Governor General in Council anticipates no great difficulty in effecting gradually such a reduction, because Military Officers are as a rule now no longer desirous of entering the Police. The Police in all Governments and Administrations, except Madras, has been subjected to a careful scrutiny, and large reductions in the higher posts were everywhere made. This measure has largely diminished the attractions formerly held out to Military Officers to enter the Police; but besides this, the work required from Police Officers has been generally found to be irksome to Military men in comparison with the ordinary duties of their own profession. In short,

although the Police service, under the new organization, still holds out, notwithstanding the reductions that have been made in it, high prizes, yet Military Officers have now equal prospects in their own proper service, while their military duties are usually more agreeable to them.

8. The Governor General in Council is not prepared to hold out any increased attractions to Military Officers to enter the Police Force, towards which he is disposed to look to the Uncovenanted Service, Native and European; and he believes that from this source Civil Commanders fully equal to all the practical duties that will be required of it, can be supplied. His Excellency in Council would especially direct the attention of Local Governments to the expediency of increasing the Native element in the higher ranks of the Police. It is believed that in no Department could the ability and local knowledge of Native servants of the State of approved fidelity and character be turned to greater advantage.

9. With these remarks the Governor General in Council will leave the subject for further consideration by the several Local Governments and Administrations, whose views and wishes will be allowed to have a prevailing influence in the final settlement of the question.

ORDER.—Ordered that the foregoing Resolution be communicated to the Military Department, and to the Local Governments and Administrations noted in the margin.

(True Extract.)

Secretary to the Government of India.

OFFICE OF THE INSPECTOR GENERAL OF POLICE,
MADRAS, *10th September* 1867.

No. 1,608.

From

W. ROBINSON, Esq., C. S. I.,
Inspector General of Police.

To

THE HON'BLE A. J. ARBUTHNOT,
Chief Secretary to Government,
Fort St. George.

SIR,

With reference to your endorsement, dated 25th June 1867, on the Resolution of the Government of India, Financial Department, No. 344, dated 30th May 1867, I have the honor to state that the reduction of two appointments of Deputy Inspectors General, as therein suggested, would be quite out of the question without most seriously impairing the efficiency of the Service,—in fact, were there fewer than four Deputy Inspectors General, the usefulness of the grade would be little more than nominal; because the performance of the duties attaching to it, would be physically impossible by any two men.

The grade of Deputy Inspector General was sanctioned in 1860, after the organization of the Police was well advanced, and the necessity for effective inspection had become obvious and imperative. In 1861, the duties of the grade came again under close scrutiny, and one appointment was done away with. No further reduction could be managed.

The following Statement shows the Ranges, with number of Districts, &c. in each.

Ranges.	Districts.	Area.	Population.	Police Force.
Northern Range	Ganjam	7,757	1,136,926	1,441
	Vizagapatam	9,935	1,415,652	1,458
	Jeypore	9,000	300,000	342
	Godavery	7,534	1,366,831	1,446
	Krishna	8,353	1,194,421	1,384
	Total...	42,579	5,413,830	6,081
Central Range...	Nellore	8,341	999,254	1,381
	Kurnool	7,470	725,768	1,081
	Bellary	11,490	1,234,674	1,381
	Cuddapah	9,177	1,050,104	1,200
	North Arcot	7,526	1,654,557	1,330
	Madras	3,100	675,390	931
	Total...	47,111	6,339,747	7,304
Southern Range.	South Arcot	4,765	1,128,430	1,180
	Tanjore	3,736	1,652,173	1,538
	Trichinopoly	3,097	939,400	732
	Madura	8,790	1,956,406	1,247
	Tinnevelly	5,144	1,670,262	1,060
	Total...	25,532	7,246,668	5,617
Western Range.	Salem	7,617	1,493,221	1,156
	Coimbatore	8,617	1,215,920	1,149
	South Malabar ...	6,259	1,709,081	972
	North Malabar ...			551
	South Canara	4,205	788,042	802
	Total...	26,498	5,206,264	4,630

The area of the Northern and Central Ranges exceeds 40,000 square miles with an average population of 5½ millions each. There are about 6,500 Policemen in each. In the more thickly peopled Southern and Western Ranges, upwards of 25,000 square miles with an average population of upwards of 6 millions, fall to the lot of each Deputy Inspector General. There are about 5,000 Policemen in each. I need scarcely say, that it is absolutely impossible for men to do more. Indeed the area of the Northern and Central Ranges is now more than any one man can effectually supervise.

To show that the Inspecting Staff of this Presidency is not excessive, I may state, that I believe that there are three Inspecting Officers—whose duties are similar to, but less extensive than those of our Deputy Inspectors General—for England and Wales, the area (58,326 square miles) of which does not greatly exceed one-third of the area of the Presidency. In England the facilities for moving about and ready inspection are incomparably greater; while an Indian Force needs inspection and supervision in a degree which is wholly unnecessary in that country.

If the position of Officers can only be bettered by such a sacrifice of the supervision essential to the well being of the Force, I am sorry I cannot recommend it.

I have the honor to be,

Sir,

Your most obedient Servant,

W. ROBINSON,

Inspector General of Police.

Comparative Memo. of Pay and Staff Allowances.

DISTRICTS.	Name of Office.	Regimental Rank.	Police Consolidated Pay.			Regimental Pay of Rank.			Proposed Staff Pay with Regtl. Allowance.		
			Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
	Asst. Insp. Genl.										
Chief Office ...	M. W. Carr	Captain	800	0	0	574	1	0	924	1	0
	Deputy Inspr. Genl.										
Southern Range..	W. O. Swanston ...	Major ...	1,000	0	0	640	14	6	1,240	14	6
Northern Range..	T. B. E. Tennant ...	Captain ...	1,000	0	0	374	1	0	974	1	0
Western Range ...	W. S. Drever ...	Major ...	1,000	0	0	640	14	6	1,240	14	6
Central Range ...	R. A. W. C. Stuart	Captain ...	1,000	0	0	374	1	0	974	1	0
			4,000	0	0	2,029	15	0	4,429	15	0
	Superintendents.										
Salem	J. P. Warlow	Captain ..	700	0	0	374	1	0	774	1	0
Trichinopoly	W. H. Hodges	Lieutenant ...	700	0	0	225	12	0	625	12	0
South Canara ...	J. E. Baillie	Captain ...	700	0	0	374	1	0	774	1	0
Tinnevelly ...	C. A. Porteous	Lieutenant ...	700	0	0	225	12	0	625	12	0
Madras	H. D. Cloete	Captain ...	700	0	0	374	1	0	774	1	0
Coimbatore ...	A. Balmer	Do. ...	700	3	0	374	1	0	774	1	0
Bellary	F. J. Hicks	Captain ...	700	0	0	374	1	0	774	1	0
Cuddapah ...	H. W. H. Cox	Lieutenant ...	700	0	0	225	12	0	625	12	0
Godavery ...	W. Robertson	Captain ...	700	0	0	374	1	0	774	1	0
Nellore	C. Gordon	Lieutenant ...	700	0	0	225	12	0	625	12	0
South Arcot ...	C. L Highmore ...	do. ...	700	0	0	225	12	0	625	12	0
North Malabar ...	R. G. Jenkins	do. ...	700	0	0	225	12	0	625	12	0
Vizagapatam ...	W. M. Frazer	Captain ...	700	0	0	374	1	0	774	1	0
South Malabar ...	A. M. Davies	do. ...	700	0	0	374	1	0	774	1	0
Ganjam	A. M. Lys	Lieutenant ...	700	0	0	225	12	0	625	12	0
Tanjore	J. Galbraith	Captain ...	700	0	0	374	1	0	774	1	0
Madura	T. H. Guthrie	do. ...	700	0	0	374	1	0	774	1	0
Krishna	W. H. Hoskins... ...	Lieutenant ...	700	0	0	225	12	0	625	12	0
Jeypore	.....	do. ...	700	0	0	225	12	0	625	12	0
North Arcot ...	R. H. Cunliffe	Captain ...	700	0	0	374	1	0	774	1	0
Kurnool	H. Porteous	Lieutenant....	700	0	0	225	12	0	625	12	0
			14,700	0	0	6,372	3	0	14,772	3	0

Comparative Memo. of Pay and Staff Allowances.

DISTRICTS.	Name of Office.	Regimental Rank.	Police Consolidated Pay.			Regimental Pay of Rank.			Proposed Staff Pay with Regtl. Allowance.		
	Asst. Supts. 1st Class.		Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Madura ...	C. J. F. Whitlock	Lieutenant ...	500	0	0	225	12	0	525	12	0
Bellary ...	J. S. Blaxland ...	do. ...	500	0	0	225	12	0	525	12	0
Coimbatore ...	L. W. Halsted ...	do. ...	500	0	0	225	12	0	525	12	0
Cuddapah ...	G. Chrystie ...	do. ...	500	0	0	225	12	0	525	12	0
South Malabar ...	F. Hole	do. ...	500	0	0	225	12	0	525	12	0
South Arcot ...	F. Kilgour ...	do. ...	500	0	0	225	12	0	525	12	0
Krishna ...	R. G. Briggs ...	do. ...	500	0	0	225	12	0	525	12	0
Tanjore ...	C. H. Trotman ...	do. ...	500	0	0	225	12	0	525	12	0
Ganjam ...	W. H. A. Wilton	do. ...	500	0	0	225	12	0	525	12	0
Kurnool ...	H. W. Blair ...	do. ...	500	0	0	225	12	0	525	12	0
North Arcot ...	H. S. Court ...	do. ...	500	0	0	225	12	0	525	12	0
Nellore ...	D. Hemming ...	do. ...	500	0	0	225	12	0	525	12	0
Ganjam ...	W. J. Pickance...	do. ...	500	0	0	225	12	0	525	12	0
Salem ...	R. Beatty ...	do. ...	500	0	0	225	12	0	674	1	0
Godavery ...	J. H. B. Young...	Captain ...	500	0	0	374	1	0	525	12	0
Vizagapatam ...	St. G. Caulfield...	Lieutenant ...	500	0	0	225	12	0	674	1	0
Tinnevelly ...	H. R. Ogilvie ...	Captain ...	500	0	0	374	1	0	525	12	0
		Lieutenant ...	500	0	0	225	12	0			
			8,500	0	0	4,134	6	0	9,234	6	0
	Asst. Supts. 2nd Class.										
Vizagapatam ...	.....										
South Arcot ...	.....	Lieutenant ..	400	0	0	225	12	0	425	12	0
Godavery ...	.....	do. ...	400	0	0	225	12	0	425	12	0
Madura ...	.....	do. ...	400	0	0	225	12	0	425	12	0
Kurnool ...	H. W. Bairnsfather	do. ...	400	0	0	225	12	0	425	12	0
Bellary ...	R. H. Russell ...	do. ...	400	0	0	225	12	0	425	12	0
	G. H. Tillard ...	do. ...	400	0	0	225	12	0	425	12	0
			2,400	0	0	1,354	8	0	2,554	8	0
		Grand Total...	30,400	0	0	14,265	1	0	31,915	1	0

Presidency or Province.	Military Officers.	Uncovenanted Officers.	Total.
Madras	49	None	49
Bombay	31	No Return.	31
Bengal	30	106	136
North-Western Provinces	33	18	51
Punjab	28	29	57
Oudh	10	4	14
Central Provinces	16	7	23
British Burmah	14	8	22
Hyderabad	3	2	5
Mysore	1	None	1
Total ...	215	174	389

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GENERAL DEPARTMENT,
No. 1996.

CHIEF OFFICE OF THE INSPECTOR GENL. OF POLICE,
MADRAS, *5th November* 1867.

FROM

W. ROBINSON, ESQ., C. S. I,
Inspector General of Police.

TO

THE HONORABLE R. S. ELLIS, C.B.,
Chief Secretary to Government,
Fort Saint George.

SIR,

Adverting to Extract from Proceedings of Government of India in the Home Department, dated 3rd August 1867, No. 3005, I beg to submit for facility of reference, a copy of my letter dated 28th November 1866, No. 1989, explanatory of the armament &c., of the Madras Police, which accompanied the Return called for by order of the House of Commons. It is somewhat difficult to offer remarks upon the Resolution of the Government of India, referred to me while in ignorance of the conditions and the spirit of the administration of the various Police Forces in other parts of India, which have called forth the opinions therein expressed; but certainly they most widely differ from the conditions of the Madras Police Force. My respectful remarks must be understood to refer to this Presidency alone.

2. As shown in the letter above alluded to, the Madras Police Force has, from its first organization, been entirely divested of any approach to a Military character either in its materials or principles of working. It is simply a Civil Constabulary and nothing more. The first step taken was to abolish all semi-Military bodies, hitherto combined with the Police,—such as the Sibundy Corps of the Northern Circars, the Malabar Police Corps, the Kurnool Irregular Horse, and armed Peons of all kinds,—and to substitute in their place a Civil Constabulary as completely free from any Military character as the Constabulary of an English County or the Borough Police of any Town in our Native land. The constitution of the Force is purely Civil. The Constables are drawn from the labouring or trading classes of their respective Districts, and by far the larger proportion belong to races and castes which are never found in the ranks of the Army. The Inspectors, with few exceptions (Europeans), belong to the classes from which the Native subordinate Civil Service of the country is recruited and maintained. They are chiefly Brahmins, Naidoos and Moodelliars, into whom no amount of training would infuse a Military spirit. There is therefore no Military element in the subordinate grades of the Madras Police. And I am satisfied that an attempt to constitute a quasi-Military arm of this material would not only be a retrogression from a sound principle, but must prove as it did under the old system, a failure in practice. I cannot advise Government to invite a large infusion of the Military classes into the Civil Police.

3. The precise nature of the Military training alluded to in the Resolution of the Government of India is not defined. But the amount of training and setting up which converts an awkward boor into an upright active man with a proper neatness of dress and precision of movement, which inculcates habits of prompt and ready obedience and exactitude in carrying out orders, and makes a man equal to the varied emergencies which he necessarily meets with in Police life, cannot detract from the efficient performance of Civil duties. Men who are often employed in watching convicts, escorting treasure and prisoners and repressing violence, must of course be taught how to use their weapons on occasions; but no more has been done in this respect in Madras than is found necessary with bodies of Civil Constabulary in London and elsewhere, in

order to make them effective to meet every possible emergency. Experience in England (where the efficiency of the training is even now being extended), Ireland and elsewhere, has proved that this degree of training is simply indispensable.

4. This brings me to the question of employing Military Officers as Superintendents of Districts, for in this grade alone are professional Military men engaged in the administration of the Madras Police. There are on an average about two (2) to each District—some of which are exceptionally large and difficult in this Presidency—with the Supervising Staff. I venture most respectfully to submit that the principle of employing Military Officers in these posts of command has been fully recognised and adopted in Great Britain and Ireland, the Constabulary of which country I need scarcely say, has been wisely taken by the Madras Government as its model. I believe I am right in stating that the bulk of the Chief Constables of Counties and Boroughs, and the Inspecting Officers of Constabulary under the Home Department in England and Scotland, are Officers of Her Majesty's Military and Naval Services, and in the selection of persons for these all-important posts the possession of Military training and experience is, I believe *ceteris paribus* generally considered as an important qualification precedent. The reasons are weighty and obvious. The high tone of honour inseparable from a position in Her Majesty's Services, the habits of command, and self-reliance, of discipline and obedience to duty, which are ingrained upon individual character by a course of Military training and experience, and the indisputable social position which Her Majesty's Commission bestows in relation to the County Magistracy and people in general, confer advantages which, even in England where the field of selection is large, cannot so certainly be secured from any other class. The Madras Government have therefore in confining these appointments to Officers of the Army, followed the soundest and best established precedent, and as in England with the best practical results. No other class in either country will bear comparison with them in suitableness for the duties under consideration.

5. If in other Provinces the employment of Military Officers has led to the introduction of an undue amount of Military feeling injurious to the efficient performance of Civil duties, I must most respectfully venture to conclude that this can only have occurred from a misapprehension of the true principles of Constabulary working, and that Officers have been left to develope their previously acquired knowledge, instead of being guided into a new field of Civil administration. Otherwise I am at a loss to account for the very opposite results which have been obtained both in England and in Madras. The Madras Police is worked entirely on Civil principles, and I speak from nearly ten years' experience, when I affirm that the Military Officers employed have from the first thoroughly appreciated and adopted the spirit of these principles, and have reduced them to practice with a degree of spirited self-denial, earnestness and vigor which would have been looked for in vain at the hands of any other class of men in the country. The present condition of the Madras Police is entirely owing to the able Officers of the Madras Army, who have conducted the organization of this Civil Constabulary, and administered its subsequent working in the face of no slight difficulties. And I do not hesitate to say that more thorough Civilians are not to be found in the ranks of Her Majesty's Covenanted Service. While the previous training of these Military Officers has been most advantageously used in the introduction and maintenance of due discipline, control and efficiency, they have never lost sight of the real ends for which a Civil Constabulary is organized, viz., the prevention and detection of crime and the performance of all other Civil duties. This ever has been the case with the Police in Madras, and the whole history of Civil administration in India will corroborate the fact that intelligent Military Officers have been and still will prove unexceptionable Civil Administrators.

6. I would here venture to record an opinion—founded on my own observation and the feelings (as I have ascertained them) of a large number of able and intelligent Officers who have

passed under my control—that employment in the Police proves a substantial advantage to these Officers should they afterwards return to Military duty. Young Officers come from the Army having already learnt the details of Military duty. In Police work, habits of discipline and command are maintained, and intensified by exercising the control of large bodies of men actively employed on duty over a wide extent of country: and this duty is one which calls forth all the intelligence, resources and energies of the Officers, who direct their operations against the enemies of Society. Self-reliance and activity of thought are strongly developed, and knowledge of the people and of the country and its resources is acquired in a degree wholly inaccessible to Officers performing subordinate routine duties within the limits of a Cantonment. Languages too are learnt; and I need scarcely enlarge on the advantage gained by these Officers from the semi-judicial functions in which they are unceasingly engaged with reference to the detection and prosecution of crime. Such Officers, if well grounded in Military knowledge before leaving the Army, will return to it after some years of Police employment with greatly improved capacity for important Military duties.

7. Thus the Civil Administration enjoys great advantages from the exclusive employment of Military Officers in the higher posts of command in the Police; and the Military Department cannot be said to lose. While it must be beneficial in a financial point of view to employ some of the surplus Officers (for whom no adequate duties can be found under the new Military organization) on eminently suitable Civil duties with such slight increase of pay as will retain the services of old and experienced men, instead of disbursing a full salary to less certain persons not already in the service of the State. These were the grounds of my recent and earnest recommendation on this point. If, however, the number of Officers in the Army so falls off that it becomes unable to supply Civil Departments in general as heretofore, I trust that I may be permitted most respectfully to venture an opinion that the last Civil Department which this condition should be allowed to affect is—the Police. And I must express a hope that the principle of appointing Officers of Her Majesty's Service almost exclusively to the Superintendentships and Assistant Superintendentships of Districts (as originally sanctioned by the Court of Directors) and as the Supervising Staff, may be as long as possible maintained. There is no other field for the selection of equally suitable agents for these all-important posts in India. I am satisfied that the District Magistracy, without exception, will support me in this view, and that they would look upon the loss of their Commissioned Officers as the most serious blow to the respectability and efficiency of their Force and to the future prospect of Police administration in their Districts. There are lowering influences inseparable from the profession of a Policeman, which, in the interest of society and the service of the State, must be counteracted by the use of every means for maintaining the tone, spirit and *status* of a service which is second to none in its influence on the well-being of the country. Every measure which tends to weaken the esteem and confidence of the Magistracy and people removes a guarantee for fair integrity and efficiency of the Force.

8. With reference to the employment of Uncovenanted Servants, European and Native, as District and Assistant Superintendents in lieu of Military Officers, it is difficult to know where a qualified European element is to be found on this side of India. It simply scarcely exists. The Europeans available for the purpose consist of young untried youths, frequently of imperfect education, and without any previous professional training by which to judge of their character and qualifications. Some there may be who have been compelled to leave the Army, or who have failed as Planters or in other walks of life, or have come to seek a livelihood in India without a single qualification precedent for the work. Those of these classes whom I have tried in the higher grades of Inspectorships (and I have tried a good many) have almost without exception proved failures even in this limited sphere. They are very far from being the stamp of men who are fitted to conduct the Police Administration of a District, and to hold a large body of Constabulary firmly in hand. And I consider that the substitution of this casual element for tried

and trained Military Officers whom the Madras Government has hitherto employed, would rapidly change the whole character and position of the Force—not for the better. With regard to Natives, they are most intelligent and useful subordinates, under efficient and respected European Officers. They necessarily fill the great majority of all Police appointments in this Presidency, save those of District and Assistant Superintendents. For these posts, the classes of Natives in this Presidency who qualify for Civil employment are wholly unsuited. They are deficient in those habits of discipline and command which are essential to the maintenance of an organized Force. They are wanting in self-reliance, resource and pluck to meet emergencies; nor do they possess the strong will and determined energy and persistence which are indispensable for the constant and irksome work of personal inspection over a wide area, without which a Police Force languishes and falls into confusion, and grave and organized crime cannot be dealt with. They will perform this work under stimulus from others, but it is unprofitable to their dispositions and habits, and if left to themselves they invariably neglect it. Where the country is wild and inaccessible, they can scarcely be got to do it even under constant pressure and with the praiseworthy example of their European Officers before them. To this may be added the grave risk of want of integrity in a post of exceptional temptation and of want of confidence and assurance on the part of the District Magistracy and people. As regards the Force itself, the existence of caste feelings and other local influences weaken the confidence of subordinates in the impartiality of such superior Officers. It is essential to efficient Police working, that the closest relation should be maintained with the European Covenanted Magistracy. This cannot be attained without the existence of complete social equality which must be wanting in the case of Uncovenanted European and Native Agency, were such substituted for the Commissioned Officers of Her Majesty's Service who now occupy the confidential posts of Superintendent and Assistant Superintendent of District Police. The Statement appended to the Resolution of the Government of India shows that the Uncovenanted element has been most largely tried in Bengal. It is not stated that the experiment has been thoroughly successful there. And from such inquiries as I have been able to make, I cannot think that the results have been such as to encourage the Madras Government to abandon the sound principle which has secured to them a fairly efficient and creditable Police until compelled thereto by absolute want of Officers.

N. B.—This Statement probably includes a number of grades which in Madras are held by Uncovenanted Officers. Since there can scarcely be so many as 136 District and Assistant Superintendentships in Bengal.

9. As before stated the Madras Constabulary is on a purely Civil footing, and I would strongly deprecate the introduction of a quasi-Military branch and a division of duties which would practically have the effect of removing from a certain part of the Force those civil duties and responsibilities which should be equally exacted from each individual Policeman and would endanger the homogeneousness of the Service. The duties instanced as being of a quasi-Military nature have really nothing of that character as conducted in this Presidency. The night watchman of the Jail moves round with his dark lantern and rattle, and examines the doors and windows of the wards, scrutinising the conduct of the inmates through the grated apertures. Arms are of course at hand to repress violence if necessary; but during ten years of my experience no instance of this kind has occurred inside a Jail. The Military Guards over Jails were all removed on the introduction of the Police, and no need for them has ever been since experienced. When the Police watch convicts at work outside the Jail, they are armed in the same way as the Jail Warders who formerly performed this duty; except that the proportion is one Policeman to seven convicts instead of one to four as formerly. Military guards were never employed in this Presidency over Gangs working on the roads; and nothing has occurred which so far as I can judge, would now necessitate the introduction of a quasi-Military system to meet these ordinary civil duties. Indeed, as the principle of intramural labour is making steady progress throughout the Presidency, the purely civil watchman becomes more and more the proper agent for

watch and ward of these Establishments. Taking Presidency as a whole [illegible] of the Station, without any separation of distinct [illegible] numbers. To keep up such Police Station separate [illegible] proper Police functions and even this for no other duty would necessitate a large number of Police, or else [illegible] the proper watch of the [illegible] would be left to the [illegible] to the same end, added enormously to the [illegible] being obtained. The larger [illegible] are entrusted [illegible] of the [illegible] are kept [illegible] of the [illegible] the [illegible] of the [illegible] the [illegible] of the [illegible] the

No. 1,989

OFFICE OF THE INSPECTOR GENERAL OF POLICE,
Madras, 28th November 1866.

From

W. ROBINSON, Esq.,
Inspector General of Madras Police.

To

A. J. ARBUTHNOT, Esq.,
Chief Secretary to Government,
Fort Saint George.

SIR,

1. WITH reference to my letter dated 29th October 1866, No. 1781, and enclosure, I beg to submit the following explanation for the information of Government, as the Tabular Form prescribed for the Statement fails to show the true state of the Police in this Presidency. The Form is framed for a Military not a Civil body, and cannot be adapted to the constitution of the Madras Police. It is scarcely necessary to observe that *here* there is no such grade as "Officers." The only Officers of Police are the Superintendents and their Assistants, who are Commissioned Officers of H. M. Army. The Inspectors of Police have been entered in the statement as Officers, because there was no where else to put them. For the same reason, Constables of all grades are shown as "Rank and File," though that they are not. The form further includes many men who, for convenience sake, are paid from the Police Budget, but are employed on purely State services, and not on Police duties.

2. The Madras Police is constituted and worked on the model of the Metropolitan and English County Constabulary, and any one who knows the constitution of County and Borough Police in England, has before him the Madras Police, both with respect to constitution and its departmental working.

3. In England and Wales, the proportion of Police to population, is about 1 to 906, (1864) in Ireland 1 to 417.

4. In the statement submitted in the Form prescribed, the Force appears as 23,965 strong. But 4,017 men, at a cost of Rupees 4,68,710 are employed on purely State services, as per margin, such as are performed in Europe by the Coast Guard, Revenue Preventive and Excise Establishments, and—in the case of Convict Establishment—by Jail Warders or Military. These 4,017 men are in no way employed on the Police or Detective service of the country, and their cost ought properly to be charged on the several branches (Salt, Customs, &c.) of Revenue, &c., in the service of which they are engaged.

	No.	*Cost.*
Preventive Establishment on French Frontiers...	134	15,600
Salt Monopoly Preventive Establishment	1,157	1,49,700
At Convict Establishments.....	1,276	1,55,040
At Revenue Treasuries ...	1,450	1,48,370
Total...	4,017	4,68,710

N.B.—Inclusive of share of supervision and contingences.

5. Excluding these Revenue, &c., services, the Police proper of the Presidency is 19,948 strong; maintained at a total cost of Rupees 31,69,290, (in 1865).

6. The proportion of Police to the aggregate population is 1 to 1,214 inhabitants. In Towns,* the proportion is, of course, higher than in rural parts where it is 1 to 1,270 inhabitants. In England the statutable maximum ratio for rural Constabulary is 1 to 1,000 inhabitants (2 & 3 Vict. Ch. 93, s. 1).

* *In rural parts* ... ... 1 *to* 1,276
In Towns ... ... 1 *to* 530

7. The proportion of Police to the area is 1 to 7·1 square miles, (including Towns). Some of the best authorities have, I believe, considered one to four square miles as the most effective proportion for England.

8. The cost per head of the population is Annas 2, or 3*d.* sterling per annum.

9. The whole of the Treasure (amounting to several millions sterling) guard and escort duties and all Jail work, which were formerly done by the Native Army, are now performed by the Police. There is not a single Military detachment away from Regimental Head Quarters, nor a single sentry on duty over public property belonging to any Civil Department or Prison throughout the Presidency. Twelve (12) Regiments of Native Soldiery, besides Veterans, were disbanded on the introduction of the Police; and a considerable reduction in the aggregate number of Peons, &c., in the public service was effected; all local and irregular armed and semi-military bodies (*Sibbundy*) likewise disappeared.

Local character.

10. In its constitution, the Madras Police is strictly local. The Constabulary of each District are raised and serve exclusively within their native Districts, and are never moved. In practice, a large proportion of the men are serving at Police Stations in their native Taluqs, with no more intercourse between adjacent Districts and Taluqs than is required for the suppression and detection of crime.

Castes and Races.

11. In respect to the admixture of castes and races the Constabulary of each District is a fair sample of the native population of their respective Districts. The large majority are Hindus. Where Mahomedans form a considerable proportion of the population, the number of Mahomedans (31 per cent. of the Force) in the Police is larger. Native Christians are met with where Christianity has made some progress amongst the better classes of the people.

12. The widest difference in respect of race, caste and social position exists between the grades in the service. The Inspectors are of a class entirely distinct from the Constables. They do not rise "through the ranks," but are of the same class as that from which the superior

public servants of the country are drawn. They are all educated men, some highly so. Two-thirds of this grade are Hindus (about 21 per cent. are Brahmins); the other are Europeans and East Indians (30 per cent.), with a small proportion (7 per cent.) of Mahomedans. The same remarks applies in a great measure to the Head Constables or Station House Officers (and partly to their Deputies), a large proportion of whom belong to the better classes. There are 687 Brahmins, and 625 Europeans and East Indians in these grades.

Civil constitution.

13. There is no Military ingredient in the constitution of the Civil Police of this Presidency; no gradation of rank and command; no person in the position of Native Commandant. Police Stations are formed at convenient localities; and small parties of 6 to 20 (the larger parties are only at the Head Quarters of a Magistrate, at Tahsildars' Offices and Treasuries, &c.) Constables are stationed at each according to the circumstances At each Station there is a Station House Officer (Head Constable or his Deputy). One Inspector (or two in large ranges) supervises and inspects all the Stations within the range of a Taluq. A small reserve of 50 or 60 men is located at the District Magistrate's Head Quarters, where the Superintendent likewise resides, for escort or other duty.

14. The proper [illegible] carbine to every three men of the sanctioned Force, and two swords. The Ganjam and Vizagapatam hill Forces are rather more fully armed, to be available in cases of disturbances in those wild countries; and State services require a somewhat larger proportion of arms in the hands of guards.

15. No man of the Madras Police is armed in the sense of having arms of either kind assigned to him, or his habitually using or carrying either carbine or sword. Each has a baton which is the weapon he always carries. In most Districts, a larger proportion of the fire arms is kept at the Head Station, where the guards over the Treasuries, Jails, Treasure Escorts, &c., have to be more fully armed. At Tahsildars' Stations, where Treasuries and local lock-ups require to be guarded, there are generally three or four carbines, and swords for about half the men in case they are required. In smaller stations, there are two or three swords, and a single carbine in case of dangerous prisoners being in confinement or the like. The allotment does not admit of all Stations being furnished with a carbine.

16. Madras Constables only carry arms while employed on special services at Jails, Treasuries and the like, and when patrolling Salt swamps, mountain and

forest passes or roads infested by wild beasts and robbers. When out on night duty in rural parts, they frequently carry a sword.

17. The degree of setting up and drill, sought to be imparted to a Madras Constable is much the same as is taught to the Constable of the Metropolitan Police (London)—but the attainments of the men are much less. Every Indian Officer knows what must be the effect in respect to drill and any Military skill, of dispersing a number of men of the class of ordinary Peons who have been a month on the drill ground, in parties of 6 to 20 men to rural Stations, where they are entirely employed on daily beat and detective duty. The Military acquirements and efficiency of a Madras Constable, save when under the eye of the Superintendent at Head Station, are really for all practical purposes *nil*. He is a fair Constable of the Beat, can carry a carbine on guard over a Treasure chest or gang of convicts; but not much more. As a Military body, the Force has not the discipline—the technical knowledge—the coherence—or appliances to render it a dangerous body.

I have the honor to be,
Sir,
Your most obedient servant,
W. ROBINSON.
Inspector General of Police.

Rec'd in the Chief Secy's Office 19th March 1868.

No. 1996 dated Madras 5 November 1867.

From The Inspector General of Police,
To The Chief Secretary to Government.

Enclosure

Returned with the Commissioner's minutes and marking of the Madras Police.

By Order,
Chief Secretary.

OFFICE OF THE INSPECTOR GENERAL OF POLICE,
MADRAS, *20th December* 1867.

From

W. ROBINSON, ESQ., C. S. I.,
Inspector General of Police.

To

THE HONORABLE R. S. ELLIS, C. B.
Chief Secretary to Government,
Fort St. George.

SIR,

Referring to G. O. No. 1,983, dated 4th December 1867, covering a letter from the Secretary to the Government of India, Home Department, No. 488, dated 16th November, I have the honor to submit the following remarks.

2. I have carefully and anxiously examined the records of my Office for any basis for the position taken in Para. 2 that "the original limit for Police charges which was voluntarily accepted by the Madras Government, was fixed at 31 lacs per annum." No such arrangement ever did exist; as every Estimate sanctioned by the local Government and ratified by the Supreme and Home authorities, and every Budget ever submitted by the Madras Government abundantly prove. I observe that in a letter submitted to the Secretary to Government of India, Home Department, No. 5, dated 17th January 1862, by the late Colonel Bruce and some members of the Police Commission of 1860, the following statement appears:—Para "27, Since the formation of our Commission the different local Governments have, we believe, undertaken to keep their Police expenses within the following bounds. * * * * * Madras, Rupees 38,24,620." I need scarcely remind Government that this even did not include the Salt and Customs Revenual services subsequently thrown on the Police Budget, with a charge of Rupees 1,65,300.

See also letter of Government of Madras to the Government of India, dated 25th Nov. 1862, No. 1,917 and letter to the same, dated 26th March 1863, No. 483.

3. Possibly the misapprehension may be traced to Para. 39 of the same letter, in which with reference to a conjectural Estimate of the Police expenditure for all India, a similar assertion is made without any authority and strangely at variance with Para. 27 above quoted. To show how futile all conjectural lump estimates such it was therein attempted to frame, must ever prove when prepared without local knowledge and having reference to a branch of administration which practically was then entirely new, I have drawn out a statement showing those estimates for all the Administrations of India in juxta-position with the actual charge for the now ascertained requirements of each. It will be seen how largely the actuals exceed the estimates. In the Appendix to that letter, the area of Madras is understated by nearly one-fourth, the

	Area in Square Miles.	Population.	Amount proposed in letter of the Civil Finance Commission No 340, dated 20th April 1861.	General Budget Estimate of India for 1867-68.
			Rupees.	Rupees.
Bengal, exclusive of Arracan	189,719	40,312,217	40,00,000	55,88,880
Arracan	32,250	540,180		
Pegu	32,250	1,000,000	1,050,000	13,12,960
Tenasserim	29,168	115,431		
North-Western Provinces	97,126	30,000,000	37,00,000	38,33,310
Punjaub	90,258	14,913,000	24,00,000	31,48,530
Oude	25,000	7,000,000	13,50,000	11,79,660
Nagpore (Central Provinces)	76,432	4,650,000	4,00,000	14,26,980
Madras	132,090	22,437,297	31,00,000	38,70,770
Bombay	67,945	16,021,303	18,00,000	
Scind	63,599	1,768,735	4,50,000	37,53,080
Total	835,837	132,758,165	1,84,50,000	2,41,66,320

population is likewise greatly under-estimated, and it is evident that contingencies were not taken into consideration. At the ratio of Police to population and area assumed by Colonel Bruce, viz. 1 to 1090 inhabitants and 1 to 5 square miles, a large increase would have to be made to the Madras Police. The object of these remarks is merely to show how the ablest financier must err, if he attempts to frame conjectural estimates on a mere theoretic basis, with inaccurate data and in ignorance of local wants. I have shown in my letter, No. 542, dated 17th March 1863, how the same confusion occurred in Madras and in another estimate for all India, from precisely the same causes.

4. With reference to paras. 5, 6 and 7 of the letter of the Government of India, I beg to state that the measures therein alluded to for the more regular remuneration and administration of the *existing* Village servants, were not set on foot with a view to "diminish *pro tanto* the charges for the regular organized Force;" and when carried out, they will not have the effect of indirectly throwing on the heavily burdened rural population the maintenance of a sufficient Police. The action of the Madras Government has never been in this direction; and the emoluments of the necessary Village servants have throughout been treated as an entirely distinct—as it ever has been—matter from general Police. In the earlier Budgets a grant was sought (but never expended) for the adequate remuneration of the existing Village Watchers; but this charge was kept wholly distinct from, and in addition to, that for the organized Force. When in 1863, the Madras Government thoroughly revised their Police Establishment and the Budget, all charges for Village servants were removed from the Police Budget, and the Village servants of all classes were left in their existing condition, with the intention—since legislated for—of looking to Local Funds for the emoluments of these Local servants of the agricultural classes. The small share of the growing crops and other fees which have been collected by the Village Watchers from time immemorial, are their remuneration for watching the agricultural produce, and not for doing general Police duty. The Village Cess Act has merely affirmed the ancient common Law of the country, and has strictly devoted this source of Village income "to the payment of village servants within the village in which such Cess is imposed." (Sec 2, Act IV. 1864). No part of this fund can therefore now be indirectly diverted to the general Police Service and relief of the State. Some misapprehension seems to exist regarding the functions and position of the Madras Village Watcher. He is an agricultural servant in charge of the crops and threshing floors of his village, which of course is not a general Police duty; and the inhabitants whose servant he is, are found to be extremely jealous of any diversion of their Talaris from their immemorial duties and responsibilities. The measures of the Madras Government for the administration of their general Police and village services have been calculated rather to foster than to shake this sound and popular division of duty and principle of working. I must repeat that these measures do not constitute a *new* Village Watch or add to the existing one—on the contrary there will be a large reduction of the aggregate actual number now serving—nor do they alter the principle of the village service; they merely improve the method and amount of remuneration. The revised Police Establishment of 1863 is calculated with reference to the existence of the Village Watch, and admits of no reduction on this score.

5. I beg now to refer to paras. 2, 3 and 4 of the Letter of the Government of India in which the financial results of Act X of 1865 are treated as affecting the Madras Police. So far as the Police is concerned, the practical results of Acts X of 1866 and IX of 1867, have largely and directly relieved the state of Police charges—to the extent of Rupees 3,07,495 as shewn in the margin. On the other hand, Municipal action and the requirements of improved conservancy have greatly added to the labour and responsibilities of the Police, and some slight increase of strength has been unavoidable. Nothing beyond local adjustments can be looked for here.

	Total Cost of Town Police.	Amount of Municipal Contribution.
Provincial Towns.....	2,67,017	2,00,263
Presidency Town.....	2,14,464	1,07,232
Rupees...	4,81,481	3,07,495

6. I may mention incidentally that when paying 75 per cent. of their Police charge, the inhabitants of Towns are fully taxed; for the population of Provincial Towns in this Presidency is chiefly agricultural and contributes largely to the Land Tax of the country. In England in 1865, the contribution from the Public Revenues to the Borough Constabulary was 20·9 per cent. of their whole cost, and for all Ireland 91 per cent. Therefore, in throwing 75 per cent. of the cost of their Police upon the agricultural Towns in the Provinces, the Madras Government have, I think, gone to the utmost extent in relief of the Fisc.

7. It does not fall within my province to touch on the sound policy of the Madras Government in fostering Municipal administration; for it is a matter which is wholly distinct from the primary necessity of maintaining an adequate Police. But I may remark that of the Rupees 8,63,528 to be raised within Provincial Towns under Act X of 1865 during the current year, Rupees 2,69,000, or 31·2 per cent. *only* is for Police. The balance Rupees 5,94,000, or 68·8 per cent. is for purposes of health and conservancy. Of the total contribution by Government to Municipal income therefore, less than one-third is for Police. I submit that any charge incurred by the Government in the promotion of improved conservancy, is entirely distinct from the question of Police expenditure; and cannot be urged as a reason for now undoing or impairing the earnest and successful operations of the Madras Government for 15 years (commencing under the Administration of Lord Harris) in the direction of Police Reform.

8. Referring to the items of credit suggested in para. 8 of the letter of the Government of India, I beg to submit the following remarks on each item.

Item 1.—The *Men-kaveli* Tax (erroneously called House Tax, which latter formed *one* item of the general amount collected under Regulation I of 1816, but was abolished by Act XVIII of 1861) of Tanjore amounts as stated to about 2 lakhs of Rupees, and is (as was pointed out in my Report of 1860) a Police asset. This fund had up to that year been chargeable with nearly same Rupees 40,000 for the payment of a Visarapugar Establishment 1,100 strong; these were disbanded and their duties undertaken by the General Police in 1860; so that from that time the whole of this increasing Revenue has been swept into the coffers of the State. The Men-kavil Fund is by Law an item to the credit of the Police, and the Police expenditure of Madras has from the commencement been practically less by this amount. In future it will appear as an offset in my Budget; together with Police fees collected in Nellore and elsewhere.

Item 2.—The enfranchisement of Kuttubadis has not yet been completely carried out and probably never can be in its entirety. The Government has resolved on the earnest representation of the Agent and myself, that the Paiks (answering to the Kuttubadis elsewhere) of Ganjam and Vizagapatam are not to be enfranchised. In other parts of the country (especially in the Ceded Districts), although the names are distinctive, the functions of the Kuttubadi and other Village servants have been found in some localities so blended that were the Kuttubadies relieved from duty, no Village servants would remain; and some of them guard localities where no Police can be employed. Their enfranchisement is therefore being carried out with caution; but not more than from Rupees 75,000 to 1,00,000 can even be brought to account under this head. Credit will be taken in future Budgets for the amount collected from year to year under this head.

Items 3 and 4.—The enfranchisement of Village Service Inams is being carried out in the Kurnool District alone; but the proceeds of this measure go to Local Funds for the proper payment of village Establishments only. The conditions of Kurnool, serve as an illustration of the confusion and blending of functions which exists throughout the Village Service of this country. In most parts of Kurnool the majority of all the menial village servants have been termed Talari, but they have really been employed on all village services generally.

Consequently, when the Talari Inams are enfranchised, the funds nominally set free will still be required as remuneration for the performance of the other village services. There is no money to remunerate Veiyans unless Talari Inam are enfranchised. Indeed, the total amount available will not suffice, and the operation of the Cess Act will be required in addition. The same condition applies to all other Districts and in many (where Inams are less) with far greater force than in Kurnool. It was never contemplated that the measure of enfranchisement should result in supplying funds for the general Police Establishment. It is purely a local village question.

I have already discussed Item No. 5 with regard to Village Cess in Para. 4 of this letter, and I have shown in Para. 5, that under the Towns' Improvement Act, Rupees 3,07,495 are already brought to credit.

9. I infer from this letter that the Government of India consider that the Madras Police is too expensive and will admit of reduction. As this is not the case, I have no doubt that the Government of Madras will wish the grounds upon which they fixed their Establishments to be thoroughly explained. I propose to do so by discussing the following questions.

1st. Is the Strength of Madras Police excessive—either as compared with other countries or other parts of India?

2nd. Is the Charge an undue share of the taxation of the country or of the general revenues?

3rd. Has the Madras Government used its Police in relief of the State; and has there been any increase of charge whatever?

10. 1st. Is the strength of Madras Police excessive?

Its strength is not beyond the requirements of good administration of Criminal Justice and necessities of the population? The Madras Government established the necessity of undertaking an adequate and well administered system of Police, by a most searching and painful examination in 1854 and adopted a sound and established principle of organization. In the actual wants of each District were separately examined with great care—Taluq by Taluq—through the responsible Magistracy and experienced Police Officers; and the strength of the Police was accurately adjusted to the local needs. In 1863, the whole Force was again thoroughly revised and every redundancy removed. This involved the disbandment of 1,600 men of the regular establishment, with a large number of Stipendiary Village Watchers, and a reduction of Rupees 4,36 278. The charge for the Madras Police under all heads, was thus reduced to Rupees 38,83,576. The Government of India then accepted the revised establishment and fixed the annual grant for the Madras Police at 39 lakhs; within which Budget limit the charges for the Force and its contingencies have since been kept. No increase of establishment or other material change whatever has taken place. The experience of years has since tested the appropriations and proved them to be not only reasonable, but compared with requirements most economical. Indeed, the demand throughout the country is for more Police. The responsible Magistracy will not accept less. And when the introduction of the Towns' Improvement Act X of 1865, recently gave rise to a re-examination, in the interest of the rate-payers, of the Police of Towns, a slight increase of establishment was found indispensable in several Towns. This increase was practically met at the cost of the Rural population, for the Budget limit has not been exceeded. The careful method of action adopted throughout, justifies therefore confidence and assurance. The Budget limit includes a charge of Rupees 1,65,300, debitable to State Revenue Departments as per margin, Services which were not contemplated on the original organization.

	No.	Cost.
Town Police as it originally stood.	1,567	2,31,382
" as revised	1,792	2,67,017
Difference...	225	35,635

	Men.	Rs.
Preventive Establishments on French Frontier... ...	134	15,600
Salt Preventive Establishments...	1,157	1,49,700
Total.....		1,65,300

11. I will now compare the Madras Police with English Police and the Police of other Administration. In the margin I have shown a Statement of the actual strength and cost of the Madras Police, as taken from the Parliamentary Return of all Police in India at the end of 1865—less Preventive Establishments which, though in no way connected with Police duty, were included in the total of men returned. The Police of the Madras Presidency consists of 23,673 men, maintained at a cost of Rs. 37,06,718; and is in the proportion of 1 to 1,041 inhabitants and 1 to 6 square miles. But of the above numbers, 1,276 men at a cost of Rs. 1,55,040 are exclusively employed at Jails, and 1,450 men at a cost of Rs. 1,48,370, are employed in guarding Government Revenue Treasuries. The number of Police therefore actually employed in the service of the Public, is 20,947 men at a cost of Rs. 34,03,308; giving a proportion to population of 1 to 1,177 inhabitants, and to area of 1 to 7 square miles. They are distributed to Towns and Rural parts as follows:—

	Total Strength.	Cost.
Madras Constabulary.	24,964	Rs. 38,72,018
Deduct Salt preventive and Land Customs...	1,291	„ 1,65,300
Police proper...	23,673	37,06,718

	No.	*Cost.*	*Population.*	*Proportion.*
Police of Towns.....	2,789	Rs. 5,01,035	1,465,309	1 to 525
„ Rural Parts...	18,158	29,02,273	23,201,200	1 to 1,277

In Towns therefore the proportion of Police in Madras is 1 to 525; in Rural parts 1 to 1,277. It is maintained at a cost of 2·3 annas or 3½*d.* per head of the population.

12. Now, the strength of Police in England (1865) was 1 to 902 of the inhabitants, and 1 to 2·5 square miles of area: while in Ireland (which country affords a closer analogy with the circumstances of India,) the Police was (1865) 1 to 425 inhabitants and 1 to 2·7 square miles. The strength of Rural Police in English Counties was 1 to 927—the statutable ratio (2 & 3 Vict. c. 93) being 1 to 1000. The cost of Police in England was 1*s.* 8·9*d.* per head of the Population, and in Ireland 2*s.* 7·7*d.*

13. As compared therefore with our Native Country, the Madras Police is already as it now stands, on too low a footing; while the cost is extremely moderate. No reduction either in numbers or cost can be anticipated. But provision has to be made for that gradual increase of the strength and cost of Police, which experience has proved in every country, must accompany increasing population, advancing prices and improved administration.

14. I will now compare the Madras Police with the Police of other Administrations of the Indian Empire. The following Statement shows that in proportion to area and population and in cost per head of the inhabitants, the Madras Police falls below the average of all other Provinces, and in each detail is on a comparatively reasonable footing.

	No. of Police.	Cost of Police.	Population.	Area.	Population to square mile of Inhabitants.	Proportion of Police to Population.	Proportion of Police to square mile.	Cost per head of Inhabitants.
				Square Miles.		One to	One to	Annas.
Central Provinces ...	9,031	12,91,614	7,860,000	120,849	65	870	13·3	2·6
Berar	2,245	3,18,986	1,535,935	17,334	88	684	7·7	3·3
Oude	8,356	20,26,332	8,838,151	53,242	166	1,057	6·3	3·6
Burmah	6,954	13,32,194	2,373,349	90,070	26	341	12·9	8·9
Punjab	19,535	28,63,110	14,737,554	99,849	147	754	5·1	3·1
Lower Provinces Calcutta and Suburbs ...	30,338	50,38,234	40,429,527	214,349	188	1,332	7·06	2·0
North Western Provinces	27,017	36,59,524	28,682,757	72,612	395	1,061	2·6	2·04
Bombay (*Proper*) ...	16,349	21,46,284	10,531,489	98,067	107	644	6·0	3·2
Total...	119,825	1,86,66,428	114,988,762	766,272	150	959	6·3	2·6
Madras	23,508	36,73,287	24,666,509	141,746	174	1,049	6·0	2·3

of the Police Force in India on 31st December 1865. (LORD WILLIAM HAY.)

Not that I consider the Police of any other part of India excessive; indeed that of the Lower Provinces is notoriously insufficient, and in the N. W. Provinces the populous character of the country of course decreases the cost per head. But the Table clearly establishes the fact that the Madras Government have estimated for their Police with strict economy.

15. As incidental to the question of strength, I may remark that the Madras Government likewise manage their Foreign Frontier Customs and Salt monopoly at the most reasonable charge. A steadily improving Revenue derived from Monopoly and Frontier sources, which in every country are difficult of realization and are protected at a large cost,—is brought to account in this Presidency under exceptionally difficult circumstances, at a cost of 1·6 per cent. on the net Revenue. Great confusion has been introduced into the consideration of the cost of the Madras Police by shewing these Preventive Establishments to its debit. As well might we show the tide waiters of the Thames in the Metropolitan Constabulary accounts, or debit the Coast Guard of England to the County Constabulary. The error has not lain with this Government. These establishments were shown separately until the Proceedings of Government of India, Financial Department, No. 3,496 of 31st July 1863, countermanded this sound practice. I trust that the proper system may be reverted to. It is my duty to inform the Government that an increase must be anticipated under the head of Salt. The Revenues from this source have increased from Rs. 77,06,688 (the average of the first 3 years when for administrative convenience, these Preventive duties devolved upon this Department) to Rs. 104,41,099, the average of

Preventive Establishment.	No.	Cost.	Average Revenue for 3 years last past.	Per cent of charge.
Salt Monopoly.....	1,157	1,40,700	109,15,303	1·4
Frontier Customs ..	134	15,600	1,25,896	12·3
Total...	1,291	1,65,300	104,41,099	1·6

the last 3 years. Factories have been extended—better watching is required—and the charge must be raised to what it originally was, viz. 2 per cent. of the revenue realized.

16. It now becomes necessary, with reference to the second question, viz:—"Does the Madras Police enjoy an undue share of the Taxation of the country or of the general Revenues?"—to examine it with reference to other parts of India. The following Statement shows the Police charges as compared with the Land Tax and the total Taxation of each Province in 1867-68.

	Police charges. Budget of 1867-68.	General Revenue. Budget of 1867-68.	Land Revenue. Budget of 1867-68.	Proportion to General Revenue.	Proportion to Land Revenue.
Central Provinces	14,26,980	1,09,63,300	61,36,000	13·0	23·2
Oude	11,79,660	1,39,92,000	1,18,08,100	8·4	9·9
Burmah	13,12,960	1,17,03,500	57,74,500	11·2	22·7
Punjab	31,48,830	3,24,72,600	1,91,52,000	9·7	16·4
Bengal	55,88,830	9,60,12,500	3,83,13,700	5·8	14·5
North-West Provinces	38,83,210	5,50,09,500	4,04,00,000	7·0	9·6
Bombay	37,55,080	6,47,45,500	3,56,69,000	5·8	10·5
Total and average.....	2,02,95,550	28,48,98,900	15,72,53,300	7·0	12·9
Madras	38,70,770	6,93,44,600	4,30,55,000	5·5	8·9

N. B.—The above Statement of General Revenue is taken from the Budget of Revenues and Receipts for 1867-68, *omitting Tribute, Opium, Mint, Interest and Miscellaneous Receipts.*

17. The comparison shows that the Police charges for Madras, if set against the Land Revenue, fall much short of the per centage in *any other* Presidency or Administration in the country. The average Police charge for all other parts of India being 12·9 per cent. of the Land Revenue; that of Madras, only 8·9 per cent. or scarcely more than *two-thirds* of the average.

18. Again, comparing the proportion of Police charge with the General Revenues of each Administration, it appears that in this respect too the Madras charge on its General Revenues is *the lowest* of any Administration in all India; it is 5·5 per cent. against a general average of 7·0 per cent. elsewhere. The per-centage of charge for the Madras Police on the Revenues, is, therefore, a very reasonable demand, whether compared with the general taxation of the country or with its most important item—the Land Revenue. These figures prove beyond question, that the Madras Government has placed its Police on the most economical footing of any Government in India. Not that I for a moment question the justness of the demands of other Governments. Their establishments are reasonably adapted to local requirements and the general average charge is not excessive. Still the fact remains that the

Madras Police is the cheapest of all. Tested by English statistics likewise, the Madras demand on the Revenues, will not seem unduly large, when allowance is made for the widely different conditions of the country. The Police charge in Madras bears a proportion of 5·5 per cent. to the general revenues; that of Great Britain of 4·8 per cent. It must be observed that the cost of the Thuggee and Dacoity Commission—amounting to upwards of a lakh of Rupees—is excluded from the Police charges of some of the abovenamed Administrations. This charge has been erroneously accepted in the Budget as an Imperial charge; but it must be debited rateably to the cost of the Police of the various Administrations to which its operations extend, and will raise the expense of their Police above that shown in their respective Budgets. The Madras Police charge includes the Police expenditure of every description.

	Police charges in 1865.	Revenues in 1866.
England and Wales.	£ 17,48,757	£ 60,684,000
Ireland	„ 7,66,687	
Scotland (*Estimated*)	„ 4,00,000	
Total	£ 2,915,444	Proportion 4·8 per cent.

N. B.—The Taxation as above shown is the total revenue less receipts for Post Office, China War indemnity and Miscellaneous Army receipts.

19. I now take the third question, viz: "Has the Government of Madras fairly used its Police in relief of the finances of the State; and has there been any increase of charge whatever?" Simultaneously with the organization of the new Police, the Madras Government applied itself to a thorough revision of every Civil establishment, Revenual and Police—disbanded every local levy and reorganized several Departments. By these measures they disbanded 28,600 men (a larger body than the entire present Police Force) and set at liberty Funds to the extent of Rupees 16,61,882. They relieved the Military Detachments maintained at almost every Civil Station in the Country for the preservation of peace and order, and every guard and sentry over Jails and Treasuries are employed in the escort of Treasure. By this means a reduction of 12 Regiments of the Native Army and of the whole Veteran Establishment, became possible; and whereas every Sepoy was formerly on sentry duty one night out of 3, this duty now only falls on the Sepoy, 1 night out of 7 even with a largely reduced Army. The then Commander-in-Chief, Sir Patrick Grant, when strongly urging on the rapid organization of the Constabulary, used these emphatic words "The new Madras Police is fighting my battles." The Madras Government has ever since trusted the preservation of the public peace and the protection of public property absolutely to the Madras Police; and they have never yet failed them.

20. The above measures relieved the Revenues of the State (at the prospective rate of Rs. 1,80,000 per Regt. per annum) to the extent of Rupees 21,60,000—while the Army is kept more efficient by lighter duty and the Pension List is decreased. To this must be added the cost of the entire Veteran establishment, viz. Rupees 4,00,011—Further, the Madras Government has accepted the Political charge of the Orissa Agency, which formerly cost a lakh of Rupees per annum, but is now provided for out of the Police Budget. The Military Budget has also been relieved of Rupees 1,71,000 per annum in the pay of Military Officers charged to the Police Budget. Thus, on the whole, the Madras Police has more than paid for itself.

Savings.		
Civil Establishments	...	...16,61,882
Army Savings	...	...21,60,000
Veterans	...	... 4,00,011
Orissa Agency	...	... 1,00,000
Military Officers' Pay	...	... 1,71,000
		44,92,893
Deduct Police Budget	...	...39,00,000
Balance of Savings	...	... 5,92,893

21. Lastly, the Administration of their Police by the Madras Government has not been below the average of other parts of India in respect to efficiency, and the State and Public have a fair return for their money's worth.

22. In conclusion, I may as well concisely show the actual debits and credits of the Madras Police.

Budget Limit		Rs. 39,00,000
Deduct credits.		
Revenue Establishments	1,65,300	
Municipal Contributions	3,07,500	
On account of Marine Police	26,000	
Under Section 13, Act XXIV	21,000	
Regimental Pay of Police Officers	1,71,000	
Tanjore Men-Kavil Fund	2,00,000	
Enfranchisement of Police Inam and Fees, say ...	1,00,000	
		9,90,800
		29,09,200

23. The above Statement, which does not include the large resumptions of *Men-kaveli* lands, and the Police Inams which lapsed in their entirety prior to the publication of the Inam Rules—shows that the Madras Police really costs less than the limit of 31 lakhs to which it has been proposed to reduce it, and it will be satisfactory to the Madras Government to find from the close analysis now submitted, that their Police Force is the cheapest in all India. Although I trust fairly efficient, it is even now scarcely adequate in number to meet the increasing demands upon it, and I would beg most earnestly and anxiously to affirm the impossibility of further reduction.

I have the honor to be,

Sir,

Your most obedient Servant,

Inspector General of Police,
Acting 3rd Member Board of Revenue.

Rec. 4th Dec. 57. Nos 2 & 3 Leg.
—— 26th March 63 —— 178 & 179.
—— 25th Sept. 72 —— 197.
—— 27th Oct. —— 227 & 228.

Judl. Legislative 10th March 1868 No. 14

Judicial 1857 Departmt

G

The Hon'ble Secretary to Govt.

Bombay

Fort 20th
Esplanade 24th } December 57

No 2855.

Communicating observations on the remarks made by the Govt. of India regarding the reduction of the Budget provision for the Police of this Presidency.

221 B.

Sir Thos. Hislop Bart
Dumoad 1st Sept 1818

2

Sir

Sincerely concur in the opinions entertained by Mr. Arbuthnot in his memoir of the 15th. Instant on the constitution of the Madras Army and the necessity of procuring Officers for the command of that force, for the most part from the Military Service. I think that the Supreme government should be addressed in the sense and in the terms of Mr. Arbuthnots Letter.

I cordially adopt the opinions expressed by Mr. Arbuthnot; with three points excepted of the Lieut: Colonelcy, and quite agree with their Lordships the President; in thinking that our duty to that Corps may with great propriety be drawn up on the terms and grounds of Mr. Arbuthnots observations.

It may perhaps be objected that our touching the matter of the notorious Inquility of Young Officers, was not quite warranted:— but—not as an argument in support of our deprecation of a change in the material by which our Police force has hitherto been so ably and so creditably superintended, I attributed it merely to the [illegible]

24

OFFICE OF THE INSPECTOR GENERAL OF POLICE,
MADRAS, 20th *December* 1867.

From

W. ROBINSON, ESQ, C. S. I,
Inspector General of Police.

To

THE HONORABLE R. S. ELLIS, C. S.
Chief Secretary to Government,
Fort St. George.

SIR,

Referring to G. O. No. 1,083, dated 14th December 1867, covering a letter from the Secretary to the Government of India, Home Department, No. 488, dated 16th November, I have the honor to submit the following remarks.

2. I have carefully and anxiously examined the records of my Office for any basis for the position taken in Para. 2 that "the original limit for Police charges which was voluntarily accepted by the Madras Government was fixed at 31 lacs per annum." No such arrangement ever did exist, as every Estimate sanctioned by the local Government and ratified by the Supreme and Home authorities, and every Budget ever submitted by the Madras Government abundantly prove. I observe that in a letter submitted to the Secretary to Government of India, Home Department, No. 5, dated 17th January 1862, by the late Colonel Bruce and some members of the Police Commission of 1860, the following statement appears:—Para 27. Since the formation of our Commission the different local Governments have, we believe, undertaken to keep their Police expenses within the following bounds. * * * * * Madras, Rupees 33,24,620." I need scarcely remind Government that this even did not include the Salt and Customs Revenual services subsequently thrown on the Police Budget, with a charge of Rupees 1,65,390.

See also letter of Government of Madras to the Government of India, dated 25th Nov. 1852, No. 1,917 and letter to the same, dated 26th March 1863, No. 183.

3. Possibly the misapprehension may be traced to Para. 39 of the same letter, in which wish reference to a conjectural Estimate of the Police expenditure for all India, a similar assertion is made without any authority and strangely at variance with Para. 27 above quoted. To show how futile all conjectural lump estimates such it was therein attempted to frame, must ever prove when prepared without local knowledge and having reference to a branch of administration which practically was then entirely new, I have drawn out a statement showing those estimates for all the Administrations of India in juxta-position with the actual charge for the now ascertained requirements of each. It will be seen how largely the actuals exceed the estimates. In the Appendix to that letter, the area of Madras is understated by nearly one-fourth, the

	Area in Square Miles.	Population.	Amount proposed to be added to the Civil Police Commission No. 84 dated 20th April 1861.	General Budget Estimates of India for 1867-68.
			Rupees.	Rupees.
Bengal, exclusive of Assam	149,712	40,312,217	10,03,000	55,58,830
Assam	82,200	510,150		
Berar	32,200	1,950,930	1,063,000	13,12,067
Tenasserim	28,195	117,455		
North-Western Provinces	97,120	30,000,000	37,07,005	33,83,210
Punjaub	97,200	14,918,000	24,03,000	31,48,830
Oude	22,000	7,600,000	17,50,000	11,75,600
Central Provinces	76,442	1,650,000	4,60,000	14,26,037
Madras	132,000	22,437,297	31,00,000	38,70,770
Bombay	87,940	16,027,303	18,00,000	37,55,080
Scind	62,000	1,768,755	4,50,000	
Total	770,809	152,758,163	1,94,50,000	2,41,06,230

	Total Cost of Town Police.	Amount of Municipal Contribution.
Provincial Towns.... ..	2,37,917	2,00,273
Presidency Town.... ..	2,14,064	1,07,232
Rupees	4,51,981	3,07,495

5. I beg now to refer to paras. 2, 3 and 4 of the letter of the Government of India in which the financial results of Act X of 1865 are treated as affecting the Madras Police. So far as the Police is concerned, *the financial results of Acts X of 1865* and IX of 1867, have largely and directly relieved the state of Police charges—to the extent of Rupees 3,07,495 as shewn in the margin. On the other hand, Municipal action and the requirements of improved supervision have greatly added to the labours and responsibilities of the Police, and some slight increase of strength has been unavoidable. Nothing beyond local adjustments can be looked for here.

6. I may mention incidentally that when paying 75 per cent. of their Police charge, the inhabitants of Towns are fully taxed; for the population of Provincial Towns in this Province is chiefly agricultural and contributes largely to the Land Tax of the country. In England in 1865, the contribution from the Public Revenues to the Borough Constabulary was 20·9 per cent. of their whole cost, and for all Ireland 91 per cent. Therefore, in throwing 75 per cent. of the cost of their Police upon the agricultural Towns in the Provinces, the Madras Government have I think, gone to the utmost extent in relief of the Fisc.

7. It does not fall within my province to touch on the sound policy of the Madras Government in fostering Municipal administration; for it is a matter which is wholly distinct from the primary necessity of maintaining an adequate Police. But I may remark that of the Rupees 8,63,328 to be raised within Provincial Towns under Act X of 1865 during the current year Rupees 2,69,000, or 31·2 per cent. *only* is for Police. The balance Rupees 5,94,000, or 68·8 per cent. is for purposes of health and conservancy. Of the total contribution by Government to Municipal income therefore, less than one third is for Police. I submit that any charge incurred by the Government in the promotion of improved conservancy, is entirely distinct from the question of Police expenditure; and cannot be urged as a reason for now unloosing or impairing the earnest and successful operations of the Madras Government for 15 years (commencing under the Administration of Lord Harris) in the direction of Police Reform.

8. Referring to the items of credit suggested in para. 8 of the letter of the Government of India, I beg to submit the following remarks on each item.

Item 1.—The *Mea-kavil* Tax (erroneously called House Tax, which latter forms one item of the general amount collected under Regulation I of 1816, but was abolished by Act XVIII of 1861; of Tanjore amounts as stated to about 2 lakhs of Rupees, and is (as was pointed out in my Report of 1860) a Police asset. This fund has up to that year been chargeable with a yearly sum of Rupees 40,000 for the payment of a Visarungapur Extra Cheroot 1,000 strong; these were disbanded, and their duties undertaken by the General Police in 1861; so that from that time the whole of this increasing Revenue has been swept into the coffers of the State. The Mea-kavil Fund is by Law an item to the credit of the Police, and the Police expenditure of Madras has from the commencement been practically less by this amount. In future it will appear as an offset in my Budget; together with Police fees collected in Neilgherries and elsewhere.

Item 2.—The enfranchisement of Kuttaladis has not yet been completely carried out and probably never can be in its entirety. The Government has resolved on the earnest representation of the Agent and myself, that the Poliks (answering to the Kuttaladis elsewhere) of Ganjam and Vizagapatam are not to be enfranchised. In other parts of the country (especially in the Ceded Districts), although the names are distinctive, the functions of the Kuttaladi and other Village servants have been found in some localities so blended that were the Kuttaladies relieved from duty, no Village servants would remain; and some of them guard localities where no Police can be employed. Their enfranchisement is therefore being carried out with caution; but not more than from Rupees 75,000 to 1,00,000 can ever be brought to account under this head. Credit will be taken in future Budgets for the amount collected from year to year under this head.

Items 3 and 4.—The enfranchisement of Village Service Inams is being carried out in the Kurnool District alone; but the proceeds of this measure go to Local Funds for the proper payment of village Establishments only. The conditions of Kurnool, serve as an illustration of the confusion and blending of functions which exists throughout the Village Service of the country. In most parts of Kurnool the majority of all the menial village servants have been termed Talari, but they have really been employed on all village services generally.

[illegible] Police [illegible] [illegible] [illegible]

	No. of Police.	Police.	Population.	Area.			Proportion to Land Revenue.	Proportion to Land Revenue.
Central Provinces ...	[illegible]	32,03,814	7,[illegible]	1,[illegible]	[illegible]	67	1[illegible]	[illegible]
Berar	[illegible]	31,85,[illegible]	1,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Oude	[illegible]	2,15,[illegible]	9,[illegible]	[illegible]	1[illegible]	1[illegible]	[illegible]	[illegible]
Burmah	[illegible]	11,32,[illegible]	2,[illegible]	[illegible]	[illegible]	341	1[illegible]	[illegible]
Punjab	1[illegible]	2,[illegible]	14,37,[illegible]	99,81[illegible]	14[illegible]	734	[illegible]	[illegible]
Lower Provinces (Calcutta and Suburbs) ...	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
North-Western Provinces	27,017	[illegible]	2[illegible]	72,[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Bombay (Proper) ...	[illegible]	21,[illegible]	[illegible]	98,[illegible]	107	[illegible]	[illegible]	[illegible]
Total ...	[illegible]	[illegible]	[illegible]	7[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
Madras	[illegible]	[illegible]	2[illegible]	141,7[illegible]	174	[illegible]	[illegible]	[illegible]

N. B.—The above Statement is taken from the Parliamentary Return dated 9th May 1867, of the Police Force in India for the year ending December 1865. (Home Military Dept.)

Not that I consider the Police of any other part of India excessive, indeed that of the Lower Provinces is somewhat inadequate, and in the N. W. Provinces the populous character of the country of course decreases the cost per head. But the Table clearly establishes the fact that the Madras Government have economized for their Police with strict economy.

15. As incidental to the question of strength, I may remark that the Madras Government likewise manage their Foreign Frontier Customs and Salt monopoly at the most reasonable charge. A steadily increasing Revenue derived from Monopoly and Frontier sources, which in every country are difficult of realization and are protected at a large cost, is here collected in this Presidency under exceptionally difficult circumstances at most 4½ per cent. on the net Revenue. Great confusion has been introduced into the consideration of the cost of the Madras Police by showing these Preventive Establishments to its debit. As will be seen by the Table of the Taxes in the Metropolitan Contabulary Returns, ordered by the Privy Council of England to the County Constabulary. The error has not been with this Government. These establishments were shown separately until the Proceedings of Government of India, Financial Department, No. 3,498 of 31st July 1863, countermanded this sound practice. I trust that the proper system may be reverted to. It is my duty to inform the Government that an increase must be anticipated under the head of Salt. The Revenues from this source have increased from Rs. 77,00,000 (the average of the first 3 years when the administrative economies of these Preventive duties devolved upon this Department) to Rs. 104,41,000, the average of

	Tax	Cost.	Net Revenue.	Per cent of charge.
Salt Monopoly ...	[illegible]	[illegible]	[illegible]	[illegible]
Frontier Customs ...	[illegible]	[illegible]	[illegible]	[illegible]
Total ...	[illegible]	[illegible]	104,41,000	4½

the last 3 years. Factories have been extended—better watching is required—and the charge must be raised to what it originally was, viz. 2 per cent. of the revenue realized.

16. It now becomes necessary, with reference to the second question, viz:—"Does the Madras Police enjoy an undue share of the Taxation of the country or of the general Revenues?" —to examine it with reference to other parts of India. The following Statement shows the Police charges as compared with the Land Tax and the total Taxation of each Province in 1867-68:

	Police charges. Budget of 1867-68.	General Revenue. Budget of 1867-68.	Land Revenue. Budget of 1867-68.	Proportion to General Revenue.	Proportion Land Revenue.
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Oude	11,79,660	1,39,92,000	1,18,08,100	8·4	9·9
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Bengal	55,88,830	9,60,12,500	3,83,13,700	5·8	14·5
North-West Provinces	33,83,210	5,50,09,500	4,04,00,000	7·0	9·6
Bombay	37,53,080	6,47,45,500	3,56,69,000	5·8	10·5
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Madras	38,70,770	6,93,44,600	4,36,55,000	5·5	8·9

N. B.—The above Statement of General Revenue is taken from the Budget of Revenues and Receipts for 1867-68, omitting Tribute, Opium, Mint, Interest and Miscellaneous Receipts.

17. The comparison shows that the Police charges for Madras, if set against the Land Revenue, fall much short of the per centage in *any other* Presidency or Administration in the country. The average Police charge for all other parts of India being 12·9 per cent. of the Land Revenue; that of Madras, only 8·9 per cent. or scarcely more than *two-thirds* of the average.

18. Again, comparing the proportion of Police charge with the General Revenues of each Administration, it appears that in this respect too the Madras charge on its General Revenues is the *lowest* of any Administration in all India; it is 5·5 per cent. against a general average of 7·0 per cent. elsewhere. The per-centage of charge for the Madras Police on the Revenues, is, therefore, a very reasonable demand, whether compared with the general taxation of the country or with its most important item—the Land Revenue. These figures prove beyond question, that the Madras Government has placed its Police on the most economical footing of any Government in India. Not that I for a moment question the justness of the demands of other Governments. Their establishments are reasonably adapted to local requirements and the general average charge is not excessive. Still the fact remains that the

[illegible] by English statistics. Likewise the Madras demand [illegible] the Revenues will [illegible] and duly large- [illegible] which allowance is made for the widely different conditions of the country. The Police charge in Madras bears a proportion of 5·5 per cent. to the general revenues; that of Great Britain of 4·8 per cent. It must be observed that the cost of the Hunters and Dacoity [illegible] of some of the abovenamed Administrations [illegible] has been erroneously accepted in the Budget as an Imperial charge; but it [illegible] totally to the cost of the Police of the various Administrations to which its operations extend, and will raise the expense of their Police above that shown in their respective Budgets. The Madras Police charge includes the Police expenditure of every description.

19. I now take the third question, viz: "Has the Government of Madras fairly used its Police in relief of the finances of the State, and has there been any increase of charge whatever?" Simultaneously with the organization of the new Police, the Madras Government applied itself to a thorough revision of every Civil establishment, Revenual and Police—disbanded every local force and [illegible] several Departments. By these measures they disbanded 28,600 men (a larger body than the entire present Police Force) and set at liberty Funds to the extent of Rupees 10,61,852. They relieved the Military Establishments maintained at almost every Civil Station in the Country for the preservation of peace and order, and every guard and sentry over Jails and Treasuries are employed in the escort of Treasure. By this means a reduction of 12 Regiments of the Native Army and of the whole Veteran Establishment, became possible; and [illegible] every Sepoy was formerly on sentry duty one night out of 3, this duty is now only falls [illegible] cost of 7 years with its largely reduced Army. The then Commander-in-Chief, Sir Patrick Grant, when strongly urging on the rapid organization of the Constabulary, used these [illegible] words "The new Madras Police is fighting my battles." The Madras Government has ever since trusted the preservation of the public peace and the protection of public property absolutely to the Madras Police, and they have never yet failed them.

Savings		10,61,852
[illegible] abolishments	...	21,60,000
Army Savings	...	4,00,911
[illegible]	...	1,00,000
[illegible]	...	1,71,000
[illegible] Pay	...	2,73,000
		41,67,853
[illegible] Police Budget	...	40,00,000
Balance of Savings	...	1,67,853

20. The above measures relieved the Revenues of the State (at the prospective rate of Rs. 1,80,000 per Regt. per annum) to the extent of Rupees 21,60,000—while the Army is kept more efficient by lighter duty and the Pension List is decreased. To this must be added the cost of the entire Veteran establishment, viz Rupees 4,00,911—Further, the Madras Government has accepted the Political charge of the Orissa Agency, which formerly cost a lakh of Rupees per annum, but is now provided for out of the Police Budget. The Military Budget has also been relieved of Rupees 1,71,000 per annum in the pay of Military Officers charged to the Police Budget. Thus, on the whole, the Madras Police has more than paid for itself.

21. Lastly, the Administration of their Police by the Madras Government has not been below the average of other parts of India in respect to efficiency, and the State and Public have a fair return for their money's worth.

22. In conclusion, I may as well concisely show the actual debits and credits of the Madras Police

Budget Limit		Rs. 30,00,000
Deduct credits.		
Revenue Establishments	1,65,300	
Municipal Contributions	3,07,500	
On account of Marine Police...	26,000	
Under Section 13, Act XXIV	21,000	
Regis[illegible] Pay[illegible]	[illegible]	
[illegible] Civil Land	2,00,000	
Inspection Enfranchisement of Police Inam and Fees, say ...	1,06,000	
		9,80,800
		20,00,200

23. The above Statement which does not include the large resumptions of *Mer-kavli* lands, and the Police Inams which lapsed in their entirety prior to the publication of the Inam Rules—shows that the Madras Police really costs less than the limit of 31 lakhs to which it has been proposed to reduce it, and it will be satisfactory to the Madras Government to find from the close analysis now submitted, that their Police Force is the cheapest in all India. Although I trust fairly efficient, it is even now scarcely adequate in number to meet the increasing demands upon it, and I would beg most earnestly and anxiously to affirm the impossibility of further reduction.

I have the honor to be,

SIR,

Your most obedient Servant,

Inspector General of Police,
Acting 3rd Member Board of Revenue.

Jail Reforms of 1867.

29

GENERAL DEPARTMENT,
No. 1996.

CHIEF OFFICE OF THE INSPECTOR GENL. OF POLICE,
MADRAS, *5th November* 1867.

FROM

W. ROBINSON, Esq., C. S. I.,
Inspector General of Police.

To

THE HONORABLE R. S. ELLIS, C. B.,
Chief Secretary to Government,
Fort Saint George.

SIR,

Adverting to Extract from Proceedings of Government of India in the Home Department, dated 3rd August 1867, No. 3005, I beg to submit for facility of reference, a copy of my letter dated 28th November 1866, No. 1989, explanatory of the armament &c., of the Madras Police, which accompanied the Return called for by order of the House of Commons. It is somewhat difficult to offer remarks upon the Resolution of the Government of India, referred to me while in ignorance of the conditions and the spirit of the administration of the various Police Forces in other parts of India, which have called forth the opinions therein expressed; but certainly they most widely differ from the conditions of the Madras Police Force. My respectful remarks must be understood to refer to this Presidency alone.

2. As shown in the letter above alluded to, the Madras Police Force has, from its first organization, been entirely divested of any approach to a Military character either in its materials or principles of working. It is simply a Civil Constabulary and nothing more. The first step taken was to abolish all semi-Military bodies, hitherto combined with the Police,—such as the Sibundy Corps of the Northern Circars, the Malabar Police Corps, the Kurnool Irregular Horse, and armed Peons of all kinds,—and to substitute in their place a Civil Constabulary as completely free from any Military character as the Constabulary of an English County or the Borough Police of any Town in our Native land. The constitution of the Force is purely Civil. The Constables are drawn from the labouring or trading classes of their respective Districts, and by far the larger proportion belong to races and castes which are never found in the ranks of the Army. The Inspectors, with few exceptions (Europeans), belong to the classes from which the Native subordinate Civil Service of the country is recruited and maintained. They are chiefly Brahmins, Naidoos and Moodelliars, into whom no amount of training would infuse a Military spirit. There is therefore no Military element in the subordinate grades of the Madras Police. And I am satisfied that an attempt to constitute a quasi-Military arm of this material would not only be a retrogression from a sound principle, but must prove as it did under the old system, a failure in practice. I cannot advise Government to invite a large infusion of the Military classes into the Civil Police.

3. The precise nature of the Military training alluded to in the Resolution of the Government of India is not defined. But the amount of training and setting up which converts an awkward boor into an upright active man with a proper neatness of dress and precision of movement, which inculcates habits of prompt and ready obedience and exactitude in carrying out orders, and makes a man equal to the varied emergencies which he necessarily meets with in Police life, cannot detract from the efficient performance of Civil duties. Men who are often employed in watching convicts, escorting treasure and prisoners and repressing violence, must of course be taught how to use their weapons on occasions; but no more has been done in this respect in Madras than is found necessary with bodies of Civil Constabulary in London and elsewhere, in

order to make them effective to meet every possible emergency. Experience in England (where the efficiency of the training is even now being extended), Ireland and elsewhere, has proved that this degree of training is simply indispensable.

5. This brings me to the question of employing Military Officers as Superintendents of Districts, for in this grade alone are professional Military men engaged in the administration of the Madras Police. There are on an average about two (2) to each District—some of which are exceptionally large and difficult in this Presidency—with the Supervising Staff. I venture most respectfully to submit that the principle of employing Military Officers in these posts of command has been fully recognized and adopted in Great Britain and Ireland, the Constabulary of which country I need scarcely say, has been wisely taken by the Madras Government as its model. I believe I am right in stating that the bulk of the Chief Constables of Counties and Boroughs, and the Inspecting Officers of Constabulary under the Home Department in England and Scotland are Officers of Her Majesty's Military and Naval Services, and in the selection of persons for these all-important posts the possession of Military training and experience is, I believe, generally considered as an important qualification precedent. The reasons are weighty and obvious. The high tone of honour inseparable from a position in Her Majesty's Services, the habits of command, and self-reliance, of discipline and obedience to duty, which are ingrained upon individual character by a course of Military training and experience, and the indisputable social position which Her Majesty's Commission bestows in relation to the County Magistracy and people in general, confer advantages which, even in England where the field of selection is large, cannot so certainly be secured from any other class. The Madras Government have therefore in confining these appointments to Officers of the Army, followed the soundest and best established precedent, and as in England with the best practical results. No other class in either country will bear comparison with them in suitableness for the duties under consideration.

6. If in other Provinces the employment of Military Officers has led to the introduction of an undue amount of Military feeling injurious to the efficient performance of Civil duties, I must most respectfully venture to conclude that this can only have occurred from a misapprehension of the true principles of Constabulary working, and that Officers have been left to develope their previously acquired knowledge, instead of being guided into a new field of Civil administration. Otherwise I am at a loss to account for the very opposite results which have been obtained both in England and in Madras. The Madras Police is worked entirely on Civil principles, and I speak from nearly ten years' experience, when I affirm that the Military Officers employed have from the first thoroughly appreciated and adopted the spirit of these principles, and have reduced them to practice with a degree of spirited self-denial, earnestness and vigor which would have been looked for in vain at the hands of any other class of men in the country. The present condition of the Madras Police is entirely owing to the able Officers of the Madras Army, who have conducted the organization of this Civil Constabulary, and administered its subsequent working in the face of no slight difficulties. And I do not hesitate to say that more thorough Civilians are not to be found in the ranks of Her Majesty's Covenanted Service. While the previous training of these Military Officers has been most advantageously used in the introduction and maintenance of due discipline, control and efficiency, they have never lost sight of the real ends for which a Civil Constabulary is organized, viz., the prevention and detection of crime and the performance of all other Civil duties. This ever has been the case with the Police in Madras, and the whole history of Civil administration in India will corroborate the fact that intelligent Military Officers have been and still will prove unexceptionable Civil Administrators.

8. I would here venture to record an opinion—founded on my own observation and the feelings (as I have ascertained them) of a large number of able and intelligent Officers who have

passed under my control—that employment in the Police proves a substantial advantage to these Officers should they afterwards return to Military duty. Young Officers come from the Army having already learnt the details of Military duty. In Police work, habits of discipline and command are maintained, and intensified by exercising the control of large bodies of men actively employed on duty over a wide extent of country: and this duty is one which calls forth all the intelligence, resources and energies of the Officers, who direct their operations against the enemies of Society. Self-reliance and activity of thought are strongly developed, and knowledge of the people and of the country and its resources is acquired in a degree wholly inaccessible to Officers performing subordinate routine duties within the limits of a Cantonment. Languages too are learnt; and I need scarcely enlarge on the advantage gained by these Officers from the semi-judicial functions in which they are unceasingly engaged with reference to the detection and prosecution of crime. Such Officers, if well grounded in Military knowledge before leaving the Army, will return to it after some years of Police employment with greatly improved capacity for important Military duties.

7. Thus the Civil Administration enjoys great advantages from the exclusive employment of Military Officers in the higher posts of command in the Police; and the Military Department cannot be said to lose. While it must be beneficial in a financial point of view to employ some of the surplus Officers (for whom no adequate duties can be found under the new Military organization) on eminently suitable Civil duties with such slight increase of pay as will retain the services of old and experienced men, instead of disbursing a full salary to less certain persons not already in the service of the State. These were the grounds of my recent and earnest recommendation on this point. If, however, the number of Officers in the Army so falls off that it becomes unable to supply Civil Departments in general as heretofore, I trust that I may be permitted most respectfully to venture an opinion that the *last* Civil Department which this condition should be allowed to affect is—the Police. And I must express a hope that the principle of appointing Officers of Her Majesty's Service almost exclusively to the Superintendentships and Assistant Superintendentships of Districts (as originally sanctioned by the Court of Directors) and as the Supervising Staff, may be as long as possible maintained. There is no other field for the selection of equally suitable agents for those all-important posts in India. I am satisfied that the District Magistracy, without exception, will support me in this view, and that they would look upon the loss of their Commissioned Officers as the most serious blow to the respectability and efficiency of their Force and to the future prospect of Police administration in their Districts. There are lowering influences inseparable from the profession of a Policeman, which, in the interest of society and the service of the State, must be counteracted by the use of every means for maintaining the tone, spirit and *status* of a service which is second to none in its influence on the well-being of the country. Every measure which tends to weaken the esteem and confidence of the Magistracy and people removes a guarantee for fair integrity and efficiency of the Force.

8. With reference to the employment of Uncovenanted Servants, European and Native, as District and Assistant Superintendents in lieu of Military Officers, it is difficult to know where a qualified European element is to be found on this side of India. It simply scarcely exists. The Europeans available for the purpose consist of young untried youths, frequently of imperfect education, and without any previous professional training by which to judge of their character and qualifications. Some there may be who have been compelled to leave the Army, or who have failed as Planters or in other walks of life, or have come to seek a livelihood in India without a single qualification precedent for the work. Those of these classes whom I have tried in the higher grades of Inspectorships (and I have tried a good many) have almost without exception proved failures even in this limited sphere. They are very far from being the stamp of men who are fitted to conduct the Police Administration of a District, and to hold a large body of Constabulary firmly in hand. And I consider that the substitution of this casual element for tried

watch and ward of these Establishments. Taluq Treasuries are watched by the Policemen of the Station, without any separation of duties—a system which greatly aids economy of numbers. To keep up at each Taluq Station a separate quasi-Military body, uninstructed in proper Police functions and available for no other duty would necessitate a large increase of Force, or diminish unduly the proper watch of the country. The Taluq remittances are conveyed by the same men, aided perhaps by a few Constables temporarily drawn from neighbouring stations. The larger remittances are conveyed from District Stations by the men of the small reserve kept ready for such purposes, without interfering with their usefulness for preventive and detective duties when required. These arrangements have proved all that is necessary. An important duty of the Police is to escort prisoners from each station to the different Courts. To prevent these prisoners from attempting to escape the moral effect of arms in a Constable's hand is absolutely necessary, especially with reference to the hilly and jungly nature of the great part of the country. It is not clear how these prisoners could be otherwise escorted, or how detachments from the proposed Military branch of the Police could be scattered over the country for the purpose of escorting prisoners without a large increase of Force. At present, every Constable is prepared to undertake this task, and does it well without detriment to his other duties. No change of system is called for. As stated in my letter already alluded to, a certain proportion of Arms is kept in each station which are only used in case of need. A Baton only is usually carried—but with reference to the nature of the country, and the occasionally violent character of crime and other emergencies which suggest themselves, it would not be fair either to the Police or to the people to denude the stations entirely of Arms, and it would be simply impossible to keep at every station a sufficient body of the armed branch of the service to meet the violent emergencies which might occur. Doubtless, the knowledge that Arms are there and may be used on emergency, must have a repressive effect on the lawless part of the population. In fine I am satisfied that the constitution of a quasi-Military branch of the Service would lead, in this Presidency to this result; one portion of the Force would be trained far beyond its civil requirements, and the other portion would sink into a mere undisciplined rabble similar to the old Peons. A part of the Police would be entirely relieved from their paramount function of preventing and detecting crime, and this quasi-Military branch of the Force would be utterly unable to overtake the various and distant duties which would be necessarily confided to it under the proposed system, unless raised to a most undue proportion of strength. Moreover, the advantage now derived from being able to employ each man on the duties best suited to his capacity and character as developed in the course of instruction and actual working, would be entirely thrown away under a system of separate enlistment for each section of the Police.

10. It is scarcely necessary to add that from the first the Madras Government, have carefully considered the varying conditions of the country and character of the people in the organization and management of their Police, as suggested by the Supreme Government in para. 3 of their Resolution, and this has been done with success. Witness the suppression of disturbances in various parts which it is needless to particularize. Their whole Police has been able fairly to fulfil all ordinary requirements.

11. I trust that I have been able to show that no undue Military element and sprit have been introduced into the constitution or management of the Madras Police, and that nothing in its disposition or working seems to call for the tentative changes which the Chief Commissioner of Oude has been permitted to make in that Province. To do so, would be to revert to a system which has been set aside, and to forsake the well established English model which has hitherto been carefully followed and which has completely answered.

I have the honor to be,
SIR,
Your most obedient Servant,

Inspector General of Police.