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S.F.

G.O. Nos: 1454, 1455

Judicial

A 17.7.1893

Spare copy

GOVERNMENT OF MADRAS.
JUDICIAL DEPARTMENT.

READ—again the following papers:—

G.O., dated 21st October 1891, No. 2156, Judicial.

Read—the following papers:—

From the Inspector-General of Police, dated 23rd June 1890, No. 3545.

ABSTRACT.—Soliciting sanction for an increase of 22 constables to the Coimbatore district force for employment as railway platform orderlies.

From the same officer, dated 25th August 1891, No. 5056.

ABSTRACT.—Submitting a scheme for the establishment of Government Railway Police in the Madras Presidency.

Order—dated 21st October 1891, No. 2156, Judicial.

The Inspector-General's scheme is of a merely tentative character and before it can be considered in detail the opinion of those interested will have to be obtained. The papers will therefore be referred to the Public Works Department (Railway Branch) with the request that the views of the Agents of the Madras and South Indian Railway Companies may be obtained. The Consulting Engineer will also be desired to report his views on the subject when forwarding the opinions of the Agents.

2. The scheme it is observed makes no provision for the cost of the establishment necessary for purposes of watch and ward. Assuming that the Police undertakes this duty some addition to the scheme will be necessary. The Inspector-General of Police will therefore expedite the submission of the further information promised in paragraph 11 (ii) of his letter and will see that full information is supplied as to the cost and strength of the existing watch and ward establishments on the Madras and South Indian Railway lines.

3. The Inspector-General's proposals do not provide for travelling allowance presumably in consideration of the extra allowances which he recommends. In calculating the financial effects of the scheme, however, it is necessary to take the cost of travelling into consideration as each man in the detective branch will have to be supplied with a pass over all the lines in the Presidency. The Public Works Department will accordingly be requested to state how the cost of this is to be ascertained and included.

4. The Government notes that the Pondicherry branch of the South Indian Railway which lies in French territory has been incorporated with the scheme as well as the Bangalore line running through Mysore. The Government does not understand how it is proposed to carry out the plan so far as relates to the French line without a convention which it would be difficult to negotiate and which it would perhaps be hardly worth while to attempt. Apparently the Bangalore line is already guarded by Police belonging to this Presidency; if so there will be no difficulty in bringing this section into the scheme. The Inspector-General of Police will report on these two points.

5. Further reasons should be added by the Inspector-General for the division of the Police into two branches, the stationary and the detective; the object to be gained is not very apparent. It should be especially explained what duties will fall to the lot of the detective branch; most of the railway crimes will be of a petty character requiring no special detective ability to cope with them.

6. Finally the Commissioner of Police, Madras, will be asked to furnish Government with his opinion on the Inspector-General's proposals.

(True Extract.)

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

To the Public Works Department (Railway Branch).
" Inspector-General of Police.
" Commissioner of Police, Madras.

G.O., dated 12th July 1892, No. 1290, Judicial.

Read—the following papers:—

From Colonel T. WELDON, C.I.E., Commissioner of Police, to the Chief Secretary to Government, dated Madras, 3rd December 1891, No. 81.

[Reference—G.O., dated 21st October 1891, No. 2156.]

I understand the mischief which led to this proposal for the appointment of a special force of Police for duty on the railways is the necessity for closer observation of the criminal classes who were taking advantage for their own nefarious purposes of the facilities afforded by the expansion of railway communications and for the protection of travellers from the increasingly frequent thefts in railway carriages during transit. In short that some better provision is necessary for the protection of the travelling and general public. I do not gather that the principal railway companies have found any difficulty in protecting their own property and interests by their own servants although on some State railway lines the services of the State Police are engaged.

2. If I am correct in my view of the position, I would with deference suggest confining State intervention to the steps necessary for dealing with the particular evil rather than take upon ourselves the responsibility of also looking after the general interests of the Railway Companies for which they can probably arrange quite as efficiently for that purpose and much more economically. I think there is also some advantage to both sides in a certain amount of independence providing a mutual check.

3. The Inspector-General's proposal to employ a small selected travelling detective staff is, I think, a wise provision. Some of the cleverest professional thieves in India are now the railway thieves, and if all thefts were reported, it would be found that the losses to travellers are very great. These railway thieves belong to all parts of India and members of the guild from Scinde, Bombay and the Punjab are to be found on the Southern Indian lines, while the southern thieves as freely circulate in the north, assuming disguises which readily deceive unwary travellers. The police who will have to deal with these depredators must be men of quick intelligence and ready resource. Constant travelling will no doubt be irksome but it is only by such constant movement they will be able readily to detect the equally habitual traveller bent on illegitimate trade.

4. The strength and cost of the force proposed by the Inspector-General of Police seems as low as would be consistent with any reasonable expectation of satisfactory results.

5. The distinction between stationary and travelling would probably in practice prove more nominal than real. I think all should be liable to be employed as circumstances require. A change from travelling to stationary duty might also be occasionally necessary either in the interests of the individual or the service or both.

6. At present the following details of the City Police attend the several railway stations within city limits:—

	Head Constable.	Constable.	Total.
<i>South Indian Railway.</i>			
Egmore	1	3	4
<i>Madras Railway.</i>			
Central Station	1	3	4
Perambore	..	2	2

At the Fort, Park, Chetput Stations of the South Indian Railway, which consist merely of a sentry-box or shed, a beat constable attends, and at the Washermanpett and Ráyapuram Stations of the Madras Railway also no special provision is made for the constant attendance of platform Police, the constable of the beat looking after these comparatively unimportant places. It is not clear if the proposed Railway Police under the Railway Police Superintendents are to supersede the City Police within city limits, or be only for the special purposes of the Railway Police organization. City Police must in any case for their own purposes continue to watch all the stations in their limits.

From Colonel C. A. PORTEOUS, Esq., Inspector-General of Police, to the Chief Secretary to Government, dated Madras, 15th March 1892, No. 1472.

With reference to G.O., dated 21st October 1891, No. 2156, J.D., I have the

No. 5721, dated 24th August 1891, from the Agent, Madras Railway.
No. 7247—27, dated 4th January 1892, from the Agent, Madras Railway.
No. 7247—906, dated 6th February 1892, from the Agent, Madras Railway.
No. 3219, dated 26th November 1891, from the Agent, South Indian Railway.
No. 23121, dated 10th December 1891, from the Agent, South Indian Railway.
No. 23281, dated 14th December 1891, from the Agent, South Indian Railway.

honour to submit the marginally-noted communications from the Agents of the Madras and South Indian Railways forwarding statements showing the staff of watch and ward establishments employed on their respective railways.

2. I submit also a statement prepared from the railway statements alluded to showing in one view the strength and cost of the watch and ward establishment on both the railways and the strength of police required in addition to the scale already proposed by me in case the watch and ward duty also is undertaken by Government Police on the assumption that the same number of policemen will be required as there are now watchmen employed by the railways on account of this duty. I think, however, that the number of trained and armed policemen actually necessary for this purpose need not be so great, but this can only be settled by a superior police officer inspecting each station and ascertaining its requirements in consultation with the railway authorities.

The cost of the existing railway establishment and of the proposed additional Government Police is according to the statement as follows:—

	Existing establishment for watch and ward.		Proposed additional Government Police.	
	RS.	A. P.	RS.	A. P.
Madras Railway	35,661	0 0	35,088	0 0
South Indian Railway	18,925	6 0	18,374	0 0
Total	54,586	6 0	53,462	0 0

3. (i) With reference to paragraph 4 of the order above quoted, I beg to state that there are two stations, viz., Villianur and Pondicherry, within the French territory on the Pondicherry branch of the South Indian Railway.

(ii) There are nine stations from Kamasamudram to Bangalore City lying in the Mysore territory on the Bangalore line. At none of the stations in these two territories are any police of this Presidency employed.

(iii) I understand that members of the French Police attend for the purpose of keeping law and order among passengers at the two stations—Villianur and Pondicherry—and in the same manner members of the Mysore Police attend at the stations on the Bangalore line.*

* Kamasamudram, 1 constable.
Kolar, 2 constables.
Tyakal, 1 constable.
Malur, 1 do.
Devankundi, 1 do.
Whitefield, 1 do.
Krishnarajpur, 1 do.
Bangalore Cantonment, 1 chief constable at Rs. 40 to 50 and 3 constables.
Bangalore City, 1 serjeant and 3 constables.

(iv) I believe that there is at present a convention with the French Government for the working of the railway branch in its territory, and in case the two stations are to be manned by our Police an additional clause will be

required in the convention relating to the provision of Police.

(v) For bringing the whole of the Bangalore line into our system, an arrangement will be necessary with the Mysore Government.

I consider it very important that there should be a close and efficient watch at the terminal stations which will be largely used by persons proceeding for and returning from their plundering expeditions.

If the two branches can be brought into the proposed scheme, I am of opinion that it would be decidedly advantageous.

4. In regard to the division of the Police into two branches, the stationary and the detective, I beg to state that in proposing this I followed the system of working in force on all the Bombay, Bengal and Central Indian Railway lines, which I submit is a reliable guide. If our traffic be not as great as that on any of these lines, I am of opinion that the method of Police working should still be the same. The principal duties of the detective and travelling branch will be:—

(i) The detection and prosecution of offences cognizable by the Police within railway limits, i.e., the staff on each section of railway will be primarily responsible for the detection of offences occurring on that section, going as often as necessary outside the railway and receiving the co-operation of the staff on other sections and of the District Police generally.

(ii) The arresting of offenders in cases cognizable by the Police.

(iii) The report of non-cognizable cases to the proper authorities, as also all instances of oppression or fraud on the part of railway subordinates or others.

(iv) Travelling in night trains for preventive and detective purposes.

5. On the South Indian Railway four through trains between Madras and Tuticorin besides trains on the Negapatam and Villupuram-Guntakal branches run during the day and night. At the rate of two men for each train, at least 10 men will be required daily for travelling duty alone.

6. Since 1st April 1890, I have employed under Inspector Subbaroya Mudaliyar a staff of Police consisting at present of 8 head constables and 40 constables spared from the strength of 8 districts for the purpose of preventing and detecting the very numerous cases of theft occurring on railway lines, especially on the South Indian, on which line thefts of goods during the past year or more have been very frequent.

The scale proposed by me for the purpose of detection and prosecution of offences and travelling in night trains in that railway is 10 head constables and 50 constables besides 5 inspectors who will have control over this as well as the stationary establishment. This, I consider, is moderate if not below requirements.

The South Indian Railway Company at present maintains a staff of four Prosecuting Inspectors at a cost of Rs. 390 per mensem.

7. For the Madras Railway north and south west lines, on which 10 trains travel daily (night included), I have proposed 5 Inspectors, 11 head constables and 52 constables for detective and travelling duties. This number may have to be increased.

8. A Stationary Police is absolutely necessary for employment at stations and on platforms in the interests of law and order. Their duties will be—

(i) The maintenance of the peace at stations.

(ii) The watching of passenger trains when standing at stations and other duties as described in paragraph 6 of the Bengal rules for the guidance of the Police to which I respectfully beg a reference.

9. From 6 to 10 trains (except at a few stations where the number is 4) pass or re-pass carrying passengers on the South Indian Railway daily, and there is work for the Police not only at the time during which each train stops at stations, but both before its arrival and after its departure when passengers collect and depart.

At the Egmore station, for example, the hours of departure or arrival of trains on one day are—

6-25.	12-30.	17-56.
7-5.	13-21.	18-55.
8-0.	17-0.	19-30.
9-23.		

10. At the Madras Central Station there are 11 departing and returning trains at similar hours. I give these facts to show that the time of the Stationary Police will be wholly (or almost so) occupied with work at the Railway.

11. The life of the detective Police will be very hard and it will therefore be necessary to relieve them occasionally and to put them on lighter work, i.e., stationary duty with *less pay*. The division into the two branches may therefore be supported to some extent on economical grounds.

12. As regards the nature of Railway crime. I beg respectfully to submit that they are not of a *petty* nature and very often are the reverse as the accompanying rough statistics for 1891 will show.

There is no reason for supposing that crime on Railways will be of a *less* serious nature than in towns and villages. Railway thieves will take the largest booty they can possess themselves of, e.g., the Bamptas, who in 1887 closely followed the Nepaul Commander-in-Chief by rail, plundered him of property valued at Rs. 1,57,000 at Tuticorin and went off unnoticed by rail, while the recent dacoity on the mail train near Trichinopoly shows to what extent crime may be carried.

I consider that Railway cases do, and will always, require as much skill in detection as any other cases with which the Police have to deal.

G.O., dated 21st March 1892, No. 761 R, Public Works.

Read—the following papers:—

Letter from the Agent and Manager, His Highness the Nizam's Guaranteed State Railway, No. 447-E., dated 8th December 1891.

Letter from the Agent and Manager, Madras Railway, No. 7247-1349, dated 11th December 1891.

Letter from the Agent, South Indian Railway, No. 213, dated 11th February 1892.

Letter from the Agent and Manager, Madras Railway, No. 7247-130, dated 16th February 1892.

Endorsement from the Consulting Engineer for Railways, No. 194, dated 4th March 1892.

Submitted to Government with reference to its endorsement, No. 4820-C, dated 30th October 1891, on Proceedings, No. 2156 (Judicial), dated 21st October 1891.

2. The Inspector-General's scheme for the organisation of a regular Railway Police establishment for all lines in the Madras Presidency was referred to the Agents, Madras, South Indian, His Highness the Nizam's Guaranteed State Railways, and the Southern Mahratta Railway.

3. The replies received are briefly as follows :—

The Agent and Manager, Madras Railway, approves of the scheme in so far as it may have the effect of improving the efficiency of the Police maintained by Government for the prevention of crime on the line, but considers it to be solely the duty of the State to meet in the extra expense, as no provision exists for any such charge in the Company's contract, and gangs of thieves do not as a rule infringe the provisions of the Railway Act, but purchase tickets to travel from place to place. The Agent considers that the grant of free passes, or periodical tickets, to members of the detective branch will not have the effect of aiding in the detection of crime, but rather prejudice this object, and suggests that in all cases men of this class, whether officers or subordinates, should purchase their tickets and travel as ordinary passengers.

The Agent is of opinion that the staff employed on the Madras Railway for watch and ward purposes can be more cheaply and efficiently controlled under the direct supervision of the Company's District officers and Station-masters than if it formed into a separate staff under independent control.

The Agent, South Indian Railway, reports that the South Indian Railway Company does not desire to exercise its right, under its contract, to call upon Government to establish a Railway Police force and prefers to control its own watch and ward staff.

The Agent and Manager, His Highness the Nizam's Guaranteed State Railway, considers that the Bezwada Railway extension, a small line of 19 miles, will not require any detective force. He deprecates the proposal that the Police on this line should be supervised by an officer having his head-quarters at Madras, a distance of 800 miles away, and represents the advisability of placing the Police under the Superintendent in charge of the Nizam's Railway who has his head-quarters on the line and is an officer of the Government of India vested with the powers of a Magistrate of the first class.

The reply from the Southern Mahratta Railway, which has not been received, will be submitted in due course.

4. From the above it will be seen that the scheme has not met with the approval of the Railway authorities concerned.

5. The situation may be summed up as follows :—

At present no portion of the cost of the Government Police supplied for "law and order" to stations on the Madras and South Indian Railways is borne by either Company. The Madras Railway maintains at its own cost a force of watch and ward which is controlled by the Company's officers. The cost of this establishment during 1891 was about Rs. 46,883. From statement III attached to the Inspector-General's scheme, it appears that the present cost of the Government Police on the Madras Railway is Rs. 337 per mensem or Rs. 4,044 per annum, and it is proposed to raise this amount to Rs. 4,954 per mensem or Rs. 59,448 per annum. It is also proposed that the Government Police should undertake the duties of watch and ward at a cost not yet known, and finally that the total expenditure should be divided between Government and the Railway in the proportion of 3 : 7. According to the contract entered into with the Madras Railway, no provision for such a charge exists, but assuming the Inspector-General's estimate "for watch and ward" to be the same as the actual expenditure now incurred by the Company for that purpose, the amounts chargeable annually to Government and the Company would be Rs. 31,899 and Rs. 74,432 respectively, i.e., $\frac{3}{10}$ and $\frac{7}{10}$ of Rs. (59,448 + 46,883), thereby resulting in an annual increased expenditure of Rs. 27,855 and Rs. 27,549 to each. The proposal is therefore not recommended for sanction.

6. As regards the South Indian Railway, the existing arrangements in respect to "watch and ward" are the same as those on the Madras Railway and the cost during 1891 on this account was about Rs. 19,877. The cost of Government Police on the

South Indian Railway is shown by the Inspector-General as Rs. 484 per mensem or Rs. 5,808 per annum, and it is proposed to raise this amount to Rs. 4,504 per mensem or Rs. 54,048 per annum and to divide this expenditure *plus* that for "watch and ward" in the same way as above described for the Madras Railway. Under the South Indian Railway contract, it is obligatory on the Company to accept the division in the above proportion of the total cost of Police employed under "watch and ward" and "law and order," but the joint approval of Government and Board appears to be necessary before Government can appoint and control the "watch and ward" staff, and the Board do not wish existing arrangements to be disturbed. Supposing in this case also that the Inspector-General's estimate for "watch and ward" were to agree with the actual expenditure now incurred by the South Indian Railway Company, the amounts chargeable annually to Government and the Railway would be Rs. 22,177 and Rs. 51,747, and the total annual increase against each would be Rs. 16,369 and Rs. 31,870 respectively.

7. These increases appear to be excessive and it is recommended that, as regards the South Indian Railway, the control of the two forces for "law and order" and "watch and ward" shall be allowed to remain as at present, and that, unless it can be shown that the existing scale of Government Police has failed to preserve a reasonable amount of "law and order," the new scale for "law and order" purposes shall, if sanctioned, be framed more on the lines of past expenditure on the two railways under reference than on the basis of the very large establishment proposed by the Inspector-General of Police.

8. A separate detective force is further considered unnecessary, but if sanctioned should, in the opinion of the undersigned, be charged wholly to Government.

Order—dated 21st March 1892, No. 761 R., Public Works.

Communicated to the Judicial Department with reference to its G.O., dated 21st October 1891, No. 2156, and in continuation of office-note, dated 22nd February 1892, No. 924-C.

(True Extract.)

(Signed) W. H. COAKER, Lieut.-Col., R.E.,
Joint Secy. to Govt., P.W.D.,
Railway Branch.

To the Judicial Department.

" Consulting Engineer for Railways.

G.O., dated 14th May 1892, No. 1249 R., Public Works.

Read—the following letter from the Secretary to the Government of Bombay, Public Works Department (Railway), dated 28th April 1892, No. 862 :—

In reply to your letter, No. 5481-C, dated 7th December 1891, regarding a proposal for a Railway Police force on those portions of the Southern Mahratta Railway lying within the Madras Presidency, I am directed to forward a copy of the remarks by the Agent, Southern Mahratta Railway Company, on the same and to offer the following remarks.

2. On portions of the Southern Mahratta Railway, the Police of which is controlled by this Government, experience has shown that it is not necessary to place Police at all stations, and even on the Rajputana Railway there are still many stations at which no Police are stationed. At stations where there is no goods traffic, Police are not permanently placed, and although they may be required at times during the halt of the passenger trains that difficulty is got over by making a Policeman travel in every passenger train.

ENCLOSURE.

From the Agent, Southern Mahratta Railway Company, to the Consulting Engineer for Railways, dated 13th April 1892, No. 5421.

I have the honour to return herewith the papers received with your letter No. 8275 of 1891 on the subject of the establishment of Government Railway Police in the Madras Presidency.

2. The proposals, so far as they concern this Company, will be a great improvement on the arrangements that now exists under which we have to deal with four separate Police divisions, thereby causing an absence of that continuity in the investigation of losses of goods, &c., that is desirable and which the new scheme, if carried into effect, will secure.

3. It is proposed to place 348 miles and 47 stations of this railway under the Superintendent of the Madras Railway who would have his head-quarters at Madras and whose jurisdiction would extend over 1,193 miles and 179 stations. From this Company's point of view it forms the main objection to the adoption of the new proposals that the Superintendent will be stationed 300 miles distant from Guntakal junction, the nearest station to Madras, in consequence of which it may be feared he will be somewhat out of touch with the Company's system. The distance from our head-quarters will cause delay to correspondence, and if the Madras Railway Company on business with which they have no concern, it will be a source of appreciable extra cost to communicate with the Superintendent by wire. What I would suggest is that the control of all the Police required for the Company's line be placed under the Superintendent now attached to this railway who has his head-quarters at Dharwar. It may be that the increased mileage would render it necessary to provide him with an Assistant, in which case I should propose that the latter be stationed at Guntakal and as there would then be only one organization for the whole line (excluding the Mysore Railway), I am of opinion that the greatest amount of efficiency would be secured. There may be objections to the adoption of my suggestion on the part of Government of which I am not aware, but looking at the matter solely, as it affects the Company, I am inclined to think the proposal I now make is the most advantageous that could be adopted for the speedy and satisfactory conduct of business and I therefore ask it to be considered.

4. Turning now to the force proposed by the Inspector-General of Police, I may remark that the district from Hospet to Kistna canal is for the most part very poor and the traffic is considerably less than half of that to be dealt with on the other portions of our line. There are only two stations of first class importance, Bellary and Guntakal; those of secondary importance are Hospet, Kurnool road, Nandyal and Guntur, while Cumbum, Vinukonda, Narasaraopet and Kistna canal terminus may be put in the third rank and all the others do business that is comparatively trifling.

5. The Company's Traffic Manager, after considering the requirements of all our station, is of opinion that the following establishment might be sufficient:—

1 Inspector,	95 Constables,
2 Chief constables,	6 Detectives,
9 Head constables,	

to which should be added a fair percentage of men for relieving duty and a few men at the Superintendent's head-quarters. I recommend this list for adoption.

6. On the Southern Mahratta Railway we have only two Inspectors for 684 miles, the salaries being Rs. 125 and Rs. 100, so that it would not seem necessary to appoint an equal number for 348 miles. The detective and travelling establishment proposed appears to be too large and is probably intended to perform other than Railway Police duties.

Order—dated 14th May 1892, No. 1249 R., Public Works.

Communicated to the Judicial Department in continuation of Proceedings, dated 21st March 1892, No. 761 R.

(True Extract.)

(Signed) W. H. COAKER, Lieut.-Colonel, R.E.,
Joint Secy. to Govt., P.W.D.,
Railway Branch.

To the Judicial Department.
" Consulting Engineer for Railways.

Order—dated 12th July 1892, No. 1290, Judicial.

The Government concurs with Colonel Porteous in considering it most desirable that a separate Railway Police should be established, and the Inspector-General's scheme, which has been elaborated with great care, seems, on the whole, well suited to attain its object.

2. In its present form, however, the scheme cannot be submitted to the Government of India. The Madras and South Indian Railway Companies have expressed their unwillingness to resign the control of the establishment for "watch and ward" to Government, and the question whether the latter Company can be compelled to accept and contribute to the cost of police for the maintenance of watch and ward has been referred to the Government of India; pending the decision of the question it is safer to assume that neither of these Companies can be so compelled and to exclude all reference to watch and ward from the scheme so far as it relates to them.

3. The Government does not consider it advisable to attempt to make any provision for supplying police for the short branch line situated in French territory. It is not likely that the French Government would permit British police to have jurisdiction in French territory and they are obviously unfitted to deal with offenders under French law in French courts. The Pondicherry branch should therefore be omitted from the scheme.

4. The same objections do not arise in the case of the Bangalore branch over which the Government of India exercises full jurisdiction.

5. A copy of G.O., dated 14th May 1892, No. 1249-R., Public Works, will also be communicated to the Inspector-General of Police, and he will consider and report whether, with reference thereto, he deems it advisable to make any alteration in his proposals.

6. The scheme will now be revised with reference to the above remarks and resubmitted to Government with all necessary statements through the Accountant-General. The scheme as revised will make provision for a force for the maintenance of "law and order" only on the Madras and South Indian lines, but there is no reason to disturb existing arrangements on the Southern Mahratta Railway and Bezvada Extension; the financial effect should be calculated on the understanding that all charges will be divided between Government and the Companies in the ratio 3:7 except in the case of the Madras Railway, which is not liable for any portion of the cost.

(True Extract.)

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

To the Inspector-General of Police.

" Commissioner of Police, Madras.

Copy to the Public Works Department (Railway Branch).

G.O., dated 25th January 1893, No. 195, Judicial.

Read—again G.O., dated 12th July 1892, No. 1290, Judicial (paragraph 5).

Read—also the following letter from Colonel C. A. PORTEOUS, Inspector-General of Police, to the Chief Secretary to Government, dated Madras, 9th December 1892, No. 7610:—

With reference to the Proceedings noted in the margin, to enable me to include in my proposition statement the scale of the police establishment for the Southern Mahratta Railway which may be finally approved of by Government, I have the honour to submit the following points for consideration and orders.

No. 1290, dated 12th July 1892, Judicial.

" 1685, " 9th Sept. " "

" 2156, " 21st Oct. 1891 " "

2. In paragraph 6 of G.O., No. 1290, of 12th July 1892, Government observes that it is unnecessary to disturb the existing arrangements on the Southern Mahratta Railway. But whether any increase is made or not to the present strength of the force on this line, Government would doubtless consider it highly advisable to include it (Southern Mahratta Railway) in the general Railway Police system of this Presidency, placing it under the control of a Superintendent of Railway Police.

3. (i) The Agent of the Southern Mahratta Railway Company, while agreeing

* In his letter quoted in the communication from Government of Bombay referred to in G.O., No. 1249-R., dated 14th May 1892, Public Works.

that my proposals regarding the police on his line are an improvement on present arrangements, objects to their being placed under the control of a Superintendent of Railway Police at Madras, on the grounds of the distance of this place from Dharwar, the head-quarters of his Railway Company, and suggests that the police employed on his line be placed under the Bombay Superintendent of Railway Police stationed at Dharwar. I am unable to support this suggestion; for, as the final control of the police on the line in this Presidency rests with its own Government and Inspector-General of Police, the proposed arrangement would entail a dual subordination on the part of the Railway Superintendent at Dharwar—a plan not conducive to convenience of administration or efficiency of service. The police on that portion of the Southern Mahratta line running within Mysore territory do not appear to be under the Superintendent of Dharwar, but under that of Mysore. There is even less reason that any of the Madras police should be under that officer (Superintendent of Dharwar).

(ii) When in 1888 a proposal was made that the police at the three (3) stations on the Bezwada Extension of His Highness the Nizam's Guaranteed State Railway should be controlled by the Superintendent of Railway Police stationed at Hyderabad, the Government objected.* The principle on which Government based its objection then holds equally good in the present instance.

* Letter from Government of Madras to Government of India, No. 2514, dated 5th December 1888.

4. (i) As an alternative, therefore, I would propose that another Superintendent on a lower scale of pay (say, Rs. 500 plus 100 local allowance) be appointed with head-quarters at Bellary or Guntakal for the control of the police on the Southern Mahratta line in this Presidency, giving him also the three stations on the Bezwada Extension of His Highness the Nizam's Guaranteed State Railway.

(ii) When the East Coast Railway is opened, the appointment of a third Superintendent will doubtless become necessary; the police required for this line would then be placed under the jurisdiction of the Superintendent now proposed for Bellary, when the share of the cost payable by the Southern Mahratta Railway would be considerably reduced.

5. In considering the effects *financially* of my proposal, it should be noted that the Agent of the Southern Mahratta Railway Company remarks that, should his suggestions (to place the police on his line in this Presidency under the Superintendent at Dharwar) be adopted, an Assistant (whose pay would probably be about Rs. 600 per mensem) would be necessary, thus making his proposals nearly as costly as mine.

6. (i) Should my proposal, however, not be approved of, I would recommend adherence to my original scheme, that is, to place the police employed on the Southern Mahratta Railway, for the present, under the Superintendent, Railway Police, Madras.

(ii) The inconvenience in regard to delay in correspondence and in sending telegraph messages, free of cost, over the wires of the Madras Railway, pointed out by the Agent, Southern Mahratta Railway, cannot be great, and even should it become necessary to pay for the messages sent over the Madras Railway wires on business connected with the Southern Mahratta Railway, the cost would be much less than the additional outlay involved by the appointment of an additional Superintendent or of an Assistant Superintendent.

7. (i) I attach a statement showing a slightly-revised distribution proposed by me of the police force required for the duties of "law and order" and "watch and ward" on the Southern Mahratta Railway.

(ii) The services of policemen are necessary, for the preservation of order and prevention of crime, at railway stations not only on the platform before a train arrives and after it departs, but at the time during which passengers collect, which they often do long before a train is expected. A constable travelling in a train would be of little use as a police officer at a station at which he remained but a few minutes. At present there is at least one constable at each railway station on the Southern Mahratta Railway line and the services of this man have been found of the greatest benefit.

8. (i) In the following statement I give in contiguous columns, showing "law and order" separate from "watch and ward," the strength proposed by me and that by the Agent, Southern Mahratta Railway Company:—

STRENGTH of Police proposed for the Southern Mahratta Railway by the Inspector-General of Police and by the Agent of the Company.

	Proposed by Inspector-General.		Total.	Total cost per mensem.	Cost of Police per mile.	Proposed by Agent, Southern Mahratta Railway.	Total cost per mensem.	Cost of Police per mile.
	Law and order, inclusive of detective establishment.	Watch and ward.						
Inspectors	2	..	2	Rs. A. P.	Rs. A. P.	1	Rs. A. P.	Rs. A. P.
European or chief head constables	..	2	2	1,542 0 0	4 6 11	2	1,231 0 0	3 8 7
Native head constables	9	4	13			9		
Constables	59	61	120			111		
Total ..	70	67	137	1,542 0 0	4 6 11	123	1,231 0 0	3 8 7

(ii) It will be seen that the difference is only an excess of 14 men in the scale proposed by me.

(iii) The following figures show the cost of police per mile on the different railways of Northern and Western India, as well as the cost per mile of the police proposed for the Madras, South Indian and now for the Southern Mahratta Railways:—

Name of Railway.	Number of Railway Police.	Total cost per mensem.	Cost of Police per mile per mensem.	
Bengal Railway	258	Rs. A. P. 3,973 0 0	Rs. A. P. 4 5 7	The police provided are only for the maintenance of law and order. The police provided are for "watch and ward" as well as maintenance of "law and order." For "law and order" only. Do. do. For "watch and ward" as well as maintenance of "law and order."
Bombay do.	1,267	14,677 0 0	8 4 0	
Madras do.	441	4,954 0 0	6 0 0	
South Indian Railway	390	4,504 0 0	4 15 7	
Southern Mahratta Railway (now proposed).	137	1,542 0 0	4 6 11	

(iv) It will be seen that, for both "watch and ward" and "law and order," the cost of the police proposed for the Southern Mahratta Railway compares very favorably with cost of police on other lines.

9. (i) I am still of opinion that two (2) Inspectors are necessary for the above force to attend to the detection and prosecution of offences and to enquire into accidents, &c., over 348 miles of the line, to which are added at one extremity the 19 miles of

the Bezwada Extension of His Highness the Nizam's Guaranteed State Railway, for which, of course, proportionate cost would be charged to that railway.

(ii) On the Great Indian Peninsula and Eastern Bengal State Railways the jurisdiction of an Inspector of Railway Police is less than 200 miles; so that, having regard to the fact that there is a break of journey for a night at Cumbum, I consider it necessary to have one Inspector from Hospet to Nandyal—distance 160 miles—and another from Nandyal to Kistna terminus—distance 188 miles—with Bezwada-Hyderabad extension 19 miles more, so that each Inspector may be within comparatively convenient reach of the extreme limits of his jurisdiction.

10. As it will be necessary to communicate with the Government of Bombay on this subject—the placing of the police employed on the Southern Mahratta Railway under the control of the Superintendent of Railway Police at Madras—I would suggest that my statement of the force required be forwarded, with such modifications or alterations as may be considered necessary by the Madras Government, to the Bombay Government for approval.

11. With reference to the Madras and South Indian Railway lines as my original scheme for police for "law and order" (only) has, except as regards the inclusion of the three (3) railway stations in French territory, the approval of Government, these stations will be omitted in the final proposition statement which will be submitted in due course when the points alluded to above regarding the Southern Mahratta Railway have been disposed of.

Order—dated 25th January 1893, No. 195, Judicial.

The proposal of the Agent of the Southern Mahratta Railway Company to place the police on that line under the Superintendent of Railway Police at Dharwar does not commend itself to Government. As a temporary arrangement pending the opening of the East Coast Railway, an Assistant Superintendent on the average pay of the grade may be entertained for the Southern Mahratta Railway and the necessary provision should accordingly be made in the Inspector-General's scheme. The headquarters of this Assistant Superintendent will be fixed at Bellary, Nandyal or Bezwada, and he will, in addition to the Southern Mahratta Railway, be placed also in charge of the Bezwada Extension and the East Coast Railway as far at least as the Gódvári. The strength of the police establishment proposed by Colonel Porteous for the Southern Mahratta Railway appears reasonable. But final orders upon all these matters cannot be passed until the revised scheme called for in G.O., dated 12th July 1892, No. 1290, is received. The Government sees no necessity to consult the Government of Bombay in respect of the police arrangements to be made on the Southern Mahratta Railway.

(True Extract.)

(Signed) C. A. GALTON,
Ag. Chief Secretary.

To the Inspector-General of Police.
" Public Works Department (Railway Branch).

G.O., dated 3rd March 1893, No. 458, Judicial.

ABSTRACT.—Communicating to the Inspector-General of Police Government order, Public Works Department, requesting him to submit, through the Consulting Engineer for Railways, a detailed statement of the actual cost of the police employed on the South Indian Railway for the preservation of "law and order" since the 1st January 1891 to the 31st December 1892.

READ—also the following papers:—

From the Inspector-General of Police, dated 15th May 1893, No. 2611, submitting copies of his letter for a revised scheme for the establishment of a Railway Police in the Presidency, and adding that the original letter has been forwarded through the Accountant-General.

From the Inspector-General of Police, dated 12th May 1893, No. 2561 (through the Accountant-General, Madras), submitting the original of the letter referred to above.

ORDER—dated 17th July 1893, No. 1454, Judicial.

The Inspector-General's revised proposals, which are clearly set out in his letter of the 12th May last, No. 2561, meet with the approval of Government and will be forwarded to the Government of India. There seems to be no need, however, to construct quarters for the stationary police at every railway station as proposed by Colonel Porteous; these will be necessary only at some of the larger stations, and the question of providing them need not be considered at present. The system of granting free passes advocated by the Inspector-General may also require further discussion; a system of credit-notes or warrants to be exchanged for tickets similar to that apparently in force on the Southern Mahratta Railway in Bombay may be found more suitable than that now proposed. This is, however, a matter which can be decided in the light of experience after the new scheme has been brought into force. The Inspector-General should negotiate with the South Indian Railway Company for a reduction of rates, as they appear to be excessive when compared with those of the Madras Railway Company.

(True Extract.)

J. F. PRICE,
Chief Secretary.

To the Inspector-General of Police.
" Accountant-General.
" Public Works Department (Railway Branch).

LETTER—to the Secretary to the Government of India, Home Department, dated Ootacamund, 17th July 1893, No. 1455, Judicial.

I am directed to forward copies of the marginally-noted Proceedings of this Government approving certain proposals of the Inspector-General of Police relative to the organization of a separate Railway Police for this Presidency. The necessity for such an establishment has long been

felt and Colonel Porteous has, in view to supply this want, prepared a scheme on the model of those in force in other Presidencies.

2. The original scheme, the details of which are set forth in the Inspector-General's letter of the 25th August 1891, No. 5056, was at first referred to the Railway Companies concerned for an expression of their views, and the opinions expressed were briefly as follows:—

(1) *The Madras Railway Company* approved of the proposed organization of the Railway Police, but considered that, as regards its lines, the whole of the charges on this account must be borne by the State and expressed unwillingness to surrender the control of its "watch and ward" establishment to Government.

(2) *The South Indian Railway Company* declared that it was not prepared to move the Government to provide a Railway Police force and that it preferred to control its own "watch and ward" establishment.

(3) *His Highness the Nizam's Guaranteed State Railway Company* considered that a separate "detective" force would not be required for the Bezwada Extension; but apparently did not object to the maintenance of a stationary police provided that it was supervised by the Superintendent in charge of the Nizam's Railway and not by an officer stationed at Madras as proposed by Colonel Porteous.

(4) *The Southern Mahratta Railway Company* considered the Inspector-General's proposals to be a great improvement on the arrangements now in force, but objected to the police being controlled by a Superintendent at Madras and remarked that the proposed strength was excessive.

3. With a view to meet, as far as possible, the wishes of the Railway Companies, the Inspector-General was directed in the orders of Government noted in the margin to revise his proposals, and the revised scheme submitted by that officer in his letter of the 12th May last, No. 2561, is now forwarded to the Government of India for favorable consideration.

4. The main features of the final scheme are as follows :—

(1) The creation of—

- (a) a "detective and travelling" establishment consisting of 16 head constables and 102 constables for the prevention, detection and prosecution of offences committed on railway lines;
- (b) a "stationary" establishment consisting of 48 head constables and 528 constables for the maintenance of "law and order" at railway stations and, where necessary, for the purpose of "watch and ward" of railway property;
- (c) a supervising staff, consisting of 3 Superintendents of Police (1 for the Madras Railway, 1 for the South Indian Railway and 1 for other railways in the Presidency), and 9 Inspectors, together with an office establishment of 8 head constables and 3 constables and a reserve of 4 head constables and 44 constables to meet casualties.

(2) The grant of monthly local allowances of Rs. 150 to Superintendents, Rs. 50 to Inspectors and, in the case of the "detective and travelling" establishment, Rs. 10 to head constables of the first two grades, Rs. 7 to those of the other two and Rs. 3 to constables.

(3) The grant of free passes and the daily allowance admissible under Article 1171 of the Civil Service Regulations to Superintendents, Inspectors and head constables and constables of the "detective and travelling" establishment.

It will be seen that the revised proposals meet to a great extent the objections raised by the Railway Companies to the original scheme. The scheme in its present form does not provide any establishment for "watch and ward" purposes on the Madras and South Indian Railways, and no portion of the cost of the police on the former line is to be debited to the Company; the strength of the police proposed for the various railway lines has been reduced to an appreciable extent and the force on the Bezwada Extension and Southern Mahratta Railways is to be supervised by a Superintendent stationed, not at Madras, but, for the present, at Bellary.

5. The scheme involves an outlay of Rs. 15,870 *per mensem* or Rs. 1,90,440 *per annum*. This figure includes the cost of daily allowance and free passes which, according to the Inspector-General's estimate, amounts to Rs. 33,456 *per annum*. The system of granting free passes recommended by Colonel Porteous may not perhaps be the best that can be devised, but the estimate of travelling expenses framed by the Inspector-General may certainly be regarded as a *maximum*.

6. Under the contracts entered into with the Companies holding or managing railway lines in this Presidency, the liabilities of the Government and Companies are understood to be as follows :—

(1) *The Madras Railway Company*.—The Government has no power to compel the Company to accept charges for the police employed on this line either for "law and order" or for "watch and ward." In the scheme provision is made only for "law and order" and the whole cost of the police entertained for this purpose is debited to Government.

(2) *The South Indian Railway Company*.—The final determination of the strength of the force for "law and order" rests entirely with Government, but the Company cannot be compelled to take police for "watch and ward." The cost of the force for "law and order" as well as for "watch and ward" is divisible between Government and the Company in the ratio 3 : 7. The present scheme provides a force for "law and order" only.

(3) *The Southern Mahratta Railway Company*.—The provisions of the contract with this Company are practically identical, so far as regards police, with those of the South Indian Railway Company, but, as the Southern Mahratta Railway Company now accepts police for "watch and ward," the scheme contains provisions both for "watch and ward" and "law and order."

(4) *His Highness the Nizam's Guaranteed State Railway Company*.—It is not clear whether the Government can compel the Company to take police either for "law and order" or for "watch and ward," but, as the Company at present contributes 7th of the cost of a force which performs both these duties, the scheme provides for the continuance of the existing arrangements.

7. Twelve head constables and 272 constables have been sanctioned from time to time for employment on railway lines. This force having, however, been found insufficient, the Inspector-General has been obliged as need arose to depute a number of men from the rural constabulary for duties connected with the maintenance of "law and order" on the Madras and South Indian Railways; the force so deputed amounted in 1892 on an average to 1 Inspector, 4 head constables and 160 constables. The total cost of the police specially sanctioned for the railway lines in this Presidency amounts to Rs. 3,023 *per mensem* or Rs. 36,336 *per annum*, but, if the cost of the men detailed by the Inspector-General from the rural force be included, the expenditure amounts to Rs. 4,730 *per mensem* or Rs. 56,764 *per annum*. The incidence of the cost of the force at present specially sanctioned for employment on railways and of that now proposed is shown in the subjoined abstract :—

	Amount of Government share.			Amount of Companies' share.			Total.	
	Cost now incurred.	Cost under the scheme proposed.	Increase.	Cost now incurred.	Cost under the scheme proposed.	Increase.	Cost incurred at present.	Cost under the scheme proposed.
South Indian Railway ..	Rs. 4,331	Rs. 22,910	Rs. 18,579	Rs. 10,105	Rs. 53,458	Rs. 43,353	Rs. 14,436	Rs. 78,368
Madras Railway ..	2,988	66,096	63,108	..	..	..	2,988	66,096
Southern Mahratta Railway ..	4,064	11,390	7,326	..	..	..	..	..
Bezwada Extension Railway ..	727	910	183	9,484	26,578	17,094	13,548	37,968
Bezwada-Godavari section of the East Coast Railway ..	862	2,091	1,209	1,697	2,126	429	2,424	3,036
Total ..	12,992	1,03,397	90,405	23,314	87,043	63,699	36,336	1,90,440

* This represents the amount actually recovered from the South Indian Railway Company, but if the cost of the men deputed from the rural force be taken into consideration the amount recoverable is Rs. 17,500.

8. The revised scheme submitted by the Inspector-General appears to His Excellency the Governor in Council to be well considered and to be very reasonable so far as regards cost when compared with those sanctioned for other Presidencies. It involves an additional expenditure of Rs. 1,54,104 *per annum*, of which the Government share amounts to Rs. 90,405. Adequate provision will be made for this outlay in the budget estimates for 1894-95.

9. As the increase of cost involved is more than Rs. 25,000 *per annum*, the sanction of the Secretary of State is necessary for the introduction of the scheme, and I am to request that this may be obtained as early as possible.

10. Finally, I am to ask whether the Government of India has any objection to the extension, as provided in the scheme, of the jurisdiction of the Madras police over the Bangalore branch of the Madras Railway. At present, though the Government of India has complete control of this section of the line, the maintenance of law and order devolves upon constables detailed from the Mysore police, and His Excellency in Council concurs with the Inspector-General in thinking that it would be advantageous to bring the nine stations concerned under the control of the Madras Railway Police.

J. F. PRICE,
Chief Secretary.

Exd. A. Raitt.

12
Govt. of {1893} Madras.

JUDICIAL.

Issued

Recd.

Encl.

G.O., &c., 17th July 1893,
Nos. 1454, 1455.

JULY.

Railway Police.

Approving, with remarks, the revised proposals of the Inspector-General of Police relative to the organization of a separate — for this Presidency, and directing that they be forwarded to the Government of India for favorable consideration.