M.R.O. 14—10,000—81-4.

MADRAS RECORD OFFICE.

Government of Madras.

Revenue DEPARTMENT.

G.O. No. 1323 Press ~~Mis.~~

Dated 28 — 7 — 1859.

Not to be folded or roughly handled

Proceedings of the Madras Government Revenue Department, from 24th September to 4th October 1859.

No. 77. Read the following Proceedings of the Madras Government in the Judicial Department; dated 24th September 1859, No. 1289.

Sanctioning the arrangements for the reform of the Police of North Arcot, proposed by the Inspector General of Mofussil Police. (Vide Judicial Pro. from 24th September to 4th October 1859, Nos. 1 to 6.)

No. 78. ORDER THEREON, 28th September 1859, No. 1323.

Ordered to be communicated to the Board of Revenue, Mr. Pelly, Director of Revenue Settlement and the Inâm Commissioner for their information respectively.

(Signed) J. D. BOURDILLON,
Secretary to Government.

PROCEEDINGS of the MADRAS GOVERNMENT.

Read the following letter from the Inspector General of Mofussil Police.

(Here enter 7th July 1858.)

ORDER THEREON, 24th September 1859, No. 1289.

The Inspector General of Mofussil Police submits Statements and Estimates shewing the proposed strength and cost of the new Police establishment, Constabulary and Village, for the District of North Arcot.

Report, paragraph 2. 2. He gives a Statement shewing in abstract, under the heads "Allocated Rural Police," "Town Police," and "Reserve, &c.," the Constabulary force proposed for each Táluq and Town of the District, the proportion it bears to the population and area, the number of Police Districts and of Police parties and their out-posts, and the cost of the whole establishment.

3. The result is that, for an area of 7,526 square miles and population of 13,65,947, the Rural Police are to consist of 86 Inspectors and 1,160 Constables, being at the rate of one Policeman to 1,235 of the population, and to every 6·4 square miles. There are to be 77 Police parties, and 43 out-posts. The total annual cost will be Rupees 1,35,340.

4. The Town Police will be stationed at three Towns—Vellore, Arcot and Wálájapetta, having an aggregate population of 80,002.

Vellore population ...	54,000	
Arcot do.	12,000	The force for the three Towns is 4 Inspectors, 105 Constables, the cost
Wálájapetta do.	20,002	Rupees 14,140 a year.

5. The Reserve is to consist of 5 Inspectors and 210 Constables, at a yearly expense of Rupees 24,920. It is to take all duties at the Treasury, as a Reserve at the Magistrates Courts—for Jails and Orderlies.

	Inspectors.	Constables.
Rural Police	86	1,160
Town do.	4	105
Reserve	5	210
	95	1,475

6. Mr. Robinson thus proposes, that the Constabulary force for the District, shall consist in all, of 95 Inspectors and 1,475 Constables. The aggregate cost will be Rupees 1,74,000 a year, for a population of 14,52,549; being one Policeman to every 962 of the population, and to every 5 square miles. The present force consists of 1,724 men, and costs 1,14,543 per annum. This

Paragraph 5. consists of that transferred by the Collector under the late arrangement, the extra establishments at present sanctioned pending Police reform, the Jail establishments at Chittúr and Vellore, the Vellore Commissariat Police, and the Military Guards (Invalids) over the Vellore and Chittúr Jails and the Chittúr Treasury. The enhanced expense proceeds from the great extent of Zamindárí country to be protected, which gives a very inadequate return, and the low rate of wages now paid to the Police Peons in North Arcot.

Paragraph 6. 7. The whole country has been divided into 77 Police Districts, each averaging 100 square miles, containing 102 Villages, 18,000 inhabitants and 10 Village circles. A Police party, viz., one head Constable, one Deputy, and 13 Privates, is to be located in each Police District. There are also to be 43 out-posts.

8. These arrangements appear to have been carefully and judiciously devised. The only point which requires serious attention, is the number of the different ranks of Constabulary, which it will be necessary to employ. In the present elementary state of the undertaking, this is a matter of great uncertainty. The impression of Government is, that the well-paid and well-superintended new Police will prove so superior to the present ill-paid half Revenue, half Police force, that a smaller number than that named by Mr. Robinson will be sufficient. The question is, entirely, one of experiment, and it may safely be left in Mr. Robinson's hands, in the full assurance that he will not employ a man who is not proved to be absolutely necessary, and that

when circumstances allow of reduction, it will be made at once, without waiting for orders, by making transfers, or by not filling up vacancies.

Paragraph 10. 9. The Inspector General strongly recommends that the Commissariat Police at Vellore be relieved by the Constabulary. This is authorized, and instructions will be issued through the Military Department for the transfer to the Inspector General of such of the Commissariat Police, as he may desire to employ. The functions of the Commissariat Joint Magistrate will also cease to be exercised.

Paragraph 19. 10. Mr. Robinson had proposed that Station Houses should be erected, at a total cost of from Rupees 36,000 to 40,000; but he is now of opinion, that this expenditure may be postponed, until it shall be seen to what extent disused Military Buildings, Staging Bungalows, Cotwal's Choultries, &c., can be placed at his disposal.

Paragraph 18. 11. Lines for the Constabulary will be provided at each place, by contract, under Mr. Robinson's superintendence, and the rent will be deducted from their pay.

VILLAGE POLICE.

Report, paragraphs 24, 25. 12. Prior to 1803, the Village Police in the Government Táluqs of North Arcot, was on the Mèn-kaveli system. In that year the system was abolished and the Kávali emoluments resumed by Government. These amounted to

	Rupees.
In land	97,735
Grain and Harvest Fees	38,525
Rusúm, Shop, House and Trade cesses	18,645
Total...	1,54,905

of which about Rupees 1,20,000 are at present incorporated with the Government Revenue.

Paragraphs 29, 30. 13. In 1816, the Village Watchers were transferred to the command of the Village Revenue Servants. The result has been much irregularity and inefficiency, and the Village Police has now to be *officered* anew.

Paragraphs 30, 31. 14. To this end, taking the establishment of Village Watchers at 4,305 men, they will be distributed throughout the whole country, Government, Palyem and Zamíndárí, in Village circles to each of which will be appointed a Village Inspector.

15. There will be 617 such circles with 3,439 Village Watchers in the Government lands, including the Palyems and Punganúr; and 205 circles with 861 Watchers in the large Zamíndáris.

Paragraph 33. 16. There will thus be, in all, for the whole District, 822 Village circles; each circle on an average, with an area of 8 to 10 square miles, containing 6 Villages and 1,500 to 2,500 inhabitants, with from 5 to 10 Village Watchers under the Village Inspector.

Paragraph 37. 17. In the non-Zamíndárí parts of the District there are 3,356 Villages, of which 2,496 are now provided with 2,755 Watchers, of whom 1,426 get on the average 16 Rupees per annum, and 662 Rupees 53. To supplement the pay of the existing establishment, so that it may not be less than 30 Rupees per annum for each person, will require Rupees 19,963, which charge, or the greater portion of it, must be incurred by Government in the first instance. The 886 Villages without Watchers will require a force of 518 Village Watchers, costing, at 30 Rupees a head, Rupees 15,540; and in about 302 large and troublesome Villages, the existing establishment of Village Watchers will have to be increased by 166 men, at a charge of Rupees 4,980 annually. The total extra charge to be incurred yearly on account of Village Watchers in this portion of the District will thus be, 19,963+15,540+4,980=40,483.

Paragraph 46.

Paragraph 48.

18. The Police duties in the Zamíndáris were formerly entrusted to a semi-Military body of Kattubadi and Ameram Peons; but in 1802 the Zamindars were directed to disband this force, to resume the Inám lands from which they had been supported, and to pay a further annual sum of 1,24,149 Rupees, in consideration of their having been relieved from the services upon which these Peons had been employed. Thus, our Government assumed the obligation of providing a Police for these tracts, which has never yet been properly done. Mr. Robinson has collected the contemporary correspondence on this subject, from which it appears that Mr. Stratton, Collector of Western Peshkash, pointed out to Government that there were no Police "throughout these countries, independent of the Ameram and Kattubadi Peons, who are now "responsible for all thefts and irregularities committed within their respective limits. It may, "otherwise, be necessary on their dismission, should that measure be resolved upon, to appoint a "sufficient number of Kiveligárs in their stead, for the purpose of efficient Police and general "security." The annual sum estimated by Mr. Robinson to be re-

Paragraph 53. quired for Village Watchers in the Zamíndáris is 25,830 Rupees; which, added to the sum of 40,483 Rupees for the non-Zamíndárí portions of the District, makes a total annual sum of 66,313 Rupees to complete the existing establishment of Village Watchers.

19. The total estimated cost of the new Police arrangements in the District of North Arcot, will then be

(a) Report, paragraph 2.	Constabulary(a)... ..... Rupees	1,74,900
(b) 822—at Rupees 3½ per mensem.—Report, paragraph 34.	Village Inspectors(b)... ,,	34,524
(c) Present charge..... 78,963 } Do. do. 37. Add proposed..... 66,313 }	Village Watchers(c)..... ,,	1,45,276
1,45,276	Total.....	3,54,700

20. The resources available to meet this expenditure are as follows:—

1st.—The existing establishments which will be transferred to the new Police, or which may be reduced in consequence of its formation. These are,

	From Revenue ..... Rupees	68,659	
	,, Military ..... ,,	35,578	
	,, Jail ..... ,,	6,706	
Paragraph 3.	,, Commissariat ..... ,,	3,600	
			1,14,543
	Existing emoluments of Village Watchers		
	Inám..... ,,	45,215	
Paragraph 37.	Harvest Fees ..... ,,	33,748	
			78,963
	2nd.—By enfranchisements to be made of		
Paragraph 50.	Kattubadi Peons ..... ,,	65,667	
	Do of Atchu Kaveli in Punganúr... ,,	714	
	Do of Tirupati Mén-káveligárs..... ,,	4,942	
			71,323
	Total Rupees...		2,64,829

21. The difference between the total expense of the new establishment, at its first formation, and the assets available to meet the expense, is 89,871 Rupees; but this difference will be considerably modified by the fact that the large item of 1,45,276 Rupees, for Village Watchers, represents the existing number as they will be taken over by the Commissioner of Police, and that considerable reductions will afterwards be made, both in number and pay. A full fourth of the Village Watchers in North Arcot are in the receipt of emoluments in excess of what is required; and, while one Watcher to 500 inhabitants is the utmost that can be necessary (new appointments are being experimentally made in the proportion of one to 1,000 inhabitants), the proportion of Watchers to the inhabitants, in five entire Táluqs, is one to from 250 to 300.

Total charge.....	3,54,700	
Assets	2,64,829	
	89,871	

One of the greatest social evils of the South of India is the waste of valuable labor on frivolous semi-official duties, and the abuse of power by ill-paid petty officials; and a great public benefit will be attained when those who are really required are fully employed and paid, and the rest are left to pursue their private industry.

22. It will also be remembered, that the estimate for the Constabulary portion of the establishment has been put at an out-side limit, to which it is not likely to be raised.

23. Allusion has already been made to the important fact that, although the British Government resumed the funds which had been appropriated to the support of the Police by the preceding Native Governments, no satisfactory provision has ever been made for this object in the Zamindári portion of the District of North Arcot; while, in the remainder of the District, the Police duties were transferred to the ill-paid Revenue establishment, by whom they have always been regarded as secondary to the original object of their appointment.

24. It will soon become apparent from the increased security to life and property, and from the stimulus which will be given to the improvement of large tracts of uncultivated land in the back parts of the District, that a Police is now really established there for the first time. The Native Police, or Mén-kávali funds, which were resumed and incorporated with the Revenue, amount to at least 1,20,000 Rupees a year, and 1,24,149 Rupees were added to the annual Peshkash of the Western Zamindárs, as the equivalent amount for the resumed Local Police Funds. For these amounts (1,20,000+1,24,149=2,44,149,*) the new Police system is fairly entitled to take credit; and, when this is added to the assets actually available, the deficiency of 89,871 Rupees against the new system, is converted into a surplus of 1,55,600 Rupees in favor of it.

Report, paragraph 26.

Do. paragraph 30.

25. The Kattubadi Peons belonged to a different class from the Talári, or Village Police. They were a sort of feudal militia, supported by assignments of land. It is characteristic of the position of the Village Watchers that they enjoy fees and pay no quit rent; but the Kattubadis have no fees, and pay a heavy quit rent. In the Zamindári portion of the District they have long ceased to do any but Revenue duty; while, elsewhere, they have, for the most part, ceased to do any duty. They are all land owners, and the quit rent they have to pay binds them to their agricultural occupations. With our present inadequate supply of labour, and dearness of all the necessaries of life, it will be a great advantage, both to the Kattubadis themselves and to the community at large, to relieve them from duties which belong to a by-gone state of things, and to enfranchise their holdings, under the Inám rules, at half the ordinary assessment, after deducting the quit rent. Those among them who are qualified for Police duties will be engaged on the rate of pay applicable to the situations to which they may be appointed. Mr. Robinson is quite aware of the importance both of acting through the Zamindárs and other persons possessed of local influence, and of engrafting into the new system as many persons who have vested interests in the old one, as possible.

Report, paragraph 53.

26. Mr. Robinson calls attention to the inconvenience arising from the division of the Inám lands assigned for the support of the office of Village Watchers, and from the rotation in the occupancy of the land and in the performance of the duties of the office. The Government has already considered this subject, in connection with the instructions furnished to Mr. Pelly for the revision of the village establishments. In dealing with such cases, the ruling consideration should be, so to arrange the incumbency of the office, and the occupation of the land, as to ensure the continuous efficient performance of the duties. For this purpose, the course of proceeding may be varied according to the circumstance of the case. Sometimes it may be proper to insist that the land should be in the actual occupation of the Village Watcher. At other times it may be sufficient, if care is taken that the entire rent is paid to the Watcher, the land remaining in the occupation of another person, who will receive the agricultural profit. This last course will have the advantage of leaving the time and strength of the Watcher free for the performance of the duties of his office. Where several persons jointly perform those duties, as a general rule, the best qualified will be selected; but there may be cases in which

* NOTE.—The total amount added to their Peshkash was 2,68,341; but the remainder was in lieu of the expense of mercenary Peons ordered to be reduced.

a rotation may be permitted. The general tendency should be, not to interfere with the village arrangements more than is necessary for the attainment of substantial efficiency.

27. The last question relates to the Fees which form a portion of the emoluments of the Village Watchers. This, also, has been settled, in principle, in the instructions to Mr. Pelly. The objections to this mode of payment are stronger in the case of Police Officers, than they are even in reference to the Officers of the Revenue. It is especially necessary, that the Village Police Officer should have his time at his own disposal; should not be under personal obligations to the members of the village community; and, above all, that he should have as few opportunities as possible of abusing his power. The fees, in North Arcot, are 32,518 Rupees a year; but there are other Districts in which they are much larger, and their aggregate amount, throughout the Presidency, is sufficient to make the subject important in a financial point of view. The fees are ancient, acknowledged charges upon the land, and they ought, if possible, to be included in the Puttahs, in order that they may be collected with the Land Revenue. If this cannot be done, they must be collected as at present, until the progress of the general survey and assessment gradually allows of their being provided for in a satisfactory manner. The Inspector should confer on this subject with Mr. Pelly, with the Director of Land Revenue Settlement, and with any of the Collectors who have given their attention to the subject, and after he has maturely considered it, he should report his opinion.

28. With these remarks, the Government resolve to sanction the arrangements for the reform of the Police of North Arcot proposed by the Inspector, and they desire that he will proceed with them as expeditiously as possible, reporting from time to time the progress which he may make. These orders will be reported to the Supreme Government for their confirmation, as well as to the Right Honorable the Secretary of State for India, and it will be pointed out to them that the re-organization of the Police of North Arcot has been a matter of peculiar difficulty and one involving greater expense than may be anticipated from other Districts. The large expense required to place the Police there on a satisfactory footing arises mainly from the circumstance of a considerable portion of the District being at present without any Police funds at all, while the difficulty of reforming the Police of the District generally has proceeded from the novelty of the task, this being the first District brought under the new system, and partly from the many points connected with the emoluments of the old Police force, &c., requiring settlement, but the decision of which will regulate the treatment of similar questions in other Provinces.

(True Extract.)

Chief Secretary.

Inspector General of Mofussil Police.
Revenue Department.
Military Department.
Accountant General.
Civil Auditor.

Cartledge.

Revenue 1859 Regd
Pro: of Govt by Cent

No. 1785

Proceedings of the
Madras Govt in the
Judicial Department

Dated 24th September 1859
Rec'd 27th

Sanctioning the
arrangements for the
reform of the Police
of Mr. Creagh, proposed
by the Inspector Gen'l
of Irregular Police -

No. 1323. 28th September 59

No. 1323

Ordered to be commu-
-nicated to the Board of Rev-
-nue, Mr Petty, Director
of Revenue Settlement and
the Inam Commissioner
for their information
& guidance respectively -

Fort St. Geo.
28 Sept. 1859

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1 — Inam Comr
1 — C. Petty Esq.

W. Edwardes