Gobt. of {1888} Madras.

JUDICIAL.

No. 3281 w dy 15-10-88

Recorded.
Sgd/ W. L. C B

Issued

Recd. *Encl.*

G.O., 18th Sept. 1888, No. 1979.

A.G. E.C

No. 3281 w 15.10.88

SEPTEMBER.

Madras City Police.

Passing orders on remarks of the Commissioner of Police, Madras, on Mr. Giles' report on the —.

GOVERNMENT OF MADRAS.

JUDICIAL DEPARTMENT.

READ—again G.O., dated 13th April 1887, No. 793, Judicial.

READ—G.O., dated 14th June 1887, No. 711, Financial.

READ—also the following papers:—

From A. P. MACDONNELL, Esq., Secretary to the Government of India, Home Department (Police), to the Chief Secretary to the Government of Madras, dated Calcutta, 9th December 1887, No. 482.

With reference to the correspondence ending with the endorsement from this department, No. 203, dated the 26th May 1887, I am directed to forward a copy of the report submitted by Mr. A. H. Giles on the strength, cost and working of the Police in the Presidency towns. I am also to enclose a summary of the proposals made in the report. They appear to be of two classes, namely—

A.—Those which have a financial aspect, resulting in an increase or decrease of charge; and

B.—Those which are made from an administrative point of view, and which do not at all, or only in a very indirect manner, affect expenditure.

An estimate is given in the summary of the financial effect of all the proposals in Class A, so far as the information furnished in the report admits of an estimate being framed.

2. I am to request that the Governor in Council may be moved to consider the proposals made in Mr. Giles's report so far as they affect the Town of Madras, and to favor the Government of India with an expression of his views on the subject.

ENCLOSURE.—Summary.

From the Government of India, Home Department, dated 20th June and 24th August 1888, Nos. 242 and 361.

ABSTRACT.—Requesting early reply to Home Department letter No 482, dated 9th December 1887.

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From Colonel T. WELDON, Commissioner of Police, Madras, to the Chief Secretary to Government, dated Madras, 26th June 1888, No. 46.

I have the honor, in accordance with the endorsement dated 10th January 1888 on current No. 1773, to submit the following remarks on Mr. Giles' report on the Police Force of this City.

2. It will be convenient to take the subjects in the order of the useful summary which accompanies the report.

3. *Commissioner of Police.*—No remarks.

4. *Deputy Commissioner.*—Mr. Giles is under misapprehension as to any delegation to the Deputy Commissioner of magisterial powers. The Deputy Commissioner is by law a Justice of the Peace, and beyond such powers as he can legally exercise in that capacity, no special delegation of magisterial authority is made to him. I do not agree with Mr. Giles that the Deputy Commissioner of Police should be a young, and therefore inexperienced, officer whose knowledge of the special work required in a Presidency Town would be lost just when it became most valuable, and who would on transfer to the mofussil be as heavily discounted in his new position as his successor in the town. The pay should be such as would secure a lengthened service in this important post, and considering the cost of living in the Presidency Town as compared with a mofussil station, where also a Superintendent or Assistant Superintendent receives in the shape of travelling allowances substantial aid towards the upkeep of horses, &c., the Deputy Commissioner of Police as principal officer of the executive branch should rank with, and be paid as, a Third-grade Superintendent, namely, Rs. 700 per mensem; this will effect an annual saving of Rs. 600. This officer's duties are every year, with the increase of legislation and various rules and regulations requiring Police attention, becoming more arduous and important, and I am entirely at issue with Mr. Giles in his opinion that the duties of this officer are "comparatively unimportant and do not call for the exercise of much tact or ability." The contrary is the fact, and we are greatly dependent on the tact and ability of the Deputy Commissioner, who is frequently entrusted with very difficult inquiries. The Deputy Commissioner should, in my humble opinion, be an officer who could, on occasion, take temporary charge of the Commissioner's office without the necessity for disturbing the districts to provide for a short tenure of this special charge. The present arrangement, whereby the Deputy Commissioner and his office is located in the busiest part of the town, including in his charge the harbour and shipping, is on all grounds the best. By this division, which coincides with the magisterial districts, a superior officer of the department is at all times immediately available. It is admitted by Mr. Giles (*para.* 50) that the present arrangement is the best under existing circumstances, and the circumstances which necessitated this arrangement still exist and will continue. It would be an intolerable hardship to the public in this "City of great distances" if all who had business to transact with the Police office had to come to Egmore. I do not consider that if a fair salary as at present be given it is either necessary or advisable to provide Police horses for the use of this officer as suggested.

5. *Assistant Commissioner.*—This officer Mr. Giles considers altogether redundant, and proposes that instead native officers of intelligence and integrity be employed as Inspectors and Superintendents as in Calcutta and Bombay. Calcutta and Bombay may, with their redundant establishments of Superintendents on salaries ranging from 400 to 600 rupees per mensem with horses found, possibly be able to dispense with

any other Special Assistant to the Commissioner, but even in Calcutta an "additional Deputy Commissioner" has for several years been required. I submit that our one native gentleman on the modest salary of Rs. 350 is, for the useful and frequently delicate duties he has to perform, a very economical substitute for the intelligent and highly-paid Superintendent elsewhere employed. What seems to be the real stumbling block is the title "*Assistant Commissioner.*" This was evident when the Finance Committee visited Madras, and I am glad to say I quite satisfied those gentlemen that this was a case in which there really was a great deal in a name. As Assistant Commissioner, this officer has a status and influence which it is good policy to maintain, and his appointment as such enables him to assist in the performance of many minor duties appertaining to the office of the Commissioner which he could not legally do if styled merely a Superintendent. I strongly deprecate the abolition, or rather conversion—for some substitute must be provided—of this very useful office, being satisfied, not only that no real economy would be effected, but that there would be an unwise depreciation of administrative power which, with the rapid growth of education and civilization, requires strengthening rather than diminution. If this officer be withdrawn, there must, if it is to be a measure of economy, necessarily be a great deal of important work distributed among subordinate officers of a comparatively low status and intelligence which it would on all accounts be desirable to keep well in the hands of the Commissioner and his personal staff. The office duties of the Police Commissioner are also too great to be undertaken without the help of an Assistant, that is, not merely a technical assistant in the sense of a person who gives assistance of some kind or other, but a person who as "Assistant Commissioner" has a legal position and competency to perform such duties as may be assigned to him (*Section* 5, *Act VIII*, 1867) and which duties it would be impossible for the Commissioner to undertake single handed unless he became a mere office drudge. As it is, even with the present Assistant Commissioner, the Commissioner must work hard from 6 A.M. till dark. From 10 A.M., when he takes his seat in public office, till 5 P.M., there is a constant flow of papers, letters, petitions, reports, &c., and if he sat there till midnight the flow would continue. These papers must be seen to. It is desirable that the Commissioner himself should see them all even though he may transfer some of them for immediate action to the Deputy or Assistant Commissioner. Then there are mofussil processes to be endorsed and arrangements made for assisting District Police officers in making inquiries or searching for offenders. Complaints have to be personally heard, and it is not always easy to persuade a man with a grievance that there are others also with grievances as important as his and who must be attended to. During the past three months no less than 5,647 licenses of various kinds under the Arms' Act, Explosives' Act, Hackney Carriage Act, Police Act, &c., have been examined, signed and issued; and this is not a duty that can be perfunctorily done. These are special licenses exclusive of the ordinary licenses for music in the streets and processions on the occasion of native festivals and ceremonies. There is all the financial work of this important office also to be attended to; public charities in charge of the Commissioner to be administered; caste disputes to be heard, and, if possible, amicably adjusted; correspondence with the Police of other provinces and the convict establishments to be carried on; also local correspondence with the mercantile community and with attorneys and vakils in regard to cases in which they are concerned. All these and much more, which it would make this note too lengthy to detail, are matters in which the Assistant Commissioner can render material help, and which without the presence of an officer of his recognised position, it would be quite impossible for the Commissioner to undertake single handed. As it is, the Commissioner is far too much tied to his office. He should be more at liberty to move out and about; visit the courts and station houses at any hour and satisfy himself by personal inquiry and observation as to the manner in which his subordinates of *all grades* are conducting themselves. This he could not possibly do if a mere departmental executive officer like a Superintendent were substituted for the Assistant Commissioner. With an Assistant Commissioner there is always some one present in the office who can attend to matters required by law to be done by the "Commissioner of Police." The "miscellaneous" work undertaken by the Police has more than quadrupled since the time when the present supervising staff was sanctioned,

and the co-operation of the Commissioner of Police in the management of public or semi-public institutions of all kinds is freely sought, and, so far as possible, as freely accorded. The Assistant Commissioner also has practically the entire management of the useful and ancient Muhammadan charity—the Triplicane Langerkhana—and he is also with the Commissioner on the direction of the Monegar Choultry. This report has, with other matters, been delayed, as during January and February the Assistant Commissioner was unfortunately for some time under medical treatment and unable to undertake his usual share of work, which misfortune gave practical illustration of the need for his assistance. A really active, intelligent native gentleman in the position of the Assistant Commissioner should be a very important factor in the Police administration.

6. *Superintendents.*—I entirely agree with Mr. Giles as to the importance of this grade, and in 1861 I urged the necessity for such officers. Mr. Giles (para. 55) says: "this class of officer is in my opinion the backbone of a City Police and is deserving of liberal treatment." There is little, if any, doubt that but for some misunderstanding which occurred here, Superintendents would have been appointed in the Madras Presidency Town as in Calcutta and Bombay when Colonel Bruce was deputed in 1864 by the Government of India to report on Police establishments generally. Mr. Giles endeavoured to obtain a copy of Colonel Bruce's report, if any were made as regards this city, but no such report could be traced, and it is probable that Madras was simply ignored. Calcutta already had Superintendents, and on the recommendation of Colonel Bruce Bombay also obtained the benefit of these appointments. I am quite sure that neither of those towns would consent now to be without such aid. City Police especially require constant and close supervision. The work is very different to that in isolated rural posts. Nothing but constant driving will keep the native constabulary on the alert, and the unremitting nature of their duty necessitates close personal supervision. The Commissioner and his two Assistants cannot possibly be out of doors continually during the day and night. The Inspectors are overwhelmed with work in and out of office and are all men on comparatively low salaries. The Madras Police also serve under great disadvantage as compared with the other cities, as there is no Public Prosecutor to take charge of important cases in the Magistrates' Courts and advise the Police generally as is the case in Calcutta and Bombay. The Inspectors are responsible for the preparation of all cases, and in fact do, or try to do here, the work of skilled professional men. The Superintendents would attend to the discipline of the force in their districts, make all arrangements for keeping the peace and preserving order on the occasion of large assemblies, or when any disturbance was anticipated. They would also supervise the working of the Arms' Act, Explosives' Act, Hackney Carriage Act, Regulation of places of public entertainment, &c. At present it is feared that there is a good deal of evasion of the law under all these heads. There is no proper system of work, nor is it possible to maintain such while we are dependent on the one over-burdened Inspector in each division. Public confidence in the Police administration of the country is not as strong as it should be. Even Government and the High Court have found it necessary to draw attention to this blot. The defects are not only due to the character of the persons employed, but to the want of effective supervision by tried and responsible officers. City Police Inspectors have a number of duties imposed on them from which mofussil Police are free, but the pay of the City Inspector is the same as in rural districts notwithstanding the additional cost of living in the Presidency Town. If a grade corresponding to that of Superintendent in Calcutta and Bombay be sanctioned, it will infuse new life into the force and be an incentive to good Inspectors to qualify for advancement. At present they have nothing to look forward to. As to the title, I would prefer to style these officers "Chief Inspectors." There would be less confusion of ideas and ranks, and this title would better coincide with their duties. I would be glad could we afford to pay them on the same scale as proposed apparently. I am sure they would deserve it, but seeing that there are other directions in which money will be required, and that the expedient of "trimming" in one direction to supplement an increase elsewhere has been resorted to so often as to leave no room for *reduction* anywhere, I think for the present we must be content with a

very moderate salary. I would therefore propose that instead of three "Superintendents" as proposed by Mr. Giles, we should have two Chief Inspectors (retaining the Assistant Commissioner in lieu of a third Superintendent) on salaries of Rs. 300. As the Chief Inspectors will be required to live in a central part of their districts and will have long distances to travel, they should be granted as house-rent Rs. 25 and double horse allowance or Rs. 25 per mensem for the upkeep of an additional horse and conveyance. I look on the appointment of Superintendents (Chief Inspectors) as of the utmost importance. At present the Commissioner is overwhelmed with petty routine work, which in a regiment would be done by the Adjutant or Sergeant-Major, and in consequence he is quite unable to afford grave questions a full consideration. As I before remarked the "system" of working the town calls for revision, but this would require great care and time. Every day some matter crops up which should be carefully thought out; but if the Commissioner took it fairly in hand, the whole routine work would be checked, as every one is looking to him for orders on all small matters. The registration and supervision of criminals or suspected criminals is sketchy and imperfect, simply because no one has time to attend properly to it. I am sure that the money expended in the proposed direction would be well laid out, for every year we find the need for a more intelligent handling of Police affairs. The executive Police would be more closely supervised, less would be taken on trust than is the necessity at present, and intricate and difficult cases undertaken by the Police would be more thoroughly investigated and creditably prosecuted.

7. Mr. Giles (para. 58) advises that "Superintendents be introduced, the numbers of Inspectors be increased and placed one in charge of each station. Small and unimportant stations might be given over to the native Sub-Inspectors with higher rates of pay as is done in Calcutta." We have now no small or unimportant stations, for in 1876, all these were abolished and the men concentrated, the number of stations being reduced from 70 to 21. Each division now has one central or principal station and only two sub-stations. This arrangement has not proved altogether a convenience either for the public or the service. The beats are very extensive, and a constable has sometimes a long distance to march from the station before he gets to the three-mile beat which he has to patrol for four hours at a stretch. However, I do not at present recommend any change; we have in one or two instances re-occupied by the beat relief a former post. I do not see much advantage in increasing the number of Inspectors; it is a mere change of name. Our present Sergeants can be placed in immediate charge of a section, and this is being gradually done where fit men can be had, but the great difficulty is the want of proper quarters for them. They should reside near the station—certainly in the section,—but in many parts of the town this is impossible, as no suitable houses are procurable. This branch of the service will be more fully dealt with hereafter. I again urge the appointment of Chief Inspectors if we are to keep pace with the requirements of the age. The City Police, from Commissioner to head constable, have an amount of office work which must be done, which rural officers have no conception of—returns of, and reports on, all kind of subjects; inquiries to be made and results recorded; various special Acts to be worked; and an over-stocked legal profession to encounter. But what is most urgent is the need for closer supervision of the out-door work and of station-house officers. The distances are very great and population scattered, yet life and property are equally precious in all parts. It must be remembered that in the city a great deal of work is done in the Police department, which in the mofussil is transacted in the executive branch of the offices of the District and Divisional Magistrates, and that the same professional assistance in the preparation and prosecution of cases is not given in Madras as in Calcutta and Bombay.

On the abolition of the office of Coroner, the Chief Inspectors can, with the Divisional Inspectors, efficiently conduct inquiries of the nature of inquests.

8. *Inspectors.*—Mr. Giles remarks (paragraph 62):—"In Madras, the Inspectors perform duties almost identical with those of Superintendents in Calcutta and Bombay." He might have added "and in addition are supposed to perform the legitimate duties of Inspectors." It is simply impossible for one over-driven man in this large town to perform efficiently all the miscellaneous work expected from a City Police Inspector.

He is not even allowed a clerk to assist him in making out the numerous reports and keeping the various books and records which must be maintained. He is responsible for not only the crime and peace of the division, but also for the discipline, clothing, stores, contingencies, &c., of the men. If he has an important case pending, he must attend court each day till it is disposed of, and that throws all his other work into arrears. He suffers, as does the Commissioner, from an accumulation of petty routine work which gravely hampers him. It is right he should attend to the routine duties. Those are specially what an Inspector is supposed to be responsible for, but for the graver objects of Police administration, he can spare no time, and is obliged, to a great and dangerous extent, to depend on the reports of less trustworthy subordinates. The pay of the City Inspectors is the same as corresponding ranks in the mofussil. They must be able to write intelligible reports and keep their books and records in English. They are brought hourly in contact with an English-speaking community, and must be equally ready to transact business in the vernacular languages. As Mr. Giles remarks: "The rank of Inspector is that which is more open to temptation than any other." I can answer for it that there is no legal fiction about the Madras City Inspector being *always* on duty. Even at his meals or in his sleep he is like a bell handle, kept to be pulled at, and to my knowledge there is no delicacy shown about working him in and out of season. However, if the appointment of Chief Inspectors be sanctioned, there will be some promotion for experienced and worthy men to look forward to and a sensible relaxation of the present unnatural tension, in view of which advantages the pay of the Inspectors may remain as at present, but the allowance in lieu of free quarters should not be less than Rs. 15, and even this will be only a contribution towards a necessary item of the expense of living in the Presidency Town. The petty allowance of Rs. 7 per house-rent is manifestly nominal, and is only granted to third and fourth class Inspectors, and not, as Mr. Giles seems to understand, to all. An Apothecary receives 50 rupees and an Accountant in the Public Works Department 40 to 70 rupees per mensem as "Presidency allowances."

9. *European Sergeants.*—Mr. Giles recommends that "these should be entirely abolished and replaced by adequately paid Inspectors and native Sub-Inspectors." The conversion of Sergeants into Inspectors would be a mere change of name without any corresponding benefit to the service thereby; indeed a recognised subordinate rank such as Sergeant is more in accordance with the duties which would be required of the incumbents. The proposal seems equivalent to converting all the Sergeants of a regiment into second Lieutenants, leaving the Corporals to represent the non-commissioned rank. What is required is the conversion of useful but inadequately paid public servants into adequately paid, and therefore still more useful, Police officers. The rule at present is to appoint no man to this grade who cannot speak some vernacular language, and who has not, at least, a sufficiently good general education to enable him to render material assistance in the work of the division to which he is attached. Gradually this change is being effected, and now instead of being, as Mr. Giles says, "little else than station patrols," * these men are taking an intelligent share in general duties; indeed, but for this still imperfect aid, the Inspectors would be paralysed. Service in the grade of Sergeant is an admirable training for future Inspectors. The work is hard and continuous, and a man's true quality very soon shows itself. He is strictly on probation for six months, and the frequent changes in that time show the value of the test, though the low rate of pay a recruit receives also has an adverse bearing on the exertions a man will make to retain his appointment. Mr. Giles remarks, however, that "with their horses they cost a sum of money quite incommensurate with their services." On this point also I cannot agree with Mr. Giles, but it involves not only the question of the employment of European Sergeants, but the whole question of Mounted Police which Mr. Giles discusses at some length (paras. 86—95) and to the employment, or rather maintenance, of which he is apparently altogether opposed. Fortunately on this subject we are not dependent on theories, for not only in the Presidency Towns in India, but in the cities of Great Britain has the attempt been made to dispense with this powerful aid to the preservation of order, and in every instance the result was the unanimous opinion that Mounted Police were indispensable. Such changes as of late years have been made have been in the direction of increasing and not diminishing this branch of the service. In the history of the mounted branches of the Police in India, as given by Mr. Giles himself, Colonel Bruce found in Calcutta a force of ten sowars, which small force was retained; but it fell into disrepute not because the men were not useful, but because they were not properly used; and in 1884, the Mounted Police were revived in the shape of six European Sergeants and sixteen sowars. In addition to these, horses are provided for the use of the Superintendents, some of the latter having the use of two horses. In Bombay Colonel Bruce found 20 Europeans and 26 native sowars. The Europeans were dismounted and the sowars reduced to twelve. Practical evidence having been afforded of the inexpediency of this reduction, this force also was revived to its present strength of three native officers and *thirty* sowars, in addition to which, on occasions of State and at large native gatherings, horses have to be hired to mount a contingent of European constables, a very risky sort of make-shift, whether regarded from the point of view of the unfortunate riders of the borrowed steeds or of the public.

* But see para. 93, page 29, where it is admitted that "in Madras the Mounted Police are not merely patrols and traffic regulators."

The Inspector-General of Police of the Punjab is referred to for an opinion, and this, based on the experience of the riots at Delhi, is that the Mounted Police are of great use, but that the force should be increased to "quite 50 or 60 in number, well drilled and taught, as cavalry are, to face crowds." To go to Europe, Mr. Giles is mistaken in saying that in no town is a body of Mounted Police kept up. If inquiry be made, I think the reverse will be found, that is, that in every town of any consequence Mounted Police are now considered a necessity. In the recent disturbances in London, the Mounted Police did splendid service, and it was mainly due to them that the necessity for any effective action by military force was avoided; so far from the Police authorities there being blamed for quelling the disturbances without resorting to military force, every merciful and right-thinking person gives them the fullest credit for their splendid vindication of the law by the ordinary civil power. In Dublin, to my knowledge, the Mounted Police force was increased and their organization perfected as an admitted necessity more than ten years ago, and later years have confirmed the wisdom of the measure.

10. Taking now our own city, Madras. In 1867, there was a force of Mounted Police consisting of one Superintendent, one Inspector, four constables, four sub-constables, and 40 troopers, total 50. This force had done excellent service in very troublous times and restored confidence to the inhabitants of the suburbs, who were, and are, liable to the incursions of depredators from the bordering districts. Money had to be found to carry out a re-organisation of the City Police, so the mounted branch was reduced to one Superintendent, one Inspector, two Sergeants, two Corporals, and 22 Troopers, total 28, and the saving thereby effected was utilised for other purposes. In 1870 again was money required, and again was this branch of the service drawn upon; but as it had already been depleted, this time there was nothing for it but annihilation. Accordingly, the order was passed to abolish the Mounted Police altogether. This was done, but the result was not satisfactory, and the necessity for mounted aid was so manifested that in 1873 Government (G.O., 19th December 1873, No. 2042,) on the representation of the Commissioner and Inspector-General of Police "entirely approved" the proposals for a reformation of this force in the modified form in which it now exists, namely, that instead of a separate body of Mounted Police, the Divisional Inspectors and Sergeants should be provided with horses and be competent to act either mounted or dismounted as occasion required. They are thus, as Mr. Giles admits (para. 94) in a better position not only to regulate traffic and control large assemblies, but they can patrol the whole of their extensive divisions, or be rapidly concentrated at any point. In fact, they serve the same purpose in the civil force that Mounted Infantry do in military operations, and they are trained in the same way. I have no doubt whatever that this is not only the most efficient mode of supplying what I have shown is a universally admitted necessary feature in Police organisation, but it is also the most economical and safe. With 441 miles of roads and streets to patrol, it would be impossible for dismounted men to supervise the beats

and visit, as they should, the stations and posts. The native constabulary would be left practically uncontrolled if the superior officers had to march always on foot from point to point, and this important duty would certainly be shirked unless the supervising staff be largely increased. Mr. Giles can hardly be serious when he suggests (para. 87) a native constable flourishing an umbrella as an efficient substitute for a properly trained horse and rider to control traffic or regulate crowds. I would undertake to do more towards preventing confusion or restoring order in ten minutes with two mounted Sergeants than could be done by twenty foot Police in an hour, if at all. The spectacle of the casual employment of a foot Police officer careering about on a cart horse (*para.* 94, *Mr. Giles' report*) in the middle of a crowd would be but a sorry exhibition, dangerous alike to the rider and the public. Further, we have no reserve of fire brigade horses to call on even if they could be safely withdrawn from their legitimate work. Mr. Giles strangely enough (para. 90) refers to the experiences at Etawah as "fully bearing out his opinion." He says: "the horses of the Mounted Police, six in number, refused to face the mob." Now a reference to the report he quotes (page 47) will show that it was not the *horses*, but the *men* (natives) who "refused to advance" when ordered. This I regard as a most satisfactory proof of the wisdom of our employing the Europeans of the force when there is occasion to use Mounted Police. If horses be, and I maintain they are, a necessary part of Police equipment, then it is wise to put our best men on them; they cost no more than if inferior riders were employed. The experience at Etawah also proves the folly of attempting to face excited thousands with units. It is not surprising that the six unfortunate natives shrank from personal contact with an infuriated mob of fanatics. Mr. Giles' proposal therefore to abolish Mounted Police altogether is simply a proposal to repeat an admitted mistake. When Mr. Giles (para. 65) recommends that the European Sergeants should be abolished and replaced by adequately paid Inspectors and native Sub-Inspectors, I do not understand that he advocates the abolition of European Police officers, but only the conversion of the present inadequately paid Sergeants into adquately paid Inspectors with native Sub-Inspectors for charge of some stations. I note that in the summary no reference is made to the European constables in Bombay, and no reductions suggested there, and that 40 European Sergeants are proposed to be retained for Calcutta. If it be intended to abolish European subordinate officers altogether, then I say at once that no Commissioner could be held responsible for good order in the town. It would be quite impossible for the native Police to act alone, and an attempt to do so would inevitably lead not merely to confusion and a contempt for the law, but to much bitterness and continual complaints and counter-charges. The few Europeans and Eurasians we have are the backbone of the force as representatives of law and order. But for them there would be no certainty that any orders would be carried out, and their absence would simply court resistance. Many European prisoners pass through our hands, and there is a garrison of European soldiers, in addition to an increasing civil population of Europeans and Eurasians, and I regret to say that the lower classes of the latter, in addition to increasing in number, are becoming more troublesome. No reason is given why Madras alone should be deprived of the services of the European Sergeants. I do not understand what is meant by saying that in Madras the Sergeants are "quite differently employed, being little else than station patrols, sometimes mounted and sometimes on foot" * (para. 65). Is it not better they should be distributed and attached to divisions for general duty and general purposes than kept in reserve like the 48 European Town Sergeants and constables in Calcutta on salaries from 70 to 100 rupees per mensem "whose principal duty is to keep order in those streets most frequented by Europeans?" (para. 65). We have only 13 Inspectors for all purposes, who may be either Europeans, Eurasians or natives; and we have only 24 Sergeants, Europeans or Eurasians, for all purposes, or a total of 37, some of whom may be natives, to 54 in Bombay and 111 in Calcutta, all of whom are Europeans. Not only in this respect, but throughout, the marvel is that we in Madras do so well on so little. That the pay of these officers is insufficient I must admit. I think I may safely say that they are all in debt, inevitably in debt. One of the Senior Sergeants was obliged to have recourse to the Insolvent Court,

* But see foot-note, p. 6.

others have attachments against their small pay, and one has recently deserted to avoid his creditors. They too have been subjected to the trimming process, for in 1883-84, when it had to be admitted that the pay was insufficient to retain steady intelligent men, funds were obtained to raise the pay of eight Sergeants to 70 rupees by the back-handed process of reducing the pay of six others to 50 rupees and reducing the total number by two. I would retain the present lowest grade on 50 rupees, but subject to an increase to 60 rupees after twelve months' satisfactory service. So every Sergeant would on joining be, as it were, on probation for twelve months, at the end of which time he would be granted second-grade pay, unless he had in the mean time been promoted to that grade in ordinary course; or it might be convenient to rank all men joining this branch as European constables, thus keeping two grades only of Sergeants for which a man would be eligible either after twelve months' approved service as constable or by promotion in ordinary course. I would prefer this latter suggestion to enlisting an inexperienced man as a Sergeant. A European Police officer of one year's service and experience is certainly worth Rs. 60 per mensem. The house-rent of Rs. 7 now given to Sergeants in lieu of free quarters is altogether insufficient to enable a Sergeant, especially if he be married, to get a respectable lodging. In some of the divisions there would be difficulty in getting a decent residence for double that sum. The allowance for house-rent should be at least 12 rupees until, as it is hoped may be done hereafter, suitable public quarters are provided in each division. This I understand is the sum allowed to a warder in the jail department as house-rent.

11. *Native Officers.*—Mr. Giles remarks (para. 67): "In Madras the number of native officers (presumably head constables are referred to) is greater in proportion to force and the rates of pay lower than in the other two towns." The number may be greater in proportion to force as compared to the other towns, because elsewhere the Town Police is so much stronger numerically in proportion to area * and therefore more concentrated, but the proportion is below both what is needed for effective supervision of the beats and station-house duties, and below the proportion which, according to recognised principles of organisation, should exist. One petty officer to six men is the admitted need for City Police work, and indeed generally for all Police purposes. Deducting two head constables and seven constables constantly employed at railway stations, and not (as they should be) specially provided for, we have for station duties only 561 constables. For the ordinary supervision of these, and to supply a continuity of supervision, there should be 93 petty officers, the majority of course may be of the lower grades. We have only 73, or 20 short of an effective strength.

* Bombay 41·5 to one mile area.
Calcutta 48·9 „
Madras 14·4 „

Miles of street in each beat—

	Day.	Night.
Bombay	·77	·77
Calcutta	1·05	·44
Madras	3·4	3·4

Mr. Giles says it is not necessary to have so large a number as fourteen or (including school) sixteen "in reserve, and that half of these might with advantage be abolished, their pay being utilised to create a higher grade of head constable." Mr. Giles has evidently taken all the petty officers of the "A" Division as being "in reserve." The A Division is composed of two sections—I, the reserve proper, II, all the miscellaneous guards and posts outside station duties, many of which are supplied on payment, and all of which are employed on special duties. They are attached to the A Division for pay and discipline, but they all have special duties to perform and are in no sense a reserve. On the contrary, the reserve has to supply temporary vacancies at these special posts. The *reserve* consists of just the number of petty officers Mr. Giles considers sufficient, namely, eight. There is an error in the comparative tabular statement of subordinate native officers given in para. 66 of Mr. Giles' report. There are only three, not four, petty officers to each station in Madras, that is, the actual number (see Appendix B., p. xxxiii). A comparison of the pay of these officers is most unfavorable to Madras, where the subordinates receive from 12 to 25 rupees (there are only 5 of the latter grade for station duties) as compared with Rs. 10 to 50 in Calcutta and Rs. 15 to 70 in Bombay.

A first-grade head constable should be allowed for each division, otherwise some divisions are placed at a disadvantage. The "station-house officer" is now a recognised functionary specially invested by law with large powers which require for their exercise a good education, considerable natural tact and intelligence, and, above all, honesty. The present system is the same as before the days of Procedure Codes and "miscellaneous laws," when rule of thumb was very much the guide for "jemadars" and "duffadars" of Police, many of whom could neither read nor write. At the central station of each division there should be a chief constable as "station-house officer" on Rs. 30 per mensem, which is but the pay of an ordinary clerk. He and the first-grade head constable should be competent to receive charges, make out charge sheets and generally attend to all the work which in London and Dublin is done by the Station Sergeant (Acting Inspector). He should keep the crime and occurrence register, entering therein the reports immediately and as they are made either by complainants or by Police officers; muster, inspect and despatch the beat reliefs, seeing that they are informed before going on duty of any matter requiring special attention; receive all prisoners, noting their condition and superintending search of their persons when search may be required; take charge of all property either unclaimed or alleged to be stolen, and see to the preparation and circulation of information lists of stolen property, descriptive rolls of proclaimed offenders, &c. Either he or the Sub-Inspector, or the first-grade head constable should be always present and on duty day and night, instead of allowing both in-door and out-door duties to be done haphazard by any head constable. It is in my opinion of great importance to make distinct provision for the in-door and out-door duties. For charge of the sub-stations, a second-grade head constable as "station-house officer" will suffice. Thus there would be at each station or sub-station a responsible officer in charge of the station instead of three head constables, generally of the lowest grades, coming indiscriminately on duty, none of whom is in charge beyond the few hours he is nominally detailed for "station duty." During parts of the night there is now no head constable present, as two of the three attached to the station are supposed to go on night rounds. Instead of increasing the permanent number of head constables for minor duties, I think it would suffice to appoint one man in each present beat or section of seven men to be an acting head constable mainly for beat supervision.* They would be selected from the most intelligent and steady first-class constables (see para. 13) on the list for promotion who have passed the examination for station-house officers, and their employment as acting head constables would be a useful probation; there would thus be a lower grade head constable and an acting head constable to each beat, some of which are very extensive. The district and divisional staff would then consist of—

District staff		1 Chief Inspector.
Divisional staff.		1 Inspector. 1 Sub-Inspector.
Station Staff.	No. I. or Central station.	1 European Constable. 1 Station-house officer (chief constable). 1 First-grade head constable. 1 Writer (constable).
	No. II. Sub-station.	1 Sergeant. 1 Second-grade head constable in charge as station-house officer. 1 Writer (constable).
	No. III. Sub-station.	1 Sergeant. 1 Second-grade head constable in charge as station-house officer. 1 Writer (constable).

In addition to the above, there would be, as at present, one third or fourth grade head constable and one acting head constable for each beat and for general out-door work, as it must always be borne in mind that we have to provide for continuous duty day and night. The writers may be constables and be allowed divisional writers 3 rupees and station writers 2 rupees as staff pay. For this men with a fair knowledge of English should be obtained.

* I have been trying this for some time and the result is very satisfactory.

For the "M" or Beach Police Division, a first-grade head constable will suffice as station-house officer.

12. *Constables.*—Here our greatest difficulty presents itself. The constable is the working man. He is also the weak link which determines the real strength of the chain. It is from the body of constables that we must look for useful petty officers, and no amount of school boy learning will compensate for the lack of actual experience of Police duties acquired by service in the ranks. Hence the best men are always those who have passed from the lower grades to the positions which they have proved their competence to hold. The character of the force is determined by that of the rank and file. The most difficult and distressing part of the Commissioner's duty is inquiry into complaints—many of them just and reasonable—against constables. The law necessarily invests Police officers with large powers. It must be so; but if a constable be evilly disposed, he can be a scourge to the citizens or a traitor. The Commissioner is at his wit's end to know how to deal with even the petty delinquencies of an under-paid and over-worked force; there is no margin for the infliction of fines, the imposition of which is also undesirable on other grounds if such form of punishment can be avoided; extra duty for a man who for two out of three days is already on ordinary duty for twenty hours is impossible; stoppage of leave or other indulgence simply results in the man walking off without leave, or when he gets leave for a certain term he coolly writes in to say he requires so much more and takes it; suspension has merely the effect of still further impoverishing the individual and throwing additional work on his already over-burdened comrades; dismissal aggravates the evils of suspension, as recruits are very difficult to procure, and when they do present themselves, require three to four months' training before they can be sent on general duty, within which time many of them resign.* We have never been able to fill up vacancies even to the nominal strength, and there are some 150 to 200 men in the force who are neither physically nor intellectually efficient Police officers, but they must be retained, as an animal in a blue coat has to be provided for certain places as an outward and visible sign of executive authority even though he be practically a dummy. It is of frequent occurrence that a man when refused leave owing to the paucity of constables available, or the temporary pressure of work, or increase of crime requiring the employment of every available Police officer, tenders his resignation; he knows that he will in all probability be gladly received back when it suits him, as men must be employed when they can be got; or in any case he can always earn more by ordinary labor without the irksome discipline, and with the comfort of having every night at home and his time at his own disposal.

13. Now, an examination of the work * allotted to a constable causes one to marvel that the men can endure it. No doubt, as Mr. Giles remarks, there is reason to fear that for want of proper supervision it is shirked, and if every detected instance of neglect were punished as it deserved, there would be no constables left in the force other than those who would devise some illicit compensation for a strict discipline, and who, in their turn, when detected would have to be got rid of. Mr. Giles (para. 71) remarks: "The Madrassee constable * * * is however inclined to take his ease, and in Madras it is the custom to allot four men to a post instead of three as in Bombay and Calcutta. If his pay is raised, he must be prepared to do the same number of hours' duty as the constables of Bombay and Calcutta * * *. Eight hours of guard duty during the twenty-four is not too much to expect of them." When Mr. Giles says that the Madrassee constable is inclined to take his ease, it may be presumed he means that he does take his ease. How this can be asserted in the face of the tale of work shown above is difficult to see. If merely the natural inclination to take one's ease be all that is meant, then the need for such effective supervision as will counteract that tendency is manifest. As to the suggested minimum of eight hours' guard duty, a Madras constable *never* does less, and on two days out of three does more than double

* 1st day—20 hours.
2nd „ —20 „
3rd „ —12 „

* During the past year 89 recruits were enlisted and there were 35 resignations.

that amount of duty (see para. 73 of Mr. Giles' report, where he gives the average number of hours' duty of the beat constables in Madras as nine and a third *plus* eight hours' station duty as compared with Bombay eight hours and Calcutta eight and-a-half hours). Mr. Giles is mistaken in supposing that station duty merely means "remaining present at the station;" the men on station duty are the men who have come off a four-hour beat and are waiting to go on beat duty again; mean time they have to answer any calls for assistance by beat constables, quell disturbances, attend fires, escort prisoners, take the places of beat constables temporarily absent at courts or recording charges, &c. In Bombay apparently these men would be supposed to be waiting on the beats, where they might or might not be found, instead of at the station where they are sure to be found, and as a rule always have something to do while so waiting. In Madras we calculate on an average of four men to a post, because we recognise the laws of nature and the fact that men will get sick they will require and deserve leave sometimes, and there will always be some vacancies in the established strength. If three men only be allotted, then there must be a large reserve on which to draw to supply casualities, temporary or otherwise, and in para. 96 Mr. Giles observes that "in all three towns the reserves are to a great extent depleted in the performance of permanent duties for which especial allotment should have been made." In Calcutta there is a substantial "Additional Constables' Fund" working up to Rs. 31,000 annually to furnish a reserve and provide substitutes for absentees. The Government of India and the Local Government have recently drawn attention to the advisability of keeping the Police reserves as a special well-disciplined body ready to act in any emergency. We try to maintain the principle of keeping the reserve proper as low as possible and making every outpost complete. Even with four men to a post we cannot avoid calling on the reserve; with only three to a post, one man's absence from any cause would make the work impossible for the remaining two, it being already almost too much for the four to perform efficiently. We put the men on active daily duty instead of keeping them idling in reserve either in the streets or in barracks, and each post is expected to provide for its own ordinary vicissitudes of service. Our system distributes the force and places it where it can be always and immediately useful. Two-thirds of the divisional constables are always on beat duty. The beats being very extensive, two men are on each beat patrolling separately during the day and together at night. In some parts of the town, where the traffic is great, four men have to be placed on a beat during certain hours. With four men to a post the theory is that each man should get one night in three at home what is called a "house-turn," but in practice the men are more frequently deprived of even this small indulgence; and if in any part of the city thefts or burglaries become frequent, or if there be a disturbance anticipated, or on occasion of a fire, all the house-turn men have to be called out for night duty and extra beats. In most divisions the house-turns have also to be suspended during the darker nights of the month, about new moon time. In the army if a soldier, native or other, does not get three nights clear in bed, a special report has to be made to head-quarters and guards or other duty reduced to allow of at least this relaxation. In the Police one night in three off duty is the most a constable can *expect*, and that is as frequently forfeited by the exigencies of the service as enjoyed. The night work is especially distasteful to the native Police, and with a city plunged in total darkness after midnight, except on the few moonlight nights, this night work in all weathers is very trying; indeed, but for European supervision, it would not be carried out at all. Mr. Giles when in Madras admitted that the ranks of this City Police were under-manned and under-paid; the expense of remedying both these radical defects will be considerable, but something may be done for the public benefit by improving the position of the limited number now employed. We have not here a battalion of 500 *Ramosees*, or Police Militia, to supplement our regular force as in Bombay, nor an "Additional Constables' Fund" to draw on as in Calcutta. It would be useless to ask Government to sanction an increase to the ranks of the force on existing terms when we cannot attract sufficient men to complete the present sanctioned strength; we must first improve the quality of the limited material employed. I regret to say that the need for improvement in this direction is pressing. Already, in the short space of the first quarter of this year, five constables have been convicted of disgraceful offences—theft and

receiving stolen property—and have been sentenced to rigorous imprisonment. This is a grave public scandal, but unavoidable; it would have been a graver scandal and public danger had they not been detected and effectively prosecuted. Others of the force have been arrested on civil warrants and confined in the Debtors' jail, where we have now three of our constables lodged. This should not be. The grinding want which leads to the ruin of a public servant is a reflection on the State, and there is no department in which so much is exacted from the members, whether measured by a physical or moral standard. And what is the wage? a sum which an ignorant low-caste maty, horsekeeper, or coachman would refuse. If I write plainly on this subject, it is because I know the good-will of Government to which apparently ever-present financial exigencies alone prevent effect being given, but the depreciated Policeman is a more serious feature of administration than even the depreciated rupee. We cannot do without him, or put him out of sight, or let him stand over till funds be available. If he be not vigorously and righteously *en evidence* funds, either public or private, would never be available for anything.

14. Mr. Giles proposes (*para.* 71) that "a rupee a month should be given to each constable in lieu of accommodation as in Bombay; or at any rate that, as in Calcutta, the pay of the lowest grade should be raised by one rupee." Here again the financial barrier appears, and I fear we must be content at present with some cheaper expedient. The present proportion is one-third (265) first class at Rs. 9, one-third (263) second class at Rs. 8, and one third (261) third class at Rs. 7. To allow one rupee all round would require an additional charge of Rs. 789 per mensem. I therefore propose that the first class be limited to one-fourth (197), their pay being raised to Rs. 10, and that from this class be selected the acting head constables for supervising beats, &c. They will still be practically beat constables with the added responsibility of a petty officer. One-fourth (197) to be second class at Rs. 9 and the remainder (395) third class at Rs. 8. This would entail an additional charge of only Rs. 587 instead of Rs. 789 and be an increase of only 12 annas per man. It will then be understood that a first-class constable is a selected man competent to act as head constable in charge of a beat, or, if necessary, at a station and available for any special duty for which an experienced steady constable may be required, such as command of small escorts, execution of special warrants, &c. The station writers also may be taken from this class. I have calculated on the present total sanctioned strength of the force. Forty-eight of the men included in this total come under the head of private guards, that is, the department recovers their cost, so the actual increased charge would be less than even Rs. 587. Some small posts, for instance, the Water Cistern guard or the Medical Store guard if they be retained might be in charge of a first-class constable as acting head constable instead of requiring a permanent head constable as at present; and when arranging for any future detached duties of this nature, it may be considered if a first-class constable as acting head constable with the necessary complement of second and third class constables would not suffice instead of a permanent head constable with the usual proportion of first, second and third class constables. Each section of four men would then be complete in itself, having one first-class constable in charge, one second class and two third class constables. A petty officer should march out with and post each beat relief, remaining on patrol, visiting men on duty and any places for which special attention is necessary during the four hours' tour of duty. At present the beat-men are practically uncontrolled, and no one knows what becomes of them from the time they leave the station till they return, for the fitful visit (if indeed any be made) of the one head constable who has also his station duties to attend to may be left out of account. There should always be two petty officers on duty throughout the twenty-four hours, one at the station and one on patrol, it being a strict rule that, except for the purpose of entering a charge, both petty officers are never to be at the station together. As the first-class constables to be employed as acting (or honorary) head constables will have to be taken from the present number of beat constables, their places must be supplied by a similar number (64) of men for ordinary beat duty. The general effect of the above proposals is to materially improve the position of the constables as a body in consideration of which the first class must provide without extra charge a supplement to the minor supervision instead of increasing the number in the more expensive grade of head constable.

15. All guards and posts not charged with strictly Police duties, that is, men who may be employed on mere watch duty which could probably be as efficiently performed by an ordinary peon or watchman should be withdrawn or the strength of such posts revised. I fear there is not much margin left for reduction in this direction, but some re-arrangement may be possible, which will be dealt with under the head of "*Government Guards*" Departmental officers and private individuals no doubt find it a great convenience to indent on the Police for guards or watchmen, as they are relieved of all responsibility for finding men ever present for duty, and there is the great advantage of the discipline and supervision, all for about the same cost as ordinary peons. Where valuable property belonging to the State may be concerned, a Police guard may still be advisable; no other guards should be undertaken.

16. Another important point in the Madras system appears to have been overlooked or misunderstood, that is, that our "beats" are not single as elsewhere, but double or "extended" beats, so that the three numbered beats attached to each station or sub-station are in reality six single beats which at night become three double beats. For night duty it has been found necessary to double up the beats to allow of patrols of two men acting together, as single night patrols would not be advisable or practicable. It will therefore be seen that the beat duty is in fact done by three men only to each single beat which makes no allowance either for station duty or casualties; therefore as every man does 20 hours' duty for two days and 12 on the third, his average daily task is really $17\frac{1}{3}$ hours without any provision for replacing an absentee. This is an unreasonable burden to impose, and as a constable is expected to move on his beat at the rate of two miles an hour at least, the severity of the duty may be estimated. There should be at each station a small divisional reserve, viz., four men at central stations and two men at sub-stations. These should be employed on all special duties connected with the division, obviating the present necessity for withdrawing beat constables from their legitimate and most important preventive and protective duties—a practice which sometimes results in portions of the town being left without any Police protection whatever. The divisional reserve constables should be the first selected for all extra duties in the divisions to which they are attached. They should not be placed on beats unless to fill the places of men who are on the sick list, on leave, or who are engaged on any special inquiry (for which the Chief Inspector of the district considers it necessary to relieve an ordinary beat constable) or to perform the whole or a portion of the duty of men attending Sessions or the Magistrates' courts. To arrange for this divisional reserve for seven divisions, an addition of 56 constables would be required for beat duties. The above system is in force in London, but the number of men in the divisional reserves is much larger than now proposed.

17. The total number of constables to be added to the force to keep the beats complete and provide for their effective supervision is 120. There will be a set off against this if a reduction of some of the present "Government guards" be sanctioned.

18. *Government Guards.*—Mr. Giles on inquiry found that the heads of departments addressed by him with a view to reductions "displayed a general reluctance to part with a single man, and in more than one instance he was informed that the present guard was insufficient." Mr. Giles lays down certain principles which he presupposes should be adopted, viz., that "Cash should be kept at Banks, or in strong rooms, or anchored safes; all valuables in one building should be kept together; all accessible doors and windows should be securely fastened; staircases should be closed; dangerous points should be well lighted." To ensure all these conditions precedent would, in the cases of most of the guards we have to deal with, involve the building of new public offices or a very large expenditure far outweighing the present cost of guarding, and Mr. Giles notes that at present one or more of these conditions are violated in many instances where they might easily be complied with. Mr. Giles also lays down a rule that three constables are sufficient to post one sentry throughout the twenty-four hours which, as already pointed out, assumes that no man is ever to be sick or absent from any cause, or that there is a large reserve, such as in a regiment, on which to draw at a moment's notice to replace casualties in any part of the town;

in other words, that the department enjoying the benefit of a Police guard would only pay for three men, but have the use of an unlimited number at will. Two native officers for six posts are said to be sufficient. That would entirely depend on the distance and situation of the posts, and while three constables are conceded to undertake twenty-four hours' duty, only two petty officers, on whose vigilance the efficiency of the constables mainly depends, are allowed for the same time with the addition of having to travel over six times the ground. Unless each post be held responsible for itself, the inevitable result would be that the officer in charge when improperly absent, or when anything went wrong, would always declare that he was at some other place, or going there, or returning. When determining the strength of guards a distinction should be made between posts merely requiring watch duties and defensible posts, such as treasuries, the locality, and the assistance that would on an emergency be procurable should also be considered. Mr. Giles' comparative statement at page 24 of his report is not quite in accordance with his "*note*," *Appendix B.* For instance, the Deputy Collector's treasury guard (which he places together with the Accountant-General's guards of other towns) he proposes in the comparative statement (which is important, as it contains the figures on which he bases the cost) to reduce to four, but in his "*note*" he suggest 5, viz., one head constable and four constables. The lock-up he reduces to eight in the comparative statement, but in his note would leave them at their present strength (10) if retained at all. I will now take each Government guard:—

19. *Inspector-General's Guard.*—One head and four constables. This is a transfer from mofussil to the City force, and will probably be re-transferred on the separation of the City and Rural Police. It is of minimum strength, and is not, properly speaking, a "Government guard," or employed on extra departmental duty.

20. *Government House.*—Present guard, seven constables only. Mr. Giles proposes one head constable and six constables. The addition of a head constable is very necessary; an important post like this should have a petty officer in charge. During great part of the year, the Police have entire care of the Government House and the extensive grounds, and when the Governor is present, their duties are very responsible. The head constable now employed at the Water Cistern guard may be transferred to this guard, which would be then reduced by one constable. In Calcutta a special allowance is given to the men on duty at Government House.

21. *Deputy Collector's Treasury.*—Present strength, one head constable and six constables. Proposed by Mr. Giles, one head constable and four constables. This reduction might be carried out if the guard be relieved daily from the reserve. To this the Deputy Collector agrees (but see para. 63 *infra.*)

22. *Stamp Office.*—Present guard, one head constable and twelve constables. Proposed by Mr. Giles, one head constable and four constables. Four constables would not suffice. There are in fact two buildings to be guarded extending from the Beach Road on the east to 2nd Line Beach behind. There is a side gate leading into the courtyard dividing the two buildings; the strong room has communication not only with the ground floor, but by an open staircase to the upper floor of the main building. The strong room and other rooms where valuable property is kept is secured by padlocks, which no doubt are of the best make to resist picking or the use of false keys, but the very worst form of lock to resist force. This office is frequently kept open till a late hour in the evening, the passages and verandahs are blocked with cases, and it would be easy for thieves to secrete themselves inside when the place is closed for the night and carry on their operations unknown to the beat-man outside. I think, however, that when the new Presidency Magistrate's Court and Police Station now being erected on the Abercrombie Battery is completed, the guard might be reduced to one fourth-grade head constable and eight constables. Mr. Barlow, Collector of Madras and Superintendent of Stamps, considers this to be the lowest strength compatible with the nature of the duties required. The first-grade head constable may be transferred to the B Division, which has no petty officer of that grade though it is the strongest division in the city.

23. *Telegraph Stores.*—Present guard, one head constable and four constables. Proposed by Mr. Giles, the same. This store is located in a portion of the old Grand Jail. I do not see why any Police guard should be employed here. There is

certainly a great quantity of heavy material, such as Telegraph wire and posts stored in the yard, but there is no reason why this should not be as efficiently watched by the lascars or peons of the department concerned. I would abolish this guard, transferring the petty officer and men to the Central Railway Station platform duty, for which important service no provision was made. The Superintendent of Government Telegraphs states that he cannot recommend the withdrawal of the Police guard till he ascertains what guard is found sufficient in the store-yard in Calcutta (but see Appendix E, since received.)

24. *Medical Stores.*—Present guard, one head constable and four constables. The same remarks apply to this as to the Telegraph Stores. I agree with Mr. Giles that this guard might be withdrawn, watch duty being undertaken by peons or lascars, and the petty officer and constables transferred to railway platform duty at the South Indian Railway Station, for which no provision was made. The Principal Medical Storekeeper considers a Police guard absolutely necessary, and states that if it be withdrawn application must be made for a Military guard instead (Appendix C.)

25. *Chepauk Park*—one constable and *Buckingham Canal Basin* two constables. These men are employed for purely Police purposes and must, as Mr. Giles also agrees, be retained.

26. *Gun Carriage Guard.*—This is a purely military charge and should, it is submitted, be again resumed by the Military Department. The present arrangement is not satisfactory. Indeed there seems no reason why the Corps of Ordnance Artificers, which is composed of enlisted soldiers, should not furnish the necessary sentries for the protection of their own buildings and property as is done by Royal Engineers and the Sappers and Miners. If the Police guard be retained, no reduction can be made. Mr. Giles so reports, (*Appendix* B., *page* 34) remarking:—"This is an extensive and important factory, and much valuable property is lying about the yard." But in his comparative statement (page2 4) he takes credit for a reduction of four in the strength. Two petty officers are not sufficient for continuous duty requiring that a petty officer shall accompany each relief besides going visiting rounds during the night between reliefs. Another head constable should be added to allow of the petty officers getting at least one night in three at rest. This guard is paid for in cash by the Military Department. I believe the Ordnance officers in charge would prefer a Military guard to the present Police guard.

27. *Water Cistern Guards.*—Present guard, one head constable and three constables. It seems to be unnecessary to provide a police guard for this. The water is, however, still valued by many, and during the past year when the red hills water was in bad odour it was sought after. The barracks are, I believe, supplied with this (seven wells) water. A couple of lascars would probably suffice for the care of this post. The head constable should be transferred to Government House, and the constables (2) to Railway platform duty at Perambore and watching at foreign arrivals (1) for which service no provision was made. The Executive Engineer agrees to dispense with a Police guard (Appendix D).

28. *Police* (*Presidency Magistrate's*) *Courts.*—Present Force, two Court Inspectors, four head constables and thirty constables for four courts. The Inspectors are besides the keepers of the two lock-ups of Justices' jails. The duties of the court establishments are to take charge of all prisoners in court and the cells, and to furnish escorts for prisoners to and from the Penitentiary or Justices' jails; look after witnesses in cases; keep order in court; guard the court premises and cash chests; serve all processes, and act generally as cout orderlies. The suggestion to mix up charge of thieves and burglars with that of cash chests and court records is, I think, undesirable even if feasible, which it is not. The lock-ups are some distance from the courts, and the suggestion that the lock-up should only be used in the day-time is also objectionable for reasons which I will presently state, independently of the objection which the jail department has to a convict prison like Her Majesty's Penitentiary being used as a mere house of detention. Of the native police attached to the four Police Courts, only two petty officers and eight constables are employed in guarding the court premises and cash chests day and night; all the others are fully employed serving processes which has to be done during the hours on which the courts may not be sitting. During court hours they have to attend to prove the service of processes entrusted to them,

and assist in preserving order and escorting prisoners. During the past year no less than 29,000 processes of various kinds were served and executed by the court constables, an enormous task for this small body of men to perform in the limited time at their disposal. To reduce the strength of this establishment by one-half as, apparently, is proposed by Mr. Giles (page 24) would be to make the task impossible.

29. *Egmore and Black Town Justices' Jails.*—Present guard, two head constables and 8 constables. Proposed, the same. Mr. Giles suggests they might be abolished "if accommodation were provided for the Inspector of the division on the premises of the Egmore and Black Town Courts, and the jails left in charge of the native officers" as "the only duty justifying their (Court Inspectors) retention is the charge of these lock-ups." If this really were the only duty justifying their retention, it would be ample; but, in addition, they are responsible for the orderly conduct of business during court hours. They receive all cases coming in for trial, producing such prisoners as may be in custody; marshal the numerous night cases, noting absentees, whether accused or prosecuting constables; keep witnesses at hand; take all orders of the Magistrates on police matters; receive, register, and distribute for service all processes (see paragraph 28) being responsible for the prompt execution and service thereof; forward to jail all prisoners sentenced or committed, and bring from jail on the proper dates all prisoners remanded thereto. But I regard their duty as keepers of the Justices' jails as being of even greater importance. Here in Madras the existence of these authorised and well-controlled places of detention is a great safeguard against certain tendencies of native police. When a man is arrested, unless he can be put at once before a Magistrate, he is taken forthwith out of the hands of the Divisional Police and investigating officers. Prisoners are not allowed to be kept at stations longer than may be necessary to enter the charge against them and provide an escort for their removal to the nearest Justices' jail, which is in charge of totally independent officers who have no connection whatever with divisions, and are not allowed to interfere in any way with the investigation of offences. Prisoners are there received at any hour, day or night. Immediately on the arrival of a prisoner with whom is sent a simple form giving his name and the charge on which he has been arrested, he is carefully inspected and searched. If he bears any marks, or makes any complaint of ill-treatment, it is the duty of the Inspector-keeper to make a note of the same which is submitted in the daily report from these jails to the Commissioner, before whom, or the Deputy Commissioner, are produced all the prisoners who make complaints or appear to have been injured, however, slightly or whose cases are not ready for immediate trial. No one is allowed access to a prisoner except by written authority of a Magistrate or the Commissioner on cause shown. The Court Inspectors serve directly under the Magistrates and Commissioner and are entirely independent of other members of the Force. They see every prisoner at least three times daily besides visits to the lock-up at uncertain hours. They are also responsible for the proper application of the batta allowed for prisoners. It is further the duty of the Court Inspectors to bring to the notice of the Commissioner any remarks by Magistrates on the conduct of the police or anything in that conduct which in the course of a trial or otherwise may come to their knowledge and be such as ought to be reported. If then the Court Inspectors and Justice's jails be abolished, and the duties taken over by the Divisional Police, the public will be deprived of one of greatest safeguards against abuses, and misconduct by the police will be encouraged by the absence of the present wholesome checks. I am strongly opposed to any change whatever in the present arrangements.

30. *Fort or Garrison Guard.*—This is an important station in the Fort. It is not properly a special guard, but really a sub-station of the B. Division. A sum of about Rs. 465 annually being the fees from the *boutiques*, is paid over by the Military authorities towards the cost of this guard. The present strength of this guard is one head constable and 17 constables, or with the Secretariat guard, one head constable and 21 constables. One petty officer for such a large party and important charge as this is insufficient. A fourth-grade head constable should be added.

31. The following statement shows the modifications in the Government guards now proposed:—

Government Guards.

Para.	—	Present.								Proposed.								Increase.		Decrease.		Remarks.
		Head Constables.				Constables.	Total.	Cost.		Head Constables.				Constables.	Total.	Cost.						
		1st Grade.	2nd Grade.	3rd Grade.	4th Grade.					1st Grade.	2nd Grade.	3rd Grade.	4th Grade.					Number.	Cost.	Number.	Cost.	
19.	Inspector-General of Police	..	..	..	1	4	5	528		..	..	..	1	4	5	528		..	..	..	..	
20.	Government House	..	..	..	..	7	7	672		..	..	..	..	7	7	672		..	..	..	..	
21.	Deputy Collector's Treasury	..	..	..	1	6	7	720		..	..	..	..	6	7	720		..	..	..	..	
22.	Stamp Office	1	..	..	..	12	13	1,452		..	..	..	..	12	13	1,452		..	..	..	..	
23.	Telegraph Stores	..	..	..	1	4	5	540		..	..	..	..	4	5	540		..	..	..	..	
24.	Medical Stores	..	..	..	1	4	5	540		..	..	..	..	4	5	540		..	..	..	..	
25.	Chepauk Park and Buckingham Canal Basin	..	..	..	..	3	3	288		..	..	..	..	3	3	288		..	..	..	..	
26.	Gun Carriage Guard	1	1	..	..	16	18	2,076		..	1	..	..	16	18	2,076		..	..	..	..	
27.	Water Cistern	..	..	..	1	3	4	396		..	..	..	1	3	4	396		..	..	..	..	
28.	Presidency Magistrates' Courts (Town and Egmore)	..	2	..	2	30	*36	5,856		..	2	..	2	30	*36	5,856		..	..	..	..	* Includes 2 Court Inspectors.
29.	Justices' Jails (Town and Egmore) ..	..	..	2	..	8	10	1,152		..	..	2	..	8	10	1,152		..	..	..	..	
30.	Fort or Garrison Police and Government Secretariat	1	..	..	..	21	22	2,316		1	..	..	..	21	22	2,316		1	336	..	..	
	Total ..	3	3	2	6	114	130	16,008		1	1	2	6	114	130	16,008		2	1,068	18	1,944	

32. *Water (Harbour and Beach) Police.*—Mr. Giles remarks: "There is a European Inspector and a Sergeant who take it in turns to go off to ships. They also supervise the Beach Police. One European officer is quite sufficient, as the number of ships lying outside is seldom more than five or six. The Beach Police should be looked after by the officers of the adjacent stations. Their numbers may be reduced to three native officers and eighteen constables, posting six sentries, when the shore sides of the harbour premises are railed in." One European police officer would not be sufficient. It frequently happens that a boat which goes off to a vessel in the roads at 7 A.M., does not get back till 2 or 3 P.M., or even later if the wind and current is unfavorable, meantime vessels are arriving and departing all through the day. The class of people to be dealt with also requires the constant presence for duty of a European police officer and one man cannot be on duty day and night, especially when he is probably exposed to the sun the greater part of the day. The neighbouring (land) police could not possibly look after the Water Police also, even supposing they were competent sailors, which they are not. The reduction in numbers advocated is also impracticable unless a reserve, which would counterbalance the saving, be provided. The Water Police ("M" Division) are responsible for the whole line of beach from Cassimode, north of Royapuram, to the Fort on the south. In this charge property valued at several thousands of rupees is lying exposed, besides goods in the warehouses, which are mere open sheds. Even if the shore side of the harbour premises were railed in (which they are not, so far as any protection to property is concerned) there are still three miles of open sea-beach frequented by amphibious people who would have no difficulty in removing goods on catamarans. This division also assists in maintaining order and guarding stores, baggage, &c., during the embarkation or disembarkation of troops of all arms. Also embarks and disembarks prisoners, convicts and others, of whom large numbers pass through, chiefly from Burma and to the Andamans. They also assist in the transport and guarding of treasure, inwards and outwards. The service is special, and requires trained men for its performance, ordinary landsmen in a masula boat being frequently helpless. The efficiency of the present Beach or Water Police is proved by the fact that of the lakhs of rupees worth of property which has passed through or remained in their charge during the past year, much of it lying otherwise unprotected and with an open roadway on one side and an open seaboard on the other, only 25 offences against property occurred, all of which were detected and the offenders punished. The value of the property lost was only Rs. 175-15-10, 76 per cent. of which was recovered. During the fitting out of the Burma expedition stores of all kinds poured into the beach yards and work was carried on day and night without cessation. Armies of coolies were employed whose only qualification or recommendation was physical ability to work. The Beach Police guarded the stores both in the yards and afloat and not a single package was missing from the time the goods entered till they were delivered on board. The value to the state of the property so dealt with amounted to several lakhs of rupees.

33. There are two fixed posts (yard entrances and exits) and eight ordinary beats worked by this division. If any men be sick or absent the "house-turns" must be stopped or extra duty undertaken by others. Sometimes recourse must be had to both expedients. The tendency is for trade to increase with the facilities afforded, and when the harbour is completed the charge of this division will become more onerous. Even now additional goods sheds are being erected and reclaimed land is utilized for depositing cargo of all kinds. This division has further to attend to all calls by the shipping and take charge of refractory seamen. On one occasion a whole ship's crew of 26 men were handed over to be placed before a Magistrate. The Beach Police and their boats' crews are also exceedingly useful on the occurrence of cyclones, which of late years have been of almost annual—sometimes biennial—occurrence, though of course varying in severity. On these occasions the special value of men accustomed to boats and shipping is marked.

34. Mr. Giles considers that the Harbour Trust or Port Funds should pay the whole cost of the Beach or Water Police, and a portion of the cost of the Harbour Police. There is no distinction made in the duties, nor is any separate portion of the

Force detailed for beach and harbour duty respectively. By G.O., dated 11th July 1887, No. 1483 (Judicial), the Port Funds are to be charged with half the cost of the Beach Police. If, as would appear from the Proceedings of Government, there be two separate funds, Harbour Trust and Port Fund, then as a considerable area of their charge is outside harbour limits and their duties are not solely connected with Port Trust interests, the whole cost of the Beach Police establishment might be debited to these funds in equal proportions. I cannot recommend any reduction of this small but useful body of men.

35. *Mounted Police.*—Already discussed, paragraphs 9 and 10.

36. *Detective Police.*—No separate branch of this nature exists in Madras, but provision is made for withdrawing a limited number of men from divisions from time to time as may be required for the purpose of carrying out special enquiries and watching criminals. The system in force here is, in Mr. Giles' opinion, "the least open to abuse of any." The Intelligence branch of the Force in no way interferes with the legitimate action of the Divisional Police who are not relieved of any responsibility for the state of crime in their divisions. The special officers merely supplement the ordinary police and carry on investigations which may require more time and greater freedom of action than is at the disposal of officers charged with multifarious preventive and routine duties. Two Inspectors receive a small local allowance (only Rs. 35) for charge of this special staff. The duty of supervising this branch will, if the present proposals for reorganization be accepted, devolve on the Chief Inspectors of districts as part of their ordinary duty.

37. *Reserve Police.*—Unfortunately we have not, as Mr. Giles supposes, "nine to twelve spare men attached to each division." That is one of the advantages I am now striving for, though, as Mr. Giles further remarks, even with what we have there is not a sufficient complement of men for beat and other duties; there are four men on station "*parah*" at the central station and a writer constable. If the Assistant Commissioner be retained and two Superintendents (Chief Inspectors) be allowed; or, if instead of an Assistant Commissioner a third Superintendent as recommended by Mr. Giles be allowed, then one Third-class Inspector would be sufficient for the Reserve. The Intelligence branch would then consist of one Inspector (in lieu of two) with two Sub-Inspectors, four head constables and four constables as at present. Mr. Giles says that two Sergeants and three Sub-Inspectors, might be dispensed with. With the three Sub-Inspectors to whom he refers, are included the Sub-Inspectors of the Intelligence branch, which has proved so useful and done such good service in its short existence that I strongly deprecate any interference therewith. Of the two Sergeants, one is in charge of the mounted branch and, besides training all the horses and the men in mounted duties, keeps the forage and all accounts connected with stable management, a very responsible post and one requiring the constant vigilance of a trustworthy man. The other Reserve Sergeant has ample occupation (especially during the residence of Government) and takes the place of other Sergeants when absent on leave, sick, or on duty. He is also available for escort duty and attendance at sessions, &c., and assists the Reserve Inspector as Drill Instructor and Storekeeper. A Reserve Inspector and two Sergeants are indispensable and must be retained, but if the Chief Inspectors be sanctioned, there may be a reduction in the Force of one Inspector (fourth class) and of the Sub-Inspector now attached to the Reserve. This will effect a counterbalancing saving of Rs. 1,572. The Reserve Inspector if in the third class (which he will be if the present proposals be sanctioned) and the second Sergeant if, as he should be, in the first grade, may also be required to undertake the supervision of the Hackney Carriage Department, effecting a further nett saving of Rs. 720 allowing for the appointment to the Reserve of a First-grade Sergeant in lieu of the present second grade. The Reserve is included in the A Division, which also furnishes all the important guards, such as Madras Bank, Stamp Office, Gun Carriage Factory, Deputy Collector's Treasury, &c., and forms a body of 196 native officers and men.

38. Mr. Giles suggests the withdrawal of the Magistrate's orderlies (4). The Magistrates are frequently called on suddenly to act out of office hours and may have

to send for their clerk or an interpreter, and at other times also may require the services of a special messenger. The distances here are much greater than in other presidency towns, and it does not appear that any saving would result from the withdrawal of men from this duty, for which some provision must be made.

39. *Office.*—No saving can be effected here. On the contrary, an additional clerk to take charge of the licensing department is needed.

40. *Travelling Allowances.*—Mr. Giles recommends a fixed allowance of Rs. 15 per mensem to all officers in charge of stations, or drawing Rs. 100 or more when attached to stations, to meet the expenses they are put to in attending courts and moving over the large area of this city. Any of our officers drawing Rs. 100 or more would be Inspectors, and they do receive conveyance allowance. The cases of other officers below Rs. 100 might be deserving of consideration. As regards the sergeants, who here take the place of junior Inspectors in Bombay, I think it would be sufficient to allow them to charge actual expenses necessarily incurred. As regards native station-house officers, their proposed position is so much improved that I do not think any further allowances for ordinary transits need be made. Special expenses incurred would, as now, be passed. Mr. Giles further recommends that a fixed allowance of Rs. 3 *plus* mileage of one rupee be granted to European officers for change of station. Some contribution towards the expenses of moving on public grounds would be fair. A fixed amount, say Rs. 4, would be preferable to a variable sum. Moves are not frequent. The small charge on this account can be met from ordinary contingencies. An allowance of, I think, Rs. 5 is granted to European constables in Bombay and Calcutta on the occasion of transfers to another station not made at the officer's own request or for misconduct.

41. *Special Allowances.*—Mr. Giles (*Summary, page* 21) notes for discontinuance the allowances of Rs. 50 and Rs. 20, now paid to the Reserve Inspector and Sergeant, respectively from the fees collected under the Hackney Carriage Act for supervising the registration of hackney carriages and the working generally of that act. These officers in addition to their ordinary duty examine and pass some thousands of vehicles annually and conduct all correspondence connected with this branch of the department; but with the improved prospects now suggested, I think these duties may be undertaken by the Reserve Inspector and Sergeant, but the former should, as now proposed, be in the 3rd class and the latter should be allowed pay in the 1st grade, as they must be good clerks and accountants. (See paragraph 37.)

42. *Leave.*—Mr. Giles' suggestion that a special provision should be made to meet the allowances of men on leave and to provide substitutes is worthy of attention. A fund such as the Calcutta "Additional Constables' Fund" might be maintained, to which, in addition to the sum recommended by Mr. Giles to be provided to meet the charge for substitutes for men on leave might be added a small deduction from the sums charged on account of private services rendered by the police, such as attendance at private parties, theatres, &c. If the service were more attractive than it now is there would probably be several candidates waiting for vacancies from whom might be selected men for temporary employment as special constables or to replace men sent on leave, &c.

43. *Pension.*—Mr. Giles observes :—"Looking to the severity of discipline, the exposure and general hardness of police work in towns, and the desirability of maintaining a high standard of health and strength, * * * * I think the lower ranks, that is, all those whose salary does not exceed Rs. 20 a month should, in all the towns be permitted to retire after 20 years' service with, and after 25 years without, a medical certificate." Considering the nature of the service 30 years is certainly an excessive term to require in order to earn a pension without a medical certificate, and if it could be reduced to 25, as recommended, it would be a boon. Police officers are exposed to many personal risks from which other public servants in civil employ are exempted, and it is very hard that a man who has been obliged to go into hospital, owing to injuries incurred in the execution of his duty, should be placed under stoppages of half his pay in accordance with civil rules. The "Additional Constables' Fund" if allowed might perhaps mitigate this hardship. But if it is inexpedient to make any

special pension rules applicable to the police only then there is the more reason for improving the ordinary conditions of their service.

44. *Accommodation.*—"In Calcutta," Mr. Giles notes, "every officer and man is provided with suitable accommodation." In Madras, unfortunately, with the exception of the Reserve lines recently built, no officer or man is suitably accommodated. This is a drawback which ought to be remedied gradually as the cost would be great. The greatest difficulty is experienced by the Europeans (Inspectors and Sergeants) in obtaining lodgings in the parts of the town where they are obliged to serve and on public grounds they should be provided with quarters owned or rented by Government and conveniently situated, in which they should be required to live so that they would be near their stations and any person requiring their services would know where to find or address them. The Inspector's quarters should be near the central station of his division and the Sergeant's quarters near the sub-station to which he is attached. Take one of our divisions, the "F" Division comprising Chintadrepet, Egmore and Nungumbaukum to the limits of the Chingleput District. No European police officer could be found, unless he happened to be patrolling, from the western limit of the city on the Mount Road near Saidápet, to Chintadrepet near the Napier Park. There are no houses which such officers could occupy except in Chintadrepet, and it is with difficulty accommodation is found there. Where quarters could be built, with stabling for a horse, rent would be saved. Several of the men are now residing in undersirable localities, and it would be much better if, instead of leaving them to shift for themselves, Government rented suitable quarters where procurable and obliged the police officers to live there. If landlords knew that there would be practically a continued tenancy houses might perhaps be obtained on favorable terms. In any case the present allowance in lieu of free quarters being quite insufficient should be raised as proposed in paragraphs 8 and 10, (pages 6 and 10) to Rs. 15 for Inspectors and Rs. 12 for European Sergeants and constables. Mr. Giles recommends (paragraph 115) that "a sum should be allotted yearly to provide quarters for officers on salaries of Rs. 100 and upwards. In the meantime they should receive in lieu a fixed allowance of Rs. 15 monthly. If any Europeans are retained on lower salaries they should receive an allowance of the same amount." Mr. Giles further suggests that "when the Reserve barracks (lines) are completed, the house adjacent to the Commissisiner's office, and now used as a guard-room and Reserve office, shoud afford accommodation for at least one European officer." The so-called Reserve barracks are merely lines of ordinary native huts. A guard-room and Reserve office would still be necessary at the Commissioner's office, and the building Mr. Giles refers to contains also the stores with the recruits' and station-house officers' school. It is not adapted to be a dwelling-house and there are no out-offices attached to it.

45. I have now remarked on all the points mooted in the first part of the "summary" which accompanied Mr. Giles' able and valuable report. The rest is (*I*) *Matter requiring, or relating to, legislation.*" (*II*) *Matters relating to powers and privileges of the police,* (*III*) *Matters relating to procedure,* (*IV*) *Inspection of Presidency police,* (*V*) *Nomenclature of police and* (*VI*) *Funds.*

46. (I)—*Matter requiring Legislation.*—The Madras City Police Act recently passed provides fully for all matters requiring legislation and is probably better adapted to the wants of this city than a more general law would be. One point however noted by Mr. Giles is not provided for, namely, that Municipalities should be compelled by law to light up the towns at night for a sufficient number of hours. The present lighting of Madras is altogether insufficient even during the hours in which the public lamps are supposed to be burning; added to this is the fact that all public lights are extinguished at midnight—if they have not previously extinguished themselves. This is a grave drawback from a police point of view and should be always borne in mind when appraising the value of our small, scattered Force, as it is between 12 midnight and 2 or 3 A.M. that burglars and thieves mostly work and stolen property is removed. But legislation on this point, if it be deemed necessary, would probably find a more fitting place in a Municipal Act than in a Police Act.

47. (II)—*Matters relating to powers and privileges of Police.*—Mr. Giles' recommendations as regards the position of the Commissioner have been met by recent orders and local legislation. There will be no need to place city police Chief Inspectors, if the grade be sanctioned, in a different position to that of the present Chief Inspectors of the mofussil police; nor would the Government probably care to be troubled with the duty of awarding minor punishments specially to this class of public servants.

48. (III)—*Matters relating to procedure.*—It is recommended that the practice of including in the charge sheet an abstract of the evidence of each witness should cease. There is no Public Prosecutor to take charge of cases before the Magistrates, and I am quite sure the Magistrates would not consent to have a bald list of witnesses put before them, nor would it be in the interests of justice to do so. The time given to the careful preparation of charge sheets is well spent as it enables the responsible officer to see that no essential point is omitted and leads to a great saving of time in the disposal of the cases. I do not advocate any change in this respect. This Government moreover has impressed on police officers the necessity for giving the fullest information in their charge sheets in view of the restriction now imposed by the Criminal Procedure on the conduct of cases in court by police officers. Mr. Giles would also abolish the separate registers of convictions kept at stations on the ground that a register is maintained at the central office. The abolition of these station registers would be decidedly impolitic, every station-house officer should have a register of the criminals of his section, as the central office only maintains a register of "known depredators." A man is not registered as a known depredator unless he has been previously convicted and for the ascertainment of that fact the central office is dependent on the Divisional Police. The present system is as nearly perfect as possible and it is very seldom that a man who repeats a criminal offence escapes notice owing to the system of station registers, the time bestowed on making the few entries in which is well repaid. The station-house officers do not, as Mr. Giles supposes, visit the central office daily; they could not do so without neglecting other important work.

49. (IV)—*Inspection of Presidency Police.*—I do not think any benefit would result from periodical inspections by the Inspector-General of Rural Constabulary or by the Thuggee Superintendent. The work of city police is special.

50. (V)—*Nomenclature of Police in the Presidency towns to be assimilated.*—This will in a great measure result if the present proposals be approved. The principal difference in this city is in the native ranks where we style our petty officers, head constables (of various grades) instead of Jemadars, Duffadars, Havildars, Corporals or Naiks as of old in Madras and, apparently, at present in Calcutta and Bombay. The rank of head constable is recognized and invested by some local and special laws with certain powers to be exercised by officers not under that rank, therefore it may be well to retain this title. In Ireland the petty officers of the Dublin Metropolitan Police are all styled sergeants, as are all petty officers of the police in England both Metropolitan, County, and Borough. In the Royal Irish Constabulary, a Rural Force, the petty officers are styled head constables, sergeants and constables, the privates being styled sub-constables. In Bangalore, the native petty officers' rank as head constables and sergeants—the European police, being chief constables. On the whole the present nomenclature of the Madras Police (city and rural) has become well established and is sufficiently distinctive and expressive of the duties of each rank.

51. The conclusions to which Mr. Giles has arrived are: that the Bombay Police is "not excessive either in point of cost or numbers" and that "in point of efficiency there is nothing to desire." That the Madras Police, though less costly, is (as therefore might be expected) not so well organized as either the Bombay or Calcutta Forces. That the "controlling staff is unnecessarily strong and costly; more supervision—the beginning and end of a good public system—is badly wanted but of a different kind;" that "much money is spent on mounted patrols that might be more usefully

applied; and that the policy to be pursued is re-adjustment rather than retrenchment." That "the Calcutta Police is, taking no account of relative strength, quite as efficient as that of Bombay, and under more difficult circumstances; but it is far too numerous and costly."

52. The whole gist of the above is that an efficient Police cannot be cheaply obtained. The Bombay Police system in point of efficiency leaves nothing to be desired because it is liberally, though not excessively, provided with the means for attaining this desirable condition.

53. Now as to the opinion that the controlling staff of the Madras Police is unnecessarily strong and costly, a comparision of the actual cost of this in Madras with that of the other two cities will show how far this opinion is borne out, bearing in mind also the local difficulties in the way of effective supervision in Madras. Including the eight Superintendents in Calcutta and seven Superintendents in Bombay the present staff in each town stands thus (*see page 7 of summary*):—

—	Calcutta.		Bombay.		Madras.		Remarks.
	No.	Rs.	No.	Rs.	No.	Rs.	
Commissioner	1	12,000	1	(b) 24,000	1	18,000	(a) The "*Additional Deputy Commissioner*" of Calcutta is not shown. (b) Excludes the personal allowance of Rs. 6,000.
Deputy Commissioner ..	1	18,000	1	11,400	1	9,000	
Assistant Commissioner ..	..	(a) ..	..	..	1	4,600	
Superintendents	8	42,600	7	33,300	..	..	
Total ..	10	72,600	9	68,700	3	31,600	

It is conceded that a Commissioner and Deputy Commissioner are necessary. As before remarked it is the (Madras) Assistant Commissioner who is chiefly objected to apparently if not really because such an officer does not exist in Calcutta and Bombay, although in Calcutta an "additional Deputy Commissioner" had to be appointed. In fact, however, instead of our so-called—for it is really very much a matter of title—Assistant Commissioner on the modest salary of Rs. 350 rising to 400 inclusive of allowances of every kind, there are in Calcutta no less than eight gentlemen on salaries ranging from 300 to 600 rupees, six of them with allowances in addition, and rising to salaries exceeding the maximum salary of our Assistant Commissioner. In Bombay there are seven gentlemen on salaries rising to a sum greater than the maximum of our Assistant Commissioner, six of them with allowances in addition. All these officers in Calcutta and Bombay assist the Commissioner in the management of his Force in the same way as our Deputy and Assistant Commissioners do—or rather try to do, for the task is too great to be effectively performed. It is conceded that in Calcutta and Bombay the present number of Superintendents should be retained. For Madras the proposal is that the remuneration of the Deputy Commissioner should be reduced and an inexperienced youth substituted in an appointment which requires a long apprenticeship before the incumbent can master all its duties;* and that the Assistant Commissionership should be abolished altogether. To compensate for this loss of administrative power, or rather to supplant it, the appointment of three officers to be called Superintendents, each on pay (Rs. 350) and allowances (Rs. 60) which would exceed the average consolidated pay ($383\frac{1}{3}$) of the present Assistant Commissioner is recommended (*see page 7, Summary*). There is clear and urgent necessity for strengthening the hands of the Commissioner for the purpose of more effectively controlling and supervising the force, but this assistance should be given by adding to the present weak staff two practical, experienced officers such as the Superintendents or Chief Inspectors would be, and who, being relieved of office work would have more time for constant local movement in the divisions, the present Assistant Commissioner being retained in lieu of a third Superintendent for the reasons stated in paragraph 5, page 2. The only real difference between the proposal now made on this point and Mr. Giles' is, that it is now urged that one of the three Superintendents he considers necessary

* See Appendix B.

shall have the *status* and influence attaching to the appointment of a gazetted officer, and be one who by virtue of his appointment can materially aid the Commissioner in the despatch of routine business. Mr. Giles' proposal for the controlling staff (Commissioner, Deputy Commissioner and Superintendents) involves an annual cost of Rs. 43,360. The Superintendents are included in the controlling staff as our Deputy and Assistant Commissioners have to undertake duties which elsewhere are performed by the Superintendents. The modification now suggested (Commissioner, Deputy Commissioner, Assistant Commissioner and Chief Inspectors) amounts to Rs. 39,000. The following statement of the principal heads of charge shows the present monthly cost compared with Mr. Giles' and the present proposals.

—	Present Establishment.		Preposed by Mr. Giles.		Now proposed.		Remarks.
	No.	Rs.	No.	Rs.	No.	Rs.	
Commissioner	1	1,500	1	$1,833\frac{1}{3}$	1	1,500	
Deputy Commissioner	1	750	1	550	1	700	
Assistant Commissioner	1	$383\frac{1}{3}$	..	..	1	3 0	
Superintendents (Chief Inspectors) ..	..	..	3	1,230	2	700	
Inspectors and Sub-Inspectors (including Beach Police)	23	2,264	21	2,660	21	2,249	
European Sergeants* (including Beach Police)	24	1,597	..	.. (b)	24	1,782 (a)	(a) Maximum. (b) Mr. Giles leaves out of calculation the cost of the Inspectors and Sub-Inspectors in charge of stations who are to replace the sergeants (See para. 65, his report).
Native Officers (head constables) (including Beach Police)	103	1,593	Not calculated.		121	1,999	(c) Excluding paid guards.
Constables* (including Beach Police) ..	741	5,936	Not calculated, (d).		856	7,490	(d) Taking present strength only, the cost, allowing Re. 1 extra as proposed, would be Rs. 6,677 without any addition to the number of men.
Government Guards	130	16,008	86	8,516	114	15,132	

* Excluding Hackney Carriage department, the cost of which is paid by fees.

54. *Changes proposed.*—The changes therefore which I respectively urge on the attention of Government are:—

Two Chief Inspectors to be appointed (*para.* 6).

I. The appointment of two Chief Inspectors to bridge the wide gap now existing between the Administrative and Executive Staff. This will be a new charge involving an increased expenditure (including all allowances) of Rs. 700 monthly.

House-rent for Inspectors to be raised to Rs. 15 (*para.* 8.)

II. Allowance to Inspectors (11) in lieu of free quarters (house-rent) to be raised to Rs. 15 *per mensem* and to be given to all Inspectors not provided with public quarters. This will be an increased charge of Rs. 116 monthly.

Minimum pay of Europeans over 12 months' service to be Rs. 60. House-rent to be Rs. 12 (*para.* 10).

III. The second Sergeant of A Division to be first grade instead of second grade and to assist in Hackney Carriage Department, special allowances for which to cease (*paras.* 37 *and* 41). Increase .. .. Rs. 10

Pay of European sergeants over twelve months' service to be 60 rupees. Increase 70

Allowance in lieu of free quarters to 21 sergeants to be raised to Rs. 12 each. Increase 105

185

Appointment of competent "Station-house officers"—increased minor supervision and employment of divisional and station clerks (*para.* 11).

IV. Appointment in each division of competent chief constables as "Station-house officers" on salaries of Rs. 30 each and due provision for a sufficient number of minor petty officers for outdoor supervision and routine duties. Also the grant of a small allowance for divisional and station writers. The increased charges to be incurred on these accounts will be as follows:—

		Rs.
	7 Chief constables as divisional station-house officers, at Rs. 30 each =	210
	2 First-grade head constables to complete divisions, at Rs. 25 each =	50
	And appointment of a first grade instead of second-grade head constable for Beach Police =	5
	7 Second-grade head constables to complete divisions so as to allow a petty officer of this grade to be in charge of each sub-station, at Rs. 20 each =	140
	Allowance for 8 constables as divisional writers at Rs. 3 each, and for 14 constables as station writers, at Rs. 2 each =	52
Additional constables and increase of pay (*paras.* 13 *and* 14).	V. Addition to the force of 120 and increase of pay for all constables to allow of one-fourth first-class at Rs. 10, one-fourth second-class at Rs. 9 and two-fourths third-class at Rs 8 per mensem (average pay, Rs. 8-12-0) =	1,590
Provision for railway duty, (*paras.* 23 *and* 27).	VI. Provision of 2 head constables and 8 constables for railway platform duties =	94

55. *Summary of proposed increased charges.*—The following is a summary of the above recommendations involving increased charges on account of Establishments :—

	Per mensem. Rs.
I. Appointment of Chief Inspectors (2)	700
II. House rent for Inspectors	116
III. Do. for sergeants and increase of pay of third-grade ..	185
IV. Appointment of station-house officers and writers	457
V. Additional constables and addition to the pay of that rank ..	1,590
VI. Railway Platform Police	94
Monthly ..	3,142
Gross increase Annual ..	37,704

56. *Conservancy of Station-houses.*—Another matter calling urgently for attention is the absence of proper provision for the conservancy of stations and sub-stations. For some posts no provision whatever is made on this account ; at others sums ranging from 4 annas to 1 rupee per mensem are allowed. A sweeper and scavenger should be employed at each station and sub-station and the strictest cleanliness enforced. A sum not exceeding Rs. 3-8-0 for each central station and Rs. 2-8-0 for each sub-station would be very moderate at which rate the charge would be :—

	Rs.	A.	P.
Eight central stations (including Beach Police) at Rs. 3-8-0 ..	28	0	0
Fourteen sub-stations at Rs. 2-8-0	35	0	0
Total ..	63	0	0
Deduct at present allowed ..	28	8	0
Increased charge ..	34	8	0

which can be met from savings from present budget allotment for contingencies.

This charge (Conservancy) should be included in the contingencies and not as now under the head of Establishment. Some of these sweepers get only four annas a month for which they must trudge to the Commissioner's office where their names are duly entered in the monthly pay lists, &c., and the charges supported by Government Orders of various dates and numbers. These petty charges should be passed as a contingent charge, this office of course seeing that such items are properly vouched.

It may be possible at some places to make terms with the municipal scavenging contractor to serve the police stations also, at other places private arrangement would be more economical. There will also be an additional annual charge of about Rs. 1,320 for clothing of 120 constables to be added to the Force.

57. The resources from which the foregoing increased charges can be met, at all events in part, must now be considered :—

First—Revision of Existing Establishment.

	Rs.
(*a*) If the pay of the Deputy Commissioner be fixed to correspond with that of a Third-grade Superintendent (*see para.* 4) there will be a saving annually of	600
(*b*) The pay of the Assistant Commissioner who should, preferably, be a Native gentleman, may be fixed at Rs. 350 consolidated, and will give—if the present incumbent could be otherwise provided for—an immediate annual saving of Rs. 600, or, taking the average salary of the appointment on progressive pay, of ..	400
(*c*) By reduction of one Inspector and one Sub-Inspector (*para.* 37) ..	1,572
(*d*) Local allowance for supervision of the Hackney Carriage Department to cease, the duty being undertaken by the Reserve Inspector and Sergeants. This will give a gross saving of Rs. 840, but the Sergeants employed as Hackney Carriage Inspectors should receive house rent as other Sergeants, therefore a sum of Rs. 24 monthly must be deducted on this account, and also Rs. 4 monthly to assimilate the pay of the constables of this branch to that of other constables ; this reduces the net saving annually to	504
(*e*) Local allowance for two Inspectors, Intelligence Branch, duties being undertaken by Chief Inspectors (*para.* 36)	840
(*f*) The present system of managing the Government Workhouse by means of a committee is cumbrous, and if carried out in its integrity would cause great delay in the despatch of business, but, in practice, the whole management is left in the hands of the Commissioner of Police as President of the Committee. If the institution be placed legally, as it is in fact, under the direct control of Commissioner of Police, the Chief Inspector of the District might be appointed Governor, with an European constable on Rs. 50 as warder, clerk and storekeeper. Some European must always be present to receive vagrants, issue rations and clothing, and to superintend the labour-yard. This arrangement would give a saving of	600
(*g*) The present head Sergeant who draws a consolidated salary of Rs. 85 per mensem may be at once absorbed in the sanctioned number of First-grade Sergeants, the difference of pay giving annually	36
(*h*) By abolition of the appointment of Coroner and his establishment	8,500
(*i*) By reduction of Goverment guards (*para.* 31) Rs. 876 ; but as some provision will probably have to be made for watchmen by the Officers of the Telegraph and Medical Stores and by the Department of Public Works for the Seven Wells water cistern, the above sum represents only the gross relief to the Police budget—the nett saving to the state would be about	100

Note.—Some difficulty has been experienced in dealing with Mr. Giles' figures under this head, as he has included guards (such as Gun Carriage and water cistern), the cost of which is recovered by this department in cash.

Additional Levies and Contributions.

(*j*) By (M.) Act VII of 1878, the Municipality of Madras is liable to contribute one-half of the total cost of the City Police. In 1882 the Government (*G.O., dated 9th June* 1882, *No.* 441, *Financial*), were pleased to remit all claim for this contribution. The Municipal Commissioners have never, I understand, paid

anything towards the cost of maintaining their City Police. The Finance Committee, it is understood, advised the recovery of a portion at least of this cost, and it is said that a contribution of Rs. 50,000 is to be made from Municipal funds. Looking to the great insecurity caused by defective lighting, the heavy taxes levied on Police buildings, and the direct interest which the citizens have in maintaining an efficient Police Force, a grant equal to one-fourth of the total cost may well be expected. This will give, allowing credit for Rs. 50,000 as above, a further contribution of, say .. .. making in all Rs. 60,000. Even then the contribution will be only one-half of what is legally exigible, and much less, in proportion, than the amount of the municipal contributions in the other Presidency Towns, which compare :—

	Total Cost of Police.	Municipal Contribution.	
	RS.	RS.	
Calcutta	8,11,712	3,35,978	Nearly half.
Madras	2,25,848	..	..
Bombay	5,77,736	2,71,749	One-half.

RS.

13,000

The above figures taken from Mr. Giles' report include all Police expenses. They are significant as showing how reasonable is the present plea for more liberal treatment of our own Presidency. There is some doubt if the Municipal contribution of Rs. 50,000 is credited to "Police" or to general purposes.

(*k*) Credit should be given to this department for the fees levied by *Stamps* as well as for the fees paid in cash. Under the Indian Arms Act and the explosives Act all the fees are levied by Stamps, but this department has to find the establishment, clerical and executive, necessary for working these Acts, no provision being made for such duties. In Bombay there is a special establishment for this service costing Rs 2,520, and in Calcutta costing Rs. 3,000; besides, is believed, additional payments for inspection of petroleum depôts. Allowing a deduction of ¼th on account of imperial revenue, the sum levied by Stamps may be estimated at 2,500

(*l*) At present Port Funds pay a contribution of one-half the cost of the Beach and Harbour Police. The other moiety, as suggested by Mr. Giles, should be paid by the Harbour Trust; this would result in a recovery of 5,394

(*m*) Fees to be levied on licenses for music in the streets, even taking a nominal fee of four annas on each license would bring about 1,500

(*n*) Other fees on licenses for places of public resort may be taken at 600

The total of the above items amounts to .. 36,146

Note.—Only a rough estimate of the revenue from these sources (*m*) and (*n*) can at present be made, so the amounts are put very low. The actual receipts would probably be considerably higher.

58. What has to be provided and paid for here is the continuous day and night duty; the close supervision, without which this duty cannot be ensured; and a class of officers possessing sufficient natural intelligence, improved by a fair education, to enable them to discharge the numerous miscellaneous duties devolving on the City Police with credit to themselves, and to the satisfaction of the highly civilized people with whom they are brought into daily contract. Finally, the unpopularity of the service is a factor which has to be considered and paid for. Unfortunately, there is a strong prejudice against the Police. Their duties are such that, if they be loyal, they must necessarily make enemies; they have to undertake all the unpleasant work of the executive; professional men having weak cases—indeed in many instances whether their cases be weak or strong—look on the Police as fair objects for the unchecked imputation of all kinds of disgraceful conduct for which there is not a shadow of ground; and I may add that there seems a tendency to accept as an axiom that it is to be assumed that every Police officer is an unscrupulous knave; instead of assuming, till the contrary be shown, that he, like other public servants, is doing

his duty in good faith. Europeans may perhaps treat unmerited aspersions with contempt, or affect to do so, but respectable natives are more sensitive and have not always the same moral courage to face these disagreeable incidents of the service. Then there is the incessant round of duty, the strict discipline, and—great stumbling block—the uniform. All these are deterrents to respectable educated men who eagerly seek employment in other departments. Of 150 candidates for a clerk's post on 15 rupees, not one would accept an appointment as head constable on 20 rupees, or even 25 rupees a month with prospect of advancement. It is a matter of state policy that some steps should be taken to make this service more attractive in all its grades; for there is no department on which the peace of the country and the comfort of the people more depends. There is much greater difficulty in obtaining petty officers and men for the City Police than in rural districts, where they are free from the constant supervision and never-ending labor of the City Policeman; and where, except perhaps under the eye of the European Officers, certain departmental regulations are not very strictly observed.

59. The proposals which I have now the honor to submit adopt, substantially, nearly all the recommendations of the able Police officer specially delegated by the Government of India. I have not recommended the increase to the pay of the Commissioner as I consider it of greater importance to secure permanently the services of an experienced officer of some standing as Deputy Commissioner, and to retain a native gentleman of good position and some influence as an Assistant to the Commisssoner. I beg special attention to a letter on this subject addressed to Government by the late Colonel C. S. Hearn, when Inspector-General of Police, whose views were accepted by Government (*see Appendix*). Also to the numerous operations of reduction in one direction to provide in another for what seemed one of two evils in this much manipulated office. The main difference of opinion is on the subject of Mounted Police; but in Madras we maintain no separate branch of this kind except four native sowars. We train our Europeon officers to act when necessary as Mounted Police, and when not so required as a body, their horses are usefully employed in enabling them to patrol the great extent of their charges instead of—as would certainly occur—hanging about the immediate vicinity of their quarters or station-houses. This is not a climate in which an European can be expected to walk over 8 or 9 miles of ground twice, and, when for night duty, three-times daily, in addition to attendance at Court, and the other ordinary duties of a police officer. The conversion of sergeants into Inspectors is a mere change of name which can, if desired, be at any time effected. The European Sergeants do now take a more direct and intelligent share in the work of their sections than was formerly the practice.

60. Even if the present strength of constables could be invariably maintained, there would not be a sufficiency for the work expected from the force by the public; but when it is further reduced by vacancies which cannot be filled, and by necessary absence when men are sick or on leave, then the task becomes excessive. No doubt the strength of the present force was calculated mainly on the strength and cost of the old establishment it supplanted; but in former day's living was cheaper, the discipline was not so strict, and there were always a number of *Oomedwars* waiting for the chance of employment. From these candidates were selected substitutes for men absent on sick leave, or leave on private affairs, so that the ordinary working strength of the force was, as a rule, always available. The system was exceedingly simple. I have been receiving lately petitions from very respectable inhabitants pointing out, and with truth, that the Police Force is insufficient for the protection of the City. There should be an addition of at least 200 men to the ranks. In London, with all the advantages of well-secured houses and well-lighted streets, the proportion of police to population, excluding parks, dockyards, &c.,—what we call here Government guards—is 1 to 381·8, and in the City of London, 1 to 56. In Dublin, which in size, population, &c., more nearly corresponds to this City, the proportion of police is 1 to 312·5. In Madras the sanctioned strength, which we cannot reach or maintain, is only 1 to 600 for all outside protective and detective purposes and with all local disadvantages. In all cities the night duty is kept distinct from the day duty; a jaded man who has been tramping the streets during the night is of little use during the day; nor can a

man who has been on beat under a fierce sun during the day be expected to keep awake and be alert at night. But our men have to do both day and night duty ; it is unavoidable owing to paucity of numbers.

61. The physique of our rank and file is far below what it should be, and this further accentuates our numerical deficiency. The imperative need for improving the physical standard has unfortunately been illustrated by the recurrence, after a lapse of many years, of robberies with violence by gangs of thieves working in combination at night. No assistance from the inhabitants can, apparently, be calculated upon, as, in one instance, six male adults allowed two men who had committed house-breaking to forcibly dispossess an elderly relative of her ornaments without attempting any interference beyond useless verbal remonstrance. In another case, one of our constables who had seized a house-breaker was quickly disposed of by his captive, and now lies in hospital owing to injuries received in the encounter. The constable behaved well, but was no match for a sturdy thief. There is no doubt that the Police of this City has deteriorated physically and to a dangerous extent, as may be seen by comparing the few men of the old force now left, or the pensioners, with the present weedy constables. Of 38 candidates registered this year only 18 passed into the service; and some of these latter only barely satisfied the medical officer. Intellectually, the petty officers and men are far behind the requirements of the age.

62. A form of proposition statement is attached showing the present and proposed establishment according to which the net increase amounts to ... ... Rs. 32,240

	NO.	RS.
	133	
Less moiety now recoverable from Port Funds ... ... ,, 5,394		26,846
To which add clothing for 120 additional constables ...		1,320
Total charge, Rs. ...		28,166
Against which the changes and recoveries specified in paragraph 57 provide gross ... ... Rs. 36,146		
Less sums for which credit is taken in proposition statement ... ... Rs. 4,016		32,130
Leaving a balance of Rs. (surplus) ...		3,964

63. Since the foregoing was written there have been some very daring cases of house-breaking and open robbery of property from the inmates of the houses entered. It is unusual for such cases to occur here. The description given of the depredators points to a visitation by criminals of other districts, facilities for which have been greatly increased by the extension of railway lines of communication. Nearly all the cases have been in the suburbs which are specially open to inroads from the south, west and north. Seeing that such attacks may be repeated, I would ask leave to modify my views as to the sufficiency of the proposed guard at the Deputy Collector's Treasury, which I now think cannot safely be reduced lower than its present strength, viz., one petty officer and six constables. The post is isolated from any police aid, and a rush made by a determined gang could hardly be resisted by the three men of the reduced guard who would be present. Considerable public alarm has been caused by these house-breakings, and if an efficient night patrol is to be maintained, we must have more men and better supervision to keep them at this most unpleasant part of their duty. The proposals now submitted will provide for more effective supervision, but a sufficient increase to the number of constables has not been included, owing to the cost. Still if the 120 additional men now estimated for be granted, they will be a substantial aid and relief. We can then make better arrangements for watching the movements of suspects and bring the daily task of the force within more reasonable limits.

Appendix A.—Proposition Statement.

Appendix B.—Extracts from Proceedings of Government, 1872—1880.

Appendix C.

From Surgeon H. CARRUTHERS, Officiating Principal Medical Storekeeper, Madras, to the Commissioner of Police, Madras, dated Madras, 17th April 1888, No. 133.

Reference.—Your No. 32, dated 10th instant.

In reply to the above, I have the honor to state that this Depôt is a very large and important one containing valuable Government property, medicines, surgical instruments, &c. Supplies are constantly coming in and going out with lascars, coolies, &c., who have to be carefully examined before being permitted to pass the gate.

There was formerly a military guard in addition to the office peons' guard. The duties of the latter are such that they cannot always be at the gate ; it is therefore in my opinion essential that the present double guard should be kept up. Failing a police guard, a military one will be required.

Appendix D.

From Colonel ROSS THOMPSON, R. E., Executive Engineer, Presidency Division, to the Commissioner of Police, Madras, dated Bangalore, 4th May 1888, No. 218-M.S.

With reference to your letter, No. 30, of 10th April 1888, I have the honor to inform you that the services of the police guard at the Water Cistern can be dispensed with, as their duties can equally well be performed by the ordinary lascars.

Appendix E.

From G. G. CHARLES, Esq., Government Telegraphs, Madras Division, to the Commissioner of Police, Madras, dated Madras, 9th June 1888, No. 1533.

With reference to your letter, No. 31, dated the 10th of April 1888, I have the honor to inform you that the question of substituting ordinary peons or lascars for the police guard now employed at the Telegraph Stores, Madras, has been referred to the Director-General of Telegraphs, and I have been directed to state that he considers it is highly desirable to have police guards at our depôts so as to have men who are changed as frequently as possible, but he considers that, for an enclosed space like that at Ráyapuram, the police guard might be reduced to three men.

Order—dated 18th September 1888, No. 1979, Judicial.

Following a suggestion made by the Finance Commissioner with the Government of India, in a note dated 27th January 1887, His Excellency the Governor-General in Council deputed Mr. A. H. Giles, a District Superintendent of Police in Bengal, to make a comparative inquiry into the cost, strength and working of the Police establishments in the three Presidency towns. Mr. Giles submitted the result of his investigations in a report, dated 16th August 1887, which was referred in the first of the foregoing letters for the remarks of this Government on such of his proposals as affected the town of Madras. A full report from the Commissioner of Police having been obtained, the Government proceed to pass orders on the papers.

2. Since Mr. Giles wrote some thirteen months ago, several matters to which he makes reference have been disposed of. The chief of these is the entire separation of the City Police from the general Force of the Presidency and the emancipation of the Commissioner from the control of the Inspector-General; this was accomplished by Madras Act III of 1888. The same enactment provides for the Commissioner being *ex-officio* a Presidency Magistrate, subject to certain restrictions, as well as a Justice of the Peace, and gives a legal status to the Deputy and Assistant Commissioners. In some other respects, such as the proposed power to inspect places of public resort and entertainment, the new Madras City Police Act has already dealt with Mr. Giles' suggestions.

3. The general conclusion to which the officer deputed by the Government of India came as regards the Madras Police, was that retrenchment was impossible. He recommended re-adjustment of the present expenditure, but an examination of his

detailed proposals shows that they involve an actual increase of cost. His first recommendation is that the pay of the Commissioner should be fixed at Rs. 1,500 rising to Rs. 2,000, instead of Rs. 1,500 as at present. The Commissioner has, it is true, now become an independent officer, but he has long been so in practice, and the Government do not consider that any change in the present rate of pay is called for.

4. The other proposals regarding the controlling staff made by Mr. Giles need not be noticed in detail here. His recommendation that the Deputy Commissioner should be drawn from the ranks of Assistant Superintendents of Police is strongly opposed by Colonel Weldon, and the Government entirely agree as to the inexpediency of the proposed change. It is, however, very desirable that the Deputy Commissioner should be graded with the District Superintendents of the Mufassal Police, for otherwise he would be deprived of all prospect of advancement. Practically this will continue the state of things which has prevailed for the last 25 years, for the present incumbent of the post is officiating as a 2nd-grade Superintendent. In any case the salary may be reduced to Rs. 700, which is that of a 3rd-grade Superintendent, but sanction will be sought for the inclusion of the post in the 3rd grade of the graded list of Superintendents. Mr. Giles further proposes the appointment of three Superintendents drawing Rs. 350 a month with Rs. 60 horse allowance, instead of the Assistant Commissioner on Rs. 350—400. The Government fully agree as to the desirability of the appointment of these officers, but in view of the far greater necessity for strengthening the rank and file of the Force, they regret that one Superintendent on Rs. 350 per mensem is as much as can at present be afforded. Sanction for the creation of this post will accordingly be asked for, as well as for the reduction of the pay attached to the post of Assistant Commissioner to Rs. 350. The advantages of retaining the designation of the latter officer, and with it a definite legal status and power to act for the Commissioner within certain limits, are obvious and have been recognized in recent legislation. The single Superintendent now approved will, if sanctioned, act in the Commissioner's own district, but the Commissioner will relieve the Deputy of all work which can conveniently be transferred to the Central office, and he will also consider whether one of the Inspector's divisions now under the immediate charge of the Deputy Commissioner cannot be transferred to the new Superintendent and his own district.

5. Of the Inspector grade in Madras, Mr. Giles wrote that their remuneration was anything but liberal and the allowance in lieu of quarters quite insufficient. No specific recommendation as to their future rates of pay was made, but if they were to be assimilated with those in force in Calcutta and Bombay, a large additional expenditure would be involved. Colonel Weldon proposes to give a uniform allowance of Rs. 15 as house-rent, to reduce one 4th-class Inspector and one Sub-Inspector, and to revise the rates of conveyance allowances. These proposals are summarized in the margin and are approved. The net result is a saving of Rs. 180 per annum.

PRESENT.		PROPOSED.	
Inspectors.		*Inspectors.*	
First-class—	RS.	First-class—	RS.
No. 2.—Pay	200	No. 2.—Pay	200
Horse allowance	15	Conveyance allowance ..	15
House-rent	..	House-rent	15
Second-class—		Second-class—	
No. 3.—Pay	150	No. 3.—Pay	150
Horse allowance	15	Conveyance allowance ..	15
House-rent	..	House-rent	15
Third-class—		Third-class—	
No. 5.—Pay	100	No. 5.—Pay	100
Horse allowance	15	Conveyance allowance ..	15
House-rent	7	House-rent	15
Fourth-class—		Fourth-class—	
No. 3.—Pay	75	No. 2.—Pay	75
Horse allowance	15	Conveyance allowance ..	10
House-rent (to 2 only) ..	7	House-rent	15
Sub-Inspectors.		*Sub-Inspectors.*	
No. 10.—Pay	40	No. 9.—Pay	40
Conveyance allowance ..	6	Conveyance allowance ..	6

6. Mr. Giles proposes the abolition of the Serjeant grade and its replacement by adequately paid Inspectors and Native Sub-Inspectors. He observes that they are little else than patrols, and it seems to be admitted that they have not hitherto taken a sufficient share in the general duties of the Force. The Commissioner of Police, however, states that efforts to effect an improvement in this direction are being made, and have already met with some success. Both Mr. Giles and Colonel Weldon agree that the present rates of pay are insufficient, and the latter makes

proposals for improving it by raising the house-rent all round to Rs. 12 and by having only 2 classes on Rs. 70 and Rs. 60, respectively, recruits being on probation for a year on Rs. 50 per mensem. After careful consideration and full personal discussion with Colonel Weldon, the Government have come to the conclusion that a certain number of Europeans are essential, that one is required for almost every station, and that it is necessary that nearly all be mounted. It is considered, however, that some reduction in the numbers of this grade is possible, and that an endeavour should be made to decrease the heavy cost incurred on horses. The proposals as regards house-rent and probation are accepted. The numbers and allowances of the Serjeants will, accordingly, be fixed at the scale shown in the margin, and four of them will be dismounted. This will enable seven horses to be dispensed with, at a saving which may be taken approximately at Rs. 3,500 per annum, while the re-organization of the Serjeants will effect a small saving. Taking the pay of the whole second grade to be Rs. 60, the effect of the change now ordered is an increase of one rupee per annum only, and there will be a reduction in the case of the men who are on probation.

PRESENT.		FUTURE.	
Serjeants.		*Serjeants.*	
First-class—	RS.	First-class—	RS.
No. 8.—Pay	70	No. 7.—Pay ..	70
House-rent ..	7	House-rent ..	12
Second-class—		Second-class—	
No. 8.—Pay	60	No. 13.—Pay ..	60*
House-rent ..	7	House-rent ..	12
Third-class—			
No. 7.—Pay	50		
House-rent ..	7		

* During first year to be on probation on Rs. 50.

7. On the subject of Head Constables, Mr. Giles' proposals are to reduce eight from the reserve and to utilize their pay in creating a higher grade of petty officer. It is correctly pointed out by the Commissioner of Police that the reduction recommended is due to a misapprehension. The division called the A or Reserve division is not in fact a reserve, but has specific and necessary duties to perform, only a section of it being really reserved to meet temporary vacancies. Colonel Weldon shows that, in order to provide a Head Constable for each station, an increase is necessary, and he proposes to create a new grade of Chief Constable, in number seven, one man to be allotted to each division, and to increase the number of Head Constables by eleven. These proposals do not altogether recommend themselves to the Government. There is already a sufficient number of separate grades and designations, and it is undesirable to add to them. Instead of having a higher-paid grade for the central station of each division, it appears preferable to give a charge allowance to the actual officer so employed. The Head Constables will, accordingly, be regraded in the manner shown in the margin, and the following rates of charge allowance will be given, viz.—

PRESENT.		FUTURE.	
Head Constables.		*Head Constables.*	
First-grade—	RS.	First-grade—	RS.
No. 14.—Pay ..	25	No. 15.—Pay ..	25
Second-grade—		Second-grade—	
No. 10.—Pay ..	20	No. 20.—Pay ..	20
Third-grade—		Third-grade—	
No. 28.—Pay ..	15	No. 32.—Pay ..	15
Fourth-grade—		Fourth-grade—	
No. 47.—Pay ..	12	No. 50.—Pay ..	12

	RS.
Seven Central stations and the Beach Police station	10
Sub-stations	5

The number of Head Constables will thus be increased to 117—that adopted by Colonel Weldon in his proposition statement—and the increased charge on account of their pay will amount to Rs. 3,852 per annum, to which has to be added Rs. 1,800 on account of charge allowances, making a total of Rs. 5,652 per annum.

8. The position of the rank and file of the Madras City Police Force has long been known to be unsatisfactory. In 1869 it was pointed out by Colonel (then Captain) Weldon and by Captain (afterwards Colonel) Tennant that the pay of the Madras constable is low, while the work expected of him—52 hours in three days—is absurdly excessive. Again in 1883, a Committee appointed to inquire into the manner in which the then Commissioner of Police had discharged his duties and to report on the general administration of the Town Police, among other suggestions, some of which were adopted at the time and others of which are included in the

G.O., 19th June 1869, No. 1027.
„ 21st Jan. 1874, „ 95.

reorganization now to be carried out, drew attention to the insufficient strength of the Force and the long hours of work, and recommended an addition of 181 men. 64 additional constables were subsequently sanctioned, their cost being met by savings in the Police budget, and the balance of 117 is almost identical with the increase now asked for by the Commissioner. This recommendation strengthens the grounds on which the present request, itself clearly reasonable, is based, and the Government agree that nothing less can be considered adequate. It would no doubt be desirable to go further and give an increase of one rupee all round as recommended by Mr. Giles, but financial considerations render this for the present impracticable. The re-grading of constables, as proposed by Colonel Weldon, and as shown in the margin, is approved and sanctioned, the net increased cost being Rs. 18,276.

G.O., 17th September 1883, No. 2460.

G.O., 16th September 1884, No. 2204, Fin.

PRESENT. *Constables.*		FUTURE. *Constables.*	
First-grade—	RS.	First-grade—	RS.
No. 237.—Pay	9	No. 204.—Pay	10
Second-grade—		Second-grade—	
No. 236.—Pay	8	No. 204.—Pay	9
Third-grade—		Third-grade—	
No. 228.—Pay	7	No. 408.—Pay	8

9. The general financial effect of the proposals now sanctioned, or to be submitted for sanction, is exhibited in the margin. An increased outlay of Rs. 23,448 from Provincial funds is involved, and except the three first items, which require the sanction of higher authority, the changes will be carried out at once, the reduction in Serjeants being, however, effected as opportunity offers, but before the 31st March 1889. In paragraph 57 of his letter, the Commissioner of Police enumerates certain other items, besides those arising from savings in the Force, for which he takes credit as a set-off against the larger charges now to be incurred. As regards those numbered (*f*), (*j*) and (*k*), the Government are not prepared to take any action. With respect to (*l*), the present system by which the cost of the Beach and Harbour Police is equally divided between Harbour Trust Funds and Port Funds seems equitable, and will be continued for the present, but the Government will be prepared to reconsider the matter in the light of any decision which may be come to in Calcutta or Bombay. The Accountant-General will be requested to report whether those items numbered (*m*) and (*n*) can be held to be legitimate receipts of the Police department; if they are, there is no objection to their being so credited. The fact that the main responsibility in connection with inquests will fall on the Police, and especially on the Superintendent now to be created, when the abolition of the Coroner and his establishment is carried out, will give Provincial funds a fair claim to the saving so made, and this will be represented to the Government of India in due course, but nothing will accrue for the present. Finally, there is a saving of Rs. 504 arising from the withdrawal of the local allowance for supervision of the work connected with the Hackney Carriage Act, and there will also be a small saving on Government guards—a point referred to again below. The allowances to the Intelligence Branch will continue as at present, and the total immediate increased expenditure will thus be about Rs. 23,000.

	Increase. RS.	Decrease. RS.
Deputy Commissioner	..	600
Assistant Commissioner	..	400
Superintendent	4,200	..
Inspector grade	..	180
Serjeants	..	..
Horses	..	3,500
Head Constables	5,652*	..
Constables	18,276	..
Total ..	28,128	4,680
Deduct decreases ..	4,680	..
Net increase ..	23,448	..

* Of this, 1,800, the amount of charge allowances, will not count for pension.

10. In paragraph 18 *et seq.* of his letter, Colonel Weldon makes certain proposals respecting guards supplied to Government House, Madras, and to certain public offices. His recommendations are summarised in the statement in para. 31, and are approved, subject to the reduction of the guard at the Telegraph Stores to three, as suggested by the Superintendent, and to a similar reduction in the case of the Medical Stores. As regards the Black Town Justices' Jail, however, it was understood that the lock-ups to be provided at the new Town Magistrate's Court would answer all purposes, and

the Commissioner will report further whether it will not be possible to abolish the Justices' Jail on the completion of the new building, and thus do away with one of the present guards and posts.

11. Various other minor matters raised by Mr. Giles and referred to by Colonel Weldon remain to be noticed. As regards the proposals for granting travelling allowances and making provision to meet the allowances of men on leave, the Government consider, in view of the improved scale of house-rent now sanctioned and of the increase of strength, that nothing is called for. They have no objection to Mr. Giles' proposal to grant pension to the lower ranks of the force after shorter periods of service than at present. Paragraph 46 of Colonel Weldon's letter will be communicated to the Local and Municipal Department for consideration, and although the Government are not prepared to order any change in the matters of procedure referred to in paragraph 48, the Commissioner's attention will be specially drawn to the necessity for conciseness and the avoidance of irrelevant matter in the preparation of charge sheets. The small extra expenditure on the conservancy of station-houses, which is proposed in paragraph 56, is sanctioned.

12. Copy of these Proceedings will be forwarded to the Government of India. The Commissioner of Police will submit a revised proposition statement at a very early date through the Accountant-General.

(True Extract.)

A. G. CARDEW,
Ag. Under Secretary.

To the Commissioner of Police.
„ Accountant-General.
„ Local and Municipal Department.
„ Inspector-General of Police.
„ Chief Presidency Magistrate.
„ Revenue Department.
„ Military Department.
„ Marine Department.
„ Public Works Department.
„ Private Secretary to His Excellency the Governor.
„ Superintendent of Telegraphs, Madras Division.

Exd. A. Raitt.

No 3281 w d 15-10-88

Recorded.
sg.t/W.L.C.B

Govt. of {1888} Madras.

JUDICIAL.

Issued

Recd. *Encl.*

G.O., 18th Sept. 1888, No. 1979.

L.S. E.C

No 3281 w 15.10.88

SEPTEMBER.

Madras City Police.

Passing orders on remarks of the Commissioner of Police, Madras, on Mr. Giles' report on the —.

withdrawn